

Emergency Management Plan Guidelines

Introduction

The City of Guelph has developed guidelines for event organizers. The Emergency Management Plan (EMP) is a formal written plan developed by the event organizer which identifies emergencies that could impact the event and which describes the planned response to minimize the impacts and ensure public safety.

These tools have been created to assist festival and event organizers in developing plans to respond to any emergency situation that may arise during their event, and how to link to the City of Guelph's Emergency Response professionals including the Guelph Police Service, Guelph Fire, and Guelph Wellington Paramedic Service. Producing an Emergency Management Plan (EMP) will be required for event organizers (with events over 100 people) using public property and is encouraged to all others.

The EMP has a number of benefits that will help your organization deliver a safe and successful event:

- Identifies risks and potential risks.
- Identifies roles and responsibilities.
- Identifies hazard prevention and risk reduction strategies for implementation, and to ensure public safety.
- Develops a response plan to manage emergencies if and when they occur.
- Communicates and coordinates command structures for managing the event and emergencies.

Event organizers will provide an EMP to their Booking and Events Coordinator four (4) weeks in advance of the event. The Booking and Events Coordinate will circulate the EMP on behalf of your event to our respective Emergency Response partners. This is to ensure our partners, and members of the City of Guelph Special Event Advisory Team (SEAT), are able to review the plan, suggest any changes that may be necessary, and sign off that the plan has been received.

Disclaimer: The review of the Emergency Management Plan submitted by your organization, and any information provided respecting the plan, is meant to assist your organization to prepare a plan that will service it well in carrying out the event. The City of Guelph disclaims any responsibility for the review of the plan as to the quality, appropriateness or suitability of any aspect of the plan or its compliance with any laws and will not be liable for any damages whatsoever to your organization or any other person arising from or related to the use or implementation of the plan. In the event of an emergency, the City of Guelph, Guelph Police Service, Guelph Fire Department and Guelph Wellington Paramedic

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Service will respond to such emergency according to their respective procedures and will work in collaboration with your organization as deemed appropriate or necessary in the circumstance.

Required Elements of an Emergency Management Plan

Identification of event risks, hazards and threats.

Mitigating action to address risks, hazards and threats.

Identification of residual risk(s) and the appropriate action(s) to be taken by whom, should that situation arise.

Approval of the Emergency Management Plan (EMP) by all parties involved in the plan.

Training of event personnel, first responders and staff to ensure all parties understand their roles and responsibilities in advance of the event occurring.

Post event debrief to record responses and identify improvements to any situations that arise. These responses should be documented by the event organizer and staff for future use.

Part A – General Information

In Part A, event organizers are asked to provide specifics on their event including date, time, location, hours of set up and tear down, hours of event, sponsoring organization (if applicable) and contact information for responsible event personnel assigned.

Part B – Event Details

In Part B, event organizers are asked to provide an overview of the event including entertainment lineup and programming. These details will provide insight to emergency response personnel as well as estimated attendance, demographic of crowd, resources utilized on site, parking information, event history and emergency incident history. These details may identify preparatory measures that may need to be implemented to ensure the safety of the public and its assets.

Part C – Event Map

In Part C, event organizers are asked to provide an event map that includes event infrastructure and event access.

Event infrastructure

The event map will illustrate the layout of the event allowing users to navigate through the event. The map will include the location of the event organizer and emergency command, any event structures including stages, tents and fencing, hazardous areas including on-site cooking and fuel storage, lost person/family reunification areas, vendors, designated areas serving alcohol and locations for pyrotechnics including fireworks. The map will help emergency service personnel should they be required to find spaces they are looking for during a service call.

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Event Access

Event organizers are asked to provide a map focusing on event access. The event access map will illustrate a plan for the area surrounding the event allowing users, affected residents, and emergency personnel to navigate through the impact of people and traffic on the event area. The map will include the event emergency access route, designated event vehicle parking areas, designated public parking areas, public access points and exits including accessible and queuing locations, marshaling/staging area, barricades, transit routes, flow of traffic, security locations and first responder parking and access. The map will provide details regarding the flow of people and traffic for emergency responders.

The following sections are to be completed for all events that are expected to exceed an attendance of over 1000 people. Events that are not expected to exceed 1000 are encouraged but not required to complete the following sections which will help further plan and prepare for potential hazards and emergencies.

Part D – Hazard Identification and Risk Assessment

In Part D, event organizers are asked to identify risks and hazards associated with your event and prevention/risk reduction methods using the risk matrix. The risk assessment tool will require each event organizer to look at the specific details of the event they are offering.

Step 1 – Identify the risks, hazards and threats that could affect your event. Potential risks could include but are not limited to severe weather, food preparation, crowd composition, criminal activity, bomb threats, fire, medical emergencies, situations requiring evacuation or shelter in place, etc.

Hazard: A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.

Risk: A measure of the probability and severity of adverse effects that reflect from an exposure to a hazard.

Threat: The presence of a hazard and an exposure pathway; threats may be natural or human-induced, either accidental or intentional.

Step 2 – For each risk scenario, identify the potential harm or loss caused by the risk.

Step 3 – For each risk scenario, identify the probability (1 being low, 5 being high) of the risk occurring at your event. Things to consider when assessing the

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probability of a risk occurrence include: is there a history of similar risk occurrences? Are there best practices or controls in place to prevent the risk occurrence? In your best judgement, what is the likelihood of an occurrence?

Step 4 – For each risk scenario identify the impact (1 being low, 5 being high) of the risk occurring at your event. Things to consider when assessing the impact of a risk occurrence include the impact on event: reputation, operations, people (both staff and citizens), customer service, financial and event sustainability.

Step 5 – For each risk scenario identify what measures will be implemented to mitigate the risk. Mitigation measures may be reviewed and evaluated.

Table 1: Hazard Identification and Risk Assessment

Hazard/Risk	Potential Harm or Loss	Probability (Rate 1-5)	Impact (Rate 1-5)	Prevention/Risk Reduction Actions	Is Risk Managed? Next Steps
Example: Over crowding	Responder and public safety jeopardized	1	4	Fencing around event and counters to monitor capacity, drone monitor pinch points	Yes
Example: Severe Weather	Injury to participants, damages to tent and equipment	2	4	Joe is assigned to monitor weather on the day of the event and make the call to start event at 7 a.m., ongoing	Yes – Joe has been trained and knows he oversees this safety item

Part E – Emergency Response Plan

In Part E, event organizers are asked to prepare five (5) separate emergency response plans organized in the areas of: security plan, safety plan, , communications plan, event continuity plan, and extreme weather plan.

Security Plan

The security plan will identify the response/procedure to deal with a number of security-associated risks. They include identifying your on-site police liaison including event day contact information (if applicable), how access to your event will be controlled during an emergency, how traffic may be controlled during an emergency, and emergency responses to an active threat or a missing person.

Emergency Response to Active Threats

Primary Agency: Guelph Police Service

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Secondary Agency: Guelph Fire Service

An active threat is a situation where an individual is actively engaged in severely killing or attempting to kill people in a populated area. Types of attack include:

- Active Shooter (mass shooting).
- Vehicle Ramming Attacks.
- Stabbing Attacks.
- Bomb threat or found improvised bomb.

- Both event security and 9-1-1 should be notified immediately. A safe and efficient route of access should be communicated to the first responders.
- The event organizer (as indicated in the command and control chart provided), event safety officer and events staff liaison should be informed.
- The event organizer or designate can assist police with organizing either an evacuation or lockdown (depending on the situation) in order to keep the public safe.
- The event organizer or designate can assist with communicating relevant and timely information to the public.
- The Guelph Police Service response to the active threat will be in accordance with their emergency response procedures and shared service agreements as applicable.
- If there is a bomb/suspicious package, police and security should evacuate bystanders to establish a perimeter at a safe distance as soon as possible without letting the public know that there is a bomb in order to avoid mass hysteria. Public messaging should be prepared in advance to assist with implementing a safe and efficient evacuation.
- The Fire Department and GWPS will be tiered to a standby location in order to be on hand to render assistance as required.
- All involved agencies are required to conduct a follow up of the occurrence with the event organizer after the situation has been controlled so that a report can be made for future reference.

Missing/Lost Persons Emergency Response

Primary Agency: Guelph Police Service

Secondary Agencies: Safety and Security Staff. Optional: Guelph Fire Department, Guelph Wellington Paramedic Service, Guelph Search and Rescue – St. John's Ambulance.

- If a person is reported to be missing/lost, it must be reported to the Guelph Police Service.
- If necessary, an announcement can be made of this nature. Public messaging for this contingency should be prepared in advance.

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- Upon receiving a report of a missing person, the Guelph Police Service shall respond in accordance to applicable procedure(s). The event organizer or designate shall assist in the gathering of information pertinent to a Lost/Missing Person Questionnaire at the prompting of Guelph Police Service so that search urgency and level of response required can be objectively assessed.
- When a missing child is located, police will arrange for his/her return to a parent/guardian. Only the Guelph Police Service are allowed to surrender a lost child to a parent/guardian.
- Should the missing person appear to be ill, injured, etc. on-site medical services (St. John's Ambulance) will be notified or the Guelph Wellington Paramedic Service (GWPS).
- All agencies involved are required to conduct a follow up of the occurrence to the event organizer after the situation has been controlled so that a report can be made for future reference.

Safety Plan

The safety plan will identify the response/procedure to deal with a number of safety associated risks. They include identifying your on-site medical liaison (St. John's Ambulance) including event day contact information (if applicable), fire liaison, three key safety messages to be promoted at your event, evacuation plan, shelters available for use, fireworks procedures, emergency response to a critical injury.

Evacuation Plan should follow a standard format:

In advance of a scenario requiring evacuation, event organizers must describe the actions to be taken if the event location had to be partially or fully evacuated and estimate time required to conduct the evacuation (how long will it take from the time a decision to evacuate is made, to when all evacuees can be moved to safety). This will help to identify the lead-time required and your decision point to order an evacuation. Your plan should ensure that everyone can be evacuated to safety in the time available and identify the resources required.

The Evacuation Plan must identify:

- Who will make the decision to evacuate the public from the event location?
- Who will coordinate the evacuation (be in charge)?
- How will the event staff/marshals, emergency service personnel and participants be informed and briefed of the situation? Public messaging should be prepared in advance.
- Do the event staff/marshals have specific tasks in the event of an evacuation?
- Which exits will the public be directed to?
- To where will the public be evacuated?
- Who will inform the emergency services (Police, Fire, Ambulance, etc.)?
- How will the persons evacuated be accounted for?) This is particularly important should persons be evacuated to more than one location.

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Note: If your event is a linear type of event (i.e. sponsored walk, bike ride, etc.) you will also need to consider:

If required how do you stop the event?

How do you inform the safety staff?

How do you collect and account for the participants?

To where do you evacuate the participants?

Have multiple locations been identified on the route to ensure quick emergency service access? (E.g. intersections or civic addresses along the route).

Communications Plan

The Communication Plan will identify how you will communicate with people at your event. This includes event participants, marshals, staff, emergency services, and volunteers. The Communication Plan is of increasing importance if your event is over a large area or moves from one point to another (such as a parade or road race). Communication systems can include portable radios, cellular telephones, public address systems, etc. Event Communication and Emergency Communication may be done on different designated channels to ensure event personnel can remain up to date on communications within each specific context.

The Communication Plan must identify:

- How the event control/organizers will communicate with staff/marshals and vice/versa.
- How the event control/organizers will communicate with the public during the event.
- Include a list of persons who will have radios and what channel or frequency they can be contacted on.
- Include a list of persons who at the event location will have access to a phone and their contact phone numbers.
- If your event is cancelled, how will you communicate this to the public?

For each type of emergency event message including evacuation, cancellation, etc., a script should be prepared with messaging prior to the event to ensure panic is not portrayed and messaging is concise during a difficult time.

Event Continuity Plan

The Event Continuity Plan will identify how to continue and/or cancel event operations if an event is affected by different levels of disaster. Disasters can be localized short-term disasters, to daylong problems, to a permanent loss of a City asset.

The Event Continuity Plan must identify:

Seasonal weather conditions that will be prevalent during event time and appropriate mitigation plans. We would suggest that a plan is made in advance for

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extreme conditions including who will make the call, who will be responsible for ongoing weather monitoring, what time the call will be made, and how the decision will be communicated to event staff and participants.

When you modify your event including who will make the call and when (e.g. power failure during event).

Evacuate your event including who will make the call and when.

Extreme Weather Plan

An Extreme Weather Plan may be required for your event. This will help identify the response/procedures to respond to a number of weather related risks. This template includes how you monitor conditions leading up to an event, when and how you would consider canceling an event, and how you will prepare and respond to extreme weather like snowstorms, tornadoes and severe thunderstorms.

Statement, Watch and Warning(s)

Environment Canada defines the following alerts as:

- **Special Weather Statement:** When active weather is expected or occurring, but there is no current indication that conditions will be severe or extreme, Environment Canada issues a Special Weather Statement.
- **Watch:** Beyond weather of concern, there are times when the forecast indicates that conditions are favorable for severe weather, but it has not yet developed.
- **Warning:** When conditions advance past simply having the potential for severe weather, and severe weather is actually developing or occurring, forecasters issue a Warning.
- An Extreme Weather Plan should include:
- How will you monitor the weather conditions leading up to an event? Suggested methods include the Weather network and Environment Canada's [Alerts Webpage](#)
- When would you consider cancelling an event? An example of this could include that the event will be held outdoors and a severe thunderstorm warning (With the ability to produce tornadoes) is issued the morning of the event. Because of this, a decision is made to cancel the event.
- If the event is cancelled, how will it be done and communicated? Examples of this could include: messaging through social media, signage posted at the event, or announced on the radio.
- How you will prepare and respond to extreme weather threats? (See below for examples).

Tornado

- A tornado is observed or a Tornado Warning is received, what are the instructions to the public? (How are they notified, where do they go and what do they do). This will likely align with your Safety Plan.
- Possible responses could include directing the public to the nearest sturdy building if possible (Washroom, nearby store or business, community centre).

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- If an indoor location is not possible, direct the public to lay flat in a ditch or depression and protect their back of their head with their hands. Get as far away from trees and cars as they can.
- If an indoor sturdy location is possible, attempt to find a room with no windows on the lowest floor possible. Direct the public and event staff to crouch down and cover their head.
- If anyone is potentially injured or trapped, call 911 and advise them of the situation.
- Some of these response considerations could also be used for a windstorm or high winds.

Severe Thunderstorm

- A severe thunderstorm warning is received, what are the instructions to the public? (How are they notified, where do they go and what do they do).
- Possible responses could include to directing all members of the public to seek shelter avoiding any trees, towers, tall or metal objects.
- Does a severe thunderstorm warning warrant a cancellation of the event?

Snowstorm

- A severe snowstorm warning is received, what are the instructions to the public? (Is the event concluded early? If so, how is this communicated?)
- Have arrangements been made to clear the parking lot to ensure the public can access their vehicles? If conditions are too dangerous to leave, has an area been established where the public can go to escape the conditions and temperatures.
- Does a snowstorm warning warrant a cancellation of the event?

Other hazards are present and event organizers should prepare for those during their planning. The completion of the HIRA will help identify other hazards to plan for.