

**THE CORPORATION OF THE CITY OF PETERBOROUGH
EMERGENCY MANAGEMENT PLAN**

ADOPTED BY BYLAW 2026-056



Disclaimer

The City of Peterborough Emergency Management Plan provides a general framework of the responsibilities and procedures used during the response to an emergency. The Emergency Management Plan is supplemented with hazard-specific plans, Emergency Support Roles and Standards Operating Procedures. Each emergency is unique and may require actions that are not explicitly included within these plans.

The Emergency Management Plan along with the supplemental plans and procedures are not intended to be substitutes of current information or good judgement. It is the responsibility of all users of the Emergency Management Plan to interpret the document reasonably and responsibly.

Version Control

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Acronyms

CAO	Chief Administrative Officer
CC	Council Coordinator
CEMC	Community Emergency Management Coordinator
DOC	Division Operations Centre
ECG	Emergency Control Group
EIS	Emergency Information Section
EMCPA	Emergency Management and Civil Protection Act
EMP	Emergency Management Plan
EMPC	Emergency Management Program Committee
EOC	Emergency Operations Centre
EMO	Emergency Management Ontario
ERM	Emergency and Risk Management Division
ESR	Emergency Support Roles
ESS	Emergency Support Services
IAP	Incident Action Plan
IMS	Incident Management System
IMT	Incident Management Team
MERP	Ministry of Emergency Preparedness and Response
MFIPPA	Municipal Freedom of Information and Protection of Privacy Act
PEMS	Peterborough Emergency Management System

PEOC	Provincial Emergency Operations Centre
PNEMP	Provincial Nuclear Emergency Response Plan
SOP	Standard Operating Procedure

Forward

Emergencies and disasters, whether natural, technological, or human-caused can occur anywhere and at any time. While some events are preceded by warnings, many are not. These situations can disrupt normal operations and communication channels and may place significant strain on available response and recovery resources.

The City of Peterborough is committed to providing strong leadership and guidance in managing emergencies. This commitment includes proactive preparation and planning to protect the health, safety, and well-being of residents and visitors; safeguard property and the environment; and ensure that response and recovery efforts are carried out effectively and in a timely manner, to the extent reasonably possible.

The Emergency Management Plan forms one part of the City of Peterborough's broader Emergency Management Program. Other program components include:

- Hazard and critical infrastructure identification and risk assessment
- Hazard-specific emergency response plans, procedures and guidelines
- Designated Emergency Operations Centres
- Identification of key personnel and clarification of agency roles and responsibilities
- Collaboration with City Divisions; municipal, provincial, and federal government; industry partners; and community agencies and organizations
- Public and agency education initiatives
- Emergency information and communication plans and procedures
- Training and exercise programs

Scope

The City of Peterborough Emergency Management Plan (EMP) governs the provision of necessary services during an emergency, and the procedures under which employees of the City of Peterborough and other persons will respond to the emergency. Rather than being prescriptive, the EMP offers a broad framework for the City's all-hazards approach to emergency management. It serves as the methodology for mobilizing resources during an emergency and helping to restore the municipality to normal operations. The EMP acts as a valuable tool for emergency and municipal officials, supporting their efforts to respond effectively to emergencies.

The EMP must be flexible to adapt to a broad spectrum of hazards, risks and emergencies and must be supported with:

- Adequate personnel, equipment, and expertise from the response agencies;
- Familiarity with the content of the EMP and hazard and function-specific emergency response plans, procedures and guidelines;
- Training and exercises;
- Awareness of resources available within the City, from other municipalities and levels of government, and partner agencies and the private sector, supplemented by prearranged agreements where appropriate;
- Testing and updating the EMP and supplemental plans and procedures on a regular basis.

To maintain a concise and effective EMP, the provisions and procedures associated with this EMP are principally concentrated on the response and recovery phase of the emergency management cycle. As such, this EMP does not include the additional disaster risk reduction efforts made by the City pertaining to the prevention, mitigation, and preparedness phases of the emergency management cycle.

Authority

The authority for the development, content, and implementation of the EMP is established or referenced in the following legislation, regulations, policy statements, standards, and by-laws:

- Emergency Management and Civil Protection Act*, R.S.O. 1990, c.E.9;
- Ontario Regulation 380 /04
- Ontario Incident Management System (I.M.S.) Guidance Version 2.0
- Accessibility for Ontarians with Disabilities Act* / Ontario Regulation 429/11 and 191/11
- Canadian Standards Association Emergency Management and Business Continuity Program Standard (C.S.A. Z1600)
- City of Peterborough Procurement By-law 24-077

1. Authority to Activate the Plan

A formal declaration of emergency is not required to implement or act under the EMP. In circumstances where an emergency exists, City of Peterborough employees and first responders may take such actions(s) as necessary under the authority of the EMP and any of the provisions and procedures associated with it, to protect life, property and the environment.

Additionally, any City employee or external stakeholder who becomes aware of an emergency, or potential emergency conditions, should immediately notify the Director, Emergency and Risk Management / Community Emergency Management Coordinator (CEMC) or an Alternate CEMC.

Any member of the City's Emergency Control Group (ECG) and Incident Management Team (IMT) are provided the authority to activate the EMP and assemble the required staff to act under the EMP. Additionally, City employees and external agencies may request the EMP be activated by contacting the Director, Emergency and Risk Management / CEMC, Alternate CEMC or a member of the City's ECG or IMT.

Public Access to the Plan

The EMP is publicly accessible on the City of Peterborough website. Printed copies may be requested through Service Peterborough during regular business hours.

In accordance with Ontario Regulation 191/11: Integrated Accessibility Standards, the EMP is available in alternative formats or with communication supports upon request to ensure accessibility for all individuals.

Confidentiality of the Plan

While the EMP is publicly available, its annexes, hazard-specific plans, Emergency Support Roles (ESRs), and Standard Operating Procedures (SOPs) are classified as confidential to protect public safety and operational integrity.

In accordance with the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA), certain records may be withheld from disclosure if their release could:

- Compromise the security of buildings, vehicles, or emergency systems
- Reveal confidential information from other governments or international organizations
- Disclose trade secrets or sensitive commercial or financial information
- Endanger the health or safety of individuals

These restrictions ensure the responsible handling of sensitive information essential to emergency preparedness and response.

Emergency Management Program Bylaw

The Council of the Corporation of the City of Peterborough shall adopt this EMP under the Emergency Management Program By-law. Once adopted, administrative updates that do not materially change the EMP's structure or core provisions may be made without Council approval, while any significant amendments affecting the Plan's structure or intent require formal Council approval. Supplemental plans, ESRs, and SOPs are operational documents that do not require by-law adoption and must align with, and not contradict, the EMP.

Planning Assumptions

- An emergency is defined under the Emergency Management and Civil Protection Act (EMCPA) as a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise.
- An emergency in the City may occur with little or no warning and may escalate more rapidly than response organizations can manage.
- An emergency may cause injury, fatalities, property loss, and disruption of normal support systems. Multiple casualties, heavy damage to buildings and basic infrastructure, and disruption of essential public services may stress the capabilities of the City to meet the needs of the situation.
- Achieving and maintaining effective resident and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure residents will take appropriate advance actions to reduce their vulnerability especially during the first 72 hours of an emergency.
- Community agencies are expected to maintain a baseline level of emergency preparedness capacity including staff training, continuity planning, and resource coordination to support clients, including vulnerable populations, and sustain essential services during emergencies. Ongoing collaboration, outreach, and preparedness efforts across agencies can strengthen community resilience and help ensure needs are met.
- When the City's resources are strained, additional resources may be requested through mutual assistance or aid agreements with neighbouring jurisdictions and / or through requests to the provincial and federal government.

- The Emergency Operations Centre (EOC) may be activated and staffed to manage the strategic response to the emergency and to support emergency operations at the site.
- Members of the City of Peterborough ECG and/or IMT will be required to mobilize on short notice to provide timely and effective direction or assistance.
- Members of the City of Peterborough ECG and IMT or a designate from their Division, agency or organization may be required to respond on short notice to attend the EOC.

Emergency Management Program and Emergency Management Plan Roles, Responsibilities, and Emergency Response Structure

2. Emergency and Risk Management Division

The City of Peterborough Emergency and Risk Management (ERM) Division is responsible for the development, implementation, and continuous improvement of the City's Emergency Management Program, including this EMP, supporting procedures, and related documentation.

This work is supported by significant and ongoing collaboration with emergency management stakeholders at the local, provincial, and federal levels. Through these partnerships, the City actively contributes to risk identification and assessment, the development of emergency plans, ESRs, and SOPs.

These collaborative efforts position the City as a key contributor to a whole-of-society approach to emergency management, strengthening coordination, capacity, and resilience across Ontario.

3. Community Emergency Management Coordinator (CEMC)

In accordance with requirements of the EMCPA, ERM staff serve as the designated municipal liaison and Community Emergency Management Coordinator(s) (CEMC), with the Ministry of Emergency Preparedness and Response / Emergency Management Ontario.

- **Primary CEMC:** Director, Emergency and Risk Management
- **Alternate CEMCs:** Emergency and Risk Management Advisor(s); Emergency and Risk Management Assistant

4. Emergency Management Program Committee

The Emergency Management Program Committee (EMPC) provides governance and oversight of the City's Emergency Management Program and conducts an annual review of the EMP.

Membership includes:

- Mayor
- Chief Administrative Officer
- Commissioners
- Fire Chief
- Police Chief
- Director, People and Culture
- Director, Emergency and Risk Management

The EMPC may consult internal staff, external agencies, and subject matter experts to support program development and implementation.

5. Elected Officials (Mayor and Council)

Elected Officials play an important leadership and governance role during emergencies; however, they do not direct or manage emergency response operations.

a) Key Responsibilities:

- Support the emergency response through leadership, governance, and public reassurance
- Liaise with the EOC Director and Council Coordinator to maintain situational awareness and ensure consistent messaging and provide community insight, feedback, and constituent concerns to support informed decision-making
- Communicate and reinforce approved emergency information provided through the Emergency Information Section (EIS)
- Support confidence in municipal response and recovery efforts

All operational direction, decision-making, and emergency expenditures are carried out by the Incident Management Team (IMT) and Emergency Control Group (ECG), in accordance with the Incident Management System (IMS), delegation of authority, and the provisions of the City's Procurement By-law.

Emergency Response Structure

The City uses a scalable, tiered response structure based on incident complexity, guided by the IMS, ensuring clear separation between operational, tactical, and strategic functions.

6. Regular Municipal Operations

Most incidents are managed within normal Divisional operations.

a) Key Characteristics:

- Localized and manageable within existing authority
- Limited impact on municipal governance or services
- No requirement for strategic or policy-level decisions

b) Priorities:

- Protect life, property, and services
- Stabilize incidents quickly
- Maintain situational awareness

7. Incident Management Team (IMT)

a) Overview

The IMT is comprised of trained senior emergency responders, Directors, Managers, or other designated staff, along with representatives from partner agencies, as required. The IMT is activated when an incident exceeds routine operational capacity. It is responsible for operational and tactical coordination, implementing response strategies, and managing the overall incident response.

The IMT operates within the IMS framework and may function from the EOC, a command post, or virtually. Representatives from the IMT attend ECG meetings to provide subject matter expertise, as required.

b) Activation Triggers

- Increased complexity, scale, or severity
- Multi-Divisional or multi-agency coordination required
- Significant operational planning, coordination, and resource demands

c) Goals, Priorities, and Strategic Focus

- Life safety
- Incident stabilization
- Property and environmental protection
- Coordination and communication across all responders
- Resource prioritization and allocation
- Public information and community awareness
- Continuous situational assessment and intelligence gathering
- Development and execution of operational strategies aligned with ECG direction
- Anticipation of emerging risks and escalation needs
- Early integration of recovery considerations into response planning

d) Core IMS Functions

- **Incident Command:** Overall incident leadership (site or unified command)
- **Liaison:** See below
- **Health, Safety, Risk, and Legal:** Risk mitigation and compliance
- **Operations:** Tactical response execution
- **Planning:** Information analysis, incident action planning, and forecasting
- **Logistics:** Resource coordination and support
- **Finance/Administration:** Cost tracking and documentation
- **Emergency Information Section (EIS):** Internal and public communication
 - Led by Strategic Communications
 - Ensures accurate, timely, and coordinated messaging
 - Mayor serves as primary spokesperson
 - All communications are vetted and approved through the EIS
 - Messaging coordinated with neighbouring municipalities and partners where feasible

e) IMT Activation Process

1. Divisions assess incident capacity within regular operations
2. Request IMT activation through the CEMC / Alternate CEMC
3. IMT deploys; ECG and Council are notified as appropriate

8. Emergency Control Group (ECG)

a) Overview

The ECG provides strategic leadership, corporate direction, and policy decision-making during emergencies. It establishes the framework within which the IMT operates but does not manage tactical operations.

b) Membership:

The ECG consists of the following positions or their designates:

- Mayor
- Chief Administrative Officer
- Division Commissioners
- Police Chief
- Fire Chief
- Director, People and Culture
- Director, Emergency and Risk Management / CEMC / EOC Director

c) Activation Triggers

- Need for strategic or policy-level decisions
- Significant or widespread community impact
- Requirement for emergency declaration or external assistance
- Incidents exceeding IMT authority, complexity, or duration

d) Roles, Responsibilities, and Strategic Focus

- Establish municipal strategic objectives and priorities
- Provide corporate leadership and interdivisional coordination
- Ensure public safety and community well-being
- Make policy decisions and authorize emergency measures
- Declare a state of emergency (Mayor), where required
- Enable emergency procurement in accordance with applicable by-laws
- Ensure legal and regulatory compliance
- Coordinate with provincial, federal, and external partners
- Assess long-term implications and set direction for recovery and restoration
- Balance competing priorities, risks, and resource constraints at a corporate level
- Ensure continuity of government and essential services

e) Operational Approach

- Meets on a defined and adaptable cycle based on incident needs
- Aligns, where possible, with other levels of government for coordination
- Supported by IMT representatives and subject matter experts
- Receives regular briefings from the EOC Director and Incident Command
- Supports the establishment of strategic objectives and authorizing actions necessary to protect life, property, the environment, and essential municipal services

9. Emergency Operations Centre (EOC) Leadership

a) EOC Director

The EOC Director provides overall leadership of the EOC and ensures effective coordination between the ECG and IMT. The EOC Director brings comprehensive knowledge and expertise in the City's emergency management program, along with established relationships with key stakeholders essential to effective emergency response.

b) Responsibilities:

- Maintain comprehensive situational awareness
- Coordinate EOC operations and information flow
- Establish and maintain the operational rhythm of the response
- Coordinate with Incident Command and IMS Section Chiefs to brief the ECG at each meeting with clear, current, and actionable information, and emerging issues
- Provide ongoing leadership and direction between ECG meetings to support informed, timely decision-making
- Re-convene ECG outside scheduled meeting cycle, if required
- Serve as the Liaison Officer

This role is fulfilled by the Primary CEMC, supported by the Alternate CEMCs.

10. Liaison Officer

The Liaison Officer serves as the primary point of contact between the ECG, IMT and external partners, including:

- Municipal, provincial, and federal agencies

- Ministry of Emergency Preparedness and Response (MERP) / Emergency Management Ontario (EMO)
- Community and industry stakeholders

a) Responsibilities include:

- Facilitating information sharing
- Coordinating requests and resources
- Supporting alignment of multi-agency response efforts
- Delegate IMT and EIS personnel to assist with engagement and coordination with key stakeholders, as required

11. Council Coordinator

The Council Coordinator works closely with the EOC Director to ensure consistent, accurate, and timely communication between the EOC and Council, strengthening the connection between governance and operational response.

a) Key Responsibilities:

- Maintain regular, proactive communication with Council based on direction from the EOC Director
- Ensure Council receives approved situational updates, key messages, and directives in alignment with the EIS
- Support Council in reinforcing consistent public messaging to constituents
- Coordinate responses to Council inquiries in collaboration with the EOC Director, ECG and IMT
- Track and relay Council feedback, constituent concerns, and emerging issues to support situational awareness and ECG and IMT decision-making
- Anticipate information needs of Council and work with the EOC Director to address gaps
- Support briefing materials, summaries, and updates for Council, as required

12. Escalation and Integration of Response

The City's emergency response escalates in a structured and coordinated manner:

- 1. Regular Municipal Services**
Initial response managed within Divisional authority
- 2. Incident Management Team (IMT)**
Activated for coordinated operational and tactical response

3. Emergency Control Group (ECG)

Convened for strategic oversight, policy direction, and corporate decision-making

Some incidents may be managed by the IMT without ECG activation where:

- Strategic or policy decisions are not required
- Impacts remain limited
- Authority remains within Divisional scope

Throughout all stages, the CEMC and IMT ensure the ECG and Council are kept informed and prepared for escalation, if required.

Emergency Operations Centres (EOCs)

The City maintains designated primary and alternate EOCs to ensure continuity of operations under a range of emergency conditions. Each EOC location has established SOPs tailored to the site's available technology, infrastructure, and resources to support both ECG and IMT functions.

In addition to physical EOC sites, the City is equipped to conduct EOC operations virtually, enabling secure information sharing, communication, and coordinated decision-making when in-person activation is not feasible or when hybrid operations are required. SOPs are established to guide the effective functioning of a virtual or hybrid EOC, ensuring that roles, responsibilities, documentation practices, and situational awareness are maintained.

Specific EOC locations are not disclosed in this EMP to support operational security and to prevent unauthorized access during an activation.

Hazard-Specific Plans, Emergency Support Roles (ESR), and Standard Operating Procedures (SOP)

This EMP is supported by hazard-specific plans, ESRs, and SOPs that define roles, responsibilities, and procedures for Divisions and partner agencies. They provide clear guidance to ensure a coordinated and effective response, streamline communication, and optimize resource use.

The plans, ESRs, and SOPs are living documents, regularly reviewed and updated as hazards, resources, or operational needs change. Lessons learned from past incidents and emerging threats are incorporated to continually enhance preparedness and coordination.

A wide range of plans, ESRs, and SOPs exist, for example, Emergency Support Services for evacuation and reception centres, airport incidents, flooding, severe weather, and nuclear emergencies to name a few, with additional procedures developed or updated as needed to address evolving risks.

Partner Agencies

The ERM staff maintain ongoing collaboration with Peterborough County municipalities, local First Nations, and community and social service agencies through the Peterborough Interagency Emergency Preparedness Committee. They also work closely with provincial organizations, including Ontario Corps partners, utility providers, and other emergency management stakeholders.

This collaboration spans a broad network across multiple sectors including healthcare, public health, social services, utilities, education, non-governmental organizations, and volunteer groups supporting effective preparedness and ensuring timely, coordinated response during emergencies. These established relationships also enable the City to efficiently request and receive assistance when required.

Key partners include, but are not limited to:

- Peterborough Regional Health Centre (PRHC)
- Lakelands Public Health
- Amateur Radio Emergency Services (ARES)
- Hydro One
- Enbridge Gas
- Ontario Power Generation
- Otonabee Conservation
- Parks Canada
- Local school boards

Partner agency information is maintained by ERM staff and included in applicable EMP annexes.

Requests for Emergency Assistance

The City of Peterborough may request assistance from other jurisdictions or levels of government at any time, including prior to the declaration of an emergency. All requests are coordinated through the Director, Emergency and Risk Management / CEMC / EOC Director.

The City maintains assistance agreements with neighbouring municipalities, as well as arrangements with partner organizations, which may be activated during an emergency. Specific agreements and arrangements are documented in applicable plans, ESFs, or SOPs.

Requests for assistance from neighbouring municipalities or partner organizations may be made directly or coordinated through Emergency Management Ontario (EMO) via the Provincial Emergency Operations Centre (PEOC), which facilitates resource coordination across jurisdictions.

Requests for provincial assistance, including from ministries, designated agencies, boards, commissions, or Ontario Corps must also be submitted through EMO via the PEOC.

Requests for federal assistance including from federal departments, agencies, boards, or commissions must also be routed through EMO via the PEOC.

Peterborough Emergency Management System (PEMS)

The City utilizes the PEMS, a comprehensive incident management application that serves as the centralized platform for all emergency response communications, documentation and coordination. PEMS functions as the single point of access for the ECG and IMT, supporting real-time information sharing through incident logs, event boards, situation updates, emergency information, finance and administration tracking, and Emergency Support Services Evacuation and Reception Centre operations. The system also integrates GIS mapping for enhanced situational awareness and provides direct access to the EMP, ESRs, SOPs, plans, other relevant documents and templates. PEMS is the official record of ECG and IMT emergency response activities. Access to PEMS is role-based, with varying levels of authorization for designated City officials and approved partner agencies to ensure secure and coordinated emergency management operations.

Alertable

The City leverages Alertable as its primary emergency notification system to deliver critical and timely information to residents, businesses, and visitors. This mass notification tool enables the City to issue advance warnings for significant events that may lead to emergencies, to provide preparedness advice, safety directives, and real-time updates during unfolding incidents. Alerts from the City are delivered via the Alertable app, including push notifications to smartphones or tablets, as well as by SMS, email, or phone calls, based on each subscribers preferred contact method.

Emergency Declaration and Termination

13. Declaration

This plan and its associated procedures may be implemented at any time, with or without a formal declaration of emergency.

Under the EMCPA, the Head of Council (Mayor or Deputy Mayor) may declare that an emergency exists in all or part of the City. A municipal emergency declaration allows the Head of Council to take actions and make orders they consider necessary, and not contrary to law, to implement the municipality's emergency plan and to protect property and the health, safety, and welfare of residents.

The decision to declare an emergency is made in consultation with the ECG and the IMT. Council will be duly informed of the decision to declare an emergency and kept apprised of relevant updates throughout the emergency.

The Premier of Ontario may also declare that an emergency exists in the City, elsewhere in the province, or in any part of Ontario when, in the Premier's opinion, an emergency requires immediate action to prevent, reduce, or mitigate serious harm to persons or substantial damage to property, and the resources normally available to respond are insufficient or would risk serious delay. A provincial emergency declaration under the EMCPA allows the Premier to exercise powers to support provincial response efforts and coordinate across jurisdictions, subject to the Act. Council will also be informed if a provincial declaration affects the City.

14. Termination

The Head of Council may declare at any time that a municipal emergency has ended, in consultation with the ECG and the IMT. The Premier of Ontario may also declare that a provincial emergency affecting the City of Peterborough has been terminated.

Ending a declaration does not halt response or recovery activities but indicates that the situation has generally stabilized and can be managed through ongoing response or mitigation efforts.

Council will be promptly informed when an emergency declaration is terminated.

15. Requirements for Emergency Declaration / Termination Notification and Reporting

The Head of Council must ensure that the Minister of Emergency Preparedness and Response is notified promptly of both the declaration and the termination of a municipal emergency. This is a statutory requirement under Section 4(6) of the EMCPA.

Notification should be made forthwith, typically immediately or as soon as practicable, and may be conducted by phone, followed by written confirmation via the PEOC. The EOC Director / CEMC will work with the Mayor to facilitate notification to the PEOC.

Post Emergency Review

Following the termination of an emergency, the ERM Division will ensure that a post-emergency After-Action Review (AAR) is conducted, and a summary report is prepared outlining the operational response, key findings, lessons learned, and recommended improvements. This process supports transparency, accountability, and continuous improvement.

The report may be shared with the Ministry of Emergency Preparedness and Response, as appropriate.