

By-Law Number (2024) - 20859
Schedule "F" – Emergency Response Plan



The Corporation of the City of Guelph
Emergency Response Plan

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1. Introduction

The City is vulnerable to numerous hazards. These can be human caused such as a cyber-attack, technological such as those involving hazardous materials, natural such as severe weather or flooding, or human health such as an outbreak or pandemic.

The City's Plan establishes the framework that ensures the City is prepared to deal with any of these hazards. It is an important component of an integrated emergency management program, which works within the parameters outlined by the Emergency Management Framework for Ontario pertaining to prevention, mitigation, preparedness, response and recovery.

The City has developed this Plan in accordance with the Act and the Regulation.

1.1 Purpose

The purpose of the Plan during an emergency is to facilitate the effective coordination of human and physical resources, services, and activities necessary to:

1. Protect and preserve life and property,
2. Minimize and/or mitigate the effects of the emergency on the inhabitants, facilities, and physical infrastructure of the City, and
3. Quickly and efficiently enable the recovery and return of normal services.

The Plan also makes provision for the efficient administration, coordination and implementation of extraordinary arrangements and response measures taken by the City to protect the health, safety and welfare of the inhabitants of the City of Guelph during any emergency by:

1. Identifying the governance structure for emergency response within the City of Guelph,
2. Identifying roles and responsibilities required in mitigating, preparing for, responding to and recovering from emergencies and disasters,
3. Identifying standard response goals for emergency response operations and decision making, and
4. Providing for a coordinated response by the City and partner agencies in managing emergencies.

1.2 Legal Authorities

The legislation and the City By-law under which the City and its' employees are authorized to respond to an emergency are:

1. the Act,
2. the Regulation, and
3. the City's Emergency Management Program and Emergency Response Plan By-Law.

1.3 Protection from Liability

Subject to subsection 11(3) of the Act, subsection 11(1) of the Act provides that the City is protected from liability which states that:

"No action or other proceeding lies or shall be instituted against a member of council, an employee of a municipality, an employee of a local services board, an employee of a district social services administration board, a minister of the Crown, a public servant or any other individual acting pursuant to this Act or an order made under this Act for any act done in good faith in the exercise or performance or the intended exercise or performance of any power or duty under this Act or an order under this Act or for neglect or default in the good faith exercise or performance of such a power or duty."

1.4 Emergency Definition

Emergencies are distinct from the normal daily operations carried out by the City's first response agencies and the City services. Section 1 of the Act defines an emergency 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."

1.5 Municipal Emergency Control Group

The City appoints the persons who to hold the following positions as members of the MCEG:

1. HOC,

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2. CAO,
3. Deputy CAO PS,
4. Deputy CAO CS,
5. Deputy CAO IDES,
6. Chief – Guelph Police Services,
7. Chief – Guelph Fire Services,
8. Chief – Guelph-Wellington Paramedic Services,
9. CEMC, and
10. Any other officials, City employees, and/or such members of City Council as may be appointed by City Council to the MECG on an as needed basis.

The MECG may at any time seek the advice and assistance of the following:

1. Officials or employees of any level of government who are involved in emergency management,
2. Representatives of organizations outside government who are involved in emergency management, and
3. Persons representing industries that may be involved in emergency management.

The primary responsibility of the MECG is to provide for the overall management and coordination of site support activities and consequence management issues. It is the responsibility of the MECG to develop procedures to govern its responsibilities in an emergency including ensuring that its response priorities are established, and that planning and response activities are coordinated between the EOC, the emergency site and the partner agencies. Subject to subsection 16(6.1) of the Act, members of the MECG shall conduct an annual practice exercise for a simulated emergency incident to evaluate the City's emergency response plan and its own procedures. Members shall also complete the annual training that is required by the Chief, Emergency Management Ontario.

1.6 Emergency Management Program Committee

The EMPC as required by the Act, consists of the persons holding the following positions in the City or in each such persons' absence that person's designate:

1. Deputy Chief Administrative Officer, Public Services,
2. General Manager of Operations,
3. Manager – Corporate and Community Safety, and
4. Community Emergency and Management Coordinator.

The DCAO PS is appointed as the chair of the EMPC.

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The EMPC shall advise City Council on the development and implementation of the EMP, conducts an annual review of the EMP, and make recommendations to City Council for its' revision, if necessary.

1.7 Head of Council

The HOC may:

1. Declare that an emergency exists in the City or in any part thereof, and
2. May take such action and make such orders as the HOC considers necessary and not contrary to law to implement the Plan of the City and to protect property and the health, safety and welfare of the inhabitants of the emergency area.

When a municipal emergency is declared by the HOC, the HOC may make any emergency orders that are not contrary to law to implement the Plan and to protect the property and the health, safety and welfare of the inhabitants of the emergency area.

1.8 Emergency Information Officer

The City has appointed the employee who holds the following position as its EIO:

1. General Manager of Corporate Communications and Customer Service ("GM-CCCS") or designate in the GM-CCCS's absence.

The EIO shall act as the primary media and public contact for the City in an emergency.

2. Concept of Operations

The City's first responders and the City's departments manage many emergencies that occur on a day-to-day basis. As the magnitude of an emergency increases, so will the requirement for additional support from within the City. The MECG may elect to request for additional assistance. The particulars of requesting assistance are set out in Section 5 of this Plan.

2.1 Response Goals

The following response goals are applied by the City to all emergency situations. In order of priority they are:

1. Provide for the health and safety of all responders,
2. Save lives,
3. Reduce suffering,
4. Protect public health,
5. Protect critical infrastructure,
6. Protect property,
7. Protect the environment, and
8. Reduce economic and social losses.

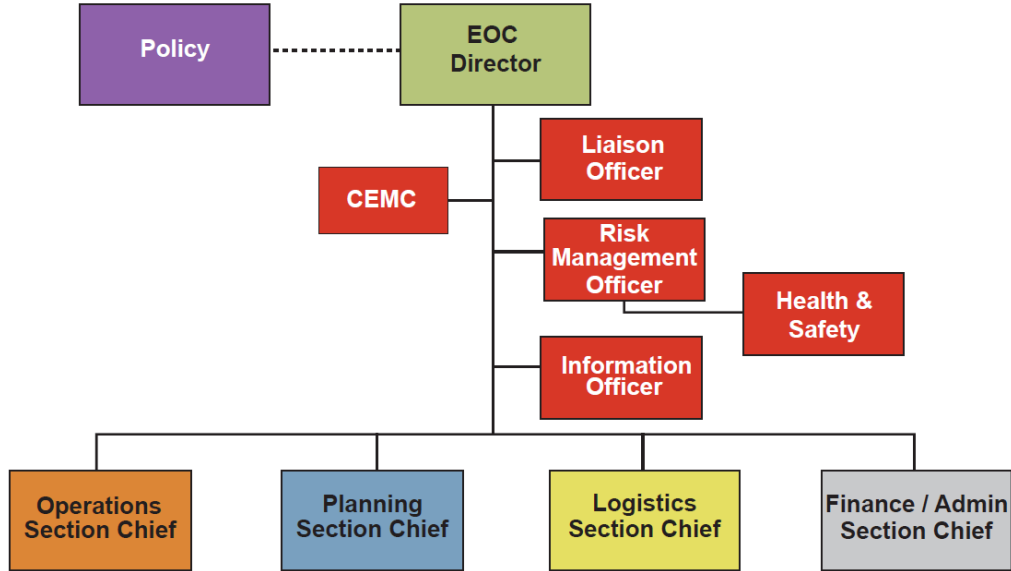
The City has adopted the IMS for emergency response and management. The IMS is flexible and the City may use the IMS in any size or type of emergency.

2.2 Incident Management System

The Province developed the IMS doctrine as a standardized approach to emergency management that was built on international best practices and designed to reflect the unique needs of municipalities across Ontario.

The IMS encompasses all the areas that are needed for managing an emergency, including personnel, facilities, equipment, procedures, communications, and operating within a common organizational structure. The IMS is predicated on the understanding that in any and every emergency, there are certain management functions that must be carried out regardless of the number of persons who are available or involved in the emergency response. The key management functions are: Command (Green/Red), Operations (Orange), Planning (Blue), Logistics (Yellow), and Finance (Grey). These management functions are organized as illustrated in Figure 1: EOC Partial Activation Organizational Chart below.

Figure 1: EOC Partial Activation Organization Chart



2.3 IMS Section Responsibilities:

The general roles and responsibilities of the IMS sections are as follows:

EOC Director:

The EOC Director highlighted in green is responsible for decisions that give strategic direction to the overall response to an emergency event. The positions highlighted in red are considered the EOC Director’s staff and support the emergency with risk management, communications, health, and safety, EOC and liaising with partners and government agencies.

Policy:

The purpose of the Policy group highlighted in purple is to provide a structure to allow for advice and assistance with City Council in order to make the best informed decisions regarding the emergency.

Operations:

The Operations Section Chief highlighted in green will provide minute-by-minute support to emergency responders in the field. The Operations Section Chief is in contact with staff in the field to ensure they have the information about the emergency, that requests for supplies, equipment, or personnel are processed, and that there is coordination between the agencies involved.

Planning:

The Planning Section Chief highlighted in blue will be responsible for gathering, analyzing and evaluating the situational information from the emergency in order to develop recommendations on an appropriate emergency action plan, to be approved by the ECO Director. This section also provides periodic predictions on the potential disruptions and impacts of the emergency.

Logistics:

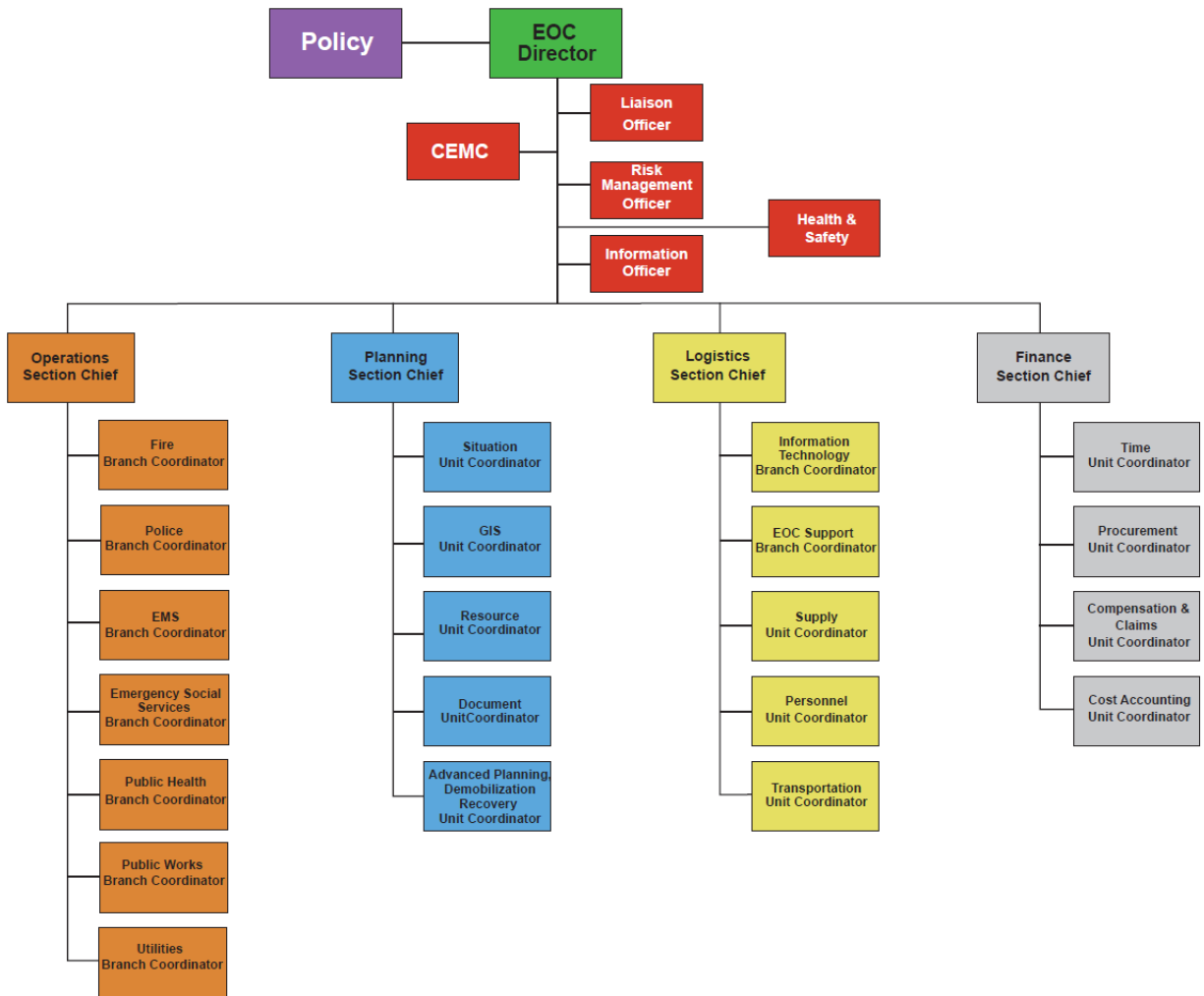
The Logistics Section Chief highlighted in yellow is primarily responsible for locating and acquiring all the necessary personnel, equipment, and material items needed by the City to manage the emergency.

Finance:

The Finance Section Chief highlighted in grey is responsible for the financial management of the operations, which includes tracking all expenses and preparing claims where possible.

The City may expand or contract the above noted functions to meet the requirements as the emergency event progresses. Figure 2: EOC Full Activation Organizational Chart below shows an expanded organizational response which would likely be used by the City during a large-scale emergency.

Figure 2: EOC Full Activation Organizational Chart



The City adopts the IMS doctrine.

2.4 Site Response

The City’s emergency responders at the site or sites of the emergency will provide tactical response to the emergency as they attempt to mitigate its effects and bring the emergency under control.

2.5 Corporate Response

The MCEG shall direct the City’s response in an emergency, including the implementation of the City’s Plan. The MCEG will provide for the overall

management and coordination of site support activities and consequence management.

The MECG is responsible for:

1. Notifying response agencies and coordinating the activities of the various City services and organizations which are needed to effectively respond to and recover from the emergency,
2. Providing support to the EOC Director and site personnel,
3. Collecting situational awareness information and prioritizing, evaluating, summarizing it, as well as disseminating and displaying it,
4. Establishing priorities based on all the information gathered and developing IAPs,
5. Obtaining, coordinating, and managing payment of any additional resources (both personnel and equipment) needed to support the emergency,
6. Coordinating all internal and external information including communicating emergency information that the City intends to communicate to the staff and to the general public through the EIO, and
7. Maintaining the day-to-day activities of the City of Guelph outside of the emergency area.

2.6 City Council Response

City Council may assist the EIO to relay information to inhabitants of the City of Guelph, attend community meetings, reassure inhabitants of the City of Guelph, and support the action taking place in the City of Guelph community. The City Councillors will follow the leadership of the Mayor and liaise back through the Mayors' Office regarding any concerns from within the wards.

3. Implementation

The Plan may be implemented as soon as an emergency occurs, or is expected to occur, which is considered to be of such magnitude as to warrant its implementation. An official declaration of an "emergency" does not have to be made by the HOC for the Plan to be implemented to protect the property and the health, safety and welfare of the inhabitants of the City of Guelph.

3.1 Internal Notification - Callout

The CAO has the authority to implement the Plan and activate the EOC. Other members of the MECG can request activation of the Plan and EOC through the CAO.

The City's internal notification system will be used to notify EOC Director and the staff members of the activation. In the event of an emergency where managing the event will require mobilizing City resources, either the CEMC or any member of the MECG may request that the CAO authorize the activation of the internal notification procedure.

3.2 External Notification - Emergency

In the event of a confirmed emergency where there is an immediate or imminent threat to life, serious threat to public health, safety and security or substantial damage to property, the CEMC may request a Broadcast Immediate alert through the Provincial Emergency Operations Centre. The CAO and each of the City's Fire, Police and Guelph-Wellington Paramedic Services Chiefs have the approving authority for the CEMC to make this request. Other members of the MECG can request an External Emergency Notification through consultation with the CAO and/or through the Emergency Services Chiefs.

3.3 Emergency Operations Centre

The EOC is a location where the MECG may gather to collaboratively support emergency response and to manage the consequences of an emergency. The EOC is utilized, where necessary, to centralize and coordinate efforts occurring at the emergency site(s).

There is a primary and alternate location designated as the EOC. In the event of implementation of the Plan for a declared or undeclared emergency, the EOC Director, staff, and the MECG will be notified to assemble at one of the designated locations.

The City may conduct a virtual EOC using video conferencing software's, shared City network drives and other technology.

The City employees who hold the following positions shall operate the EOC or their designate and the command structure shall be as follows:

1. Emergency Operations Centre Director – CAO,
2. Emergency Information Officer – General Manager of Corporate, Communications and Customer Service,
3. Liaison Officer – assigned Duty Officer of the day,
4. Recording Clerk – Deputy Clerk,
5. Operations Section Chief – Fire Chief,
6. Planning Section Chief – as assigned by the CAO

7. Logistics Section Chief – Manager of Procurement, and
8. Finance and Administration Section Chief – as assigned by the CAO.

3.4 Activation Levels

The City will use a tiered emergency management response structure as a guide before, during and following emergencies. Each level signifies the variation of the impact to the community caused by an emergency as shown on the Figure 3: Levels of Activation Chart below:

Figure 3: Levels of Activation Chart

Levels of Activation	Activities
(i) Routine Monitoring	<ul style="list-style-type: none"> a) Routine emergency responded to by City police, fire, paramedics b) Consists of normal daily operations that City staff must carry out according to standard operating procedures, policies, by-laws and legislation c) Monitor the City for potential or existing events or emergencies d) Monitor and receive notifications from internal and external agencies for potential incidents throughout the City
(ii) Enhanced Monitoring	<ul style="list-style-type: none"> a) Situation may be occurring within the City or surrounding area that is being monitored and assessed by the City's Emergency Management b) Situational awareness is developed and communicated to the MCEG c) Heads-up notifications, situation reports, incident briefings, and incident status summary reports may be completed by the CEMC

Levels of Activation	Activities
(iii) Partial Activation	<ul style="list-style-type: none"> a) Multiple City resources are being deployed to manage or mitigate the effects of an emergency b) The CAO may activate the EOC Director and IMS in accordance with subsection 2.2. Figure: 1 EOC Partial Activation Organizational Chart and may request that selected members of the MECG and scribes report to the EOC Director c) The selected members of MECG may notify selected members of their staff and place them on stand-by d) The City will complete IMS reports and distribute internally and, if appropriate, and applicable, to select external partners e) Additional resources may be requested from the County, the University of Guelph, the Province, the neighbouring municipalities and/or non-governmental organizations
(iv) Full Activation	<ul style="list-style-type: none"> a) Significant City resources are deployed and coordinated in order to manage or mitigate the effects of the emergency b) The CAO activates the EOC Director and IMS functions are filled as needed in accordance with subsection 2.2 Figure: 2 EOC Full Activation Organizational Chart c) All members of the MECG will be activated d) The City will complete IMS reports and distribute internally and, if appropriate, and necessary, to select external partners e) Additional resources may be requested from the County, the University of Guelph, the Province, the neighbouring municipalities and /or non-governmental organizations

4. Declaration and Termination of an Emergency

4.1 Prior to a Declaration

When an emergency exists but has not yet been declared to exist by the HOC, the City employees, and the MECG may take such action(s) under the authority of this Plan as necessary to protect the health, safety and welfare of the inhabitants and property of the emergency area.

4.2 Declaration of an Emergency

The HOC, is responsible for declaring that an emergency exists within the boundaries of the City of Guelph. In declaring an emergency, the HOC will identify the geographical boundaries of the emergency area. The decision whether to declare an emergency and the designation of geographical boundaries of the emergency area will be made by the HOC based on the recommendation of the MECG.

The CEMC will ensure that the MECG, all staff and supporting agencies concerned are advised of the declaration of the emergency.

In accordance with the Act, the Premier may declare that an emergency exists throughout Ontario or in any part thereof.

4.3 Termination of an Emergency

When it has been determined by the MECG that the emergency should be terminated, the HOC or the City Council will make an official termination of the declared emergency in writing. The Premier may also terminate an emergency at any time. The CEMC will ensure that all personnel and supporting agencies concerned are advised of the termination of the emergency.

4.4 Solicitor General to be Notified

The HOC shall ensure that the Solicitor General is notified forthwith of a declaration made under section 4.2 or 4.3.

5. Requests for Assistance

It is possible that assistance from external support agencies, including other levels of government, with specialized knowledge or expertise may be required by the City to help successfully respond to an emergency. Depending on the nature of the emergency and the assistance required, support agencies may be requested by the CEMC to attend the emergency site(s) and/or the EOC to provide assistance or provide information and advice to the MECG through the City's Liaison Officer.

Under certain circumstances, the City may be required to request assistance from the County, the University of Guelph, the Province, the neighbouring municipalities and/or non-government organizations.

5.1 Mutual Agreements

Fire Mutual Aid Plan: The City and all fire departments within the County have agreed and signed onto a mutual aid plan which allows each of them to request additional fire service resources to assist with response efforts. The Fire Incident Commander at the site of the emergency has the authority to make this request.

Mutual Assistance Agreement: The City and the County have agreed and signed a mutual assistance agreement ("Mutual Assistance Agreement") which allows them to request additional municipal resources from each other to assist with disaster response efforts. The CAO has authority to request assistance or offer to provide assistance under such Mutual Assistance Agreement.

5.2 University of Guelph

When additional supports are required, the CAO has the authority to request assistance from the University of Guelph pursuant to a memorandum of understanding agreed to and signed between the parties.

5.3 Provincial Assistance

When the resources of the City are deemed insufficient to respond to the emergency, the CAO may direct the CEMC to request additional resources from the Province. The request for provincial assistance shall not be deemed to be a request where the Province assumes authority and control of the emergency. The CEMC will make these requests for assistance through the PEOC.

The Provincial Ministries may have certain duties to perform during an emergency. They are assigned by Order in Council 1157/2009 under the authority of the Act.

5.4 Federal Assistance

Requests for personnel or resources from the Federal Government are requested by the CEMC through the PEOC which in turn will liaise with the Federal Government Operations Centre.

5.5 Supporting Agencies

When additional resources are needed to respond to the emergency, the CAO may authorize to request additional support from non-government organizations.

6. Emergency Social Services

Emergency Social Services in the City of Guelph are the responsibility of the County and The Canadian Red Cross who will utilize their own protocols and plans to coordinate the response. The City may provide support to both the County and supporting agencies that are working to provide services including: food, clothing, lodging, personal services, transportation, and other services.

7. Evacuation/Shelter-in-Place

Emergency evacuation is defined as “the immediate and urgent movement of people away from the threat or actual occurrence of a hazard”. Examples of emergency evacuation range from the small-scale evacuation of a building due to a fire to the large-scale evacuation because of a flood, explosion or approaching weather system. In situations involving hazardous materials or possible contamination, the evacuees may be decontaminated prior to being transported out of the contaminated area. The types of evacuations in the City of Guelph are:

7.1 Shelter-in-Place

Although this is not considered an evacuation, shelter-in-place occurs when there is threat to safety that exists outside and that emergency authorities are recommending that residents, business, and staff go indoors, close all windows, doors, vents, furnace, air conditioners, exhaust systems and monitor television, radio, and social media for further information.

7.2 Pre-Cautious Evacuation

Pre-cautionary evacuation occurs when it is recommended to evacuate within a certain parameter usually a building, block or neighbourhood until the initial situation is contained. This is a short-term evacuation and will be issued by the Guelph Police Service. The Guelph Fire Department, Ontario Provincial Police, Guelph-Wellington Paramedic Services or other appropriate authority can request a pre-cautionary evacuation be completed.

7.3 Mandatory Evacuation

Mandatory evacuation occurs when it is determined by the EOC Director in consultation with the MECG and the City’s emergency response personnel that there is an absolute need to evacuate an area, usually on a large-scale, possibly for an extended period of time (i.e., for more than 24 hours). This level of evacuation is

recommended by the appropriate authorities having jurisdiction (Guelph Police Service, Guelph Fire Department, Guelph-Wellington Paramedic Services, Ontario Provincial Police, Province, or other appropriate authority).

7.4 Evacuation Centre

The Evacuation Centres will be the responsibility of the County and The Canadian Red Cross with support from the City. The County will utilize its own protocols and plans to coordinate the response. In consultation with the County, the MCEG and City's emergency response personnel the CAO may request activation of an evacuation centre.

8. Review and Maintenance

The Plan will be reviewed annually by the CEMC and the EMPC and, where necessary, revised by CEMC at the direction of the EMPC. Any significant revision to body of the Plan will be revised only by by-law enacted by City Council; however, formal City Council approval shall not be required for:

- a) Editorial changes (i.e., editorial changes to text, section numbering, references, or changes to references to provincial statutes), and
- b) Administrative changes as appropriate to keep the Plan current, such as personnel, organizational, and contact information.

It is the responsibility of each City employee or partner agency identified within the Plan to notify the CEMC forthwith of the need for any administrative changes or revisions to the Plan. The CEMC is responsible for maintaining a current confidential contact list for all EOC personnel and support agencies.

8.1 Exercising of the Plan

At least one exercise to simulate an emergency incident will be organized and conducted annually by the CEMC for the MCEG to test the overall effectiveness of the Plan. Recommendations arising from the annual exercise will be considered by the CEMC, the MCEG, and EMPC for revisions to the Plan.

8.2 Debriefing and Implementing Lessons Learned

The City may choose to facilitate one or more debriefing sessions, depending on the nature and scale of the emergency.

Following the debriefing sessions, an After-Action Report and Improvement Plan may be developed by the City to capture the feedback that was gained from debriefs, and to have a record of everything that took place during the emergency response and the recovery phases. The City may choose to make the After-Action Report and Improvement Plan a public record.

The After-Action Report and Improvement Plan is also a way to capture the lessons learned from the emergency, and as a driving force to implement the recommendations for improvement that were given during the entire post-emergency review. Implementing lessons learned is an opportunity to review and update the Plan and other supporting emergency-related documentation owned by the City.

The City will also take the opportunity to revisit partnerships with emergency and other community stakeholders, to ensure open and effective communication will take place for the next event.

8.3 Plan Distribution

The Plan, or any amendments, will be distributed by the CEMC to the MECG, EOC Director and staff, and partner organizations and agencies which include Emergency Management Ontario, and any other agencies that may have a role to play in responding to or providing assistance for emergencies within the City of Guelph.

The Plan is available to the public on the City's website: <https://guelph.ca/wp-content/uploads/EmergencyResponsePlan.pdf>. The public may also request to access the Plan during normal business hours by contacting The Corporation of the City of Guelph, City Clerk's Office, 1 Carden Street, Guelph, Ontario, N1H 3A1.

9. Glossary of Terms:

The following terms, used in this Plan and the meanings, are identified below:

Term	Meaning
Act	<i>Emergency Management and Civil Protection Act, R.S.O.1990, C.E.9, including regulations, as amended, or replaced</i>
CAO	City's Chief Administrative Officer or designate

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Term	Meaning
CEMC	City's Community Emergency Management Coordinator or designate
CEMPC	City's Community Emergency Management Program Committee
City	The Corporation of the City of Guelph
County	The Corporation of the County of Wellington
Deputy CAO CS	City's Deputy CAO, Corporate Services, or designate
Deputy CAO IDES	City's Deputy CAO, Infrastructure, Development and Enterprise Services or designate
Deputy CAO PS	City's Deputy CAO, Public Services or designate
EIO	City's Emergency Information Officer
Emergency Management Ontario	Province of Ontario Emergency Management Ontario
EMP	City's Emergency Management Program
EMPC	City's Emergency Management Program Committee
EOC	City's Emergency Operations Centre

Term	Meaning
Fire Incident Commander	The City's or a fire department within the County's Fire Incident Commander at the site of the incident or emergency
HIRA	City's Hazard Identification and Risk Assessment
HOC	City's Head of Council being the City's Mayor or the Acting Mayor
IAP	City's Incidental Action Plan
IMS	Government of Ontario Incident Management System
MECG	City's Municipal Emergency Control Group
PEOC	Provincial Emergency Operations Centre
Plan	City's Emergency Response Plan
Premier	Premier of Ontario
Province	Government of the Province of Ontario
Regulation	O. Reg. 380/04: Standards under the Act