



**GOLDBLATT
PARTNERS**

**Emergency Measures in Response to
COVID-19**

71st Edition

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Updated to April 24, 2021

I. INTRODUCTION.....	1
II. THE <i>EMERGENCY MEASURES AND CIVIL PROTECTION ACT</i>.....	2
Declaring Emergencies	2
Powers of the Premier.....	2
Emergency Orders	3
Exemptions to, and Modifications of Legislation During Emergencies.....	5
Duration of Emergencies & Orders	6
Enforcement of Orders.....	7
Reporting Obligations.....	7
Liability and Compensation.....	7
III. BILL 195 – THE <i>REOPENING ONTARIO (A FLEXIBLE RESPONSE TO COVID-19)</i>	
<i>ACT, 2020</i>.....	8
Terminating the State of Emergency and Continuing Orders.....	8
Making and Amending Orders.....	9
Enforcement of Orders.....	11
Termination and Expiry of Orders.....	11
Accountability Mechanisms.....	12
Liability and Compensation.....	12
IV. EXERCISE OF PROVINCIAL EMERGENCY POWERS IN RESPONSE TO	
COVID-19.....	13
Declaration of Emergency	13
Orders Made to Date.....	14
<i>Orders Regulating Mobility, Businesses, Events and Activities</i>	14
Historical Evolution of Orders.....	14
Initial Orders	14
Original “Stage” System.....	16
The “Colour Coded” System	17
The First Provincial Lock Down.....	18
The Hybrid Shutdown/Colour Coded System	19
The Second Provincial Lock Down.....	20
Province-Wide Restrictions	20
Stay-at-Home Order.....	20
Closure of Public Lands.....	22
Travel Ban.....	22
Shutdown Zone	24
Organized Public Events and Gatherings.....	24
Outdoor Recreational Amenities.....	25
Businesses and Places	26
Sports Hubs.....	37
Grey Zone	40

Organized Public Events and Gatherings.....	40
Outdoor Recreational Amenities.....	40
Businesses and Places	42
Sports Hubs.....	55
Red Zone.....	55
Organized Public Events and Gatherings.....	55
Outdoor Recreational Amenities.....	57
Businesses and Places	58
Sports Hubs.....	71
Green/Yellow/Orange Zones	71
Organized Public Events and Gatherings.....	72
Outdoor Recreational Amenities.....	73
Businesses and Places	74
Sports Hubs.....	90
<i>Orders Impacting Workplace Operations & Collective Agreements</i>	91
Hospitals and Health Service Providers.....	91
Long-Term Care Homes	95
Boards of Health.....	97
Retirement Homes	98
Service Agencies for Developmentally Disabled Adults.....	100
Police Services.....	102
Residential and Crisis Line Service Agencies for Victims of Violence Against Women	
.....	103
District Social Service Administration Boards.....	104
Community Service Providers	104
Municipalities	105
Mental Health and Addiction Agencies.....	107
Intervener Sector for Persons who are Deafblind.....	107
Local Health Integration Networks and Ontario Health.....	108
Independent Health Facilities	109
<i>Other Emergency Orders</i>	109
Price Control Measures.....	109
Enforcement Powers	110
Service of Legal Documents.....	111
Wills & Powers of Attorney	111
Construction of Temporary Health & Residential Facilities	112
Medical Certificates of Death.....	112
Patio Construction.....	113
Residential Evictions	113
Transfer of Hospital Patients	113
<i>Orders Granting Relief from Legislation</i>	114
<i>Orders that have Expired or Been Revoked</i>	115
Modification of Rules Respecting Corporations.....	115
Restriction on Increase to Electricity Global Adjustment	121
Recreational Camping.....	121
Child Care Fees.....	121

Access to Medical Information by First Responders.....	122
Traffic Management.....	122
Cannabis Retailers	123
Labour Transfer between Hospitals and Retirement Homes	123
Education Sector	124
Limitations Periods.....	126
Access to Electronic Health Records.....	126
Electricity Price Regulation.....	127
Water and Sewage Systems	128
Residential Evictions	129
Workers in Receipt of Temporary Pandemic Pay.....	130
Extension and Renewal of Emergency Orders	131
V. FEDERAL EMERGENCY POWERS.....	132
Declaring Emergencies	132
Emergency Orders & Regulations	134
Parliamentary Oversight During Emergencies	135
Duration of Declarations, Regulations and Orders	135
Inquiry Following End of Emergency	136
Liability and Compensation.....	136
VI. WHAT EMERGENCY POWERS MEAN FOR TRADE UNIONS	137
APPENDIX – PROVINCIAL EMERGENCY ORDERS	140

I. Introduction

In emergency situations, both provincial and federal law grants each level of government with extraordinary powers. Originally designed to deal with war and insurrection, these regimes have evolved to be responsive to a wide range of crises, including pandemics like COVID-19.

At the federal level, the relevant legislation is the *Emergencies Act*, a replacement to the First World War-era *War Measures Act*. To date, the Federal government has not invoked this statute, instead relying on other regulatory powers under various statutes it already has to respond to COVID-19, such as making quarantine orders, or imposing safety rules related to inter-provincial and international shipping and trains. Parliament has also convened to pass new laws in response to COVID-19, including economic measures like the *Canadian Emergency Response Benefit*, or CERB.

In Ontario, the main piece of legislation in place to respond to emergencies is the *Emergency Management and Civil Protection Act [EMCPA]*.¹ The statute contains a number of provisions related to emergency planning. However, the statute's most significant provisions relate to declarations of states of emergency, and emergency powers that may be exercised during a declared emergency. Starting in mid-March 2020, the government of Ontario began to make extensive use of these powers, in addition to using other regulatory powers and bringing in additional legislation in the Legislative Assembly.

On July 24, 2020, the government took a new approach. It enacted Bill 195, the *Reopening Ontario (A Flexible Response to COVID-19) Act, 2020* [Bill 195], which is in many respects a miniature version of the *EMCPA* directed exclusively at the COVID-19 situation. It moved most of the emergency orders that were enacted under the *EMCPA* to be regulated under Bill 195. Some of the rules regulating emergency orders under Bill 195 mirror the *EMCPA*, while other rules are quite different.

On January 12, 2020, a second emergency was declared under the *EMCPA* related to COVID-19, while the framework under Bill 195 continued in place, leaving Ontario regulated by two parallel, and in some respects, interwoven, emergency law frameworks.

The purpose of this memo is to both provide a broad outline of the legal framework for emergency powers at both the Federal and provincial (Ontario) levels, as well as to outline the exercise of those powers during the COVID-19 pandemic.

Part II of this memo reviews the general structure of the *EMCPA*.

Part III reviews the provisions of Bill 195 and how they interact with the *EMCPA* rules.

Part IV reviews how the powers under the *EMCPA* and Bill 195 have been used during the COVID-19 pandemic.

¹ *Emergency Management and Civil Protection Act*, RSO 1990, c E.9 [EMCPA].

Part V reviews the general structure of the federal *Emergency Act*.

Finally, Part VI concludes with some observations on the impact of emergency powers for trade unions and the workers that they represent.

II. The *Emergency Measures and Civil Protection Act*

The *EMCPA* contains a wide range of provisions related to emergency planning, response, mitigation, and aftermath. In the context of the COVID-19 pandemic, the core provisions of the *EMCPA* relate to the power to declare, maintain, and terminate states of emergency; the ability of the government to exercise emergency powers in light of a state of emergency; and accountability mechanisms during and after emergencies.

Declaring Emergencies

Cabinet or, in particularly urgent circumstances, the Premier, may declare an emergency throughout Ontario, or in any part of the province.² Before doing so, Cabinet or the Premier must be satisfied that an emergency – defined as a danger of major proportions that could result in serious harm to persons or substantial damage to property – exists and requires immediate action to reduce or mitigate it.³ Further, they must be satisfied that at least one of three circumstances exist:

1. The resources normally available to the government – including existing legislation – cannot be relied upon without the risk of serious delay;
2. The resources normally available to the government may be insufficiently effective to address the emergency; or
3. It is not possible, without the risk of undue delay, to ascertain whether the resources normally available to government can be relied upon.⁴

Powers of the Premier

During a declared emergency, the Premier gains a number of specific powers, which he may delegate to a Cabinet minister, or to the Commissioner of Emergency Management.⁵

² *EMCPA*, s. 7.0.1(1).

³ *EMCPA*, ss. 1 (s.v. “emergency”), 7.0.1(3)1.

⁴ *EMCPA*, s. 7.0.1(3)2.

⁵ *EMCPA*, s. 7.0.4(1).

The Premier is empowered to exercise any power or perform any duty conferred on a minister of the Crown or any employee of the Crown under any provincial law.⁶

The Premier also has the power to exercise broad powers over municipalities that are within the scope of an emergency if he or she considers it necessary. In particular, the Premier may direct and control the administration, facilities and equipment of a municipality, or require *any* municipality to provide such assistance as the Premier considers necessary to an area outside of the jurisdiction of the municipality.⁷

When subject to an order or direction of the Premier, a municipality may exercise its municipal powers to comply, even if there is no by-law authorizing them to do so.⁸

To date, we are not aware of the Premier (or any delegate) exercising any of his powers under this provision in respect of the COVID-19 emergency.

Emergency Orders

During a declared emergency, Cabinet is authorized to make emergency orders for the purpose of promoting the public good by protecting health, safety and welfare in a manner that is subject to the *Charter of Rights and Freedoms*.⁹ The power to make orders may be delegated to an individual Cabinet minister, or to the Commissioner of Emergency Management.¹⁰

The *EMCPA* empowers Cabinet to make a wide range of orders.¹¹ These include:

1. Implementing emergency plans adopted by municipalities, ministries, public bodies, or at the provincial level;
2. Regulating or prohibiting movement to, from or within any area;
3. Evacuating individuals, animals or property, and making arrangements for their adequate care;
4. Establishing facilities for care, welfare, safety or shelter of individuals, including emergency hospitals;
5. Closing any public or private place;

⁶ *EMCPA*, s. 7.0.3(1).

⁷ *EMCPA*, s. 7.0.3(2).

⁸ *EMCPA*, s. 7.0.3(3). Ordinarily, municipalities are only permitted to exercise their capacities, rights, powers or privileges by by-law: *Municipal Act, 2001*, SO 2001, c. 25, s. 5(3).

⁹ *EMCPA*, s. 7.0.2(1).

¹⁰ *EMCPA*, s. 7.0.4(1). As noted below, the duration of orders made by the Commissioner is shorter than for orders made by Cabinet or a minister.

¹¹ *EMCPA*, s. 7.0.2(4).

6. Constructing works or appropriating, destroying or removing property;
7. Collecting, transporting, storing, processing or disposing of any waste;
8. Authorizing facilities to operate as necessary, including electrical generation facilities;
9. Using, making available or distributing any goods, services or resources located in Ontario;
10. Procuring goods, services or resources;
11. Fixing or regulating prices of goods, services or resources;
12. Authorizing (but not requiring) persons to render services of a type that the person is reasonably qualified to provide;¹²
13. Requiring person to collect, use or disclose information;¹³

Beyond these specified types of orders, Cabinet may make an order to take such other actions or measures that Cabinet considers necessary to prevent, respond to or alleviate the effects of the emergency. Such orders must be “consistent” with the power to make the other orders listed above.¹⁴

Orders may be retroactive,¹⁵ and they prevail over any statute, regulation, rule, bylaw or other order or instrument on legislative nature unless the other instrument states that it applies notwithstanding the *EMCPA*.¹⁶

However, an order may not override the *Occupational Health and Safety Act*, or a regulation made under that *Act*.¹⁷

To make an order, Cabinet must be satisfied that the order is necessary and essential in the circumstances to reduce or mitigate serious harm to persons or substantial damage to property. Moreover, Cabinet must be of the opinion that it is reasonable to believe that the order will alleviate the harm or damage, and that the order is a reasonable alternative to other measures that could be taken.¹⁸

¹² When an order is made under this paragraph, it may provide for terms and conditions of service for the person(s). Further a person who provides service pursuant to such an order may not be terminated from their employment due to the fact that they provide such service: ss. 7.0.2(5)-(6).

¹³ The collection, use or disclosure of information under such an order must be used *solely* for the purpose of alleviating the effects of the emergency. When the emergency is terminated, any personal information that has been collected, used or disclosed is subject to the any laws related to privacy and confidentiality of personal information. However, such information may be used for research purposes if it is anonymized or if the person to whom it relates provides consent: ss. 7.0.2(7)-(9).

¹⁴ *EMCPA*, s. 7.0.2(4)14.

¹⁵ *EMCPA*, s. 7.2(1)(b).

¹⁶ *EMCPA*, s. 7.2(4).

¹⁷ *EMCPA*, s. 7.2(8).

¹⁸ *EMCPA*, s. 7.0.2(2).

Further, orders must only apply to those areas of the province that are necessary, and only for so long as is necessary.¹⁹ Actions that are taken pursuant to an order must be done in a manner that limits their intrusiveness, while at the same time being consistent with the objectives of the order.²⁰

Exemptions to, and Modification of Legislation During Emergencies

The *EMCPA* provides for a narrow, but powerful ability for Cabinet to override and even re-write existing legislation on a temporary basis without the involvement of the legislature.

The purpose of this power is solely to provide aid to victims of emergencies who need greater services, benefits or compensation than Ontario law provides, or who may be prejudiced by the operation of Ontario law.²¹

The only laws subject to this power are those that govern compensation (such as fixing amounts, establishing eligibility, restricting how often a benefit may be given or its duration, etc.), establish limitation periods or set out periods of time by which steps in a proceeding must be taken, or requiring fees to be paid in respect of proceedings or the administration of justice.²²

Cabinet has the power to issue an order temporarily suspending the provision of such a statute, regulation, rule, by-law or order and, if appropriate, to set out a replacement provision that applies during that temporary period.²³ Given the ameliorative purpose of this power, an order may not have the effect of reducing services, benefits or compensation, increase fees, or shorten limitation periods or periods of time in which steps in a proceeding must be taken.²⁴ These suspension orders may be made retroactive.²⁵

Cabinet may only make such an order on the recommendation of the Attorney General of Ontario.²⁶

An order suspending the operation of a law may not exceed 90 days. However, Cabinet has the power to renew (with or without modifications) such order for further 90-day periods.²⁷ There is no upper limit to the number of renewals that may be made.²⁸

¹⁹ *EMCPA*, s. 7.0.2(3)2-3.

²⁰ *EMCPA*, s. 7.0.2(3)1.

²¹ *EMCPA*, s. 7.1(1).

²² *EMCPA*, s. 7.1(3)2.

²³ *EMCPA*, s. 7.1(2).

²⁴ *EMCPA*, s. 7.1(8).

²⁵ *EMCPA*, s. 7.2(1)(b).

²⁶ *EMCPA*, s. 7.1(2).

²⁷ *EMCPA*, s. 7.1(4).

²⁸ *EMCPA*, s. 7.1(5).

As with the emergency order power, suspension orders prevail over any statute (including the *Occupational Health and Safety Act*), regulation, rule, bylaw or other order or instrument on legislative nature unless the other instrument states that it applies notwithstanding the *EMCPA*.²⁹

Duration of Emergencies & Orders

A declaration of emergency initially lasts 14 days, although it can be terminated earlier by either Cabinet³⁰ or by resolution of the Legislature.³¹

The *EMCPA* permits emergencies to be extended without any legislative authorization for one additional period of up to 14 days.³² Cabinet invoked this authority on March 30, 2020, to extend the COVID-19 emergency to April 14, 2020.³³

Further extensions beyond this 28-day period requires a resolution from of the Legislative Assembly of Ontario. In this regard, on the recommendation of the Premier, the Legislature may consider a resolution to extend an emergency for further periods not exceeding 28 days each.³⁴ There is no maximum number of extensions that the Legislature itself may grant. If there is a pending resolution before the Legislative Assembly for an extension, the emergency is extended until the resolution is actually voted on by the Assembly.³⁵

Emergency orders are subject to similar rules as the declared emergency itself. Most emergency orders expire by default after 14 days and may be terminated sooner by Cabinet.³⁶ For so long as an emergency has been declared, orders may be extended by further 14-day periods by Cabinet.³⁷

There is no maximum number of extensions to an order that may be made by Cabinet, and the Legislature is not required to approve of extensions. The Legislature's oversight role over orders is exercised by their power to disallow the existence of a state of emergency. If the Legislature passes a resolution disallowing an emergency or an extension of an emergency, any emergency orders that were made under that emergency are also automatically terminated.³⁸

An emergency order does not automatically expire when the declared emergency expires (as opposed to when an emergency is disallowed by the Legislature). Cabinet has the power to

²⁹ *EMCPA*, s. 7.2(4).

³⁰ *EMCPA*, s. 7.0.7(1).

³¹ *EMCPA*, s. 7.0.9(1).

³² *EMCPA*, s. 7.0.7(2).

³³ *Order Made Under the Act -Extension of Emergency*, O.Reg. 105/20.

³⁴ *EMCPA*, s. 7.0.7(3).

³⁵ *EMCPA*, s. 7.0.7(4).

³⁶ *EMCPA*, s. 7.0.8(1). Orders made by Commissioner of Emergency Management expire after two days, unless confirmed by Cabinet, the Premier, or by a Minister who is delegated the power to make such an order: s. 7.0.8(2).

³⁷ *EMCPA*, s. 7.0.8(3).

³⁸ *EMCPA*, s. 7.0.9(2).

extend existing orders for additional 14-day periods after the expiry of the emergency if it is necessary to do so to deal with the effects of the emergency.³⁹

Enforcement of Orders

It is an offence to fail to comply with an emergency order, or to obstruct any person acting pursuant to such an order. The maximum punishment is one year imprisonment or a fine of up to \$100,000 for an individual, \$500,000 for a director of a corporation, or \$10,000,000 for a corporation itself.⁴⁰ If the defendant gained a financial benefit from their violation of an emergency order, the Court may increase the maximum fine to match the benefit the defendant received.⁴¹ A person may not be charged with conduct that violated a retroactive emergency order if the conduct in question occurred prior to the actual date on which the order was made.⁴²

The act also empowers the Province to apply to the Superior Court for an order restraining any person from contravening an emergency order. The Court is empowered to make any order to this end.⁴³

Reporting Obligations

During the course of an emergency, the Premier (or a Minister the Premier designates) is obligated to regularly report to the public with respect to the emergency.⁴⁴

Within 120 days of the conclusion of an emergency, the Premier must also table a report in the Legislative Assembly that explains the legal basis upon which any emergency orders or orders directed at municipalities were made.⁴⁵ The Assembly is required to consider the report within 5 days of it being tabled.⁴⁶

Liability and Compensation

The *EMCPA* relieves against any liability for any person for the good faith acts or omissions done under the *Act* or pursuant to any power or duty under an emergency order. However, neither the Crown, nor municipalities are relieved of liability.⁴⁷

³⁹ *EMCPA*, s. 7.0.8(4).

⁴⁰ *EMCPA*, s. 7.0.11(1)-(2).

⁴¹ *EMCPA*, s. 7.0.11(3).

⁴² *EMCPA*, s. 7.0.11(4).

⁴³ *EMCPA*, s. 7.0.5.

⁴⁴ *EMCPA*, s. 7.0.6.

⁴⁵ *EMCPA*, s. 7.0.10(1)-(2).

⁴⁶ *EMCPA*, s. 7.0.10(3).

⁴⁷ *EMCPA*, s. 1.

The *Act* specifically deems that nothing done under the *Act* or an emergency order constitutes an expropriation or injurious affection, and that there is no right to compensation for any loss, including a taking, or any real or personal property.⁴⁸

Provincial Cabinet is, however, *permitted* to provide compensation for the loss of property resulting from an emergency order, as well as for the cost of providing any assistance that arises under the *Act* or as a result of the emergency.⁴⁹ While the *Act* does not say so, a decision of Cabinet not to offer compensation could potentially be subject to judicial review.

III. **Bill 195 – the *Reopening Ontario (A Flexible Response to COVID-19) Act, 2020***

On July 7, 2020, Bill 195, the *Reopening Ontario (A Flexible Response to COVID-19) Act, 2020* was given first reading in the Legislative Assembly of Ontario. After a rushed legislative process, in which no committee hearings or public consultations occurred, the legislation was passed and entered into force on July 24, 2020. Bill 195 transferred the emergency powers that had been exercised under the *EMCPA* in respect of COVID-19 from the *EMCPA* to a distinct framework. In many respects, Bill 195’s rules mirror those that exist under the *EMCPA*. However, in a number of ways, Bill 195 differs from the regulation of emergency powers that had been used for most of the COVID-19 emergency. In some respects, the government has more power under Bill 195, and in other respects, it has less. However, at its core, the basic structure of Bill 195 is substantially similar to the *EMCPA*’s rules on emergency orders.

Terminating the State of Emergency and Continuing Orders

Under Bill 195, the declaration of emergency related to COVID-19 made under the *EMCPA* automatically ended.⁵⁰ At the same time, any emergency orders or orders relieving against compliance with legislation in force at that time will automatically be continued as orders under Bill 195. From that point on, those orders will be subject to the rules under Bill 195 and not the rules under the *EMCPA*.⁵¹

Orders that are transferred over from the *EMCPA* to Bill 195 are set to expire after 30 days.⁵² Cabinet may extend orders for additional periods of 30 days.⁵³ There is no maximum number of times that orders may be renewed under Bill 195, though, as discussed in more detail below, Cabinet’s power to make renewal orders does eventually expire.

⁴⁸ *EMCPA*, s. 13.1.

⁴⁹ *EMCPA*, ss. 13.1(2)-(3).

⁵⁰ *Reopening Ontario (A Flexible Response to COVID-19) Act, 2020*, SO 2020, c 17 [“*RO(FRC)A*”], s. 17.

⁵¹ *RO(FRC)A*, s. 2(1).

⁵² *RO(FRC)A*, s. 3(1).

⁵³ *RO(FRC)A*, s. 3(2).

Continued orders continue to have the same legal effect as they did under the *EMCPA*. More specifically, continued orders continue to prevail over conflicting provisions of other statutes (other than the *Occupational Health and Safety Act*), regulations, rules, bylaws or orders unless the other instrument states that it prevails over the order.⁵⁴ As with orders under the *EMCPA*, continued orders are still subject to judicial review.⁵⁵

Certain protections provided by the *EMCPA* also apply to acts done pursuant to a continued order, notwithstanding the end of the declared emergency. Persons cannot lose their jobs for performing other work under the authority of a continued order.⁵⁶ Information that is collected under the authority of a continued order may still only be used to alleviate the effects of the COVID-19 emergency.⁵⁷ Moreover, once the order authorizing the collection no longer has effect, any personal information that was collected is once again subject to relevant privacy legislation (though can still be used if it is anonymized).⁵⁸

Making and Amending Orders

The most significant difference between the *EMCPA* and Bill 195 is the power to make and amend orders. Under Bill 195, Cabinet has no power to enact new emergency orders. Further, its power to amend orders that have been continued is more limited than its power under the *EMCPA*.

For continued orders, Cabinet has the ability to amend any of them in order to address transitional matters related to the termination of the COVID-19 emergency under the *EMCPA*, the enactment of Bill 195 itself, or the continuation of an order itself.⁵⁹ The full scope of this power is unclear, but it would include, for example, the power to amend any references to the *EMCPA* or the declared emergency under it to refer to Bill 195 instead.

Cabinet also has the power to make more substantive amendments to continued orders. However, this power is more limited than the authority given to Cabinet under the *EMCPA*, and is subject to the following rules:

- This amending power applies only to emergency orders, not orders granting relief from compliance with legislation;⁶⁰
- This amending power also cannot be used with respect to 14 listed emergency orders (which are identified in the next section of this memo);⁶¹

⁵⁴ *RO(FRC)A*, s. 7(1); *EMCPA*, ss 7.2(4), (8).

⁵⁵ *RO(FRC)A*, s. 7(1); *EMCPA*, s. 7.2(7).

⁵⁶ *RO(FRC)A*, s. 7(2); *EMCPA*, s. 7.0.2(6).

⁵⁷ *RO(FRC)A*, ss. 7(2), (3)(1); *EMCPA*, s. 7.0.2(7)(1).

⁵⁸ *RO(FRC)A*, ss. 7(2), (3)(2); *EMCPA*, ss. 7.0.2(7)-(9).

⁵⁹ *RO(FRC)A*, s. 4(1)(b).

⁶⁰ *RO(FRC)A*, s. 4(1)(a).

⁶¹ *RO(FRC)A*, s. 4(5).

- The amendment has to be one that would have otherwise been authorized under the *EMCPA* if the COVID-19 state of emergency were still in effect and the continued orders were still under the *EMCPA*;⁶²
- The amendment relates to one (or more) of the following:
 - It requires a person or persons to act in compliance with any advice, recommendations, or instructions of a public health official;⁶³
 - It relates to the closing or regulation of any public or private place, including businesses, offices, schools, hospitals or other establishments or institution;⁶⁴
 - It imposes rules or practices that relate to workplaces or the management of workplaces;⁶⁵
 - It authorizes the power responsible for a workplace to identify staffing priorities or to develop, modify or implement redeployment plans or rules or practices that relate to the workplace or the management of the workplace;⁶⁶ or
 - It prohibits or regulates gatherings or organized public events.⁶⁷

If these conditions are met, then Bill 195 authorizes Cabinet to amend the substance of continued orders. In particular, amendments may:

- Impose more onerous or different requirements than existed originally, including making different requirements apply to different parts of Ontario;⁶⁸ and
- Extend the application of the order, including its geographical scope and/or the persons that the order applies to.⁶⁹

Amendments to connoted orders may also be retroactive, but only to a date that is on or after the day that the order was continued under Bill 195.⁷⁰

⁶² *RO(FRC)A*, s. 4(1)(a).

⁶³ *RO(FRC)A*, s. 4(2)(b)

⁶⁴ *RO(FRC)A*, ss. 4(2)(a), (3)(1).

⁶⁵ *RO(FRC)A*, ss. 4(2)(a), (3)(2).

⁶⁶ *RO(FRC)A*, ss. 4(2)(a), (3)(2).

⁶⁷ *RO(FRC)A*, ss. 4(2)(a), (3)(3).

⁶⁸ *RO(FRC)A*, s. 4(6)(1).

⁶⁹ *RO(FRC)A*, s. 4(6)(2).

⁷⁰ *RO(FRC)A*, s. 4(7).

Enforcement of Orders

Like the *EMCPA*, Bill 195 permits the government to obtain a court order from the Superior Court of Justice to restrain the violation of continued orders.⁷¹ In addition, Bill 195 contains penalty provisions that are identical to those under the *EMCPA*. It is an offence to fail to comply with a continued order or to obstruct a person in the exercise of the power or duty under such an order.⁷² The penalties vary depending on the circumstances: in addition to one year imprisonment, a person may be fined up to \$100,000⁷³ –\$500,000 if they are a director or officer of a corporation⁷⁴ – or \$10,000,000 for a corporation.⁷⁵ In addition, these fines may be increased by an amount equal to any financial benefit a person acquires as a result of the offence.⁷⁶

While it is a separate offence for each and every day that a person violates a continued order,⁷⁷ no person can be charge for violating a retroactive order if the offence occurred prior to the actual day on which the relevant provision or amendment was enacted.⁷⁸

Termination and Expiry of Orders

Cabinet may revoke a continued order at any time.⁷⁹ Once this has occurred, nothing in Bill 195 purports to give Cabinet the power to re-enact a revoked order.

As noted above, absent a revocation by Cabinet, a continued order expires after 30 days, subject to Cabinet’s power to renew for successive periods of up to 30 days.⁸⁰ However, 1 year after the former *EMCPA* orders are continued under Bill 195, Cabinet loses its power to either amend or renew continued orders.⁸¹ After 1 year, no new renewal orders may be made, though a renewal order that is made prior to the expiry of the power can extend an order past the 1-year mark (but is still subject to the maximum of 30 days per renewal).⁸²

While the power to renew or amend continued orders expires after one year, under Bill 195 the Legislative Assembly may, on the recommendation of the Premier, extend Cabinet’s ability to renew and amend continued orders past this date. By resolution, the Legislature may extend Cabinet’s power to renew and amend for successive periods not to exceed 1 year.⁸³ There is no maximum number of times the Legislature may do this.

⁷¹ *RO(FRC)A*, s. 9.

⁷² *RO(FRC)A*, s. 10(1).

⁷³ *RO(FRC)A*, s. 10(1)(a).

⁷⁴ *RO(FRC)A*, s. 10(1)(b).

⁷⁵ *RO(FRC)A*, s. 10(1)(c).

⁷⁶ *RO(FRC)A*, s. 10(3).

⁷⁷ *RO(FRC)A*, s. 10(2).

⁷⁸ *RO(FRC)A*, s. 10(4).

⁷⁹ *RO(FRC)A*, s. 5.

⁸⁰ *RO(FRC)A*, s. 3.

⁸¹ *RO(FRC)A*, s. 8(1).

⁸² *RO(FRC)A*, s. 8(4).

⁸³ *RO(FRC)A*, s. 8(2).

Accountability Mechanisms

Bill 195 mirrors several of the *EMCPA*'s accountability mechanisms and introduces an additional periodic reporting obligation to the Legislature.

Similar to the *EMCPA*, under Bill 195, the Premier or another minister of the Crown must regularly report to the public with respect to the continued orders.⁸⁴

Similar to the Premier's obligation to file a report with the Legislature, the Premier must, within 120 days of the 1-year anniversary of the continuation of orders under Bill 195 table a report to the Legislative Assembly setting out: the orders that were amended under Bill 195, the orders that were extended under Bill 195, and the rationale for those amendments and extensions, including how applicable conditions and limitations on the making of amendments were satisfied.⁸⁵ If the Legislature exercises its power to extend Cabinet's authority to extend and amend continued orders, the Premier must make additional reports within 120 days of the end of each renewal period.⁸⁶

Bill 195 imposes a further reporting obligation that is not found under the *EMCPA*. At least once every 30 days, the Premier or a Minister is required to appear before a standing or select committee designated by the Legislature. The Minister is required to report on what orders have been extended since the last appearance, and the government's rationale for such extensions.⁸⁷ Unlike the Premier's obligation to table a report to the legislature as a whole, this periodic committee reporting obligation does not require Cabinet to report on or provide a rationale for any amendments made to continued orders.

Liability and Compensation

Bill 195 also mirrors many of the *EMCPA*'s provisions restricting liability for acts done pursuant to an emergency order. The *EMCPA*'s statutory grant of immunity for acts done in good faith pursuant to an emergency order applies to orders continued or modified under Bill 195.⁸⁸ The vicarious liability of the Crown as set out in the *Crown Liability and Proceedings Act, 2019* for the acts and omissions of public servants is, however, maintained notwithstanding this immunity.⁸⁹ A similar rule applies with respect to vicarious liability for municipalities.⁹⁰

Bill 195 also provides that nothing done under it or a continued order constitutes an expropriation or injurious affection and there is no corresponding right to compensation for a

⁸⁴ *RO(FRC)A*, s. 11. Under the *EMCPA*, s. 7.0.6, the Premier or delegate is required to report on the state of emergency generally. Since there is technically no state of emergency under Bill 195, the reporting obligation is likely to be the same in practice.

⁸⁵ *RO(FRC)A*, s. 13(1).

⁸⁶ *RO(FRC)A*, s. 13(2).

⁸⁷ *RO(FRC)A*, s. 12.

⁸⁸ *RO(FRC)A*, s. 14.

⁸⁹ *RO(FRC)A*, s. 14; *EMCPA*, s. 11(2).

⁹⁰ *RO(FRC)A*, s. 14; *EMCPA*, s. 11(3).

taking.⁹¹ Instead, Cabinet is authorized to make payments to compensation persons for the cost of providing assistance as a result of Bill 195 or the COVID-19 pandemic, or for the loss of real or personal property.⁹²

IV. Exercise of Provincial Emergency Powers in Response to COVID-19

Declaration of Emergency

On March 17, 2020, at 7:30 am, an emergency was declared throughout the entirety of Ontario related to COVID-19.⁹³ Originally set to expire on March 31st, it was extended by cabinet order to April 14, 2020.⁹⁴ On April 14, 2020, the Legislature extended the emergency for an additional 28 days, to May 12, 2020. On May 12th, the emergency was extended for 21 days to June 2nd.⁹⁵ On June 2nd, the emergency was extended 28 days to June 30th.⁹⁶ On June 24th, it was extended by 15 days to July 15, 2020.⁹⁷ On July 13th it was extended by an additional 9 days to July 24th.⁹⁸

This initial declaration of emergency formally ended on July 24, 2020, the date on which Bill 195 entered into force.⁹⁹

On January 12, 2021, a second emergency under the *EMCPA* was declared throughout the entirety of Ontario in respect of COVID-19.¹⁰⁰ On January 25, 2021, Cabinet extended the declaration to February 9th.¹⁰¹ The declaration of emergency was allowed to expire at that time,¹⁰² though orders made pursuant to it were continued pursuant to the provisions of the *EMCPA* authorizing post-emergency extensions.¹⁰³

On April 7, 2021, a third emergency under the *EMCPA* was declared throughout the entirety of Ontario in respect of COVID-19.¹⁰⁴ On April 16th, the declaration was extended to May 5, 2021.¹⁰⁵

⁹¹ *RO(FRC)A*, s. 15; *EMCPA*, s. 13.1(1).

⁹² *RO(FRC)A*, s. 15; *EMCPA*, ss. 13.1(2)-(3).

⁹³ *Declaration of Emergency*, O.Reg. 50/20.

⁹⁴ *Order Made Under the Act - Extension of Emergency*, O.Reg. 105/20.

⁹⁵ [Legislative Assembly of Ontario, Votes and Proceedings, 1st Sess, 42nd Parl., No. 160 \(May 12, 2020\)](#).

⁹⁶ [Legislative Assembly of Ontario, Votes and Proceedings, 1st Sess, 42nd Parl., No. 165 \(June 2, 2020\)](#).

⁹⁷ [Legislative Assembly of Ontario, Votes and Proceedings, 1st Sess, 42nd Parl., No. 170 \(June 24, 2020\)](#).

⁹⁸ [Legislative Assembly of Ontario, Votes and Proceedings, 1st Sess, 42nd Parl., No. 174 \(July 13, 2020\)](#).

⁹⁹ *RO(FRC)A*, s. 17.

¹⁰⁰ *Declaration of Emergency*, O.Reg. 7/21.

¹⁰¹ *Extension of Emergency*, O.Reg. 24/21.

¹⁰² See also O.Reg. 143/21, formally revoking the regulations proclaiming and extending this state of emergency.

¹⁰³ *EMCPA*, s. 7.0.8(4).

¹⁰⁴ *Declaration of Emergency*, O.Reg. 264/21.

¹⁰⁵ *Extension of Emergency*, O.Reg. 291/21.

Orders Made to Date

Over the course of the March 2020 declared emergency, the July Bill 195 period, the January 2021 declared emergency, and the April 2021 declared emergency, the government enacted a total of 93 orders, 42 of which currently remain in force. If one were to include amendments made to existing rules, the government has used its emergency order-making powers over 340 times.

The orders issued in Ontario can be roughly organized into four categories:

- A. Orders Regulating Mobility, Businesses, Events and Activities;
- B. Orders impacting the operation of workplaces and collective agreements;
- C. “Other” emergency orders; and
- D. Orders relieving against compliance with legislative provisions.

Links to the various issued orders are contained at the end of this memo in Appendix A.

All orders that are currently operating under Bill 195 are currently set to expire on April 20, 2021.¹⁰⁶ The orders operating under the second *EMCPA* declaration of emergency are currently set to expire on April 19, 2021.¹⁰⁷

A. Orders Regulating Mobility, Businesses, Events and Activities

Historical Evolution of Orders

Initial Orders

The earliest emergency orders issued by Cabinet in respect of the COVID-19 emergency related to closing various locations and events in an attempt to control the spread of the disease. In March and April, when COVID-19 cases were continuing to increase rapidly, Ontario saw increasingly strict rules put in place to ban gatherings and shut down businesses.

On March 17, 2020 at 7:30am, the first emergency orders under the COVID-19 emergency were issued. One of them prohibited all organized public events of over 50 people, including communal services within places of worship.¹⁰⁸ On March 28, 2020 the maximum permitted size was cut to 5, and the rule was extended to also to social events.¹⁰⁹

¹⁰⁶ *Extensions of Orders*, O.Reg. 458/20, as amended by O.Reg. 589/20, O.Reg. 650/20, O.Reg. 731/20, O.Reg. 15/21, O.Reg. 123/21, and O.Reg. 198/21.

¹⁰⁷ *Extensions or Orders*, O.Reg. 25/21, as am by O.Reg. 106/21, O.Reg. 113/21, O.Reg. 165/21, O.Reg. 197/21 and O.Reg. 238/21.

¹⁰⁸ *Organized Public Events, Certain Gatherings*, O.Reg 52/20.

¹⁰⁹ O.Reg 99/20.

On March 17, 2020 at 7:30am an order was issued closing all facilities providing indoor recreational programs, public libraries, private schools, licensed child care centres, bars and restaurants (except for takeout/delivery), theatres, and concert venues.¹¹⁰

On March 24, 2020, an order required all “non-essential” businesses to be closed.¹¹¹ Initially permitting 74 types of listed businesses to continue to operate, on April 4, 2020, the list of essential businesses was reduced to 44.¹¹²

On March 30, 2020, all “outdoor recreational amenities” that are intended for use by more than one family were ordered closed.¹¹³

Over the course of April and May, these orders were generally loosened.

With respect to the order regulating public gathering and events, amendments were made on May 16¹¹⁴ and May 27¹¹⁵ to permit larger religious services in limited circumstances. The rules were significantly revised on June 12¹¹⁶ and 13, 2020¹¹⁷ as part of a transition to a scheme in which different rules applied in different parts of the province.

The order shutting down various establishments was amended on March 23rd to permit child care centres to operate on a limited basis in order to provide care to children of certain specified types of essential workers.¹¹⁸ Expansions to the list of covered workers were made on April 16¹¹⁹ and April 29, 2020.¹²⁰ On May 15, 2020, libraries were permitted to provide curb-side pick-up.¹²¹ On May 29, 2020 drive-in movie theatres were allowed to operate starting on May 31, 2020, so long as they comply with rules contained in other orders.¹²²

¹¹⁰ *Closure of Establishments*, O.Reg 51/20.

¹¹¹ *Closure of Places of Non-Essential Business*, O.Reg 82/20 (re-titled “*Stage 1 Closures*” as of June 11, 2020. See O.Reg 262/20).

¹¹² *Closure of Places of Non-Essential Businesses*, O.Reg. 119/20.

¹¹³ *Closure of Outdoor Recreational Amenities*, O.Reg. 104/20, Sched. 1, ss. 1(2)-(3).

¹¹⁴ *Organized Public Events, Certain Gatherings*, O.Reg. 222/20.

¹¹⁵ *Organized Public Events, Certain Gatherings*, O.Reg. 239/20.

¹¹⁶ *Organized Public Events, Certain Gatherings*, O.Reg. 276/20.

¹¹⁷ *Rules for Areas in Stage 3*, O.Reg. 364/20, Sched. 3. It is unclear why the government has placed these rules in the Stage 3 order, as opposed to the Organized Public Events order. As initially drafted the Stage 3 orders rules do not actually exclude the operation of the limits under the Organized Public Events order, though this appears to be the intention of the drafters. The analysis that follows works on the assumption that, in stage 3 jurisdictions, the less restrictive rules apply, notwithstanding any explicit statement of this in the Organized Public Events order.

¹¹⁸ *Emergency Order Under Subsection 7.0.2(4) of the Act*, O.Reg 78/20.

¹¹⁹ *Closure of Establishments*, O.Reg. 155/20.

¹²⁰ *Closure of Establishments*, O.Reg. 183/20.

¹²¹ *Closure of Establishments*, O.Reg. 221/20.

¹²² *Closure of Establishments*, O.Reg. 246/20.

Small additions were made to the list of businesses that were allowed to operate on April 9¹²³ and 16.¹²⁴ A more extensive set of additions were made on May 1,¹²⁵ and on May 7, 2020, the entire structure of the order was significantly revised to permit most retail businesses to re-open as of May 11, 2020.¹²⁶ Further sets of businesses were permitted to re-open under orders used on May 14,¹²⁷ May 18,¹²⁸ May 29,¹²⁹ and June 4, 2020.¹³⁰

Rules respecting outdoor recreational amenities were loosened on April 24, 2020,¹³¹ and again on May 19, 2020.¹³²

Between June 11 and 17, 2020, this entire regime of orders transitioned fully to a regional scheme across the province.

On June 11, 2020, the rules related to the closure of businesses were split between existing rules for some regions, known as Stage 1,¹³³ and new rules for other regions in Stage 2.¹³⁴ Rules for recreational amenities also became different for different stages as of that date.¹³⁵

On June 12, 2020, the order regulating the closure of establishments expired.¹³⁶

On July 13, rules for Stage 3 jurisdictions were established, and came into force on July 17, 2020.¹³⁷ At that point, the orders on public gatherings and outdoor recreational amenities also expired.¹³⁸ At the same time amendments were made to other orders that regulated these matters on a regional basis.¹³⁹

Original “Stage” System

As of July 17, the process that began in mid-June to develop regional regulation of workplaces, events, gatherings and activities had evolved into an integrated system that divided Ontario into three “Stages”. Stage 1 rules are the most restrictive, while Stage 3 rules are the most liberal.

¹²³ *Closure of Places of Non-Essential Businesses*, O.Reg. 136/20.

¹²⁴ *Closure of Places of Non-Essential Business*, O.Reg. 153/20.

¹²⁵ *Closure of Places of Non-Essential Business*, O.Reg. 196/20.

¹²⁶ *Closure of Places of Non-Essential Business*, O.Reg. 200/20.

¹²⁷ *Closure of Places of Non-Essential Business*, O.Reg. 213/20.

¹²⁸ *Closure of Places of Non-Essential Business*, O.Reg. 223/20.

¹²⁹ *Closure of Places of Non-Essential Business*, O.Reg. 238/20.

¹³⁰ *Closure of Places of Non-Essential Business*, O.Reg. 255/20.

¹³¹ *Closure of Outdoor Recreational Amenities*, O.Reg. 175/20.

¹³² *Closure of Outdoor Recreational Amenities*, O.Reg. 224/20.

¹³³ *Stage 1 Closures*, O.Reg. 262/20.

¹³⁴ *Rules for Areas in Stage 2*, O.Reg. 263/20.

¹³⁵ *Closure of Outdoor Recreational Amenities*, O.Reg. 265/20.

¹³⁶ *Extensions and Renewals of Orders*, O.Reg. 264/20, s. 2.

¹³⁷ *Rules for Areas in Stage 3*, O.Reg. 364/20, s. 2.

¹³⁸ *Extension and Renewal of Orders*, O.Reg. 416/20, s. 1, items 1, 11.

¹³⁹ *Stage 1 Closures*, O.Reg. 413/20; *Stage 2 Closures*, O.Reg. 414/20; *Rules for Areas in Stage 3*, O.Reg. 415/20.

Generally speaking the province was divided by regional health units, though at certain points, finer distinctions were made.

On June 16th, a pair of orders were issued that moved 7 Stage 1 units into Stage 2 as of June 19, 2020.¹⁴⁰ Two more health units were moved into Stage 2 on June 23, 2020,¹⁴¹ leaving only the Windsor-Essex County Health Unit in Stage 1.¹⁴²

On June 24th, a further pair of orders were issued that, for the first time, differentiated between regions *within* a public health unit.¹⁴³ Under these orders, starting on June 25, 2020, only the Municipality of Leamington and the Town of Kingsville remained in Stage 1, while the remainder of the Windsor-Essex moved to Stage 2.¹⁴⁴

On July 6th, a pair of orders were issued moves these two municipalities into Stage 2,¹⁴⁵ leaving all of Ontario subject to “Stage 2” rules.¹⁴⁶

Further orders were issued on July 13th to put in place to start moving some parts of Ontario into Stage 3 as of July 17, 2020.¹⁴⁷ On July 24th¹⁴⁸ and 31, 2020¹⁴⁹ additional units were moved to Stage 3. On August 10, an order was issued moving last remaining Stage 2 jurisdiction – the Windsor-Essex County Health Unit – into stage 3.¹⁵⁰ As a result, effective August 12, 2020, all of Ontario was in Stage 3.¹⁵¹

On September 18, 2020, in response to increasing case rates in Toronto, Ottawa and Peel region, some of the Stage 3 rules were made more restrictive within these three jurisdictions only.¹⁵² On October 10, 2020, Toronto, Ottawa and Peel Region Health Units were moved back to Stage 2.¹⁵³ On October 19, 2020, the York Regional Health Unit was also moved back to Stage 2.¹⁵⁴

The “Colour Coded” System

On November 3, 2020, Ontario released its [*COVID-19 Response Framework: Keeping Ontario Safe and Open*](#). The framework established a new, 5-tiered set of restrictions, along with associated thresholds for regions being placed into each level. Each level is confusingly

¹⁴⁰ *Stage 1 Closures*, O.Reg. 280/20; *Stage 2 Closures*, O.Reg. 279/20.

¹⁴¹ *Stage 1 Closures*, O.Reg. 300/20; *Stage 2 Closures*, O.Reg. 299/20.

¹⁴² *Stage 1 Closures*, O.Reg. 82/20, Sched. 1, ss. 0.1(11), 0.2.

¹⁴³ *Stage 1 Closures*, O.Reg. 303/20; *Stage 2 Closures*, O.Reg. 302/20.

¹⁴⁴ *Stage 1 Closures*, O.Reg. 82/20, Sched. 1, s. 0.2.

¹⁴⁵ *Stage 1 Closures*, O.Reg. 351/20; *Order Under Subsection 7.0.2(4) of the Act – Stage 2 Closures*, O.Reg. 350/20.

¹⁴⁶ *Rules for Areas in Stage 2*, O.Reg. 263/20, Sched. 1, s. 2(5).

¹⁴⁷ *Stages of Reopening*, O.Reg. 363/20; *Rules for Area in Stage 3*, O.Reg. 364/20.

¹⁴⁸ *Stages of Reopening*, O.Reg. 420/20.

¹⁴⁹ *Stages of Reopening*, O.Reg. 426/20.

¹⁵⁰ *Stages of Reopening*, O.Reg. 444/20.

¹⁵¹ O.Reg. 363/20, Sched. 3.

¹⁵² *Amending Rules for Areas in Stage 3*, O.Reg. 501/20.

¹⁵³ *Amending Stages of Reopening*, O.Reg. 573/20.

¹⁵⁴ *Amending Stage of Reopening*, O.Reg. 577/20.

delineated by both a colour and a phrase and is also superimposed on the pre-existing stage system. This system was rolled out over the course of November 7-14, 2020.¹⁵⁵

The framework was subject to immediate criticism by the epidemiology and public health communities for being scientifically illiterate. Most of the criticism was placed on the thresholds for placing health units into different levels. News eventually broke that the government had rejected the advice of its own public health experts when setting the thresholds for different levels. This, coupled with dramatic increases in various regions of the province, resulted in a series of revisions that had the effect of moving more health units into more restrictive zones.

Health units were moved between different zone by way of orders issued on November 13,¹⁵⁶ 22,¹⁵⁷ 27,¹⁵⁸ and on December 4,¹⁵⁹ 11,¹⁶⁰ and 18, 2020.¹⁶¹

The First Provincial Lock Down

On December 21, the government announced that due to sharply increases case numbers, a province-wide lockdown would be imposed starting on December 26, 2020.¹⁶² Later that day, a pair of new orders were issued that, as of December 26th, moved all health units into the “Grey/Lockdown” zone,¹⁶³ and made numerous changes to the rules applicable to that zone.¹⁶⁴

Although the length of the lockdown was announced to be for 28 days for Southern Ontario, and 14 day for Northern Ontario, neither order contained any sunset provision.

As circumstances in Ontario worsened, the government abandoned this political commitment to relax retractions in certain regions of the province. Instead on January 12, 2020, a new *EMCPA* emergency declaration was declared,¹⁶⁵ rules for the Grey/Lockdown zone were made stricter,¹⁶⁶ and a new province-wide stay-at-home order was imposed, which came into effect on January 14, 2021.¹⁶⁷

¹⁵⁵ O.Reg. 640/20, *Amending Stages of Reopening*; O.Reg. 641/20, *Amending Rules for Jurisdictions in Stage 2*; O.Reg. 642/20, *Amending Rules for Jurisdictions in Stage 3*. The transitional period related to a staggered shift for the Toronto health unit into the new 5-stage system. As of November 14, all health units were within the new colour coded system: O.Reg. 648/20, *Amending Rules for Areas in Stage 2*.

¹⁵⁶ O.Reg. 646/20, *Amending Stages of Reopening*; O.Reg. 647/20, *Amending Stages of Reopening*.

¹⁵⁷ O.Reg. 657/20, *Amending Stages of Reopening*.

¹⁵⁸ O.Reg. 684/20, *Amending Stages of Reopening*.

¹⁵⁹ O.Reg. 706/20, *Amending Stages of Reopening*.

¹⁶⁰ O.Reg. 737/20, *Amending Stages of Reopening*.

¹⁶¹ O.Reg. 774/20, *Amending Stages of Reopening*.

¹⁶² <https://news.ontario.ca/en/release/59790/ontario-announces-provincewide-shutdown-to-stop-spread-of-covid-19-and-save-lives>.

¹⁶³ O.Reg. 779/20, *Amending Stages of Reopening*.

¹⁶⁴ O.Reg. 227/20, *Amending Rules for Areas in Stage 1*.

¹⁶⁵ *Declaration of Emergency*, O.Reg. 7/21.

¹⁶⁶ *Amending Rules for Areas in Stage 1*, O.Reg. 10/21.

¹⁶⁷ *Stay-at-Home Order*, O.Reg. 11/21.

On February 8, 2021, the stay-at-home regime was changed from a province-wide system to one based on individual health units.¹⁶⁸ Under this scheme, the stay-at-home order applied to a health unit if there was an additional order specifying so.¹⁶⁹ That day, 31 additional orders were issued designating individual health as being subject to the stay-at-home order.¹⁷⁰ All but four of these orders expired on February 16, 2021.¹⁷¹ The remaining four orders, as well as the framework stay-at-home order itself, expired on March 8, 2021.¹⁷²

The Hybrid Shutdown/Colour Coded System

On February 10, 2021, Ontario transitioned to a new staged system.¹⁷³ Under this approach, “Grey” and “Shutdown” separated into two distinct regimes. As a result, there were six categories that health units are assigned to: Shutdown, grey, red, orange, yellow and green.

Although the government has spoken publicly about a special “handbrake” mechanism to move units quickly into shutdown status if case counts began to rise rapidly, the relevant regulations contain no such feature. The government simply has the power – as it always has had – to assign any health unit to any stage at any time, with or without notice.

¹⁶⁸ *Amending Stay-at-Home Order*, O.Reg. 94/21.

¹⁶⁹ O.Reg. 11/21, s. 2(2).

¹⁷⁰ *Stay-at-Home Order (York Regional Health Unit)*, O.Reg. 63/21; *Stay-at-Home Order (Windsor-Essex County Health Unit)*, O.Reg. 64/21; *Stay-at-Home Order (Wellington-Dufferin-Guelph Health Unit)*, O.Reg. 65/21; *Stay-at-Home Order (Waterloo Health Unit)*, O.Reg. 66/21; *Stay-at-Home Order (Timiskaming Health Unit)*, O.Reg. 67/21; *Stay-at-Home Order (Thunder Bay District Health Unit)*, O.Reg. 68/21; *Stay-at-Home Order (Sudbury and District Health Unit)*, O.Reg. 69/21; *Stay-at-Home Order (Simcoe Muskoka District Health Unit)*, O.Reg. 70/21; *Stay-at-Home Order (Porcupine Health Unit)*, O.Reg. 71/21; *Stay-at-Home Order (Peterborough County – City Health Unit)*, O.Reg. 72/21; *Stay-at-Home Order (Peel Regional Health Unit)*, O.Reg. 73/21; *Stay-at-Home Order (Oxford St. Elgin St. Thomas Health Unit)*, O.Reg. 74/21; *Stay-at-Home Order (Northwestern Health Unit)*, O.Reg. 75/21; *Stay-at-Home Order (North Bay Parry Sound District Health Unit)*, O.Reg. 76/21; *Stay-at-Home Order (Niagara Regional Area Health Unit)*, O.Reg. 77/21; *Stay-at-Home Order (Middlesex-London Health Unit)*, O.Reg. 78/21; *Stay-at-Home Order (Leeds, Grenville and Lanark District Health Unit)*, O.Reg. 79/21; *Stay-at-Home Order (Lambton Health Unit)*, O.Reg. 80/21; *Stay-at-Home Order (Huron Perth Health Unit)*, O.Reg. 81/21; *Stay-at-Home Order (Halton Regional Health Unit)*, O.Reg. 82/21; *Stay-at-Home Order (Haliburton, Kawartha, Pine Ridge District Health Unit)*, O.Reg. 83/21; *Stay-at-Home Order (Haldimand-Norfolk Health Unit)*, O.Reg. 84/21; *Stay-at-Home Order (Grey Bruce Health Unit)*, O.Reg. 85/21; *Stay-at-Home Order (Eastern Ontario Health Unit)*, O.Reg. 86/21; *Stay-at-Home Order (Durham Regional Health Unit)*, O.Reg. 87/21; *Stay-at-Home Order (District of Algoma Health Unit)*, O.Reg. 88/21; *Stay-at-Home Order (City of Toronto Health Unit)*, O.Reg. 89/21; *Stay-at-Home Order (City of Ottawa Health Unit)*, O.Reg. 90/21; *Stay-at-Home Order (City of Hamilton Health Unit)*, O.Reg. 91/21; *Stay-at-Home Order (Chatham-Kent Health Unit)*, O.Reg. 92/21; *Stay-at-Home Order (Brant County Health Unit)*, O.Reg. 93/21.

¹⁷¹ *Amending Extensions of Orders*, O.Reg. 113/21.

¹⁷² *Amending Extensions of Orders*, O.Reg. 129/21.

¹⁷³ *Amending Stages of Re-Opening*, O.Reg. 99/21.

The Second Provincial Lock Down

Effective April 3, 2021, the Province used its so-called handbrake to move all 34 health units in Ontario into the Shutdown Zone.¹⁷⁴ Unlike the December 26th province-wide shut down, the government did not initially take any steps to re-impose any type of state at home order. This was notwithstanding modeling from the Government's Science Table that indicated that, without a stay-at-home order, the rate of spread would continue to accelerate, with daily case counts reaching 6000 by the end of April.¹⁷⁵ Further calls for the imposition of a lockdown from the Medical Officers of Health of Toronto, Peel and Ottawa made on April 4th were initially ignored by the government.¹⁷⁶

However, on April 7th, the government declared a third emergency under the *EMCPA*¹⁷⁷ and imposed a second province-wide stay-at-home order,¹⁷⁸ as well as imposing new rules applicable to the shut-down zone.¹⁷⁹ Additional province-wide restrictions were implemented on April 16, 2021. Although the rules for various zones remained on the books, only the "shut down zone" rules continued to have any application.

This memo continues to set out the rules for every zone, whether or not any jurisdiction is currently assigned to it.

Province-Wide Restrictions

Stay-at-Home Order

Starting on April 8, 2021, every person in Ontario became under an obligation to remain in the residence that they are currently residing at all times unless leaving was necessary for one of 29 specified purposes.¹⁸⁰ The order does not apply to persons who do not have a home.¹⁸¹

The reasons that a person may leave their residence under this order are:¹⁸²

1. Working or volunteering where the nature of the duties requires the individual to leave their residence. This includes where an employer determines that a worker must attend the workplace in person;
2. Going to school;

¹⁷⁴ *Amending Stages of Re-Opening*, O.Reg. 240/21.

¹⁷⁵ Science Advisory and Modeling Consensus Tables, [Update on COVID-19 Projections – April 1, 2021](#), slide 8.

¹⁷⁶ <https://www.cbc.ca/news/world/coronavirus-covid19-canada-world-april5-2021-1.5975638>

¹⁷⁷ *Declaration of Emergency*, O.Reg. 264/21.

¹⁷⁸ *Stay-at-Home Order*, O.Reg. 265/21.

¹⁷⁹ *Amending Rules for Areas in Stage 1*, O.Reg. 267/21.

¹⁸⁰ *Stay-at-Home Order*, O.Reg. 265/21, Sched. 1, s. 1(1).

¹⁸¹ O.Reg 265/21, Sched. 1, s. 1(3).

¹⁸² O.Reg 265/21, Sched. 1, s. 1(1).

3. Obtaining or providing child care;
4. Receiving or providing training or educational services;
5. Getting food, beverage or personal care items;
6. Obtaining goods or services necessary for health or safety including vaccination, healthcare or medicines;
7. Obtaining or providing goods or services necessary for landscaping, gardening and the safe operation, maintenance or sanitation of households, businesses, means of transportation or other places;
8. Purchasing or picking up goods via alternative methods of sale, such as curbside pickup, from businesses that are permitted to provide goods by that method under the Zone rules applicable in the area;
9. Attending an appointment at a business permitted to operate by appointment only under the Zone rules applicable in the area;
10. Obtaining services from a financial or cheque casing institution;
11. Obtaining government services, social supports, addiction or mental health services;
12. Delivering goods or providing care or support to individuals requiring assistance, or receiving such goods or care;
13. Taking a child to their parent or guardian or their residence;
14. Taking a member of a person's household to any place the member of the household is permitted to go under the Stay-at-Home order;
15. Doing anything necessary to respond to or avoid an imminent risk to health or safety of an individual, such as seeking emergency assistance, or protecting oneself or others from domestic violence;
16. Exercise;
17. Attending a place as required by law or in relation to the administration of justice;
18. Exercising Aboriginal or treaty rights;
19. Traveling to an other residence of an individual if the visit is for one of the purposes under this order and is for less than 24 hours, or for the purpose of residing at that residence for at least 14 days;
20. Traveling between the homes of parents, guardians or caregivers if the person is under their care;

21. Making arrangements to purchase or sell a residence or to start or end a lease;
22. Moving residences;
23. Travelling to an airport or bus/train station in order to travel outside of the province;
24. Attending a wedding, funeral or religious service that is to be performed in compliance with the applicable rules governing the area, or to make arrangements for such events;
25. For persons who live alone, gathering with the members of a single household;
26. Obtaining goods or services necessary for the health or safety of an animal;
27. Obtaining animal food or supplies;
28. Doing anything necessary to respond to or avoid imminent risk of harm to an animal; and
29. Walking or exercising an animal.

The stay-at-home order operates independently of what Zone a person is located in. People are required to comply with both the stay-at-home order and the rules that apply to their applicable Zone.

Closure of Public Lands

As of April 16, 2021, recreational camping on public lands is prohibited.¹⁸³ This includes occupying public lands for the purpose of outdoor recreational accommodation with equipment such as tents, trailers, RVs, or watercraft equipped for overnight accommodation.¹⁸⁴

The order does not, however, apply to exercises of Aboriginal or treaty rights, or prohibit temporary outdoor accommodations that are ancillary to the operation of a business that is permitted to be open, or the use of public lands for purposes that comply with the stay-at-home order.¹⁸⁵

Travel Ban

As of April 19, 2021, Ontario imposed an ban on individuals entering Ontario from either Manitoba or Quebec.¹⁸⁶ Because of federal jurisdiction aviation,¹⁸⁷ Ontario lacks the authority to

¹⁸³ *Closure of Public Lands for Recreational Camping*, O.Reg. 288/21, Sched. 1, s. 2.

¹⁸⁴ O.Reg 288/21, Sched. 1, s. 1.

¹⁸⁵ O.Reg 288/21, Sched. 1, s. 3.

¹⁸⁶ *Persons Entering Ontario From Manitoba or Quebec*, O.Reg. 293/21.

¹⁸⁷ *Canada (Attorney General) v. Ontario (Attorney General)*, [1932] AC 54 (PC).

regulate inbound air travel. As such, the order only reaches individuals crossing into Ontario by land from Quebec and Manitoba.

Under the order there is a general prohibition against entering Ontario from Manitoba or Quebec, though it is subject to a number of exceptions.¹⁸⁸ Law enforcement officials are granted the power to require individuals entering the province to stop and answer any question posed to determine if they meet one of the exceptions.¹⁸⁹ If the official determines that the person is not entitled to enter Ontario, they may direct the person to return to Manitoba or Quebec, and the person is required to comply.¹⁹⁰

The exceptions to the entry ban are:¹⁹¹

- a) The person's principal resident is in Ontario;
- b) The person is moving to Ontario;
- c) The person is transiting Ontario without making unnecessary stops in order to reach their principal residence in another jurisdiction;
- d) The person is traveling into or through Ontario by means of an international or interprovincial bus, train, ferry or flight;
- e) The person is entering to perform work in Ontario;
- f) The person is attending a school or post-secondary institution in Ontario, or is transporting or picking up such a student (as of April 23, 2021);¹⁹²
- g) The person is transporting goods into or through Ontario as part of the operation of a business;
- h) In order to obtain necessary health care or social services;
- i) In order to transport a person in Ontario to or from a health care facility in Manitoba or Quebec;
- j) The person is being transported from a hospital in Manitoba or Quebec;
- k) The person is under the care or supervision or receiving support from a children's aid society in Ontario;
- l) In order to exercise custody or access rights contained in an agreement;

¹⁸⁸ O.Reg 293/21, Sched. 1, s. 2.

¹⁸⁹ O.Reg 293/21, Sched. 1, ss. 3(1)-(2).

¹⁹⁰ O.Reg 293/21, Sched. 1, ss. 3(3)-(4).

¹⁹¹ O.Reg 293/21, Sched. 1, ss. 2(a)-(o).

¹⁹² O.Reg 293/21, Sched. 1, s. 2(e) as am by O.Reg. 307/21, s. 1(2).

- m) In order to comply with an order if a court or tribunal or otherwise as required by law;
- n) To exercise an aboriginal or treaty right;
- o) To respond to a critical incident;
- p) Where travel is necessary for humanitarian or compassionate reasons, such as providing care to a person who requires it due to their state of health, to attend to a dying person, or to attend a funeral; and
- q) Children under the age of 13 who are being transported to a child care provider that they are registered to receive care at, as well as persons transporting or picking up such a child (as of April 23, 2021).¹⁹³

Shutdown Zone

Organized Public Events & Gatherings

In lockdown jurisdictions, there is a general prohibition against any indoor organized public event or indoor social gatherings.¹⁹⁴ As of April 17, 2021, all outdoor organized public events and social gatherings have also been prohibited.¹⁹⁵ Previously, gatherings could occur if they involved 5 or fewer people. If an event or gathering takes place partially indoors and partially outside, it is considered to be an indoor event or gathering.¹⁹⁶

There are a limited number of exceptions to these rules. The most significant is that the limits do not apply to gatherings of members of a single household, or between a household and one additional person if that person lives alone.¹⁹⁷ It also does not apply to going to a place of business that is allowed to be open under the rules discussed below.¹⁹⁸

Weddings, funerals and religious services are subject to a slightly different set of rules. As of April 19, 2021, weddings, funerals or religious services, whether indoors or outdoors, and permitted, subject to a 10-person limit.¹⁹⁹ Attendees must comply with public health guidance on physical distancing.²⁰⁰

¹⁹³ O.Reg 293/21, s. 2(p)-(q) as am by O.Reg. 307/21, s. 1(4).

¹⁹⁴ *Rules for Areas in Stage 1*, O.Reg. 82/20, Sched. 4, s. 1(1)(a)-(b).

¹⁹⁵ O.Reg 82/20, Sched. 4, s. 1(1)(c), as am by O.Reg. 295/21, s. 2.

¹⁹⁶ O.Reg 82/20, s. 4(1).

¹⁹⁷ O.Reg 82/20, Sched. 4, s. 2.

¹⁹⁸ O.Reg 82/20, Sched. 4, s. 3.

¹⁹⁹ O.Reg 82/20, Sched. 4, s. 1(1)(d) as am by O.Reg. 297/21, s. 3(1).

²⁰⁰ O.Reg 82/20, Sched. 4, s. 1(2).

The 10-person limit does not apply to gatherings for weddings, funerals or religious services done on a “drive-in” basis.²⁰¹ These gatherings may involve any number of persons, so long as the following requirements are met:

- All participants, other than those conducting the service, must be in a motor vehicle;
- Individuals must remain in their vehicles the entire time, except to use a washroom or as may be required for health and safety; and
- Each vehicle must be positioned at least two meters from every other vehicle;

Individuals who attend organized social events or gatherings permitted by this order must maintain 2 metres distancing from persons who are not members of their household whenever possible and must wear a mask any time they are unable to distance.²⁰²

Outdoor Recreational Amenities

Ontario’s rules related to outdoor recreational amenities during the third wave of the pandemic have been subject to rapid change. Three different sets of rules were made on April 17th alone.

Prior to April 17, 2021, outdoor recreational amenities were generally allowed to open throughout 2021, subject to a requirement for individuals to maintain physical distancing, a prohibition against any team sports, and the requirement to close locker rooms, showers and similar facilities.²⁰³

On April 16th, an order was made, effective April 17th, adding a requirement that only members of the same household could use outdoor recreational amenities together.²⁰⁴

Then, later in the day in April 16th, before the above-noted change ever came into force, the government issued another order that required all outdoor recreational amenities to be closed.²⁰⁵ Individuals were prohibited from using any such amenity, including playgrounds, sports fields, outdoor fitness equipment, and picnic tables.²⁰⁶ This order was also set to come into force on the 17th.

Then, on the 17th itself, a third order was made that walked back a number of the restrictions imposed by the second order. This order was also effective as of April 17, 2021.

²⁰¹ O.Reg 82/20, Sched. 4, s. 4, as am by O.Reg 297/21.

²⁰² O.Reg 82/20, Sched. 1, ss. 3.1(2)-(5), as am by O.Reg. 96/21, s. 5(3).

²⁰³ O.Reg 82/20, Sched. 1, s. 4.

²⁰⁴ O.Reg 82/20, Sched. 1, s. 4(3.1), as am by O.Reg. 295/21, s. 1.

²⁰⁵ O.Reg 82/20, Sched. 3, s. 4(1), as am by O.Reg 297/21, s. 2.

²⁰⁶ O.Reg 82/20, Sched. 3, s. 4(4).

Under the current rules, while people are allowed to talk through parks and recreational areas,²⁰⁷ outdoor recreational amenities such as sports fields, picnic tables and exercise equipment must be closed.²⁰⁸ However individuals may use outdoor playgrounds, play structures and equipment, off-leash dog areas and park benches.²⁰⁹

Individuals who are using any of these areas must maintain two metre physical distance from any person who is not a member of their household, plus an additional person who lives alone or is a caregiver for a member of the household.²¹⁰

Businesses and Places

The rules related to the operation of businesses in lockdown jurisdictions are set out in three Schedules. One lists businesses that must close; one lists businesses that are allowed to open; and one lists rules that are generally applicable to all businesses.

Care should be taken in reading this order, as the schedules are somewhat confusing. The list of rules that generally apply to all businesses (Schedule 1) contains several rules that are only applicable to certain businesses. The list of businesses that may open (Schedule 2) also contains rules about how businesses must operate. The list of businesses that must close (Schedule 3) actually lists businesses that are allowed to open, subject to specific rules. There are also many businesses that are not contained in either list. Unless the order specifically allows a business to operate, it must shut down, even if it is not contained in the list of businesses that are required to shut down.²¹¹

All businesses that are allowed to operate must also comply with the following general requirements in addition to any of the business specific rules discussed below:

- All businesses that operate must require their workers to perform their jobs remotely unless the nature of their work requires them to be on-site at the workplace. This rule does not apply to the operations of government or agencies delivering or supporting government operations and services.²¹²
- The place must operate in accordance with all ordinarily applicable laws, including the *Accessibility for Ontarians with Disabilities Act, 2005* and the *Occupational Health and Safety Act*;²¹³

²⁰⁷ O.Reg 82/20, Sched. 3, s. 4(3).

²⁰⁸ O.Reg. 82/20, Sched. 3, ss. 4(1), (4) as am by O.Reg 297/21.

²⁰⁹ O.Reg. 82.20, Sched. 3, s. 4(5) as am by O.Reg. 299/21, s. 1(2).

²¹⁰ O.Reg 82/20, Sched. 3, s. 4(6) as am by O.Reg. 297/21, s. 2 and O.Reg. 299/21, s. 1(3).

²¹¹ O.Reg 82/20, Sched. 1, s. 1(1).

²¹² O.Reg 82/20, Sched. 1, s. 2.1.

²¹³ O.Reg 82/20, Sched. 1, s. 2(1).

- The person operating the place must comply with advice, recommendations and instructions provided by public health officials, including on physical distancing, cleaning, disinfecting, screening and working remotely;²¹⁴
- Every person providing services at a business must wear personal protective equipment covering both their face and eyes if they are required to come within 2 metres of a person who is not wearing a mask and is not separated from them by an impermeable barrier;²¹⁵
- Every member of the public in a place of business or facility open to the public must maintain 2 metres physical distance from persons who are not caregivers or members of their household. Exceptions are made when necessary to transact business or receive a service, when passing individuals in a confined location such as an aisle, or when otherwise authorized to be closer by another provision of the Stage 1 order;²¹⁶
- Every person in charge of a business or organization that is open to the public must ensure that any person in an indoor area wears a mask or face covering.²¹⁷ As of January 14, 2021, there is a corresponding obligation on individuals to wear such face coverings.²¹⁸ These requirements are subject to a number of exceptions, including children under 2;²¹⁹ people who need to temporarily remove the mask for certain purposes like consuming food;²²⁰ individuals who have a medical condition that inhibits their ability to wear a mask, or are otherwise being accommodated for a disability;²²¹ or employees of the business who are in an area that is not open to the public, and where two metres physical distancing can be maintained.²²² There is no requirement for a person to present the person in charge of a place with proof that they fit into one of the exemptions,²²³ though the order is silent as to whether the person in charge may still do so as a matter of choice;
- The number of persons allowed in a place of business must be limited to a number that allows for 2 metre physical distancing from people who are not members of their household, and in any event may not exceed 50% of the business's capacity as calculated according to a formula set out in the order.²²⁴ These requirements do not apply to schools operating in compliance with a return to school direction issued by the chief medical officer of health, or to certain schools operated by or for indigenous groups.²²⁵

²¹⁴ O.Reg 82/20, Sched. 1, ss. 2(2)-(3.1).

²¹⁵ O.Reg 82/20, Sched. 1, s. 2(7).

²¹⁶ O.Reg 82/20, Sched. 1, ss. 3.1(2)-(3).

²¹⁷ O.Reg 82/20, Sched. 1, s. 2(4).

²¹⁸ O.Reg 82/20, Sched. 1, s. 3.1(1)

²¹⁹ O.Reg 82/20, Sched. 1, s. 2(4)(a).

²²⁰ O.Reg 82/20, Sched. 1, s. 2(4)(i)(iii).

²²¹ O.Reg 82/20, Sched. 1, ss. 2(4)(g), (j), (k).

²²² O.Reg 82/20, Sched. 1, s. 2(4)(l).

²²³ O.Reg 82/20, Sched. 1, s. 2(6).

²²⁴ O.Reg 82/20, Sched. 1, ss. 3(1)-(2), (4).

²²⁵ O.Reg 82/20, Sched. 1, s. 3(6).

- Persons responsible for a business must not permit patrons to line up inside or outside of the business, or to congregate outside of the business, unless the patrons are maintaining a physical distance of 2 metres from other groups of persons and are wearing face masks;²²⁶
- Any washroom, locker room, change room, shower or similar amenity that are open to the public, as well as any equipment provided to the public must be cleaned and disinfected as frequently as needed to maintain a sanitary condition.²²⁷

However, nothing in the order precludes the delivery of services by any government in Ontario, or any person or publicly funded agency or organizations that delivers or supports government operations and services, including in the health sector.²²⁸

The Stage 1 order contains a lengthy list of businesses that are permitted to operate.²²⁹ Examples of these businesses include:

- Supply chain businesses
- Medical supply stores;
- Gas stations;
- Laundromats and drycleaners;
- Snow clearing and landscaping;
- Security services;
- Courier and delivery services;
- Funeral services;
- Temporary help and staffing businesses;
- Training for service animals;
- Cheque cashing businesses;
- Financial services such as banks, insurance, land registration, and payment processing;
- IT services;
- Telecommunications;²³⁰
- Newspapers, radio and TV;
- Transportation services;
- Warehousing, storage and distribution of goods for online retail;
- Food production and distribution;
- Land surveyors;
- Resource companies, such as forestry, petroleum and chemicals;
- Sewage, waste, recycling and water distribution;
- Critical infrastructure repair;

²²⁶ O.Reg 82/20, Sched. 1, s. 4.

²²⁷ O.Reg 82/20, Sched. 1, s. 10.

²²⁸ O.Reg 82/20, Sched. 1, s. 1(9).

²²⁹ O.Reg 82/20, Sched. 2.

²³⁰ Stores that sell cellular phones that are operated by telecommunications firms are subject to special rules, discussed below.

- Allotment and community gardens;
- Research facilities;
- Healthcare and social service providers.
- Sound recording, production, publishing and distribution;
- Film and television post-production;
- Book production, publishing and distribution;
- Veterinary services and other businesses that provide for the health and welfare of animals;
- Businesses that provide pet services such as grooming, walking and training;
- Lawn care, snow clearing and landscaping services.

The following special rules apply to particular types of businesses that operate in Stage 1 jurisdictions:

- “Air BNB”-style short term rentals, but not traditional hotels, may only provide accommodation to individuals in need of housing. As of January 14, 2021, an exemption was added to rentals of ice fishing huts that are used only by members of the same household and which will not be used overnight, or if the hut is being used in exercise of an Aboriginal or treaty right;²³¹
- Hotels, motels, resorts and student residences may operate, but must shut down all indoor recreational facilities, including pools, steam rooms, saunas, whirlpools, and fitness centres;²³²
- Places that rent out meeting or event space may only do so for the purposes of providing childcare or social services, for collective bargaining, to support court or government operations, or to support mental health or addiction services. In the case of mental health or addiction services, or collective bargaining activities, no more than ten people are permitted to occupy the rented space. Operators must record the name and contact information of members of the public who attend meetings or events, and maintain those records for at least one month.²³³ As of November 27, 2020, the requirement to record contact information ceased to apply when the space was used for delivering or supporting the delivery of court services.²³⁴ As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the premises;²³⁵
- Places that sell or serve liquor under a license may only do so between the hours of 9 am and 9 pm, and may not permit consumption after 10 pm. This rule does not require to places located in airports, or that are selling liquor on a take-out or delivery basis;²³⁶

²³¹ O.Reg 82/20, Sched. 1, s. 6.

²³² O.Reg 82/20, Sched. 2, s. 25 as am by O.Reg. 96/21, s. 7(1).

²³³ O.Reg 82/20, Sched. 1, s. 7.

²³⁴ O.Reg 82/20, Sched. 1, s. 7(3) as am by O.Reg. 685/20, s. 1(2).

²³⁵ O.Reg 82/20, Sched. 1, s. 7(1.1), as am by O.Reg. 162/21.

²³⁶ O.Reg 82/20, Sched. 1, s. 8.

- Restaurants, bars and other food and drink establishments may only offer take out, drive-through or delivery.²³⁷ Establishments located in hospitals, airports or which only service persons who work in locations where the establishment is located are not subject to this restriction. Instead, they are required to comply with the majority of rules applicable to Stage 2 jurisdictions, discussed later in this memo;²³⁸
- Nightclubs and strip clubs may only operate as food and drink establishments;²³⁹
- As of April 8, 2021, places that sell liquor other than food and drink establishments, are limited to a 25% capacity, and may only operate between 7am and 8pm;²⁴⁰
- As of April 17, 2021, Supermarkets, grocery stores, indoors farmers markets and convenience stores, and other stores that primarily sell food may only operate at 25% capacity;²⁴¹
- As of April 17, 2021, pharmacies may only operate at 25% capacity;²⁴²
- As of April 8, 2021, discount and big box stores may only operate if they sell groceries to the public.²⁴³ However, they are not restricted solely to selling groceries. If they are located in fly-in communities, they can sell any product.²⁴⁴ For other grocery-selling big-box stores, they are also sell pet care supplies, household cleaning supplies, pharmaceutical, healthcare and personal care items, and, as of April 17, 2021, school supplies and household safety supplies.²⁴⁵ They may also sell other items so long as the sale of such items are permitted generally in the Lockdown Zone and are sold in compliance with any rules applicable to such retailers.²⁴⁶ As of April 17, 2021, they may only operate at 25% capacity.²⁴⁷ The capacity limit is calculated by only including floor space containing goods that are allowed to be sold;²⁴⁸
- As of April 8, 2021, safety supply stores may only operate by appointment, and could only be open between 7am and 8pm. These location are subject to a 25% capacity limit rather than the generally applicable 50% limit;²⁴⁹
- As of April 8, 2021, Businesses that primarily sell, rent or repair assistive devices, aids or supplies, or mobility devices may only operate by appointment, and could only be open

²³⁷ O.Reg 82/20, Sched. 2, ss. 6(1)-(2).

²³⁸ O.Reg 82/20, Sched. 2, s. 3(3). See also O.Reg. 263/20, Sched. 2, s. 1(1)(1)-(4), (6), (9),(10), (12), (13).

²³⁹ O.Reg 82/20, Sched. 2, s. 7.

²⁴⁰ O.Reg 82/20, Sched. 2, s. 5.

²⁴¹ O.Reg. 82/20, Sched. 2, s. 2(1.1) as am by O.Reg. 297/21, s. 1(1).

²⁴² O.Reg. 82/20, Sched. 2, s. 2(1.1) as am by O.Reg. 297/21, s. 1(1).

²⁴³ O.Reg 82/20, Sched. 2, s. 3(1)(1).

²⁴⁴ O.Reg 82/20, Sched. 2, s. 3(3).

²⁴⁵ O.Reg 82/20, Sched. 2, s. 3(1)(2) as am by O.Reg. 296/21. s. 1.

²⁴⁶ O.Reg 82/20, Sched. 2, s. 3(1)(3).

²⁴⁷ O.Reg 82/20, Sched. 2, s. 3(1)(4), as am by O.Reg. 297/21, s. 1(2).

²⁴⁸ O.Reg 82/20, Sched. 2, s. 3(2). See also Sched. 1, s. 3 for rules on the capacity limit.

²⁴⁹ O.Reg 82/20, Sched. 2, ss. 4(1)(1), (2).

between 7am and 8pm. These location are subject to a 25% capacity limit rather than the generally applicable 50% limit;²⁵⁰

- As of April 8, 2021, optical stores selling prescription eyewear to the public may only operate by appointment, and could only be open between 7am and 8pm. These location are subject to a 25% capacity limit rather than the generally applicable 50% limit;²⁵¹
- As of April 3, 2021, businesses that sell cars, boats and other motorized transportation devices may open so long as they do not permit members of the public in areas where vehicles are neither sold nor displayed. Test drives are allowed, but are limited to 10 minutes, may only have a maximum of two persons in the vehicle (including a sales representative). If the persons on the test drive are not members of the same household, any windows in the vehicle must be opened at all times.²⁵² As of April 8, 2021, these businesses may only operate by appointment, may only be open between 7am and 9pm, and are subject to a 25% capacity limit;²⁵³
- Places providing driving instruction may not permit in-person instruction for standard G and M class licenses. In person instruction may be provided for commercial motor vehicles that require a different class of license or an air-break endorsement;²⁵⁴
- Outdoor markets, such as famers or holiday markets that primarily sell food to the public may not have a roof if more than two sides of the outdoor area are substantially blocked by a wall or other barrier.²⁵⁵ As of April 8, 2021, these locations may only provide product to patrons in a manner that permits customers to remain outdoors at all times, or through an alternative method of sale such as delivery or cub-side pickup. As of that date, these locations are also allowed to operate only between 7am and 8pm.²⁵⁶ As of April 17, 2021, they are limited to operating at 25% capacity.²⁵⁷
- As of April 8, 2021, outdoor garden stores and plant nurseries, as well as indoor greenhouses that engage in retail sales may only operate between 7am and 8pm, and are subject to a 25% capacity limit;²⁵⁸
- All other retail sales places not described above may only sell to the public through alternative methods such as curb-side pick up or delivery as of April 8, 2021. Pick up may only occur if the business has a public entrance that opens to an exterior street or sidewalk. If located in a mall, pick up may be provided though a designated pick up area (described below). Pick up orders must be placed before the customer arrives at the

²⁵⁰ O.Reg 82/20, Sched. 2, ss. 4(1)(2), (2).

²⁵¹ O.Reg 82/20, Sched. 2, ss. 4(1)(3), (2).

²⁵² O.Reg 82/20, Sched. 2, s. 9, as my by O.Reg. 239.31, s. 2(1).

²⁵³ O.Reg 82/20, Sched. 2, ss. 9(2)(0.1), (3), (4) as am by O.Reg 267/21, s. 1(3).

²⁵⁴ O.Reg 82/20, Sched. 1, s. 9 as am by O.Reg. 738/20, s. 1.

²⁵⁵ O.Reg 82/20, Sched. 2, s. 10.

²⁵⁶ O.Reg 82/20, Sched. 2, ss. 10(2), (5) as am by O.Reg 267/20, s. 1(6).

²⁵⁷ O.Reg 82/20, Sched. 2, s. 10(6) as am by O.Reg. 297/21, s. 1(3).

²⁵⁸ O.Reg 82/20, Sched. 2, ss. 9.1-9.2 as am by O.Reg 267/21, s. 1(5).

business and must be done by appointment. These stores may only open between 7am and 8pm, and may not play music at a level that makes normal conversation impossible;²⁵⁹

- As of February 26, 2021 specialty vape stores that operate may not permit the use of e-cigarettes for the purpose of sampling a product in the store;²⁶⁰
- Rental and leasing services, including vehicles and light industrial machinery, may only operate by appointment, can only be open between 7am and 8pm, and are subject to a 25% capacity limit. These rules came into effect on April 8, 2021. Previously these businesses were not subject to any special rules;²⁶¹
- Vehicle and equipment repair and essential maintenance and vehicle and equipment rental services may only operate by appointment, can only be open between 7am and 8pm, and are subject to a 25% capacity limit. These rules came into effect on April 8, 2021. Previously these businesses were not subject to any special rules;²⁶²
- Retail stores operated by a telecommunications provider may only operate by appointment, and may only operate for the purpose of selling cell phones, or providing cell phone repair or technical support. They may only operate between 7am and 8pm, and may only operate at 25% capacity;²⁶³
- Shopping malls may only allow members of the public to enter to access a business that is otherwise allowed to be open under the Lockdown Zone rules, or to access a designated “pick up” location. Malls may have only one designated pick up location that is located in an indoor area, and any number of outdoor pick up areas. Pick-ups may only occur by appointment, and orders must be placed by customers prior to attending at the mall. Malls may also be open for the purposes of supporting the delivery of court services, government operators, or to deliver or support the delivery of government services. Individuals are not permitted to loiter in any area of the mall that is not related to the purpose of their visit. Interior dining spaces must be closed, though food and drink establishments may still operate in accordance with the other rules applicable in this zone. Music must not be played so loud that normal conversation is impossible. Indoor malls must actively screen individuals before they enter in accordance with the directions of the Office of the Chief Medical Officer of Health. Malls may only be open between 7am and 8pm, unless it is to provide access to a business that is permitted to operate outside of these hours, and the only way to access the business is through the mall;²⁶⁴

²⁵⁹ O.Reg 82/20, Sched. 2, s. 10.1 as am by O.Reg 267/21, s. 1(7).

²⁶⁰ O.Reg. 82/20, Sched. 2, s. 10.1(5) as am by O.Reg. 144/21.

²⁶¹ O.Reg 82/20, Sched. 2, s. 11 as am by O.Reg 267/21, s/ 1(8).

²⁶² O.Reg 82/20, Sched. 2, s. 18 as am by O.Reg 267/21, s/ 1(9).

²⁶³ O.Reg 82/20, Sched. 2, ss. 33(2)-(4) as am by O.Reg 267/21, s/ 1(10).

²⁶⁴ O.Reg 82/20, Sched. 1, s. 8 as am by O.Reg. 267/21, ss. 1(2)-(3).

- Domestic services such as housekeeping, cooking, cleaning and maintenance services may only operate where they provide services that support children, seniors or vulnerable persons;²⁶⁵
- Childcare may be operated out of private dwelling homes. It may also operate out of child care centres, but is subject to a variety of limitations. The most significant is that pre- or after-school care may only be provided on a school day where the child's school is permitted to provide in-person instruction on that day. Child care may not be provided during the school day for children who are enrolled in schools that are not permitted to provide in-person instruction;²⁶⁶
- An exception to the above-noted restrictions on non-home based child care applies to places designated by the Minister of Education as an emergency child care centre.²⁶⁷ These centres may provide care to children of persons listed in Schedule 5 to the Stage 1 order, which sets out a list of essential workers, including those working in healthcare, policing, firefighting, ambulance services, corrections and military;²⁶⁸
- Seasonal campgrounds must only be open to trailers and RVs that are used by persons in need of housing and are permitted to be present under a full season contract. Electricity, water services and sewage disposal must be provided. All facilities other than washrooms and showers must be closed;²⁶⁹
- Community centres may provide space for child care, mental health or addiction support services, or the provision of social services. When doing so, they must record the name of every member of the public who attends and maintain such records for at least one month;²⁷⁰
- Real estate agencies may not host, provide or support open houses;²⁷¹
- As of April 17, 2021 marinas may only repair or service boats, place boats into the water to be secured to a dock until such time as the marina is permitted to be opened to the public, or services that are required to enable persons to access their place of residence or other property, support government operations, or support transportation of items by commercial barges.²⁷²
- As of April 17, 2021, construction activities, project and related services are only allowed for the following:²⁷³

²⁶⁵ O.Reg 82/20, Sched. 2, s. 17.

²⁶⁶ O.Reg 82/20, Sched. 2, ss. 24.

²⁶⁷ O.Reg 82/20, Sched. 2, s. 24(2)(3).

²⁶⁸ O.Reg 82/20, Sched. 5.

²⁶⁹ O.Reg 82/20, Sched. 2, s. 26.

²⁷⁰ O.Reg 82/20, Sched. 2, s. 28.

²⁷¹ O.Reg 82/20, Sched. 2, s. 31.

²⁷² O.Reg 82/20, Sched. 2, s. 37 as am by O.Reg. 297/21, s. 1(5).

²⁷³ O.Reg 82/20, Sched. 2, s. 43 as am by O.Reg. 297/21, s. 1(6).

- Healthcare and long-term care sector;
 - Municipal or provincial infrastructure;
 - Natural gas and electricity generation, transmission, distribution and storage;
 - Schools, colleges, universities and child care centres;
 - Maintenance for petrochemical plants and refineries, or new petrochemical projects that commenced before April 17, 2021;
 - industrial construction or modification limited solely to work necessary for the production, maintenance or enhancement of personal protective equipment, medical devices and other identified projects relates to combating the COVID-19 pandemic;
 - Related to adding capacity to the production, processing, manufacturing or distribution of food, beverage and agricultural products;
 - Adding capacity for logistical support, distribution, warehousing, storage, shipping and delivery, if started before April 17, 2021;
 - Adding capacity for IT or telecommunications services, if started before April 17, 2021;
 - Adding capacity or enhancing the efficiency of extractive, manufacturing and distribution of goods, products, equipment and materials, if started before April 17, 2021;
 - Supporting the operation of broadband and cellular technology and services;
 - Residential projects;
 - Preparing a site for institutional, commercial, industrial or residential development;
 - Where necessary to temporarily close construction sites that are not active to ensure ongoing public safety;
 - Projects funded in whole or in part by any level of government;
 - Most shelters or facilities for support of vulnerable persons or affordable housing.
- Sport and recreational facilities can be operated in three ways
 - First, they may be operated by or for the use of athletes, coaches and officials training or competing to be part of Team Canada at the next Olympic or Paralympic Games. They may also be operated by teams in one of seven

professional sports leagues. Facilities must be operated in accordance with safety protocols established by their relevant organization, and may only permit athletes, coaches, necessary staff and officials to be present;²⁷⁴

- Secondly, they may be operated for the use of providing space for child care, to provide mental health or addiction support services, or to provide social services. When doing so, the name of every member of the public who attends must be recorded, and such records maintained for at least one month;²⁷⁵
- Finally, they may open for use by persons with disabilities who are required to obtain physical therapy and cannot obtain it elsewhere. When doing so, only staff and support persons who are necessary to be present may be there. The facility must comply with a health and safety protocol and must retain the name and contact information of persons present for one month.²⁷⁶
- Sports and recreational classes are specifically prohibited from taking place at indoor or outdoor sport and recreational facilities;²⁷⁷
- Horse racing facilities may only be used for training, not actual races. Members of the public are not permitted to attend;²⁷⁸
- Businesses that are primarily engaged in providing health and safety training may operate if instructional spaces for in-person training are operated to permit 2 metre distancing between every other person, except where necessary for instruction. The total number of students permitted at each space at any one time may not exceed 10 people, or a number that permits 2 metre distancing, whichever is lower;²⁷⁹
- Commercial film and television production, and associated activities may not allow audiences on set. Sets must be configured to permit two metre distancing between all persons, except where necessary for filming, and no more than 50 performers may be on the set at one time. Those providing hair and makeup services must wear appropriate personal protective equipment. Singers and those playing brass or wind instruments must be separated from any other performer by an impermeable barrier. The operations must be in compliance with the document entitled [*Film and Television industry health and safety during COVID-19*](#);²⁸⁰

²⁷⁴ O.Reg 82/20, Sched. 2, s. 48(2).

²⁷⁵ O.Reg 82/20, Sched. 2, s. 48(3).

²⁷⁶ O.Reg 82/20, Sched. 2, s. 48(3.1).

²⁷⁷ O.Reg 82/20, Sched. 2, s. 48(4).

²⁷⁸ O.Reg 82/20, Sched. 2, s. 50.

²⁷⁹ O.Reg 82/20, Sched. 2, s. 61.

²⁸⁰ O.Reg 82/20, Sched. 2, s. 63.

- Museums, galleries, aquariums, zoos, landmarks, and other similar venues must close. Prior to December 26th, they could operate on a drive-through basis. This option was removed as part of the province-wide lockdown;²⁸¹
- Public libraries may only permit access by members of the public for contactless pick up or drop off of circulating materials, to permit access to computers, copies or similar services, or to access space for day camps, child care, mental health, addition or social services. Circulating materials must be reserved online or by phone. Circulating materials must be disinfected or quarantined prior to being put back into circulation. Operators must record the name and contact information of every member of the public to attends a library for the purpose of a camp, child care, or the provision of mental health, addiction or social services, and must retain such records for at least one month;²⁸²
- Post-secondary institutions may only provide in-person instruction for subject matters that must be taught in person, such as clinical training or training related to a trade. In these cases, instructional spaces must be operated to permit 2 metre physical distancing except where necessary for the instruction. The total number of students permitted in a room cannot exceed a number that permits physical distancing. There is also a hard cap of the number of people allowed in the instructional cases, it is set at 10, but it is 50 for students training in one of 16 medical occupations. If any instruction involves playing brass or wind instruments, every person who is playing must be separated by an impermeable barrier from every other person;²⁸³
- As of April 15, 2021, schools are not permitted to operate for in-person instruction.²⁸⁴ As of that date, all learning in the 2021 school year was to be done virtually. The closure of schools is subject to a number of exceptions:²⁸⁵
 - Schools may open to operate a child care centre;
 - To operate an extended day program in order to provide emergency child care for the children of individuals listed in Schedule 5 to the order, such as healthcare workers, police officers, court workers, firefighters, corrections, childcare workers, soldiers, retirement and long-term care home staff, shelter operators, water systems, food supply chain, postal workers, customs officials, construction workers, and vaccine manufacturing, distribution and administration;²⁸⁶
 - Staff may be present at a school in order to deliver remote instruction;

²⁸¹ O.Reg 82/20, Sched. 3, s. 5.

²⁸² O.Reg 82/20, Sched. 3, s. 1.

²⁸³ O.Reg 82/20, Sched. 3, s. 2, as am by O.Reg. 707/20, s. 1.

²⁸⁴ O.Reg 82/20, Sched. 3, s. 3(1), as am by O.Reg. 287/21, s. 2.

²⁸⁵ O.Reg 82/20, Sched. 3, s. 3(2).

²⁸⁶ See O.Reg 82/20, Sched. 5 for the full list of eligible workers.

- In person learning may be provided to pupils with special education needs who cannot be accommodated through remote learning and who wish to attend school for in-person instruction.

Businesses that are not listed in the order as being able to operate (either with or without specific requirements) are required to close.²⁸⁷ However, a closed business may still operate remotely to provide goods delivery or to provide services remotely by phone, online, or other means.²⁸⁸ Closed businesses are also allowed to provide access to their premises for limited purposes, including:

- Preparing the businesses or place for re-opening, or attending to critical matters related to the closure of the place
- Allowing for inspections;
- Permitting security services to be provided at the business or place;
- To access materials or supplies that may be necessary for the place to operate remotely;
- To provide access to outdoor recreational amenities that are permitted to otherwise operate under the terms of the order.²⁸⁹

Sport Hubs

At various times during the pandemic, emergency orders have provided for special rules applicable to professional sports league play. As of February 12, 2021, the only leagues specifically authorized to operate under their own ‘mini-regime’ are the National Hockey League and the American Hockey League.

The order authorizes the Chief Medical Officer of Health to approve the [2020-21 NHL Season COVID-19 Protocol](#), a publication of the National Hockey League.²⁹⁰ If approved, the NHL may operate within a Lockdown jurisdiction subject to a number of special rules as well as exemptions from rules that would otherwise apply.

The ‘Plan’ is required to list the businesses and places that may be used by NHL participants, and the persons who constitute NHL participants.²⁹¹ Listed businesses are allowed to operate, so long as they operate in compliance with the conditions set out in the Plan, and do not permit spectators into the business except as permitted by the Plan.²⁹²

While operating pursuant to NHL Plan rules, businesses are exempt from the following rules:

²⁸⁷ O.Reg 82/20, Sched. 1, s. 1(1).

²⁸⁸ O.Reg 82/20, Sched. 1, s. 1(7).

²⁸⁹ O.Reg 82/20, Sched. 1, ss. 1(6), (9).

²⁹⁰ O.Reg 82/20, Sched. 1, s. 11(2).

²⁹¹ O.Reg 82/20, Sched. 1, s. 11(3).

²⁹² O.Reg 82/20, Sched. 1, s. 11(4).

- They are not required to ensure that coaches or players remained masked while present in their facilities;²⁹³
- They are not required to restrict themselves to 50% capacity, nor ensure that individuals who are present comply with physical distancing;²⁹⁴
- They are not required to separately prepare and post a safety plan;²⁹⁵
- If renting out meeting or event space, they are not limited to the categories of authorized uses to which such spaces may be used;²⁹⁶
- They are not required to comply with any of the rules related to indoor or outdoor recreational fitness activities;²⁹⁷
- They are exempt from the prohibition against indoor organized public events and social gatherings;²⁹⁸
- In person dining may be offered to NHL participants, so long as a number (though not all) of the rules applicable to in-person dining applicable under the Stage 2 Order (i.e. the Red Zone) are complied with;²⁹⁹
- Hotels may open indoor pools, fitness centres and other recreational facilities, though not communal steam rooms, saunas and whirlpools. The facilities may only be used by NHL participants;³⁰⁰
- Therapists may open for the sole purpose of providing services to NHL players;³⁰¹ and
- TV production related to NHL games may operate without complying with the rules that are otherwise applicable to commercial film and television production.³⁰²

A similar set of rules was introduced for the AHL on February 12, 2021.³⁰³ The Chief Medical Officer of Health may approve the “2021 AHL Season COVID-19 Protocol”, which is required to list the persons who are AHL participants, and the hotels, facilities, and restaurants that they

²⁹³ O.Reg 82/20, Sched. 1, s. 11(5)(1).

²⁹⁴ O.Reg 82/20, Sched. 1, s. 11(5)(2).

²⁹⁵ O.Reg 82/20, Sched. 1, s. 11(5)(2).

²⁹⁶ O.Reg 82/20, Sched. 1, s. 11(5)(2).

²⁹⁷ O.Reg 82/20, Sched. 1, s. 11(5)(3).

²⁹⁸ O.Reg 82/20, Sched. 1, s. 11(5)(4).

²⁹⁹ O.Reg 82/20, Sched. 1, s. 11(6).

³⁰⁰ O.Reg 82/20, Sched. 1, s. 11(7).

³⁰¹ O.Reg 82/20, Sched. 1, s. 11(8).

³⁰² O.Reg 82/20, Sched. 1, s. 11(9).

³⁰³ *Amending Rules for Areas in Stage 1*, O.Reg. 117/21.

will use during the season.³⁰⁴ The listed businesses are permitted to open in accordance with the plan as well as other applicable Lockdown rules.³⁰⁵

When operating pursuant to the AHL Plan, businesses are exempted from a number of lockdown rules that would otherwise apply:³⁰⁶

- Players and coaches are not required to mask while indoors;
- Physical distancing and capacity limits for businesses do not apply;
- Restrictions on rental spaces are lifted;
- The rules for facilities for indoor or outdoor sports and recreational fitness activities do not apply;
- The prohibition against indoor organized public events and social gatherings does not apply.

Places may provide in person dining if they comply with the rules applicable in the Red Zone (discussed later in this memo), with the following modifications:³⁰⁷

- Buffets are allowed;
- Tables are not required to be distanced or have impermeable barriers between them;
- Restrictions on hours of operation do not apply;
- Capacity limits do not apply;
- The operator does not need to prepare and post a separate safety plan.

Hotels may open indoor pools, fitness centres and indoor recreational facilities, but not communal steam rooms, saunas or whirlpools. To do so, the hotel must ensure that only AHL participants may use the facilities.³⁰⁸

Therapists referred to in the AHL plan may open for the sole purpose of providing services to AHL players.³⁰⁹

Television production related to AHL games may operate, and are exempt from the rules applicable to commercial film and TV production.³¹⁰

³⁰⁴ O.Reg 82/20, Sched. 1, ss. 12(2)-(3).

³⁰⁵ O.Reg 82/20, Sched. 1, s. 12(4).

³⁰⁶ O.Reg 82/20, Sched. 1, s. 12(5).

³⁰⁷ O.Reg 82/20, Sched. 1, s. 12(6).

³⁰⁸ O.Reg 82/20, Sched. 1, s. 12(7).

³⁰⁹ O.Reg 82/20, Sched. 1, s. 12(8).

³¹⁰ O.Reg 82/20, Sched. 1, s. 12(9).

Grey Zone

Organized Public Events & Gatherings

Indoor organized public events and social gatherings are prohibited.³¹¹ Outdoor organized public events and social gatherings are limited to a maximum of 10 participants.³¹²

Weddings, funerals or religious services are subject to special rules. As of March 29, 2021, there is no limit to the size of such an event when held outdoors, though social gatherings *associated* with weddings, funerals and religious services are still subject to the 10-person limit. However, the number of persons present must be small enough that all participants can comply with public health guidance on physical distancing.³¹³

Indoor weddings, funerals and religious services are subject to a 15% capacity limit for any room where attendees are present.³¹⁴

These limits do not apply to gatherings of members of a single household, or a gathering that includes members of a single household plus one other person who lives alone.³¹⁵ They also do not operate to prohibit attendance at a business that is allowed to open for the purpose of providing or receiving goods or services.³¹⁶

Anyone attending an organized public event or gathering permitted under the order must maintain two metres physical distancing from individuals who are not members of their household whenever possible. They must wear masks any time two metre distancing cannot be maintained.³¹⁷

Outdoor Recreational Amenities

Only 19 types of outdoor recreational amenities are permitted to be open. All others are required to close. The amenities that may be used are:

1. Parks and recreational areas
2. Baseball diamonds
3. Batting cages
4. Soccer, football and sports fields
5. Tennis, platform tennis, table tennis and pickleball courts
6. Basketball courts
7. BMX parks

³¹¹ O.Reg 82/20, Sched. 9, ss. 1(1)(a)-(b).

³¹² O.Reg 82/20, Sched. 9, s. 1(1)(c).

³¹³ O.Reg 82/20, Sched. 9, s. 1(5).

³¹⁴ O.Reg 82/20, Sched. 9, s. 1(1)(d).

³¹⁵ O.Reg 82/20, Sched. 9, s. 2.

³¹⁶ O.Reg 82/20, Sched. 9, s. 3.

³¹⁷ O.Reg 82/20, Sched. 6, s. 4(2).

8. Skate parks
9. Golf courses and driving ranges
10. Frisbee golf locations
11. Cycling tracks and bike trails
12. Horse riding facilities
13. Shooting ranges
14. Ice rinks
15. Downhill ski hills
16. Tobogganing hills
17. Snowmobile, cross country ski, dogsledding, cie skaing and snow shoe trails
18. Playgrounds
19. Portions of parks or recreational areas containing outdoor fitness equipment³¹⁸

Individuals are prohibited from using a recreational amenity that is required to be closed.³¹⁹

An outdoor recreational amenity that is open must comply with the following rules:

- Persons who are present at the amenity must maintain two metre distancing from other persons.³²⁰ This rule does not apply to members of the same household, or to parasport participants and their attendance or guides. Finally, it does not apply to persons using a ski lift that is a surface lift or where there is at least one empty chair between persons who are not members of the same household;³²¹
- Any person who is in a line must wear a mask while in the line. This is subject to exceptions for children under 2, those requiring medical accommodation, or where necessary to temporarily remove a mask for the purpose of health and safety;³²²
- A similar masking requirement (and exceptions) applies to any person using a ski lift. The masking requirement also does not apply if the only persons using the chair of the lift are members of the same household;³²³
- Any person in the amenity who is in an open air vehicle must also wear a mask, subject to the same exceptions for ski lifts;³²⁴
- No team sports may be practiced or played, with the exception of training sessions for members of a team that does not include games or scrimmage games;³²⁵

³¹⁸ O.Reg 82/20, Sched. 8, s. 4(2).

³¹⁹ O.Reg 82/20, Sched. 6, s. 4(7).

³²⁰ O.Reg 82/20, Sched. 8, s. 4(3)(1).

³²¹ O.Reg 82/20, Sched. 8, s. 4(4).

³²² O.Reg 82/20, Sched. 8, s. 4(3)(2).

³²³ O.Reg 82/20, Sched. 8, s. 4(3)(3).

³²⁴ O.Reg 82/20, Sched. 8, s. 4(3)(4).

³²⁵ O.Reg 82/20, Sched. 8, s. 4(3)(5).

- No sports or games that are likely to result in individuals coming within two meters of each other may be played in the amenity;³²⁶
- Locker rooms, change rooms, showers and clubhouses must be closed except to the extent that they are used as washrooms or for the purpose of providing first aid.³²⁷

The above rules related to physical distancing, the prohibition against team sports or sports or games likely to bring persons within 2 metres of each other do not apply to portions of amenities being used by individuals involved in training or competing to be part of Team Canada at the next Olympics or Paralympics.³²⁸

Businesses and Places

The grey zone rules for businesses generally follows the pattern in the shutdown zone. All businesses are presumptively required to be closed, unless they are permitted to be open under the order.³²⁹ A closed business may only be accessed for certain limited purposes, such as to permit inspections, maintenance, to comply with legal requirements, to deal with critical matters related to the closure of the business that cannot be dealt with remotely, or to access goods and supplies necessary to permit remote operation of the workplace.³³⁰

Businesses that are closed may still operate remotely and provide goods and services online or through delivery or pick-up.³³¹

Businesses that are permitted to be open are subject to a number of generally applicable rules. In addition, there are a number of business-specific rules that apply only to certain types of operations. None of these rules operated, however, to preclude the delivery of services by the government, or preclude publicly funded agencies from providing governmental services, or supporting government operations.³³²

All businesses that are permitted to operate must comply with the following general rules:

- They must comply with all laws, including the *Accessibility for Ontarians with Disabilities Act, 2005* and the *Occupational Health and Safety Act*,³³³

³²⁶ O.Reg 82/20, Sched. 8, s. 4(3)(6).

³²⁷ O.Reg 82/20, Sched. 8, s. 4(3)(7).

³²⁸ O.Reg 82/20, Sched. 8, s. 4(5).

³²⁹ O.Reg 82/20, Sched. 6, s. 1(1).

³³⁰ O.Reg 82/20, Sched. 6, s. 1(6).

³³¹ O.Reg 82/20, Sched. 6, s. 1(7).

³³² O.Reg 82/20, Sched. 6, s. 1(9).

³³³ O.Reg 82/20, Sched. 6, s. 2(1).

- They must comply with the advice, recommendations or instructions from the Chief Medical Officer of Health or public health officials, including guidance on physical distancing, cleaning, disinfecting, screening, and remote work;³³⁴
- The person responsible for a business must ensure that any person in an indoor area of the business wears a mask, subject to a number of exceptions, such as persons under the age of 2, those with medical conditions, or certain kinds of premises, such as schools, child care centres, youth detention facilities, or film and television sets.³³⁵ Individuals entering places of business are under an individual obligation to wear a mask, unless exempt;³³⁶
- Workers must wear additional personal protective equipment, including eye protection, if in the course of providing services they is required to come within 2 metres of a person who is not wearing a mask and is not separated from them by an impermeable barrier;³³⁷
- Places open to the public must ensure limit the number of persons in the premises to a number that permits at least two metre physical distancing from every other person who is not a member of their household.³³⁸ Individuals entering businesses are under an individual obligation to comply with this distancing requirement;³³⁹
- In addition to the above rule, premises must also ensure that they only operate at a maximum of 50% capacity, unless another provision of the order provides for a different capacity limit.³⁴⁰ Places that engage in retail sales must place a sign listing their capacity limit;³⁴¹
- The person in charge of a place must not permit individuals to line up or congregate outside of the business unless they maintain two metre distancing between groups, and every person wears a mask unless exempt;³⁴²
- The person responsible for a business must ensure that washrooms, locker rooms, change rooms, showers or any similar place are cleaned and disinfected as frequently as necessary to maintain a sanitary condition;³⁴³ and
- A business that rents or provides any equipment to members of the public must ensure that the equipment is cleaned and disinfected as frequently as necessary to maintain a sanitary condition.³⁴⁴

³³⁴ O.Reg 82/20, Sched. 6, ss. 2(2)-(4).

³³⁵ O.Reg 82/20, Sched. 6, s. 2(5).

³³⁶ O.Reg 82/20, Sched. 6, s. 3(1).

³³⁷ O.Reg 82/20, Sched. 6, s. 2(8).

³³⁸ O.Reg 82/20, Sched. 6, ss. 3(1)(a), (4).

³³⁹ O.Reg 82/20, Sched. 6, s. 4(4).

³⁴⁰ O.Reg 82/20, Sched. 6, s. 3(1)(b).

³⁴¹ O.Reg 82/20, Sched. 6, s. 3(5).

³⁴² O.Reg 82/20, Sched. 6, s. 5.

³⁴³ O.Reg 82/20, Sched. 6, s. 11(1)(a).

³⁴⁴ O.Reg 82/20, Sched. 6, s. 11(1)(b).

The businesses that are allowed to open in the Grey Zone are largely contained in a list of 65 categories of activities listed in Schedule 7 to the order. Additional businesses that are permitted to be open subject to restrictions are contained in Schedule 8.

Examples of businesses that may operate subject only to the above-noted general rules include:³⁴⁵

- Supply chain businesses;
- Equipment rental and leasing;
- Gas stations;
- Laundromats and dry cleaners;
- Lawn care, snow clearing and landscaping services;
- Security services;
- Domestic services such as housekeeping, cooking and cleaning;
- Vehicle repair and maintenance;
- Courier, postal, shipping and moving services;
- Funeral services;
- Temporary staffing businesses;
- Veterinary services;
- Pet walking, grooming and training;
- Financial services, including cheque cashing, banking, insurance, and capital markets training and advice;
- Information Technology services;
- Telecommunications providers;
- Newspapers, radio and television;
- Building maintenance and repair;
- Transport, including taxi, rail, and air travel;
- Agriculture;
- Construction and demolition;
- Land surveying;
- Resource exploration;
- Electricity generation, transmission and distribution;
- Community services including sewage, water, garbage, critical infrastructure, environmental rehabilitation, administrative and regulatory authorities, government services and community gardens;
- Healthcare;
- Medical research;
- Pharmaceuticals;
- Personal residential support services;
- Social service providers;
- Sound recording, production, publishing and distribution;
- Film and television post-production;

³⁴⁵ See generally O.Reg 82/20, Sched. 7.

- Book and periodical industries;
- Commercial and industrial photography (but not retail photo studios);
- Interactive digital media businesses; and
- Videogame developers and publishers.

The following industry-specific rules apply to particular types of businesses:

- Short term rental providers may only provide space to individuals in need of housing. This rule does not apply to hotels, motels, lodges and resorts, but does apply to cabins and cottages;³⁴⁶
- Hotels, motels, lodges, cabins, cottages, resorts, student residences, and all other shared rental accommodations must close any indoor pool, communal steam room, saunas, whirlpools, indoor fitness centers, or other recreational facilities;³⁴⁷
- Ice fishing hits may be rented out only to members of one household, and may not be used overnight. This rule does not apply to individuals exercising an Aboriginal or treaty right;³⁴⁸
- Meeting and event space rentals may only be provided for:
 - Day camps;
 - Child care;
 - The provision of social services;
 - Collective bargaining, subject to a 10-person limit in the rented space;
 - Delivery or support of court services;
 - Operations by or on behalf of government;
 - Delivery of government services; or
 - The provision of mental health or addiction support services, subject to a 10-person limit in the rented space;³⁴⁹
- Meeting and event space rental providers must also record the name and contact information of every member of the public who attends and maintain such records for at least one month. This rule does not apply to spaces used for delivery or support of court

³⁴⁶ O.Reg 82/20, Sched. 6, ss. 7(1)-(2).

³⁴⁷ O.Reg 82/20, Sched. 7, s. 22.

³⁴⁸ O.Reg 82/20, Sched. 6, ss. 7(3)-(4).

³⁴⁹ O.Reg 82/20, Sched. 6, s. 8(1).

services.³⁵⁰ As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the premises;³⁵¹

- Places that sell or serve liquor may only do so between 9am and 9pm, and may not be consumed after 10pm. These rules do not apply to a place located in an airport, or to liquor sales for pickup/delivery;³⁵²
- In person driving instruction may only be provided for commercial vehicles; portions of the Ontario Driver Certification Program involving the operation of vehicles requiring a license other than a Class G or M; or for training for an air brake endorsement;³⁵³
- Supermarkets, grocery stores, convenience stores, indoor farmers' markets and other places that primarily sell food, as well as pharmacies, must ensure that they do not play music so loud that normal conversation is not possible;³⁵⁴
- Until March 20, 2021, restaurants could only operate for take-out and delivery. As of that date,³⁵⁵ rules were loosened to permit patio dining as well. Currently food and drink establishments must comply with the following rules in order to operate:
 - No indoor or buffet-style service is permitted;³⁵⁶
 - Patrons must be seated at all times other than when entering or exiting the area, placing or picking up an order, going to a washroom, or where necessary for the purposes of health and safety;³⁵⁷
 - Patrons seated at different tables must be separated by 2 metres or an impermeable barrier;³⁵⁸
 - The name and contact information of all patrons (other than those there to place or pick up a takeout order) and maintain those records for a month;³⁵⁹
 - The location must be closed between 10pm and 5am, except for takeout or drive-through service; to provide dine-in service for employees of the business; or to permit access to washrooms.³⁶⁰

³⁵⁰ O.Reg 82/20, Sched. 6, ss. 8(2)-(3).

³⁵¹ O.Reg 82/20, Sched. 6, s. 8(1.1), as am by O.Reg. 162/21.

³⁵² O.Reg 82/20, Sched. 6, s. 9.

³⁵³ O.Reg 82/20, Sched. 6, s. 10.

³⁵⁴ O.Reg 82/20, Sched. 7, ss. 2(1)-(2).

³⁵⁵ *Amending Rules for Areas in Stage 1*, O.Reg. 216/21, s. 3(1).

³⁵⁶ O.Reg 82/20, Sched. 7, s. 3(2)(1).

³⁵⁷ O.Reg 82/20, Sched. 7, s. 3(2)(2).

³⁵⁸ O.Reg 82/20, Sched. 7, s. 3(2)(3).

³⁵⁹ O.Reg 82/20, Sched. 7, s. 3(2)(4).

³⁶⁰ O.Reg 82/20, Sched. 7, s. 3(2)(5).

- Persons lined up inside or outside, or congregated outside of the establishment must wear a mask (unless exempted under the general indoor mask mandate) and must maintain a distance of two metres between groups of patrons;³⁶¹
 - Only members of the same household may be seated together, plus one additional person who either lives alone, or is a caregiver.³⁶² The generally applicable rule requiring 2-metre distancing between persons does not apply to persons seated at the same table;³⁶³
 - The total number of persons permitted to seated in an outdoor area is limited to a number that permits two-meter physical distancing from every other person.³⁶⁴ The capacity limit must be posted in a conspicuous place.³⁶⁵ This rule operates instead of the generally applicable rule limiting establishments to 50% capacity;³⁶⁶
 - Music must not be played at a level that makes normal conversation impossible;³⁶⁷
 - No dancing, singing or musical performances are permitted;³⁶⁸
 - Outdoor areas that have a roof, tent or other covering must ensure that at least two full sides of the entire outdoor area are open to the outdoors. Those that have a retractable roof that is retracted must ensure at least one side is open;³⁶⁹
 - Operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises.³⁷⁰
- Notwithstanding the above rules, food and drink establishments may provide in-door dining if they are located on hospital premises, airports, or in a place of business where the only allowed patrons are persons who work in the premises where the business is located.³⁷¹ These establishments must instead comply with the majority of the rules applicable to food and drink establishments in the Red Zone.³⁷²

³⁶¹ O.Reg 82/20, Sched. 7, s. 3(2)(6).

³⁶² O.Reg 82/20, Sched. 7, s. 3(2)(7).

³⁶³ O.Reg 82/20, Sched 7, s. 3(4).

³⁶⁴ O.Reg 82/20, Sched. 7, s. 3(2)(8).

³⁶⁵ O.Reg 82/20, Sched. 7, s. 3(2)(9).

³⁶⁶ O.Reg 82/20, Sched. 7, s. 3(5).

³⁶⁷ O.Reg 82/20, Sched. 7, s. 3(2)(10).

³⁶⁸ O.Reg 82/20, Sched. 7, s. 3(2)(11).

³⁶⁹ O.Reg 82/20, Sched. 7, ss. 3(2)(12)-(13).

³⁷⁰ O.Reg 82/20, Sched. 7, s. 3(2)(14).

³⁷¹ O.Reg 82/20, Sched. 7, s. 3(3).

³⁷² See *Rules for Areas in Stage 2*, O.Reg. 263/20, Sched. 2, ss. 1(1)(1)-(4), (6), (9), (10), (12), (13).

- Night clubs and strip clubs may only operate as food and drink establishments, and must comply with the above-noted rules for such venues;³⁷³
- Shopping malls must comply with the following rules:
 - Each business engaged in retail sales within the mall must operate at a maximum of 25% capacity;
 - The mall as a whole may only allow in a number of persons equal to the sum of what each retail store may permit inside at a 25% capacity. In other words, no additional capacity is permitted on the basis of hallways, food courts, or other common elements of a mall;
 - Interior dining spaces, including food courts, must be closed; and
 - Music in the mall must be low enough that it does not interfere with regular conversations;³⁷⁴
 - As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter any indoor portion of the mall;³⁷⁵
- As of April 3, 2012, businesses that sell cars, boats and other motorized transportation devices may open so long as they do not permit members of the public in areas where vehicles are neither sold nor displayed. Test drives are allowed, but are limited to 10 minutes, may only have a maximum of two persons in the vehicle (including a sales representative). If the persons on the test drive are not members of the same household, any windows in the vehicle must be opened at all times;³⁷⁶
- Outdoor markets may only operate if they primarily sell food to the public. The market must ensure that, if it is covered by a tent or other canopy, at least two full sides of the entire area must be open and not blocked by any barrier. This requirement is reduced to one open side if the roof is retractable and has been retracted;³⁷⁷
- All other retail sales businesses not listed above, including big box stores, are subject to a 25% capacity limit, and must ensure that music is not played so loud as to make normal conversation impossible;³⁷⁸

³⁷³ O.Reg 82/20, Sched. 7, s. 4.

³⁷⁴ O.Reg 82/20, Sched. 7, s. 5.

³⁷⁵ O.Reg 82/20, Sched. 7, s. 5(1)(4), as am by O.Reg. 162/21.

³⁷⁶ O.Reg 82/20, Sched. 7, s. 5.2, as by by O.Reg. 239.31, s. 4.

³⁷⁷ O.Reg 82/20, Sched. 7, s. 6.

³⁷⁸ O.Reg 82/20, Sched. 7, s. 7.

- In addition to the above-noted rules for “other” retail sales businesses, as of February 26, 2021 specialty vape stores that operate may not permit the use of e-cigarettes for the purpose of sampling a product in the store;³⁷⁹
- Seasonal campgrounds can only provide space for trailers and RVs that are used by persons in need of housing or are permitted to be present by the terms of a year-long contract. Only those sites provided with electricity, water and sewage disposal may operate. Recreational facilities and shared facilities, other than washrooms, must be closed. All other areas must be closed to the public.³⁸⁰
- Starting on April 12, 2021, personal care services such as barbers, nail salons, spas and tattoo parlours may open if they comply the following rules:
 - No services that require the removal of a mask may be performed;
 - The person providing personal care services must wear appropriate personal protective equipment;
 - Patrons may not be allowed to congregate outside of the establishment unless they are masked and are maintaining 2 metres physical distance;
 - Services may only be provided by appointment;
 - Persons may only be present while actually receiving services. There is an exception for a single accompanying caregiver;
 - The total number of patrons permitted indoors in the establishment must be the lesser 25% capacity of the building, or 5. In any event, the number must also be small enough to permit physical distancing between patrons;
 - Lockers, change rooms and showers must be closed except to provide access to a washroom or first aid;
 - Steam rooms, saunas and oxygen bars may not operate;
 - Patrons must be screened in accordance with the guidance on screening from the Office of the Chief Medical Officer of Health.³⁸¹
- Day camps for children must operate in accordance with the Chief Medical Officer of Health’s safety guidelines for COVID-19 for summer day camps;³⁸²
- Community centres and multi-purpose facilities may only open to provide space for:

³⁷⁹ O.Reg 82/20, Sched. 7, s. 7(3) as am by O.Reg. 144/21.

³⁸⁰ O.Reg 82/20, Sched. 7, s. 23.

³⁸¹ O.Reg 82/20, Sched. 7, s. 22.1, as am by O.Reg. 221/21, s. 5(3).

³⁸² O.Reg 82/20, Sched. 7, s. 24(1).

- Day camps for children;
- Child care;
- Mental health or addictions support services, where limited to 10 persons in a space; and
- The provision of social services;³⁸³
- A community centre or multi-purpose facility that operates must record the names of every member of the public who attends and maintain such records for a period of at least one month;³⁸⁴
- Real estate services may not host, provide or support open houses;³⁸⁵
- Marinas, boating clubs and other organizations that provide docking facilities must close any clubhouse, pool, communal steam room, sauna, whirlpool, meeting room, fitness centre or other recreational facility. They may use such spaces solely to provide first aid, provide take-out delivery or outdoor dining, or as a washroom;³⁸⁶
- Facilities for indoor or outdoor recreational sports or fitness may only operate in one of four circumstances:
 - Where the facility is solely for the use of athletes, coaches, or officials training or competing to be a part of Team Canada at the next Olympic or Paralympic games, or is operated by a major league team, such as the CFL, MLB, MLS, NBA, or NHL. Only those players, athletes, coaches or officials who are using the facility and such staff that are strictly necessary to operate the facility may be present. The participants must also operate in accordance with health and safety protocols put in place by the national sports organization or league, as applicable.³⁸⁷
 - The facility is used solely for the purpose of providing space for a day camp, childcare, mental health or addiction support services, or social services provider. When in use of these purposes, the names of every member of the public who attends must be recorded and maintained for a period of at least one month.³⁸⁸
 - The facility is used solely for the purpose of providing persons with disabilities physical therapy that is directed by a regulated health professional, and who cannot obtain such therapy elsewhere. Only the persons in question and such staff that are strictly required to operate the facility and provide the therapy may be

³⁸³ O.Reg 82/20, Sched. 7, s. 25(1).

³⁸⁴ O.Reg 82/20, Sched. 7, s. 25(2).

³⁸⁵ O.Reg 82/20, Sched. 7, s. 28.

³⁸⁶ O.Reg 82/20, Sched. 7, s. 34.

³⁸⁷ O.Reg 82/20, Sched. 7, s. 45(2).

³⁸⁸ O.Reg 82/20, Sched. 7, s. 45(3).

present. The facility must have in place a health and safety protocol for such purposes. The names and contact information of every person obtaining therapy who attends the facility must be recorded and maintained for a period of at least one month.³⁸⁹

- Outdoor facilities (or outdoor portions of facilities that are both indoors and outdoors) may open as of March 29, 2021 for outdoor fitness classes, personal training and training for team and individual sports, subject to a number of restrictions:
 - No patrons may be in the indoor areas of the facility, if any;
 - No more than 10 patrons may be at the outdoor portion of the facility at one time;
 - Any group instruction must not involve talking above a normal conversational level, or else the instructor must use a microphone;
 - No spectators are permitted though children may have one parent or guardian present;
 - A physical distance of three metres must be maintained between people using the facility;
 - Team sports may not be played or played, except for training sessions for members of a sports team that do not include games or scrimmage games;
 - No activity that is likely to bring persons closer than 3 metres to each other may be performed;
 - All equipment must be cleaned and disinfected between each use;
 - Activities that require the use of equipment of structures that cannot be cleaned and disinfected between each use may not be performed;
 - The person responsible for the facility must record the name and contact information of every member of the public who enters the facility and must maintain such records for at least one month;
 - Music must not be played at a level that makes normal conversation impossible;
 - Members of the public must be actively screened before entering the facility;

³⁸⁹ O.Reg 82/20, Sched. 7, s. 45(4).

- Individuals may only use the facility on a reservation basis;
 - Every person in the facility must wear a mask, unless exempted under the general mask mandate;³⁹⁰
- Personal physical fitness and sports trainers may open as of March 29, 2021, subject to the following rules:
 - Services must be provided outdoors;
 - Services may not be provided to more than 10 persons at one time;
 - Instruction must be delivered at the volume of a normal conversation or else through the use of a microphone;
 - No spectators are permitted, but children may have a single parent or guardian present;
 - Participants must maintain 3 metre physical distance from each other;
 - Training sessions for members of a sports team cannot include games or scrimmage games;
 - Activities likely to bring persons within three metres of each other may not be performed;
 - All equipment must be cleaned and disinfected between each use;
 - Activities that require the use of equipment of structures that cannot be cleaned and disinfected between each use may not be performed;
 - The trainer must record the name and contact information of every member of the public who enters the facility and must maintain such records for at least one month;
 - Music must not be played at a level that makes normal conversation impossible;
 - Members of the public must be actively screened before participating in activities;
 - Services may only be provided by appointment;
 - All participants must wear a mask unless they fall within an exception to the general mask mandate.³⁹¹

³⁹⁰ O.Reg 82/20, Sched. 7, s. 45(7) as am by O.Reg. 221/21, s. 5(6).

³⁹¹ O.Reg 82/20, Sched. 7, s. 45.1.

- Horse racing facilities may only operate for training purposes, and may not permit members of the public into the facility;³⁹²
- Businesses that provide health and safety training must limit the number of person present to a number that can maintain 2 metres distancing from each other, or 10, whichever is fewer. They must ensure that 2 metre distancing is maintained except where necessary for teaching and instruction purposes;³⁹³
- Commercial film and television production must comply with the following:
 - Audiences are not permitted to be present;
 - The set must be configured and operated to enable two metre distancing between individuals, except where necessary for filming;
 - Hair and makeup service providers must wear appropriate personal protective equipment; and
 - Singers and brass/wind instrument players must be separated from any other performers by an impermeable barrier.³⁹⁴
- Concert venues, theatres and cinemas may only operate as rehearsal spaces, or on a drive-in basis.
 - When operating as rehearsal space, no members of the public may be present. Each person must maintain two metre distancing from others, except where necessary for the performers to be closer for the performance, or for health and safety purposes. Singers and players of brass/wind instruments must be separated from every other person by an impermeable barrier. The person responsible for the venue must record the name and contact information of every person present and retain such records for at least one month;³⁹⁵
 - When operating on a drive-in basis, the following rules apply:
 - Attendees must remain in their vehicles, except where necessary to purchase admission, to use a washroom, or where required for health and safety;
 - Each vehicle may only contain members of the same household, plus a maximum of one additional person, if that person lives alone;
 - Each vehicle must be at least two metres away from all other vehicles;

³⁹² O.Reg 82/20, Sched. 7, s. 47.

³⁹³ O.Reg 82/20, Sched. 7, s. 58.

³⁹⁴ O.Reg 82/20, Sched. 7, s. 60(1).

³⁹⁵ O.Reg 82/20, Sched. 7, s. 65(2).

- Every worker must remain at least two meters away from vehicles and from other persons except to facilitate the purchase of admission, food or beverage;
 - Food and beverage must be delivered directly to motor vehicles;
 - No materials may be changes between attendees except between people inside a single vehicle, with employees, or to facilitate the purchase of admission, food or beverage.³⁹⁶
- Public libraries must operate in accordance with the following rules:
 - Circulating materials must be reserved online or by phone;
 - Materials must be exchanged via contractless drop off, piuck up or delivery;
 - Patrons may only enter a library to pick up or drop off materials, or to access computers, photocopiers or similar services;
 - Patrons may not access the stacks, or handling circulating materials that are shelved or in storage;
 - Circulating materials must be disinfected or quarantined for “an appropriate period of time” before they are recirculated.³⁹⁷
 - Public libraries may also provide space for day camps, child care, mental or addictions support services, or the provision of social services. If a library space is used for such a purpose, the person in charge must record the name and contact information of each member of the public who attends, and must maintain such records for at least one month;³⁹⁸
 - Post secondary institutions may only operate in accordance with the following rules:
 - In-person teaching or instruction may only take place if the subject matter requires that it is in person (e.g. training for a trade).
 - The instructional space must be operated to enable two metre distancing between students, except where such distancing would prevent instruction from being provided.
 - The total number of person in the instructional space cannot exceed 10 persons (50 persons in the case of 16 designated fields of medical training).

³⁹⁶ O.Reg 82/20, Sched. 7, ss. 65(3)-(5).

³⁹⁷ O.Reg 82/20, Sched. 8, s. 1(1).

³⁹⁸ O.Reg 82/20, Sched. 8, ss. 1(2)-(3).

- If in-person instruction includes singing or the playing of brass/wind instruments, every person who is singing or playing must be separate from every other person by an impermeable barrier, and every person in the instructional space must maintain 2 metre distancing;
- Any in-person examinations must require persons to maintain 2 metre distancing. The total number of persons who may be present is 10 (50 in the case of 16 designated fields of medical training);³⁹⁹
- Schools and private schools may only open if they comply with a return to school direction issued by the Ministry of Education and approved by the Chief Medical Officer of Health. If in-person instruction includes singing or the playing of brass/wind instruments, every person who is singing or playing must be separate from every other person by an impermeable barrier, and every person in the instructional space must maintain 2 metre distancing/ These rules do not apply to schools operated by or on behalf of certain aboriginal groups and entities.⁴⁰⁰
- Museums, galleries, aquariums, zoos, science centres, landmarks, historical sites, botanical gardens and similar attractions may only be operated on a drive-in basis. When they so operate, they must comply with the rules for drive-in cinemas and theatres, subject to any necessary modifications.⁴⁰¹

Sports Hubs

The Grey Zone rules contain a mini-code for the operation of the NHL that is substantively identical to the rules set out in the shutdown zone.⁴⁰²

It also contains a mini-code for the operation of the AHL that is substantively identical to the rules set out in the shutdown zone.⁴⁰³

Red Zone

Organized Public Events & Gatherings

The maximum number of people permitted to attend an organized public event or social gathering is 5 people if located indoors and 25 people if located outdoors,⁴⁰⁴ and participants are also required to comply with public health advice of physical distancing.⁴⁰⁵ The limit applies

³⁹⁹ O.Reg 82/20, Sched. 8, s. 2.

⁴⁰⁰ O.Reg 82/20, Sched. 8, s. 3.

⁴⁰¹ O.Reg 82/20, Sched. 8, s. 5.

⁴⁰² O.Reg 82/20, Sched. 6, s. 12.

⁴⁰³ O.Reg 82/20, Sched. 6, s. 13 as am by O.Reg. 117/21.

⁴⁰⁴ O.Reg 263/20, Sched. 3, ss. 1(1)(a), (b).

⁴⁰⁵ O.Reg 263/20, Sched. 3, s. 1(4).

even if the event or gathering takes place in a private dwelling,⁴⁰⁶ although it does not apply to a gathering of members of the same household.⁴⁰⁷ On March 29, 2021, the order was amended to also specifically provide that individuals at organized public events or gatherings must maintain a 2 metre physical distance from anyone who is not a member of their household or a caregiver.⁴⁰⁸ Given the fact that public health advice on physical distancing is essentially the same, this rule is likely redundant.

An event or gathering is considered to be “outdoor” if access to an indoor location is restricted to use of washrooms, to pass through to access the outdoor location, or for health and safety purposes. Any other use of an indoor space renders the event or gathering as a whole to be an indoor event or gathering. It is not possible to “combine” indoor and outdoor events in order to increase the total gathering limit.⁴⁰⁹

There are several exemptions to the size limits set out above. If an event or gathering takes place at a business or place that is subject to a specific limit set out elsewhere in the order, the more specific limit applies.⁴¹⁰ Similarly, there is no limit at all for day camps, drive in cinemas, or drive-in/drive-through concerts, artistic events, theatrical performances or other performances, so long as those places operate in accordance with the specific rules that apply to them (discussed in more detail below).⁴¹¹

Weddings, funerals and religious ceremonies are subject to their own set of rules respecting events and gatherings.

For indoor weddings, funerals and religious ceremonies that do not take place inside a dwelling house, the maximum gathering size is 30% of the capacity of the particular room at issue. Attendees are required to comply with guidelines on physical distancing.⁴¹²

For outdoor weddings, funerals or religious services, there is no maximum size as of March 29, 2021. Attendees are still required to comply with guidelines on physical distancing.⁴¹³

The order distinguishes between a wedding, funeral, and religious ceremony, on the one hand, and a social gathering that is associated with one of those three types of events, on the other. For example, a wedding ceremony is subject to the above-described rules, whereas a wedding *reception* (i.e. a social gathering that is associated with a wedding) is subject to the social gathering size limits.

⁴⁰⁶ O.Reg 263/20, Sched. 3, s. 1(5).

⁴⁰⁷ O.Reg 263/20, Sched. 3, s. 2.

⁴⁰⁸ O.Reg 263/20, Sched. 1, s. 3.1(4).

⁴⁰⁹ O.Reg 263/20, s. 4(1), Sched. 3, s. 1(3).

⁴¹⁰ O.Reg 263/20, Sched. 3, s. 3(a).

⁴¹¹ O.Reg 263/20, Sched. 3, s. 3(b)-(c).

⁴¹² O.Reg 263/20, Sched. 3, s. 4.

⁴¹³ O.Reg 263/20, Sched. 3, s. 5, as am by O.Reg 222/21, s. 3(1).

As of February 10, 2021, individuals are required to wear a mask at any organized public event or gathering when they are within 2 metres of individuals who are not members of their household.⁴¹⁴

Outdoor Recreational Amenities

A number of recreational amenities are subject to specific rules discussed below in the next section, “Businesses and Places”. For all other outdoor recreational amenities, such as parks, baseball diamonds, soccer fields, ice rinks, horseback riding facilities, and ski hills and trails, they may operate subject to a number of common rules.

- Individuals must maintain 2 metres physical distancing from every other person present.⁴¹⁵ This rule is subject to a number of exceptions, the most significant of which is members of the same household;⁴¹⁶
- Any person in a line must wear a mask, subject to certain exemptions, such as children under the age of 2 and individuals with medical conditions;⁴¹⁷
- Persons using ski lifts must wear a mask unless they meet one of the exemptions for mask wearing while in a line, or where all individuals in the lift chair are members of the same household;⁴¹⁸
- Any person in an open air vehicle within the amenity must mask unless they meet one of the ski lift masking exemptions;⁴¹⁹
- Locker rooms, showers, and change rooms must be closed, except as necessary to provide access to equipment storage, washrooms or to provide first aid;⁴²⁰
- Team sports may not be played. Training sessions for members of a team may take place, but cannot involve games or scrimmage games;⁴²¹
- No sport or game that is likely to result in individuals coming within 2 metres of each other may be played;⁴²²

⁴¹⁴ O.Reg 263/20, Sched. 1, s. 3.1(2)

⁴¹⁵ O.Reg 263/20, Sched. 2, s. 14.2(2)(1).

⁴¹⁶ O.Reg 263/20, Sched. 2, s. 14.2(3).

⁴¹⁷ O.Reg 263/20, Sched. 2, s. 14.2(2)(2).

⁴¹⁸ O.Reg 263/20, Sched. 2, s. 14.2(2)(3).

⁴¹⁹ O.Reg 263/20, Sched. 2, s. 14.2(2)(4).

⁴²⁰ O.Reg 263/20, Sched. 2, s. 14.2(2)(7).

⁴²¹ O.Reg 263/20, Sched. 2, s. 14.2(2)(5).

⁴²² O.Reg 263/20, Sched. 2, s. 14.2(2)(6).

The above-noted restrictions related to team sports, as well as the general physical distancing requirement, does not apply where the area is being used exclusively to individuals involved in training or competing to be a member of Team Canada for the Olympics or Paralympics.⁴²³

Businesses and Places

The default rule under the Stage 2 order is that businesses may be open and operate, subject to the following generally applicable rules:

- They must comply will all ordinarily applicable laws, including the *Occupational Health and Safety Act*;⁴²⁴
- They must operate in accordance with the advice, recommendations or instructions of public health officials with respect to physical distancing, cleaning or disinfecting,⁴²⁵ as well as advice or guidance issued by the chief medical officer of health related to the screening of individuals,⁴²⁶ and, as of February 10, 2021, respecting remote working;⁴²⁷
- Every person in charge of a business or organization that is open to the public must ensure that any person in an indoor area wears a mask or face covering.⁴²⁸ This requirement is subject to a number of exceptions, including children under 2;⁴²⁹ people who need to temporarily remove the mask for certain purposes like consuming food;⁴³⁰ individuals who have a medical condition that inhibits their ability to wear a mask, or are otherwise being accommodated for a disability;⁴³¹ or employees of the business who are in an area that is not open to the public, and where two metres physical distancing can be maintained.⁴³² There is no requirement for a person to present the person in charge of a place with proof that they fit into one of the exemptions,⁴³³ though the order is silent as to whether the person in charge may still do so as a matter of choice. As of February 10, 2021, there is a corresponding obligation on individual persons to wear a mask in accordance with these rules;⁴³⁴
- Most places of business that are open to the public must operate the location in such a way as to enable physical distancing of 2 metres between persons who are not members

⁴²³ O.Reg 263/20, Sched. 2, s. 14.2(4).

⁴²⁴ O.Reg 263/20, Sched. 1, s. 2(1).

⁴²⁵ O.Reg 263/20, Sched. 1, s. 2(2).

⁴²⁶ O.Reg 263/20, Sched. 1, s. 2(3).

⁴²⁷ O.Reg 263/20, Sched. 1, s. 2(3.1), as am by O.Reg. 97/21, s. 3(3).

⁴²⁸ O.Reg 263/20, Sched. 1, s. 2(4).

⁴²⁹ O.Reg 263/20, Sched. 1, s. 2(4)(a).

⁴³⁰ O.Reg 263/20, Sched. 1, s. 2(4)(i)(iii).

⁴³¹ O.Reg 263/20, Sched. 1, ss. 2(4)(g), (j), (k).

⁴³² O.Reg 263/20, Sched. 1, s. 2(4)(l).

⁴³³ O.Reg 263/20, Sched. 1, s. 2(6).

⁴³⁴ O.Reg 263/20, Sched. 1, s. 3.1(1), as am my O.Reg. 97/21, s. 3(4).

of the same household.⁴³⁵ Some specific businesses are subject to rules allowing persons to be closer than 2 metres. As of February 10, 2021, there is a corresponding obligation on individuals to maintain 2 metre distancing from those who are not members of their household;⁴³⁶

- As of February 10, 2021, businesses must not permit patrons to lineup outside of the business or otherwise congregate unless each group maintains 2 metres social distance from each other and wear masks;⁴³⁷
- Workers in businesses must wear personal protective equipment that covers their eyes, nose and mouth if, in the course of providing services, they must come within two metres of a person who is not wearing a mask or face covering, and is not separated from them by some impermeable barrier;⁴³⁸ and
- Public washrooms, change rooms and similar amenities available to the public, as well as equipment that is used by the public must be cleaned and disinfected as frequently as necessary to maintain a sanitary environment.⁴³⁹

Nothing in these rules, however, precludes the operations or delivery of services by the government or publicly funded agencies or organizations providing or supporting government operations or services.⁴⁴⁰

Between February 10 and March 4, 2021, businesses were subject to a default rule requiring them to operate at a maximum capacity of 75%, with lower limits for specific businesses.⁴⁴¹ On March 5, 2021, this rule was repealed.⁴⁴² As discussed below, individual businesses may be subject to capacity limits. However, unless specifically provided for, businesses that are open are only required to limit the number of persons in their premises to a number that is low enough to enable physical distancing.

The Stage 2 order sets out specific rules for different types of businesses. Some are required to close, while others may operate only in accordance with sector-specific rules.⁴⁴³

Business that must continue to be closed in Stage 2 jurisdictions are:

- Overnight camps;⁴⁴⁴

⁴³⁵ O.Reg 263/20, Sched. 1, s. 3(1)(a). Previously the order also listed “social circles” along with members of the same household. This wording was removed on November 22, 2020: O.Reg. 656/20, s. 3(1).

⁴³⁶ O.Reg 263/20, Sched. 1, s. 3.1(4) as am by O.Reg. 97/21, s. 3(4).

⁴³⁷ O.Reg 263/20, Sched. 1, s. 3.2, as am by O.Reg. 97/21, s. 3(4).

⁴³⁸ O.Reg. 263/20, Sched. 1, s. 2(7).

⁴³⁹ O.Reg 263/20, Sched. 1, s. 7.

⁴⁴⁰ O.Reg 263/20, Sched. 1, s. 1(7).

⁴⁴¹ O.Reg 263/20, Sched. 1, ss. 3(1)(b), (2), (5), as am by O.Reg. 97/21, s. 3(4).

⁴⁴² O.Reg 263/20, Sched. 1, s. 3(1) as a by O.Reg. 163/21, s. 1(1).

⁴⁴³ O.Reg 263/20, Sched. 1, ss. 3(2)-(3).

⁴⁴⁴ O.Reg 263/20, Sched. 2, s. 15(2).

- Non-drive through convert venues, theatres and cinemas;⁴⁴⁵
- Amusement parks and waterparks;⁴⁴⁶
- Nightclubs (except to the extent that they serve food or beverage in accordance with the rules for restaurants and bars);⁴⁴⁷
- Oxygen bars;⁴⁴⁸
- Steam rooms and saunas;⁴⁴⁹
- Strip clubs (except to serve food or beverage in compliance with this order);⁴⁵⁰
- Bathhouses and sex clubs.⁴⁵¹

Other specified businesses may only operate within specific parameters or subject to specialized rules:

- Most retail sales or rental businesses must operate at a 50% capacity. The exception are pharmacies, supermarkets, convenience stores, indoor farmers' markets and other places that primarily sell food. These establishments may operate at 75% capacity. All retail establishments must ensure that any music that is played is not so loud that it makes normal conversation impossible;⁴⁵²
- As of February 26, 2021, in addition to other rules applicable to retail sales locations, specialty vape stores that operate may not permit the use of e-cigarettes for the purpose of sampling a product in the store;⁴⁵³
- Businesses that rent out space for meetings or events must comply with a number of rules:
 - Venues must be closed between 10:00 pm and 5:00 am;⁴⁵⁴
 - The total number of persons who are permitted to attend at a rented location is limited to a number that can maintain 2 metres physical distancing, and in any event, may not exceed 10 people if it is an indoor location, or 25 people if it is an outdoor location.⁴⁵⁵ This rule does not apply to spaces rented for operations by or for the government, or for the purpose of delivering government services;⁴⁵⁶

⁴⁴⁵ O.Reg 263/20, Sched. 2, s. 18(1).

⁴⁴⁶ O.Reg 263/20, Sched. 2, s. 22.

⁴⁴⁷ O.Reg 263/20, Sched. 2, s. 22.1.

⁴⁴⁸ O.Reg 263/20, Sched. 2, s. 6(1)(6).

⁴⁴⁹ O.Reg 263/20, Sched. 2, s. 19(1).

⁴⁵⁰ O.Reg 263/20, Sched. 2, s. 26.1.

⁴⁵¹ O.Reg 263/20, Sched. 2, s. 26.2.

⁴⁵² O.Reg 263/20, Sched. 2, ss. 6.1-6.2.

⁴⁵³ O.Reg. 263/20, Sched. 2, s. 6.2(3) as am by O. Reg. 146/21.

⁴⁵⁴ O.Reg 263/20, Sched. 1, s. 4(1.2).

⁴⁵⁵ O.Reg 263/20, Sched. 1, s. 4(1)(a).

⁴⁵⁶ O.Reg 263/20, Sched. 1, s. 4(4).

- No more than one room may be booked for any particular event or gathering;⁴⁵⁷
- Between October 11 and 13, 2020, the maximum size limits were increased to 50 persons indoors and 100 persons outdoors for social gatherings that are associated with a wedding, funeral or religious service.⁴⁵⁸ As of the 13th, this special rule lapsed, and the maximums defaulted back to 10 and 25 for indoor and outdoor locations.⁴⁵⁹
- The operator must record the name and contact information for every member of the public who attends a meeting or event, and retain those records for at least one month. These records may only be produced to a medical officer of health or health inspector, unless otherwise required by law;⁴⁶⁰
- Music may not be played so loud as to make normal conversation impossible;⁴⁶¹
- No more than six people may be seated at the same table.⁴⁶² This rule does not apply to spaces rented for operations by or for the government, or for the purpose of delivering government services;⁴⁶³
- As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the indoor premises;⁴⁶⁴
- The limits on size of gatherings, number of rooms, and timing do not apply if the space is being used for a wedding, funeral or religious service that complies with the specific rules applicable to those events, or if it is being used for government operations or the delivery of government services.⁴⁶⁵ The same is true for spaces used for court operations, and in addition, as of November 27, 2020, the requirement to record contact information also does not apply when spaces are used for Court operations;⁴⁶⁶
- Restaurants, bars and other food or drink establishments must comply with the following rules in order to operate:
 - No buffet-style service is permitted;⁴⁶⁷

⁴⁵⁷ O.Reg 263/20, Sched. 1, s. 4(1.1).

⁴⁵⁸ O.Reg 263/20, Sched. 1, s. 4(4).

⁴⁵⁹ *Amending Rules for Areas in Stage 2*, O.Reg 263/20, ss. 3(3), 7(2).

⁴⁶⁰ O.Reg 263/20, Sched. 1, s. 4(1.4).

⁴⁶¹ O.Reg 263/20, Sched. 1, s. 4(1.5).

⁴⁶² O.Reg. 263/20, Sched. 1, s. 4(1)(b).

⁴⁶³ O.Reg 263/20, Sched. 1, s. 4(4).

⁴⁶⁴ O.Reg 263/20, Sched. 1, s. 4(1.6) as am by O.Reg. 162/21.

⁴⁶⁵ O.Reg 263/20, Sched. 1, s. 4(2)-(3).

⁴⁶⁶ O.Reg 263/20, Sched. 1, s. 4(3), as am by O.Reg. 686/20, s. 1.

⁴⁶⁷ O.Reg 263/20, Sched. 2, s. 1(1)(1).

- Patrons must be seated at all times other than when entering or exiting the area, placing or picking up an order, going to a washroom, or where necessary for the purposes of health and safety.;⁴⁶⁸ When seated together, individuals are not required to comply with the general physical distancing mandate applicable in this Zone;⁴⁶⁹
- Patrons seated at different tables must be separated by 2 metres or an impermeable barrier;⁴⁷⁰
- The name and contact information of all patrons (other than those there to place or pick up a takeout order) and maintain those records for a month;⁴⁷¹
- The location must be closed between 10pm and 5am, except for takeout or drive-through service; to provide dine-in service for employees of the business; or to permit access to washrooms.⁴⁷² This rule does not apply to businesses located in airports;⁴⁷³
- Persons lined up inside or outside, or congregated outside of the establishment must wear a mask (unless exempted under the general indoor mask mandate) and must maintain a distance of two metres between groups of patrons;⁴⁷⁴
- When seated indoors, only members of the same household may be seated together, plus a maximum of one additional person who lives alone, or a caregiver.⁴⁷⁵
- The total number of people who may be seated indoors must be limited to a number that may maintain 2 metres physical distancing, and in any event cannot exceed the lesser of 50% of the capacity of the venue, or 50.⁴⁷⁶ The capacity limit applicable to a venue must be posted;⁴⁷⁷
- Music must not be played at a level that makes normal conversation impossible;⁴⁷⁸
- No dancing, singing or musical performances are permitted;⁴⁷⁹

⁴⁶⁸ O.Reg 263/20, Sched. 2, s. 1(1)(2).

⁴⁶⁹ O.Reg 263/20, Sched. 2, s. 1(4).

⁴⁷⁰ O.Reg 263/20, Sched. 2, s. 1(1)(3).

⁴⁷¹ O.Reg 263/20, Sched. 2, s. 1(1)(4).

⁴⁷² O.Reg 263/20, Sched. 2, s. 1(1)(5).

⁴⁷³ O.Reg 263/20, Sched. 2, s. 1(2).

⁴⁷⁴ O.Reg 263/20, Sched. 2, s. 1(1)(6).

⁴⁷⁵ O.Reg 263/20, Sched. 2, s. 1(1)(7).

⁴⁷⁶ O.Reg 263/20, Sched. 2, s. 1(1)(8).

⁴⁷⁷ O.Reg 263/20, Sched. 2, s. 1(1)(8.1).

⁴⁷⁸ O.Reg 263/20, Sched. 2, s. 1(1)(9).

⁴⁷⁹ O.Reg 263/20, Sched. 2, s. 1(1)(10).

- Outdoor areas that have a roof, tent or other covering must ensure that at least two full sides of the entire outdoor area are open to the outdoors. Those that have a retractable roof that is retracted must ensure at least one side is open;⁴⁸⁰
- As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises;⁴⁸¹
- Notwithstanding the above, food and drink establishments located in hospitals, airports or in a business where the only patrons allowed access are people who work for the business are exempt from the rules related to who may be seated at a table, the number of patrons who may be present and active screening.⁴⁸²
- Any place that sells or serves liquor under (other than those located in airports and takeout or delivery businesses) must not sell liquor past 9 pm and may not permit consumption after 10pm.⁴⁸³
- Public libraries may open if circulating materials are disinfected or quarantined for an appropriate period of time when they are returned.⁴⁸⁴
- Community centres and multi-purpose facilities may operate to provide access to sports, recreational and fitness activities (subject to special rules for those activities, discussed below); to provide space for day camps or authorized recreational and skill building programs under the *Child Care and Early Years Act, 2014*; to provide access to pools, splash pads, spray pads or wading pools; or to provide indoor activities and services (other than non-aquatic sports and recreational fitness);⁴⁸⁵
- Hotels, cottages, resorts and short-term rentals may open, but communal steam rooms and saunas must be closed;⁴⁸⁶
- Real estate agencies may not host or provide support for open houses. They may still show properties by appointment;⁴⁸⁷
- Personal care services (e.g. hair, nail, piercing, tanning, spas, tattoo) may operate subject to the following rules

⁴⁸⁰ O.Reg 263/20, Sched. 2, ss. 1(1)(12)-(13).

⁴⁸¹ O.Reg 263/20, Sched. 2, s. 1(1)(14) as am by O.Reg. 163/21.

⁴⁸² O.Reg 263/20, Sched. 2, s. 1(3).

⁴⁸³ O.Reg 263/20, Sched. 1, s. 5.

⁴⁸⁴ O.Reg 263/20, Sched. 2, s. 2.

⁴⁸⁵ O.Reg 263/20, Sched. 2, s. 3.

⁴⁸⁶ O.Reg 263/20, Sched. 2, s. 4.

⁴⁸⁷ O.Reg 263/20, Sched. 2, s. 5.

- No personal care that would require the removal of a face covering may be provided;⁴⁸⁸
- Service providers must wear appropriate personal protective equipment;⁴⁸⁹
- Locker rooms, change rooms and showers must be closed, except to provide access to equipment storage, washrooms, or first aid. This rule does not apply to such facilities operated in conjunction with a pool;⁴⁹⁰
- Steam rooms and saunas must be closed;⁴⁹¹
- Sensory deprivation pods must be closed unless they are used for a therapeutic purpose prescribed or administered by a regulated health professional;⁴⁹²
- As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the indoor premises;⁴⁹³
- Personal services (e.g. personal shoppers, party/wedding planning, personal organizers, trainers, house sitters) may operate. Personal trainers may not provide services located in a gym unless it is located in the home of the trainer or patron;⁴⁹⁴
- As of October 17, 2020, Conference/convention centres are may operate subject to capacity limits. The total number of members of the public permitted inside must be low enough to permit 2 metre social distancing, and in any event, may not exceed 10 people indoors, or 25 people outside.⁴⁹⁵ These capacity limits do not apply where the space is being used for the purpose of delivering or supporting court services, government operations, or the delivery of government services;⁴⁹⁶
- Shopping malls may not permit interior dining spaces to operate, unless those businesses comply with all rules applicable to restaurants. Mall operators must ensure that persons lining up inside or outside, or congregating outside of their establishment, must maintain a physical distance of 2 metres between other groups and wear a mask unless exempt from the general indoor mask mandate. They must also ensure that music is not played too loud to make normal conversation impossible.⁴⁹⁷ As of March 5, 2021, operators of indoor malls must ensure that individuals are actively screened in accordance with the

⁴⁸⁸ O.Reg 263/20, Sched. 2, s. 6(1)(1).

⁴⁸⁹ O.Reg 263/20, Sched. 2, s. 6(1)(2).

⁴⁹⁰ O.Reg 263/20, Sched. 2, s. 6(1)(3).

⁴⁹¹ O.Reg 263/20, Sched. 2, s. 6(1)(4).

⁴⁹² O.Reg 263/20, Sched. 2, s. 6(1)(5).

⁴⁹³ O.Reg 263/20, Sched. 2, s. 6(1)(7) as am by O.Reg. 163/21.

⁴⁹⁴ O.Reg 263/20, Sched. 2, s. 7.

⁴⁹⁵ O.Reg 263/20, Sched. 2, s. 8(1).

⁴⁹⁶ O.Reg 263/20, Sched. 2, s. 8(2).

⁴⁹⁷ O.Reg 263/20, Sched. 2, s. 9.

advice of the Chief Medical Officer of Health before they are allowed to enter the premises;⁴⁹⁸

- Businesses may only permit access to fitting rooms if no two adjacent rooms are occupied at the same time;⁴⁹⁹
- Any place that provides in person teaching or instruction must comply with the following rules:
 - Instructional spaces must be operated to enable students to maintain physical distancing from 2 metres, except where necessary for teaching and instruction;⁵⁰⁰
 - The number of students allowed in the instructional space must be such that they can maintain 2 metres physical distancing, and in any event, may not exceed 10 if indoors or 25 if outdoors. The maximum limits are increased to 50 indoors and 100 outdoors in the case of post-secondary institutions;⁵⁰¹
 - If the instruction involves playing brass or woodwind instruments, every player must be separated by a physical barrier, and the 2 metre distancing rule is absolute; there is no exemption based on necessity for instruction;⁵⁰²
 - None of these rules apply to schools operating in accordance with Ontario's [*Guide to Reopening Ontario's Schools*](#), schools operated by or on behalf of various indigenous entities, or Ontario's policing, firefighting and corrections schools;⁵⁰³
 - Schools and private schools providing in-person instruction to a person holding a study permit under the *Immigration and Refugee Protection Act* who enters Canada on or after November 17, 2020 if the school operates in accordance with a plan that has been approved by the Minister of Education.⁵⁰⁴
- Driving instruction businesses may only allow one student in a vehicle at a time. Only one instructor may be present unless the type of instruction requires more than one. Each person must wear a mask or face covering at all times and vehicles must be disinfected to frequently to maintain a sanitary condition;⁵⁰⁵
- Indoor sports and recreational facilities, including gyms, health clubs, community centres, multi-purpose facilities, arenas, exercise studios, yoga studios and dance studios, soccer and other sports domes, but not including pools, splash pads, spray pads or wading

⁴⁹⁸ O.Reg 263/20, Sched. 2, s. 9(3)(3) as am by O.Reg. 163/21.

⁴⁹⁹ O.Reg 263/20, Sched. 2, s. 10.

⁵⁰⁰ O.Reg 263/20, Sched. 1, s. 6(1)(1).

⁵⁰¹ O.Reg 263/20, Sched. 1, s. 6(2).

⁵⁰² O.Reg 263/20, Sched. 1, 6(3).

⁵⁰³ O.Reg 263/20, Sched. 1, 6(4).

⁵⁰⁴ O.Reg 263/20, Sched. 1, s. 6.1.

⁵⁰⁵ O.Reg 263/20, Sched. 2, s. 12.1.

pools,⁵⁰⁶ may operate subject to a number of conditions, as well as exceptions to the conditions:

- Fitness or exercise classes must not encourage loud talking, singing or shouting. Instructors must use a microphone if they would otherwise need to raise their voice beyond the level of a normal conversation;⁵⁰⁷
- No spectators are permitted, though persons under the age of 18 may be accompanied by one parent or guardian;⁵⁰⁸
- Every person using the facility must maintain 2 metres physical distancing.⁵⁰⁹ This rule does not apply to parasport athletes and their attendants or guides;⁵¹⁰
- Team sports may not be practiced or played. Training sessions may take place so long as they do not include games or scrimmage games;⁵¹¹
- No activity in which is it likely to result in individuals coming within two metres of each other may take place;⁵¹²
- Locker rooms, change rooms and showers must be closed, except to provide access to equipment storage, washrooms or to provide first aid.⁵¹³ This rule does not apply to these facilities if connected with a pool, splash pad, spray pad or wading pool;⁵¹⁴
- Any equipment that is used by members of the public must be disinfected between each use.⁵¹⁵ Activities that require the use of equipment that cannot be disinfected between each use may not take place;⁵¹⁶
- The person responsible for the facility must record the name and contact information of every member of the public who enters an indoor area of the facility, and retain such records for at least one month;⁵¹⁷

⁵⁰⁶ O.Reg 263/20, Sched. 2, ss. 13(1), (5).

⁵⁰⁷ O.Reg 263/20, Sched. 2, s. 13(1)(1).

⁵⁰⁸ O.Reg 263/20, Sched. 2, s. 13(1)(4).

⁵⁰⁹ O.Reg 263/20, Sched. 2, s. 13(1)(5).

⁵¹⁰ O.Reg 263/20, Sched. 2, s. 13(3.1).

⁵¹¹ O.Reg 263/20, Sched. 2, s. 13(1)(6).

⁵¹² O.Reg 263/20, Sched. 2, s. 13(1)(7).

⁵¹³ O.Reg 263/20, Sched. 2, s. 13(1)(8).

⁵¹⁴ O.Reg 263/20, Sched. 2, s. 19(1).

⁵¹⁵ O.Reg 263/20, Sched. 2, s. 13(1)(9).

⁵¹⁶ O.Reg 263/20, Sched. 2, s. 13(1)(10).

⁵¹⁷ O.Reg 263/20, Sched. 2, s. 13(1)(12).

- Members of the public may only enter the facility if they have made a reservation. This requirement may be satisfied on a team-by-team basis in the case of members of the public participating in team sports;⁵¹⁸
 - Members of the public may not be in the facility for longer than 90 minutes unless they are participating in a sport;⁵¹⁹
 - Music must not be played loud enough such that ordinary conversation is not possible;⁵²⁰
 - As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the facility;⁵²¹
 - The above-listed rules do not apply to training facilities for seven professional sports leagues if the facilities are operated in accordance with a return to play plan approved by the Chief Medical Officer of Health;⁵²²
 - The above-listed rules also do not apply to facilities for indoor sports and recreational fitness activities that provide space for day camps for children, so long as the facility follows the rules applicable to day camps (discussed below).⁵²³ Those rules also do not apply to the provision of authorized recreational and skill building programs within the meaning of the *Child Care and Early Years Act, 2014*.⁵²⁴
 - The above-listed rules related to maximum numbers of person in classes or organized activities; physical distancing requirements; prohibitions against team sports; and cleaning of equipment and fixed structures do not apply where the facility or room within the facility is being used exclusively by athletes, coaches and officials who are training or competing to be part of Team Canada for the next summer or winter Olympic or Paralympic Games. For this exemption to apply, the persons involved must be identified by a national sport organization funded by Sport Canada or recognized by the Canadian Olympic or Paralympic Committees. The persons must further be permitted to train, compete, coach or officiate under the safety protocols put in place by the national sport organization in question.⁵²⁵
- Outdoor sports and recreational facilities (other than pools, splash pads, spray pads and wading pools) may operate if they comply with the rules applicable to indoor facilities,

⁵¹⁸ O.Reg 263/20, Sched. 2, s. 13(1)(13).

⁵¹⁹ O.Reg 263/20, Sched. 2, s. 13(1)(14).

⁵²⁰ O.Reg 263/20, Sched. 2, s. 13(1)(15).

⁵²¹ O.Reg 263/20, Sched. 2, s. 13(1)(16) as am by O.Reg 163/21.

⁵²² O.Reg 263/20, Sched. 2, ss. 13(2)-(3).

⁵²³ O.Reg 263/20, Sched. 2, s. 13(4).

⁵²⁴ O.Reg 263/20, Sched. 2, s. 13(4.1).

⁵²⁵ O.Reg 263/20, Sched. 2, s. 13(3).

outlined above. Members of the public who are not engaged in sport may however, be present for more than 90 minutes.⁵²⁶

- For both indoor and outdoor sport and recreational facilities (other than community centres or multi-purpose facilities) special rules apply where they provide organized classes, or give access to exercise machines or weights:
 - For exercise classes and other organized activities, every participant must maintain 2 metres physical distancing. This requirement increases to 3 metres in the case of fitness or exercise activities. Capacity limits of 10 persons indoors, or 25 persons outdoors must be maintained.⁵²⁷
 - For areas containing weight or exercise machines, there is a 3 metre physical distancing requirement, and a capacity limit of 10 persons, whether indoors or outdoors.⁵²⁸
 - For facilities that offer both organized activities and weight/exercise machines, there is a capacity limit of 20 persons for the facility as a whole.⁵²⁹
 - For community centres and multi-purpose facilities, the capacity limits applicable to places where organized activities take place and areas where exercise equipment may be used apply separately to each room that is physically separated from other rooms in the facility.⁵³⁰
- Outdoor playgrounds, play structure and facilities containing outdoor fitness equipment may open;⁵³¹
- Day camps for children that open on or after June 24, 2020 are required to comply with the safety guidelines for COVID-19 for day camps produced by the Office of the Chief Medical Officer of Health;⁵³²
- Commercial film and television production and supporting activities (e.g. hair & makeup) are prohibited from having studio accidents present on set. The set must operate to enable 2 metres physical distancing except where necessary for filming to television production. Hair and makeup service providers must wear appropriate personal protective equipment, and singers and players of brass or wind instruments must be separated from every other performer by an impermeable barrier. Operations must be in compliance with

⁵²⁶ O.Reg 263/20, Sched. 2, s. 14

⁵²⁷ O.Reg 263/20, Sched. 2, s. 14.1(1).

⁵²⁸ O.Reg 263/20, Sched. 2, s. 14.1(2).

⁵²⁹ O.Reg 263/20, Sched. 2, s. 14.1(3).

⁵³⁰ O.Reg 263/20, Sched. 2, s. 14.1(4).

⁵³¹ O.Reg 263/20, Sched. 2, s. 14(2).

⁵³² O.Reg 263/20 Sched. 2, s. 15(1).

the document entitled [*Film and television industry health and safety during COVID-19*](#),⁵³³

- Photography studios and services and supporting activities must be configured to permit 2 metres physical distancing except where necessary for taking photographs. Hair and makeup service providers must wear appropriate personal protective equipment;⁵³⁴
- Concert venues, theatres and cinemas are generally closed,⁵³⁵ but may operate in one of the following ways:
 - A venue may be open for the purpose of rehearsing or performing a recorded or broadcasted event. No spectators may be present, and every performer and other person working at the venue must maintain 2 metres distancing unless it is necessary for the purposes of the performance or rehearsal, or for health and safety purposes. The names contact information of every person present must be recorded and those record must be kept for a minimum of one month. Singers and players of brass or wind instruments must be separated from all other performers by an impermeable barrier;⁵³⁶
 - Drive-in cinemas as well as concerts, artistic events and theatrical performances being conducted on a drive-in basis may operate. Attendees must remain within a closed motor vehicle (except to buy admission or use the washroom). Vehicles must be at least 2 metres from each other, as well as from workers (except when selling admission, food or beverage to attendees). Food and beverage that is sold must be delivered directly to vehicles. Materials cannot be exchanged between vehicles;⁵³⁷
- Pools, splash pads, spray pads, wading pools and water slides located in a place or business that is allowed to operate may themselves be used, so long as they comply with other applicable rules.⁵³⁸ Locker rooms, change rooms and showers used in conjunction with pools, splash pads, spray pads, and wading pools may operate, and are subject to the general cleaning and disinfecting rules applicable to all businesses;⁵³⁹
- Sensory deprivation pods may only operate if used for a therapeutic purpose prescribed by or administered by a regulated health professional;⁵⁴⁰
 - Casinos, bingo halls and other gaming establishments may not operate table games. The total number of persons permitted in the establishment must be low

⁵³³ O.Reg 263/20, Sched. 2, s. 16.

⁵³⁴ O.Reg 263/20, Sched. 2, s. 17.

⁵³⁵ O.Reg 263/20, Sched. 2, s. 18(1).

⁵³⁶ O.Reg 263/20, Sched. 2, s. 18(1.1).

⁵³⁷ O.Reg 263/20, Sched. 2, ss. 18(2)-(4).

⁵³⁸ O.Reg 263/20, Sched. 2, s. 19(3).

⁵³⁹ O.Reg 263/20, Sched. 2, s. 19(2), Sched. 1, s. 7.

⁵⁴⁰ O.Reg 263/20, Sched. 2, s. 19(1).

enough to enable 2 metre physical distancing from every other person, and in any event may not exceed 10 persons if indoors or 25 persons if outside. The names and contact information of every patron must be recorded and such records retained for at least one month.⁵⁴¹ As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter the indoor premises.⁵⁴²

- Horse racing tracks, car racing tracks and other similar venues may not have spectators present,⁵⁴³
- Museums, galleries, aquariums, zoos, science centres, landmarks, historic sites, botanical gardens and similar attractions may not permit access to interactive exhibits or exhibits that would create a high risk of personal contact. No lockers may be provided to the public. Equipment provided to patrons must be disinfected between each use;⁵⁴⁴
- Tours and guide services (e.g. guided fishing trips, tastings and tours at wineries, bicycle tours) must be limited to 10 persons if indoors or 25 persons if outdoors, including guides. Equipment must be disinfected between each use. Any food or beverage consumption must comply with applicable laws, and any advice, recommendations or instructions from public health officials. Operators must record the names and contact information at least one member of every party that participates,⁵⁴⁵ and retain such records for at least one month.⁵⁴⁶ Operators must ensure that all participants may maintain 2 metres distancing except where necessary for health and safety or to make payment,⁵⁴⁷
- Marinas and other organizations that maintain docking facilities to members may not permit steam rooms or saunas on their premises to operate. Club houses must be closed except to serve food (subject to the rules for food service), by appointment as an event or meeting space, or to access storage, first aid or washrooms;⁵⁴⁸
- Golf courses and outdoor driving ranges may not permit gyms, steam rooms or saunas located on their premises to operate. Club houses must be closed except by appointment as an event or meeting space, or to access storage, first aid or washrooms;⁵⁴⁹ and

⁵⁴¹ O.Reg 263/20, Sched. 2, s. 20.

⁵⁴² O.Reg 263/20, Sched. 2, s. 20(5) as am by O.Reg. 163/21.

⁵⁴³ O.Reg 263/20, Sched. 2, s. 21.

⁵⁴⁴ O.Reg 263/20, Sched. 2, s. 23.

⁵⁴⁵ Originally the requirement was for every participant, but that was relaxed as of August 21, 2020. See O.Reg. 455/20, s. 1(4).

⁵⁴⁶ On July 31, 2020, this obligation was clarified to require that this information only be disclosed to a public health official for reasons set out in the *Health Protection and Promotion Act*, or otherwise where required by law: O.Reg 427/20, s. 3(3).

⁵⁴⁷ O.Reg 263/20, Sched. 2, s. 24.

⁵⁴⁸ O.Reg 263/20, Sched. 2, s. 25.

⁵⁴⁹ O.Reg 263/20, Sched. 2, s. 26.

- Campgrounds may only operate if locker rooms, change rooms and showers are closed except to provide access to storage, washrooms or first aid. Equipment provided to patrons must be disinfected between each use. Operators are responsible for ensuring that patrons comply with any applicable rules regulating the size of social gatherings and organized public events.⁵⁵⁰

Businesses that cannot comply with these rules must close.⁵⁵¹ A closed place of business may still operate remotely for the purpose of providing goods on a delivery or pick-up basis, or by providing services online or remotely.⁵⁵² A closed business may also be accessed for a limited set of reasons, like to prepare the business for reopening, to permit inspections or repairs to be made, to permit access by security services, to address critical matters related to the closure of the place that cannot be dealt with remotely, or to remove goods and supplies necessary to operate the business remotely.⁵⁵³

Sports Hubs

The rules for NHL play in the Red Zone are similar to the rules applicable in the Lockdown Zone, with some modifications that take into account the less stringent rules that serve as the backdrop in the Red Zone.⁵⁵⁴

Similarly, the rule for AHL play are substantively similar to the rules applicable in the Lockdown Zone, with similar modifications.⁵⁵⁵

Green/Yellow/Orange Zones

Starting on November 7, 2020, the previous Stage 3 rules were subdivided into three categories of restrictions: Green, Yellow, and Orange.

The new sub-divisions were accomplished by amending the Stage 3 order to set out a set of rules that presumptively apply to jurisdictions in all three categories. Different or additional rules are also set out that apply either to jurisdictions in Yellow, Orange, or both. The information that is set out below follows a similar structure: where no reference to a particular colour is provided, the stated rule applies to Green, Yellow and Orange jurisdictions.

⁵⁵⁰ O.Reg 263/20, Sched. 2, s. 27.

⁵⁵¹ O.Reg 263/20, Sched. 1, ss. 1(2)-(3).

⁵⁵² O.Reg 263/20, Sched. 1, s. 1(5).

⁵⁵³ O.Reg 263/20, Sched. 1, s. 1(4).

⁵⁵⁴ O.Reg 263/20, Sched. 1, s. 8.

⁵⁵⁵ O.Reg 263/20, Sched. 1, s. 9, as am by O.Reg. 118/20.

Organized Public Events & Gatherings

In stage 3 jurisdictions, organized public events and social gatherings are permitted, subject to a general requirement to maintain two metres physical distancing from individuals who are not members of the same household,⁵⁵⁶ as well as restrictions on maximum gathering sizes that vary depending on the circumstances.

For organized public events and social gatherings (including those associated with a wedding, funeral, or religious service) that occurs at a business or organization that is operated in accordance with the more specific rules under Stage 3 order (discussed in more detail below), the limit is 50 people for an indoor location, or 100 for an outdoor location.⁵⁵⁷ For gatherings in residential buildings or any other place that is not operated in accordance with business-specific stage 3 rules, the limit is 10 people if indoors, or 25 outdoors.⁵⁵⁸

If any part of an event or gathering takes place indoors, it is considered to be an indoor event or gathering.⁵⁵⁹ Indoor and outdoor events may not be “combined” in order to increase the applicable limit.⁵⁶⁰ In addition, all attendees must comply with public health guidance on physical distancing.⁵⁶¹

The above rules apply even where events or gatherings take place in a private dwelling.⁵⁶² However, there are a number of exceptions to these rules that do apply in certain circumstances.

Restrictions do not apply to gatherings of members of a single household.⁵⁶³

The restriction on the size of organized public events does not apply to day camps for children or drive-in cinemas, theatres or other types of performances, so long as those events are conducted in compliance with the specific rules, discussed below, that regulate such events.⁵⁶⁴

Weddings, funerals or religious services themselves (as distinct from social gatherings associated with such services, like a wedding reception, which *is* governed by the above rules⁵⁶⁵) are subject to slightly different rules. If the gathering is held in a private dwelling, the 50-person limit applies.⁵⁶⁶ If the gathering is held in building or structure that is not a private dwelling, the limit is 30% of the maximum capacity of the room. Further, the number of people attending must comply with public health guidance on physical distancing.⁵⁶⁷

⁵⁵⁶ *Rules for Areas in Stage 3*, O.Reg. 364/20, Sched. 1, s. 3.1(4).

⁵⁵⁷ O.Reg 364/20, Sched. 3, s. 1(1).

⁵⁵⁸ O.Reg 364/20, Sched. 3, ss. 1(2)-(2.1). The specific reference to residential buildings was added by O.Reg. 529/20.

⁵⁵⁹ O.Reg 364/20, s. 2.

⁵⁶⁰ O.Reg 364/20, Sched. 3, s. 1(4).

⁵⁶¹ O.Reg 364/20, Sched. 3, s. 1(5).

⁵⁶² O.Reg 364/20, Sched. 3, s. 1(6).

⁵⁶³ O.Reg 364/20, Sched. 3, s. 1.1.

⁵⁶⁴ O.Reg 364/20, Sched. 3, s. 2.

⁵⁶⁵ O.Reg. 364/20, Sched. 3, s. 1(3).

⁵⁶⁶ O.Reg 364/20, Sched. 3, s. 1(1)(c)(i).

⁵⁶⁷ O.Reg 364/20, Sched. 3, s. 3.

Outdoor gatherings for weddings, funerals or religious are subject to a requirement to comply with public health guidance on physical distancing.⁵⁶⁸ A previous 100-person limit was repealed as of March 29, 2021.⁵⁶⁹

As of February 10, 2021, any person attending an authorized public event or gathering must wear a mask whenever they are within 2 metres of someone who is not a member of their household, regardless of whether the event is indoors or outdoors.⁵⁷⁰ This obligation is subject to various exemptions, such as for young children or medical accommodation.⁵⁷¹

Between September 18, 2020 and October 9, 2020, police forces were given special powers to enforce organized event and social gathering limits. If an officer had reasonable grounds to believe that an organized public event or social gathering exceeds the maximum number permitted, they could temporarily close the premises. Individuals – other than residents – were required to promptly vacate the premises and could not re-enter the same day unless authorized by the officer.⁵⁷² These powers were revoked as of October 10, 2020.⁵⁷³

Outdoor Recreational Amenities

Outdoor recreational amenities, such as baseball diamonds, skate parks, horse riding facilities, ice rinks, ski trails and playgrounds are permitted to operate. Specific types of facilities are subject to special rules as set out in the next section, “Businesses and Places”. Any outdoor recreational amenity that is not subject to such specific rules is required to comply with the following rules:

- Persons using the amenity must maintain two metres physical distancing from others.⁵⁷⁴ There are a number of exceptions to this rule, the most notable of which is for members of the same household.⁵⁷⁵
- Any person who is in a line anywhere in the amenity must wear a mask unless they meet one of a number of listed exceptions, including if they are younger than 2, have a medical condition, or need to remove a mask for the purpose of health and safety.⁵⁷⁶
- The same masking requirement applies to individuals using a ski lift, with an added exemption if everyone on the chair is a member of the same household;⁵⁷⁷

⁵⁶⁸ O.Reg 364/20, Sched. 3, s. 4.

⁵⁶⁹ See *Amending Rules for Areas in Stage 2*, O.Reg. 223/21, s. 3(1).

⁵⁷⁰ O.Reg 364/20, Sched. 1, s. 3.1(2), as am by O.Reg. 98/21, s. 3(4).

⁵⁷¹ O.Reg 364/20, Sched. 1, s. 3.1(3), as am by O.Reg. 98/21, s. 3(4).

⁵⁷² O.Reg 364/20, Sched. 3, s. 6.

⁵⁷³ *Amending Rules for Areas in Stage 3*, O.Reg. 574/20, ss. 4-5.

⁵⁷⁴ O.Reg 364/20, Sched. 2, s. 8.1(2)(1).

⁵⁷⁵ O.Reg 364/20, Sched. 2, s. 8.1(3).

⁵⁷⁶ O.Reg 364/20, Sched. 2, s. 8.1(2)(2).

⁵⁷⁷ O.Reg 364/20, Sched. 2, s. 8.1(2)(3).

- Any person while in an open air vehicle in the amenity must wear a mask unless exempted under the rules listed immediately above;⁵⁷⁸
- Sports may only be practiced or played if they do not allow for physical contact between players;⁵⁷⁹
- Organized team sports in leagues can only be practiced or played if the leagues are self-contained and are made up of no more than 50 players, or if leagues are divided into self-contained groups of 50 or fewer plays;⁵⁸⁰

Several of these rules do not apply when an amenity is being used exclusively for athletes, coaches and officials related to Team Canada and the Olympic or Paralympic games.⁵⁸¹

Businesses and Places

The Stage 3 order is structured in roughly the same way as the Stage 2 order.⁵⁸² Under the order, most (but not all) businesses are permitted to operate. General rules apply to all open businesses, as well as a range of specific rules that apply only to certain types of businesses. However, nothing in the order precludes operations or delivery of services by the Government or publicly-funded agencies that deliver governmental services.⁵⁸³

All open businesses must ensure that it complies with the advice, recommendations and instructions of public health officials, including with respect to physical distancing, cleaning and disinfecting.⁵⁸⁴ As of September 25, 2020,⁵⁸⁵ they must also comply with the advice, recommendations and instructions of the Chief Medical Officer of Health related to screening individuals.⁵⁸⁶ As of February 10, 2021, they must also comply with the advice of the Chief Medical Officer of Health regarding working remotely.⁵⁸⁷

Persons responsible for an open business must limit access so that members of the public who are present can maintain 2 metres physical distance from every other person who is not a member of the same household, unless another provision of the order permits persons to be closer.⁵⁸⁸ As of February 10, 2021 there is a parallel obligation on members of the public to maintain physical distance from persons outside of their household while in a business. This is

⁵⁷⁸ O.Reg 364/20, Sched. 2, s. 8.1(2)(4).

⁵⁷⁹ O.Reg 364/20, Sched. 2, s. 8.1(2)(5).

⁵⁸⁰ O.Reg 364/20, Sched. 2, s. 8.1(2)(6).

⁵⁸¹ O.Reg 364/20, Sched. 2, s. 8.1(4).

⁵⁸² *Rules for Areas in Stage 3*, O.Reg. 364/20.

⁵⁸³ O.Reg 364/20, Sched. 1, s. 1(7) as am by O.Reg. 98/21, s. 3(2).

⁵⁸⁴ O.Reg 364/20, Sched. 1, s. 2(2).

⁵⁸⁵ *Amending Rules for Areas in Stage 3*, O.Reg. 530/20, s. 1.

⁵⁸⁶ O.Reg 364/20, Sched. 1, s. 2(3).

⁵⁸⁷ O.Reg 364/20, Sched. 1, s. 2(3.1) as am by O.Reg. 98/21, s. 3(3).

⁵⁸⁸ O.Reg 364/20, Sched. 1, s. 3. Originally the order listed “social circle” along with members of the same household. The social circle exemption was removed on November 22, 2020: O.Reg. 655/20, s. 1(1).

subject to exceptions, such as where necessary to make a purchase, passing persons in confined spaces, or where a business-specific provision of the order authorizes it.⁵⁸⁹

Even open business must also ensure that all washrooms, locker rooms, change rooms, showers or similar amenities that are open to the public are cleaned and disinfected as frequently as necessary to maintain a sanitary condition.⁵⁹⁰ Similarly, any equipment, including computers, electronics or devices, that is provided or rented to members of the public must be disinfected as frequently as necessary to maintain their sanitary condition.⁵⁹¹

On October 3, 2020,⁵⁹² important new rules were enacted that require business operators to require everyone in an indoor area they operate to wear a mask.⁵⁹³ A number of exemptions exist, such as for children under the age of 2,⁵⁹⁴ schools that comply with the [Guide to Reopening Ontario's Schools](#),⁵⁹⁵ where it is necessary to remove a mask in order to receive services, or consume food,⁵⁹⁶ or for workers in areas not open to the public and who is able to maintain two metres social distancing with other people.⁵⁹⁷ The obligation to ensure individuals wear a mask also does not apply where the person has a medical condition that inhibits their ability to wear a mask, or as an accommodation for a disability.⁵⁹⁸

There is no requirement for a person to present evidence to the operator of a business that they are entitled to any of the exemptions in question.⁵⁹⁹

As of February 10, 2021, a parallel obligation was imposed on members of the public to follow these masking rules while in indoor portions of businesses.⁶⁰⁰

Every person providing services to others are required to wear appropriate personal protective equipment that protects the eyes, nose and mouth if, in the course of their work, they are required to be within 2 metres of another person who is not wearing a mask or face covering, and is not separated from them by an impermeable barrier.⁶⁰¹

As of February 10, 2021, businesses were required to ensure that individuals do not line up or congregate outside of their businesses unless they are maintaining 2 metre distancing from other groups of persons, and are wearing masks.⁶⁰²

⁵⁸⁹ O.Reg 364/20, Sched. 1, ss. 3.1(4)-(5), as am by O.Reg. 98/21, s. 3(4).

⁵⁹⁰ O.Reg 364/20, Sched. 1, s. 6(1)(a).

⁵⁹¹ O.Reg 364/20, Sched. 1, ss. 6(1)(b), (2).

⁵⁹² *Amending Rules for Areas in Stage 3*, O.Reg. 546/20, s. 4.

⁵⁹³ O.Reg 364/20, Sched. 1, s. 1(4).

⁵⁹⁴ O.Reg 364/20, Sched. 1, s. 1(4)(a).

⁵⁹⁵ O.Reg 364/20, Sched. 1, s. 1(4)(b).

⁵⁹⁶ O.Reg 364/20, Sched. 1, s. 1(4)(i).

⁵⁹⁷ O.Reg 364/20, Sched. 1, s. 1(4)(l).

⁵⁹⁸ O.Reg 364/20, Sched. 1, ss. 1(4)(g), (j), (k).

⁵⁹⁹ O.Reg 364/20, Sched. 1, s. 1(6).

⁶⁰⁰ O.Reg 364/20, Sched. 1, s. 3.1(1), as am by O.Reg 98/21, s. 3(4).

⁶⁰¹ O.Reg 364/20, Sched. 1, s. 1(7).

⁶⁰² O.Reg 364/20, Sched. 1, s. 3.2, as am by O.Reg. 98/21, s. 3(4).

As noted below, several activities have different attendance maximums depending on whether they take place indoors or outside. The Stage 3 order provides that an event that occurs partially indoors and partially outside is subject to the indoor limit and prohibits attempts to “combine” indoor and outdoor activities in order to circumvent or combine participant limits.⁶⁰³ However, if an activity occurs outdoors and indoor access is only provided to use a washroom, to access an outdoor area that can only be accessed through an indoor route, or as is necessary for health and safety, outdoor limits apply.⁶⁰⁴

The business-specific rules under the Stage 3 order are as follows:

- Meeting and event spaces are subject to the following rules:
 - There is a 50-person indoor limit, or a 100-person outdoor limit to events and gatherings.⁶⁰⁵ Operators may not permit the booking of more than one room for any particular event or gathering.⁶⁰⁶ The following additional rules apply in the following zones:

Yellow ⁶⁰⁷	Orange ⁶⁰⁸
No more than six people may be seated at a table.	No more than four people may be seated at a table.
The venue must be closed to the public between 12 am and 5 am	The venue must be closed to the public between 10 pm and 5 am
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises ⁶⁰⁹
Music must not be played so loud that a normal conversation is not possible	
The person in charge must record the name and contact information of every member of the public who attends and maintain the record for a period of at least one month.	

⁶⁰³ O.Reg 364/20, ss. 4(2)-(3).

⁶⁰⁴ O.Reg 364/20, s. 4(1).

⁶⁰⁵ O.Reg 364/20, Sched. 1, ss. 4(1)-(3), (5).

⁶⁰⁶ O.Reg 364/20, Sched. 1, s. 4(1.1).

⁶⁰⁷ O.Reg 364/20, Sched. 1, s. 4(1.2).

⁶⁰⁸ O.Reg 364/20, Sched. 1, s. 4(1.3).

⁶⁰⁹ O.Reg 364/20, Sched. 1, s. 4(1.4) as am by O.Reg. 164/20.

- In the Green and Yellow zones, the above-noted gathering limit rule does not apply if the venue is operated in compliance with a plan for the rental of meeting or event space approved by the Chief Medical Officer of Health.⁶¹⁰
- None of the above-noted rules, except for the requirement to record and retain contact information, apply to meeting and event spaces apply to weddings, funerals, religious rites or ceremonies, for court operations, or the operations of government or for delivering government services.⁶¹¹ Weddings, funerals and religious services operate under a sperate set of rules.
- As of November 27, 2020, the requirement to take and keep contact information in the Yellow and Orange zones does *not* apply to spaces used for court operations, but *does* continue to apply to rental spaces for weddings, funerals, religious gatherings, and government operations and services,⁶¹²
- Restaurants, bars and other food and drink-related businesses may operate, subject to the following rules:
 - No buffet-style services are permitted;⁶¹³
 - Patrons must remain seated except in limited circumstances, such as when placing or picking up an order, or going to the washroom;⁶¹⁴
 - Tables must be separated by at least 2 metres or by a solid barrier;⁶¹⁵
 - Outdoor dining areas that are covered by a roof, canopy or other covering must have at least two sides fully exposed to the outdoors. If the area has a retractable roof that is retracted, only one full side must be open to the outdoors;⁶¹⁶
 - Singing and dancing is generally prohibited.⁶¹⁷ Patrons may sing or perform music if they are not doing so in a private karaoke room, they are distanced by 2-metres *and* separated by a solid barrier from any other person, and if equipment is disinfected between uses.⁶¹⁸ Persons contracted to sing or dance must comply with the rules applicable to concerts and theatrical events, discussed below;⁶¹⁹

⁶¹⁰ O.Reg 364/20, Sched. 1, s. 4(5).

⁶¹¹ O.Reg 364/20, Sched. 1, ss. 4(2)-(4).

⁶¹² O.Reg 364/20, Sched. 1, s. 4(5), as am by O.Reg. 687/20, s. 1.

⁶¹³ O.Reg 364/20, Sched. 2, s. 1(1)(1).

⁶¹⁴ O.Reg 364/20, Sched. 2, s. 1(1)(2).

⁶¹⁵ O.Reg 364/20, Sched. 2, s. 1(1)(3).

⁶¹⁶ O.Reg 364/20, Sched. 2, ss. 1(1)(3.1)-(3.2).

⁶¹⁷ O.Reg 364/20, Sched. 2, s. 1(1)(4).

⁶¹⁸ O.Reg 364/20, Sched. 2, s. 1(3).

⁶¹⁹ O.Reg 364/20, Sched. 2, ss. 1(2), 11.

- Patrons may not be allowed to line up or congregate outside of the establishment unless they maintain 2 metre physical distance between groups, and wear masks or face coverings, unless exempt from the general indoor masking mandate;⁶²⁰
- The operator must record the name and contact information of at least one member of every party of patrons who enters – other than temporarily for take-out – and retain such records for at least one month;⁶²¹
- The following zone-specific rules also apply:

Yellow	Orange
Must close from 12 am to 5 am except for drive-through, pick up, to serve employees, or to provide washroom access. ⁶²²	Must close from 10 pm to 5 am except for drive-through, pick up, to serve employees, or to provide washroom access. ⁶²³
No more than six people may be seated at a table indoors. ⁶²⁴ This does not apply if all persons seated together are members of the same household, plus a maximum of one additional person who lives alone or is a caregiver to a member of the household. ⁶²⁵	Every person seated at a table indoors must be a member of the same household, plus a maximum of one additional person who lives alone or is a caregiver to a member of the household. ⁶²⁶
No equivalent rule.	Total number of patrons must be limited to the number that can maintain 2 metre physical distancing from every other person, and in any event may not exceed the lesser of 100 patrons or 50% of the capacity of the venue. ⁶²⁷ The proprietor must post a sign displaying the applicable capacity limit. ⁶²⁸
Music must not be played at a level that makes normal conversations impossible. ⁶²⁹	

⁶²⁰ O.Reg 364/20, Sched. 2, s. 1(1)(7).

⁶²¹ O.Reg 364/20, Sched. 2, s. 1(1)(5).

⁶²² O.Reg 364/20, Sched. 2, s. 1(1)(6).

⁶²³ O.Reg 364/20, Sched. 2, s. 1(1)(6.1).

⁶²⁴ O.Reg 364/20, Sched. 2, s. 1(1)(10).

⁶²⁵ O.Reg 364/20, Sched. 2, s. 1(1)(10.1).

⁶²⁶ O.Reg 364/20, Sched. 2, s. 1(1)(11).

⁶²⁷ O.Reg 364/20, Sched. 2, s. 1(1)(12).

⁶²⁸ O.Reg 364/20, Sched. 2, s. 1(1)(13).

⁶²⁹ O.Reg 364/20, Sched. 2, s. 1(1)(9).

Operators must record the name and contact information of every patron, not just one patron per group, and retain those records for at least one month.⁶³⁰ This rule does not apply to an establishment which requires all dine-in patrons to order their food at a counter and pay before receiving it.⁶³¹ In that case, the Green Zone default rule of one-patron-per-group would apply.

- The restrictions to hours of operation do not apply to establishments located in hospitals or airports.⁶³² The restrictions related to who may be seated at an indoor table and capacity limits do not apply to establishments located in hospitals, airports or in a place of business where the only patrons permitted are those who work in the place of business.⁶³³
- When the applicable rules for food and drink establishments are complied with, the general physical distancing mandate under the order does not apply.⁶³⁴
- Business where liquor is sold under a license or special occasion permit – except those that are located in airports⁶³⁵ – are required to comply with the following rules in the following zones:
 - In the Yellow Zone, they may only sell liquor between 9 am and 11 pm, and must ensure that consumption ends by midnight;⁶³⁶
 - In the Orange Zone, they must only sell liquor between 9 am and 9 pm, and must ensure that consumption ends by 10 pm.⁶³⁷ This requirement does not apply for take-out or delivery sales of liquor.⁶³⁸
- Food courts may also operate, and must ensure that seating areas are configured to ensure tables are separated by at least 2 metres or by a solid barrier;⁶³⁹
- Retail sales and rental establishments must not permit persons to line up or congregate outside unless they maintain 2 metres physical distance from other persons, and wear a mask or face covering unless they are exempt from the general indoor mask mandate.⁶⁴⁰

⁶³⁰ O.Reg 364/20, Sched. 2, s. 1(1.0.1).

⁶³¹ O.Reg 364/20, Sched. 2, s. 1(1.0.2).

⁶³² O.Reg 364/20, Sched. 2, s. 1(1.1).

⁶³³ O.Reg 364/20, Sched. 2, s. 1(1.1.1).

⁶³⁴ O.Reg 364/20, Sched. 2, s. 1(1.2).

⁶³⁵ O.Reg 364/20, Sched. 1, s. 4.1(2).

⁶³⁶ O.Reg 364/20, Sched. 1, s. 4.1(1).

⁶³⁷ O.Reg 364/20, Sched. 1, s. 4.1(1.1).

⁶³⁸ O.Reg 364/20, Sched. 1, s. 4.1(3). This exemption was introduced on November 22, 2020. Strangely, it does not apply to yellow zone sales. Given that the yellow zone is supposed to be less-restrictive, there is no reason for this distinction, and is likely a drafting error.

⁶³⁹ O.Reg 364/20, Sched. 2, s. 5.

⁶⁴⁰ O.Reg 364/20, Sched. 2, s. 6.1(1). This provision is not, in fact, limited to retail or rental establishments, but is framed in terms of any establishment. However, the title to the section is “Retail sales, rentals”, which suggests that the omission of this language from the operative text is a drafting error.

Further, in Yellow and Orange Zones, retail and rental establishments may not play music loud enough to make ordinary conversation impossible;⁶⁴¹

- Shopping malls are generally allowed to open. As of March 5, 2021, malls in the Orange Zone are required to actively screen individuals in accordance with the instructions of the Office of the Chief Medical Officer of Health before they are allowed to enter indoor premises;⁶⁴²
- As of February 26, 2021, in addition to other rules applicable to retail sales locations, specialty vape stores may not permit the use of e-cigarettes to sample vape products;⁶⁴³
- Public libraries must ensure that circulating materials are disinfected or quarantined for an appropriate period before they are re-circulated;⁶⁴⁴
- Places that provide for in-person teaching, or instruction must comply with the following rules:⁶⁴⁵
 - The instructional space must be operated to enable 2 metre physical distancing for all students except where instruction cannot be effectively provided if distancing is maintained;
 - The number of people in the instructional space must be limited to permit physical distancing to be maintained, and in any event cannot exceed 50 persons if the space is indoors, or 100 people if the space is outdoors;
 - If the teaching or instruction involves singing or playing brass or woodwind instruments, every person who sings or plays must be separated from every other person by a solid barrier. Further, strict physical distancing must be maintained. The exception where “instruction cannot be effectively provided” does not apply;
- The above-noted rules for teaching locations do not apply to a school or private school that operates in accordance with a return to school direction issued by the Ministry of Education and approved by the Chief Medical Officer of Health. It also does not apply to certain types of schools that are operated by or in behalf of Indigenous groups and entities, or to the Ontario Police College, the Ontario Fire College, the Correctional Services Recruitment and Training Centre or training facilities operated by police forces and fire departments;⁶⁴⁶
- Schools and private schools may provide in-person teaching to a person who holds a study permit issued under the *Immigration and Refugee Protection Act* and who enters

⁶⁴¹ O.Reg 364/20, Sched. 2, s. 6.1(2).

⁶⁴² O.Reg 364/20, Sched. 2, s. 4.1, as am by O.Reg. 164/21.

⁶⁴³ O.Reg 364/20, Sched. 2, ss. 6.1(3)-(4), as am by O.Reg. 147/21.

⁶⁴⁴ O.Reg 364/20, Sched. 2, s. 2.

⁶⁴⁵ O.Reg 364/20, Sched. 1, ss. 5(1)-(2).

⁶⁴⁶ O.Reg 364/20, Sched. 1, s. 5(3).

Canada on or after November 17, 2020 if they operate in accordance with a plan respecting COVID-19 approved by the Minister of Education;⁶⁴⁷

- Real estate agencies may operate open houses subject to physical distancing requirements and a maximum of 50 persons present at any one time;⁶⁴⁸
- Personal care services related to hair or body (e.g. barbers, salons, nail salons, tattoo parlors, spas) are required to ensure care-providers wear appropriate personal protective equipment. Patrons must wear face coverings at all times, except when receiving services that tend to an area of the face that would be covered.⁶⁴⁹ The following zone-specific rules also apply:

Yellow Zone	Orange Zone
As per Green Zone rules.	No services that would require a patron to remove a face covering are allowed. ⁶⁵⁰
No equivalent rule.	Sensory deprivation pods must be closed unless used for a therapeutic purpose prescribed or administered by a regulated health professional. ⁶⁵¹
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises ⁶⁵²
The person in charge of the establishment must collect the name and contact information of every patron and maintain them for a period of at least one month. ⁶⁵³	

- Oxygen bars must be closed;⁶⁵⁴
- Steam rooms and saunas must be closed;⁶⁵⁵
- Sensory deprivation pods in the Orange Zone must be closed unless they are used for a therapeutic purpose prescribed or administered by a regulated health professional;⁶⁵⁶

⁶⁴⁷ O.Reg 364/20, Sched. 1, s. 5.1.

⁶⁴⁸ O.Reg 364/20, Sched 2, s. 3.

⁶⁴⁹ O.Reg 364/20, Sched 2, ss. 4(1)-(2).

⁶⁵⁰ O.Reg 364/20, Sched. 2, s. 4(1.1).

⁶⁵¹ O.Reg 364/20, Sched. 2, s. 4(6)(ii).

⁶⁵² O.Reg 364/20, Sched. 2, s. 4(7) as am by O.Reg. 164/20.

⁶⁵³ O.Reg 364/20, Sched. 2, s. 4(5).

⁶⁵⁴ O.Reg 364/20, Sched. 2, s. 4(3).

⁶⁵⁵ O.Reg 364/20, Sched. 2, s. 13(1).

⁶⁵⁶ O.Reg 364/20, Sched. 2, s. 13(1.1).

- Strip clubs in the Orange Zone must be closed, except for the purpose of serving food or beverages in compliance with this order;⁶⁵⁷
- Bath houses and sex clubs in the Orange Zone must be closed;⁶⁵⁸
- Fitting rooms cannot have adjacent rooms occurred at the same time;⁶⁵⁹
- Driving instruction businesses may operate if there is only one student and one instructor in a vehicle at any one time (except where the type of instruction requires more than one instructor to be present), and all occupants wear face coverings. Vehicles must also be cleaned as frequently as necessary to remain sanitary;⁶⁶⁰
- Facilities for sports and recreational fitness, including gyms, health clubs, community centres, multi-purpose facilities, arenas, exercise studios, yoga and dance studios, soccer and other sports domes may operate subject to the following rules:⁶⁶¹
 - Every person at the facility must maintain a distance of two metres from every other person, unless engaged in a sport.⁶⁶² This rule does not apply to a parasport athlete and their attendants or guides;⁶⁶³
 - The total number of members of the public permitted to be at the facility in all classes and organized activities at one time must be limited to a number that can maintain two metres distancing from every other person, and in any event may not exceed 50 if any of the classes or activities are indoors, or 100 if all of the classes or activities taking place at the time are outdoors;⁶⁶⁴
 - The total number of members of the public permitted in areas containing weights or exercise machines must be limited to a number that can maintain two metres distancing from every other person, and in any event may not exceed 50;⁶⁶⁵
 - The total number of spectators permitted in the facility at any one time must be limited to a number that can maintain two metres distancing from every other person, and in any event cannot exceed 50 if the spectators are indoors, or 100 if they are outside;⁶⁶⁶

⁶⁵⁷ O.Reg 364/20, Sched. 2, s. 19.1(1).

⁶⁵⁸ O.Reg 364/20, Sched. 2, s. 19.2(1).

⁶⁵⁹ O.Reg 364/20, Sched. 2, s. 6.

⁶⁶⁰ O.Reg 364/20, Sched. 2, s. 7.

⁶⁶¹ O.Reg 364/20, Sched. 2, s. 8.

⁶⁶² O.Reg 364/20, Sched 2, s. 8(1).

⁶⁶³ O.Reg 364/20, Sched 2, s. 8(23).

⁶⁶⁴ O.Reg 364/20, Sched 2, s. 8(3).

⁶⁶⁵ O.Reg 364/20, Sched 2, s. 8(4).

⁶⁶⁶ O.Reg 364/20, Sched 2, s. 8(11).

- Sports may only be practiced or played if they do not allow for physical contact between players;⁶⁶⁷
- Organized team sports in a league may only be practiced or played if the league either contains no more than 50 players, or else divides teams into groups of 50 or fewer and does not permit play between members of different groups;⁶⁶⁸
- All equipment provided to users of the facility must be cleaned and disinfected between each use or, in the case of games, at the end of play;⁶⁶⁹
- Activities that use fixed structures that cannot be cleaned between uses or at the conclusion of play may not take place;⁶⁷⁰
- Instruction provided in a class or program must not encourage loud talking, singing or shouting. The person delivering the instruction must use a microphone if they would otherwise need to raise their voice beyond the level of a normal conversation;⁶⁷¹
- Music must not be played at a level that makes a normal conversation impossible;⁶⁷²
- If the facility is providing space for a day camp for children, it must be in compliance with the specific rules applicable to such camps;⁶⁷³
- The following additional or alternative rules apply in the Yellow and Orange Zones:

Yellow Zone	Orange Zone
Every person in an area containing weights or exercise equipment must maintain a distance of three metres from every other person. ⁶⁷⁴	
The total number of members of the public permitted in any particular fitness class at the facility must be limited to a number that can maintain at least three metres distancing from every other person, and in any event may not exceed 10 for an indoor class and 25 for an outdoor class. ⁶⁷⁵	
Every indoor fitness class must take place in a separate room. ⁶⁷⁶	

⁶⁶⁷ O.Reg 364/20, Sched 2, s. 8(7).

⁶⁶⁸ O.Reg 364/20, Sched 2, s. 8(8).

⁶⁶⁹ O.Reg 364/20, Sched 2, s. 8(9).

⁶⁷⁰ O.Reg 364/20, Sched 2, s. 8(10).

⁶⁷¹ O.Reg 364/20, Sched 2, s. 8(13).

⁶⁷² O.Reg 364/20, Sched 2, s. 8(14).

⁶⁷³ O.Reg 364/20, Sched 2, s. 8(15).

⁶⁷⁴ O.Reg 364/20, Sched 2, s. 8(2).

⁶⁷⁵ O.Reg 364/20, Sched 2, ss. 8(5)(i), (iii).

⁶⁷⁶ O.Reg 364/20, Sched 2, s. 8(5)(ii).

The operator must record the name and contact information of every member of the public who enters an indoor area of the facility and must keep such records for a period of at least one month. ⁶⁷⁷	
Members of the public may only enter a facility if they have made a reservation. This may be done on a team-basis for individuals participating in team sport. ⁶⁷⁸	
As per the Green Zone default rules.	The total number of members of the public permitted to be indoor in all classes, organized programs and activities, combined with the total number of persons in areas containing weights or exercise machines may not exceed 50 people. ⁶⁷⁹
As per the Green Zone default rules.	No spectators are permitted, but individuals under the age of 18 may be accompanied by one parent or guardian. ⁶⁸⁰
No equivalent rule.	Members of the public may only be indoors at the facility for 90 minutes at a time unless engaged in sport. ⁶⁸¹
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises. ⁶⁸²

- Except in the Orange Zone, the following rules do not apply if the facility operates in accordance with a plan for the operation of sports and recreational fitness activities that is approved by the Chief Medical Officer of Health: the total number of persons permitted to be in a facility in all classes and organized programs; in each individual class or program; and in areas containing weights or exercise machines; the requirement for classes to be in separate rooms; and the maximum number of spectators;⁶⁸³
- The following rules do not apply to facilities for teams in the CFL, MLB, MLS, NBA, NHL, National Lacrosse League, or Canadian Elite Basketball League that

⁶⁷⁷ O.Reg 364/20, Sched 2, s. 8(17).

⁶⁷⁸ O.Reg 364/20, Sched 2, s. 8(18).

⁶⁷⁹ O.Reg 364/20, Sched 2, s. 8(6).

⁶⁸⁰ O.Reg 364/20, Sched 2, s. 8(12).

⁶⁸¹ O.Reg 364/20, Sched 2, s. 8(19).

⁶⁸² O.Reg 364/20, Sched. 2, s. 8(1)(6.1) as am by O.Reg. 164/20.

⁶⁸³ O.Reg 364/20, Sched 2, s. 8(20).

operates in accordance with a return to play plan approved by the Chief Medical Officer of health:⁶⁸⁴

- Physical distancing;
 - Distancing in areas containing weights and exercise machines;
 - Total number of persons permitted to be in all classes and organized activities;
 - Total number of persons permitted to be in areas containing weights and exercise machines;
 - Total number of persons permitted in individual classes and organized activities
 - Requirements to keep classes in separate rooms;
 - Total number of persons permitted to be in all classes, organized activities, and in areas containing weights and exercise machines combined;
 - Prohibition on physical contact in team sport;
 - Limits to number of persons in sports leagues; and
 - Cleaning and disinfecting of equipment and fixed structures.
- The above-noted list of rules also does not apply to a facility or part of a facility when it is being used exclusively by athletes, coaches and officials who are training or competing to be part of Team Canada in the next summer or winter Olympics or Paralympics provided that the persons are identified by a national sport organization funded by Sport Canada or recognized by the Canadian Olympic or Paralympic Committees and permitted to train, compete, coach or officiate under the safety protocols put in place by that organization.⁶⁸⁵
- Day camps for children must operate in a manner consistent with the safety guidelines for COVID-10 for Day Camps produced by the Chief Medical Officer of Health.⁶⁸⁶
 - Cinemas, other than drive-in cinemas,⁶⁸⁷ must limit patrons to 50 for indoor or 100 for outdoor screenings, and in any event must limit the number to permit 2 metre physical distancing.⁶⁸⁸ Outside of the Orange Zone, these restrictions do not apply to a cinema that operates in accordance with a plan for operation that is approved by the Chief Medical

⁶⁸⁴ O.Reg 364/20, Sched 2, s. 8(21).

⁶⁸⁵ O.Reg 364/20, Sched 2, s. 8(22).

⁶⁸⁶ O.Reg 364/20, Sched 2, s. 9(1).

⁶⁸⁷ O.Reg 364/20, Sched 2, s. 10(3).

⁶⁸⁸ O.Reg 364/20, Sched 2, s. 10(1).

Officer of Health.⁶⁸⁹ The following additional rules apply in the Orange and Yellow Zones:

Yellow Zone	Orange Zone
The operator must record the name and contact information of every member of the public who enters the cinema and must retain such records for at least one month; ⁶⁹⁰	
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises. ⁶⁹¹

- Venues for concerts, artistic events or theatrical performances may operate subject to the following rules:⁶⁹²
 - They must restrict spectator access to 50 persons if the event is indoors, or 100 persons if the event is outdoors, and in any event a number that permits 2 metre physical distancing;
 - Singers and brass or woodwind instrument players must be separated from spectators by a solid barrier;
 - Every performer and every person who works at the venue must maintain 2 metres physical distance from every other person, except where it is necessary for performers or other persons to be closer to each other for the purpose of the performance, when it is necessary to facilitate the purchase of admission, food or beverage, or for the purposes of health and safety.
 - The following additional rules apply to the Yellow and Orange Zones:

Yellow Zone	Orange Zone
The operator must record the name and contact information of every member of the public who enters the venue and must retain such records for at least one month; ⁶⁹³	
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively

⁶⁸⁹ O.Reg 364/20, Sched 2, s. 10(2).

⁶⁹⁰ O.Reg 364/20, Sched 2, s. 10(4).

⁶⁹¹ O.Reg 364/20, Sched. 2, s. 10(5) as am by O.Reg. 164/20.

⁶⁹² O.Reg 364/20, Sched 2, s. 11(1).

⁶⁹³ O.Reg 364/20, Sched 2, s. 11(1)(5).

	screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises. ⁶⁹⁴
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- Cinemas and venues for concerts, artistic events or theatrical performances are exempted from the above lists of rules when they operate on a drive-in basis.⁶⁹⁵ Instead, they must comply with the following rules:⁶⁹⁶
 - Attendees, other than those who work at the venue, must remain within their vehicles except to purchase admission, food, beverage or to use a washroom;
 - Vehicles must be at least 2 metres apart, and must be designed to be closed to the elements;
 - Performers and other workers must maintain 2 metres physical distance from other persons except where performers or other persons must be closer for the purposes of the performance, where necessary to facilitate the sale of admission, food or beverage, or where necessary for health and safety;
 - Food and beverage may only be sold if it is delivered directly to vehicles, or at concession stands that require 2 metres physical distancing while waiting and do not permit loitering; and
 - The only materials that may be exchanged at the venue are admission, food or beverage between workers and attendees, or between passengers in the same vehicle;

- Commercial film and television production and supporting activities may operate (even within a location that would otherwise have to be closed) subject to the following rules:⁶⁹⁷
 - No audience may be present;
 - The set must operate such that persons may maintain a physical distance of 2 metres except where necessary for filming;
 - Workers responsible for hair and makeup must wear appropriate personal protective equipment;

⁶⁹⁴ O.Reg 364/20, Sched. 2, s. 11(1)(6) as am by O.Reg. 164/20.

⁶⁹⁵ O.Reg 364/20, Sched 2, ss. 10(3), 11(2). Based on slightly different drafting in the cinema and ‘other venue’ provisions, it actually appears that the requirement to record names and contact information in Yellow and Orange Zones continues to apply to drive-in cinemas, but not drive-in venues for other artistic events. There is no apparent rationale for this distinction, and is likely a drafting error.

⁶⁹⁶ O.Reg 364/20, Sched 2, s. 12.

⁶⁹⁷ O.Reg. 364/20, Sched. 2, s. 12.1.

- Singers and players of brass or wind instruments must be separated from any other performers by an impermeable barrier; and
- The production must operate in accordance with the publication [Film and television industry health and safety During COVID-19](#);
- Casinos and other gaming establishments must either operate in accordance with a plan for operation approved by the Office of the Chief Medical Officer of Health,⁶⁹⁸ or else comply with the following default rules:
 - They may not operate table games;⁶⁹⁹
 - They must not permit more than 50 members of the public to be present and in any event, must limit access to permit 2 metre physical distancing;⁷⁰⁰
 - The following additional rules apply in the Yellow and Orange Zones:

Yellow Zone	Orange Zone
Operators must record the name and contact information of every member of the public who enters and must keep said records for a minimum of one month. ⁷⁰¹	
No equivalent rule.	As of March 5, 2021, operators must ensure that individuals are actively screened in accordance with the advice of the Chief Medical Officer of Health before they are allowed to enter indoor premises. ⁷⁰²

- Racing tracks for horses, cars or similar venues must limit access of members of the public to 50 if indoors or 100 if outdoors, and in any event, must ensure 2 metre physical distancing can be maintained;⁷⁰³
- Museums, zoos, galleries, science centres, historic sites, and similar attractions must ensure that any interactive exhibit or exhibit that creates a high risk of person contact must be cleaned and disinfected as frequently as necessary to remain sanitary;⁷⁰⁴

⁶⁹⁸ O.Reg 364/20, Sched 2, s. 14(2).

⁶⁹⁹ O.Reg 364/20, Sched 2, s. 14(1).

⁷⁰⁰ O.Reg 364/20, Sched. 2, ss. 14(1)(1).

⁷⁰¹ O.Reg 364/20, Sched. 2, s. 14(1)(4).

⁷⁰² O.Reg 364/20, Sched. 2, s. 14(1)(3) as am by O.Reg. 164/20.

⁷⁰³ O.Reg 364/20, Sched 2, s. 15.

⁷⁰⁴ O.Reg 364/20, Sched 2, s. 18.

- Tour and guide services, not including boat tours, may open if they comply with the following rules:⁷⁰⁵
 - All persons present must be able to maintain 2 metre distancing, except to facilitate payment or as is required for health and safety;
 - The total number of members of the public on the tour must, in any event, not exceed 50 if any part of the tour will be indoors, and otherwise 100;
 - If the tour involves access to food or beverage production or manufacturing areas, the operator must comply with any advice, recommendations or instructions of public health officials that apply to food or beverage production or manufacturing;
 - Operators must record the name and contact information of at least one member of every party participating on the tour,⁷⁰⁶ and must maintain such records for at least one month. On July 30, 2020, this requirement was clarified to require that the records be kept confidential and only be disclosed to public health officials or otherwise as required by law;⁷⁰⁷
- Boat tours that operate solely within Ontario may operate if they comply with the following rules;⁷⁰⁸
 - All persons present must be able to maintain 2 metre distancing, except to facilitate payment or as is required for health and safety;
 - The total number of members of the public on the tour must, in any event, not exceed 50 if at any time they will be indoors while on the boat, and otherwise 100;
 - There must be sufficient space to permit physical distancing while embarking and disembarking. The flow of persons must be controlled to ensure distancing is maintained;
 - The boat must be equipped with sufficient handwashing or hand sanitizing stations to meet the needs of every passenger; and
 - Operators must record the name and contact information of at least one member of every party participating in the tour,⁷⁰⁹ and must maintain such records for at least one month. On July 30, 2020, this requirement was clarified to require that

⁷⁰⁵ O.Reg 364/20, Sched 2, s. 19(1).

⁷⁰⁶ Originally the requirement was to keep records of all participants. This requirement was relaxed on August 21, 2020. See O.Reg. 456/20, s. 1(4).

⁷⁰⁷ *Amending Rules for Areas in Stage 3*, O.Reg. 428/20, 3(3).

⁷⁰⁸ O.Reg 364/20, Sched 2, s. 19(2).

⁷⁰⁹ Originally the requirement was to keep records of all participants. This requirement was relaxed on August 21, 2020. See O.Reg. 456/20, s. 1(5).

the records be kept confidential and only be disclosed to public health officials or otherwise as required by law;⁷¹⁰

- Campgrounds may open, but operators are responsible for ensuring that all users comply with any applicable rules related to the size of public gatherings or organized public events;⁷¹¹
- Overnight camps for children may not operate;⁷¹²
- Steam rooms, saunas and bathhouses may not operate;⁷¹³
- Amusement parks and water parks may not operate;⁷¹⁴
- Nightclubs may not operate, except to the extent that they serve food in accordance with the rules for restaurants and bars;⁷¹⁵

The person in charge of a business that is not permitted to operate under the order, or who cannot comply with the requirements to operate, is responsible for ensuring that their business is closed.⁷¹⁶ A closed business may still operate online, or on a delivery or pick-up model.⁷¹⁷ There may also be temporary access to a closed business for a number of specified purposes: to comply with an applicable law; to prepare the place for re-opening; to permit inspections, maintenance or repair; to allow for security services; to access materials, goods or supplies that may be necessary to permit remote operation of the business; or to attend to critical matters related to the closure of the business if they cannot be dealt with remotely.⁷¹⁸

Sports Hubs

The rules for NHL play in the Green, Yellow and Orange Zones are substantially similar to the rules applicable in the Lockdown Zone jurisdictions, with some modifications that reflect the less stringent rules that are generally applicable in these zones.⁷¹⁹

Similarly, the rules for AHL play in the Green, Yellow and Orange Zones are substantially similar to the rules applicable in the Lockdown Zone, with some modifications.⁷²⁰

⁷¹⁰ *Amending Rules for Areas in Stage 3*, O.Reg. 428/20, 3(4).

⁷¹¹ O.Reg 364/20, Sched 2, s. 20.

⁷¹² O.Reg 364/20, Sched 2, s. 9(2).

⁷¹³ O.Reg 364/20, Sched 2, s. 13(1).

⁷¹⁴ O.Reg 364/20, Sched 2, s. 16.

⁷¹⁵ O.Reg 364/20, Sched 2, s. 17.

⁷¹⁶ O.Reg 364/20, Sched. 1, ss. 1(1), (3).

⁷¹⁷ O.Reg 364/20, Sched. 1, s. 1(5).

⁷¹⁸ O.Reg 364/20, Sched. 1, s. 1(4).

⁷¹⁹ O.Reg 364/20, Sched. 1, s. 7.

⁷²⁰ O.Reg. 364/20, Sched. 1, s. 8, as am by O.Reg. 119/21.

B. Orders Impacting Workplace Operations & Collective Agreements

Hospitals and Health Service Providers

An order was made on March 21st and makes wide-ranging changes to how health service providers deal with their employees, overriding both employment legislation and collective agreements.⁷²¹

This order grants health service providers with the power to take, with respect to work deployment and staffing, any reasonably necessary measures to respond to, prevent and alleviate the outbreak of COVID-19.⁷²² While originally, the order was restricted to protecting “patients” against COVID-19, the phrase “for patients” was removed in January 2021.⁷²³ The order goes on to provide a non-exhaustive list of specific measures that health service providers may take, notwithstanding any other statute, regulation, order, policy, arrangement or agreement – including collective agreements:

- Identify staffing priorities and develop, modify and implement redeployment plans. Such plans need not comply with collective agreement terms, including lay-off, seniority/service or bumping provisions, and may include:
 - Redeploying staff within different locations in (or between) facilities of the health service provider.⁷²⁴ As of January 18, 2021, this power was expanded to permit re-deployments between different health service providers;⁷²⁵
 - Redeploying staff to work in COVID-19 assessment centres;⁷²⁶
 - Changing the assignment of work, including assigning non-bargaining unit employees or contractors to perform bargaining unit work;⁷²⁷
 - Changing the scheduling of work or shift assignments;⁷²⁸
 - Deferring or cancelling vacations, absences or other leaves, regardless of whether such vacations, absences or leaves are established by statute, regulation, agreement or otherwise;⁷²⁹

⁷²¹ *Work Deployment for Certain Health Service Providers*, O.Reg 74/20.

⁷²² O.Reg 74/20, Sched., s. 2.

⁷²³ *Amending Work Redeployment for Certain Health Services Providers*, O.Reg. 16/21, s. 1(2).

⁷²⁴ O.Reg 74/20, Sched., s. 3(i)(A).

⁷²⁵ O.Reg 74/20, Sched. A, s. 3(i)(A.0.1) as added by O.Reg. 16/21, s. 1(6).

⁷²⁶ O.Reg 74/20, Sched., s. 3(i)(B).

⁷²⁷ O.Reg 74/20, Sched., s. 3(i)(C).

⁷²⁸ O.Reg 74/20, Sched., s. 3(i)(D).

⁷²⁹ O.Reg 74/20, Sched., s. 3(i)(E).

- Employing extra part-time or temporary staff or contractors, including for the purposes of performing bargaining unit work;⁷³⁰
- Using volunteers to perform work, including to perform bargaining unit work;⁷³¹ or
- Providing appropriate training or education as needed to staff and volunteers to achieve the purposes of a redeployment plan.⁷³²
- Conduct skills and experience inventories of staff to identify possible alternative roles in priority areas;⁷³³
- Require and collect information from staff or contractors about their ability to provide services for the health service provider;⁷³⁴
- Require the provision of and collect information from staff or contractors about their likely or actual exposure to the Virus, or about any other health conditions that may affect their ability to provide services;⁷³⁵
- Cancel or postpone services that are not related to responding to, preventing or alleviating the outbreak of the Virus,⁷³⁶ and
- Suspend, for the duration of the Order, any grievance process with respect to any matter referred to in the Order.⁷³⁷

In *Ontario Nurses' Association v. Corporation of the County of Essex*,⁷³⁸ Arbitrator Gedalof held that the requirement for measures to be “reasonably necessary” applied not only to Hospital employers’ general power to take measures to respond to COVID-19, but also to the list of specific measures outlined above.

On April 24, 2020, the order was amended to give broader re-deployment powers to health service providers specifically to ameliorate the situation in long-term care homes.⁷³⁹ The order provides that health service providers are permitted to assist long-term care homes, and, without limiting the generality of that power, can conduct assessments with respect to infection control practices, providing clinical supervision, and providing direct support in respect of personal support services, including feeding.⁷⁴⁰ In doing so, health service providers are permitted to

⁷³⁰ O.Reg 74/20, Sched., s. 3(i)(F).

⁷³¹ O.Reg 74/20, Sched., s. 3(i)(G).

⁷³² O.Reg 74/20, Sched., s. 3(i)(H).

⁷³³ O.Reg 74/20, Sched., s. 3(ii).

⁷³⁴ O.Reg 74/20, Sched., s. 3(iii).

⁷³⁵ O.Reg 74/20, Sched., s. 3(iv).

⁷³⁶ O.Reg 74/20, Sched., s. 3(v).

⁷³⁷ O.Reg 74/20, Sched., s. 3(vi).

⁷³⁸ [2020 CanLII 93596 \(ON LA\)](#).

⁷³⁹ *Order Made Under Subsection 7.0.2(4) of the Act*, O.Reg. 174/20.

⁷⁴⁰ O.Reg 74/20. Sched. A, s. 2.1.

redeploy their staff to a long-term care home.⁷⁴¹ All of this may be done notwithstanding the terms of a collective agreement, or any applicable laws, regulations or policies.

The order goes on to state that if a health service provider does this, any employees who provide assistance to the long-term care home remain employees of the health service provider, and that certain labour relations consequences such as the ‘sale of a business’ or ‘related employer’ provisions do not arise as a consequence.⁷⁴²

On January 18, 2021, the order was again amended to extend similar re-deployment powers to extend to retirement homes as defined in the *Retirement Homes Act, 2010*.⁷⁴³ The extended provisions mirror those applicable to re-deployment of workers to Long-Term Care Homes outlined above.⁷⁴⁴

On May 1, 2020, a further order was issued related to the credentialing of, and assigning privileges to, the medical, dental, midwifery and extended class nursing staff of hospitals.⁷⁴⁵ The order follows a similar structure as the original hospital staffing order. It grants Boards of Hospitals, as well as certain senior staff, the power to take, with respect of any of the hospital’s credentialing processes, and reasonably necessary measure to respond to, prevent and alleviate to outbreak of COVID-19.⁷⁴⁶ The order then authorizes a number of more specific actions, without limiting the generality of the Hospital’s more general power. These actions include:

- Identifying medical, dental, midwifery and extended class nursing needs and priorities, and doing any of the following:
 - Appointing a doctor, dentist, midwife or nurse practitioner to any department of the hospital and determine the nature and scope of their privileges;
 - Reappoint, continue to extend the appointment of any such person who is already appointed; and
 - Determine the nature and scope of privileges to anyone already appointed to the hospital’s staff;
- Collect information from staff about their availability to provide services for the hospital; and

⁷⁴¹ O.Reg 74/20, Sched. A, s. 3(i)(A.1).

⁷⁴² O.Reg 74/20, Sched. A, s. 2.2.

⁷⁴³ *Amending Work Redeployment for Certain Health Services Providers*, O.Reg. 16/21, ss. 1(3)-(4).

⁷⁴⁴ See, in particular, O.Reg. 74/20, Sched. A, s. 2.1.1.

⁷⁴⁵ *Hospital Credentialing Processes*, O.Reg. 193/20.

⁷⁴⁶ O.Reg 193/20, Sched. 1, s. 3.

- Collect information from staff about their likely or actual exposure to COVID, any positive test results, or any other health conditions that may impact their ability to provide services.⁷⁴⁷

These powers may be exercised notwithstanding any statute, regulation, order, policy, by-law, agreement, arrangement, hospital rule or procedure, or existing term of appointment of a doctor, dentist, midwife or nurse practitioner.⁷⁴⁸

On April 21, 2021 in response to the collapsing healthcare infrastructure in Ontario during the third wave of the pandemic, the government issued an order that effectively authorized any healthcare professional to provide forms of medical care in hospitals that is not normally within their scope of practice.⁷⁴⁹

The order applies to all regulated health professionals in Ontario (e.g. doctors, nurses, pharmacists, midwives, dentists, optometrists, etc.) as well as health professionals certified by other Canadian provinces.⁷⁵⁰ These individuals are authorized to engage in any aspect of the practice of any health profession.⁷⁵¹ To do so, the following conditions must be met:

- The professional must be providing services to hospital patients;
- It is necessary for the professional to provide those services in order to respond to, prevent or alleviate the effects of the COVID pandemic;
- The services are consistent with the duties that have been assigned or the privileges that have been granted by the hospital (i.e. the hospital must approve of the professional providing the services); and
- The professional acts in a manner that is consistent with the measures that have been taken by the hospital under the initial health service providers emergency order.⁷⁵²

Given the extraordinary implications of the order, it provides that it operates notwithstanding a range of health regulatory legislation, collective agreement terms, and even practice standards of health colleges.⁷⁵³ However, the order states that notwithstanding those exemptions, a member of one of Ontario's regulated health professions continues to be subject to their jurisdiction for "incompetence" that occurs while the member provides services under the order.⁷⁵⁴ The implication of this rule is not entirely clear, since the order specifically authorizes individuals to engage in medical care that is outside their scope of practice. How issues of incompetence would be adjudicated in these circumstances is uncertain.

⁷⁴⁷ O.Reg 193/20, Sched. 1, s. 4(1).

⁷⁴⁸ O.Reg 193/20, Sched. 1, s. 4(2).

⁷⁴⁹ *Regulated Health Professionals*, O.Reg. 305/21.

⁷⁵⁰ O.Reg 305/21, Sched. 1, ss. 1-2.

⁷⁵¹ O.Reg 305/21, Sched. 1, s. 2.

⁷⁵² O.Reg 305/21, Sched. 1, s. 2.

⁷⁵³ O.Reg 305/21, Sched. 1, s. 3(1).

⁷⁵⁴ O.Reg 305/21, Sched. 1, s. 3(2).

Long-Term Care Homes

On March 23, 2020 a similar order was issued targeting long-term care homes.⁷⁵⁵ As with the hospital order, the long-term care home order directs service providers take any reasonably necessary measures related to staffing to respond to, prevent and alleviate the COVID-19 outbreak.⁷⁵⁶ To that end, providers are directed and empowered to develop, modify and implement redeployment plans that may override collective agreement terms. The order was slightly modified on April 14, 2020, to align with the prohibition, discussed below, on working at more than one long-term care home.⁷⁵⁷

The non-exhaustive list of things that may be done under such plans are identical to those set out in the hospital order (above), with the following exceptions:

- The power of re-deploying employees is only for the purpose of ensuring that they do not provide services at more than one long-term care home operated by the same provider;⁷⁵⁸
- The long-term care home order does not refer to redeploying staff to COVID-19 assessment centres;
- The long-term care home order refers to conducting skills inventories to identify possible alternative roles in “any area” as opposed to “priority areas”, which is the language used in the hospital order;⁷⁵⁹ and
- The long-term care home order does not refer to the cancellation or postponement of services unrelated to COVID-19.

On March 27, 2020, a second order was issued at the long-term care home sector authorizing it to engage in a range of practices that would otherwise be unlawful under the *Long-Term Care Homes Act, 2007* and its regulations.⁷⁶⁰ While the order originally authorized significant exemptions from reporting and documentation requirements, the scope of the order was reduced on July 15, 2020.⁷⁶¹ Under the revised order, long-term care home operators are granted the following exemptions from the *Long-Term Care Homes Act, 2007*, its regulations and other rules:

- Operators do not need to meet the minimum staffing hours for positions imposed by law. Instead, they must only ensure that “all of the care requirements associated with that position are met”;⁷⁶²

⁷⁵⁵ *Work Deployment Measures in Long-Term Care Homes*, O.Reg 77/20.

⁷⁵⁶ O.Reg 77/20, Sched. 1, s. 2.

⁷⁵⁷ O.Reg 147/20.

⁷⁵⁸ O.Reg 77/20, Sched. 1, s. 3(i)(A).

⁷⁵⁹ O.Reg 77/20, Sched. 1, s. 3(ii).

⁷⁶⁰ *Streamlining Requirements for Long-Term Care Homes*, O.Reg. 95/20.

⁷⁶¹ *Streamlining Requirements for Long-Term Care Homes*, O.Reg. 412/20.

⁷⁶² O.Reg 95/20, Sched., s. 3(iii)(B).

- Staffing positions may be filled by anyone who, in the reasonable opinion of an operator, has adequate skills, training and knowledge to perform the duties required of the position.⁷⁶³ In doing so, they are not required to comply with normal staff screening or training requirements, but are still required to adopt measures to ensure resident care and safety.⁷⁶⁴ While this order does not specifically say that this may be done in violation of collective agreements, it must be read in conjunction with the provision of the March 23rd order that permits the use of part-time, temporary, contract or volunteer staff to do bargaining unit work;⁷⁶⁵
- Care conferences and patient examinations are not required to occur at the frequency required by law. They are only required to occur “based on the clinical needs of the resident” and “within a reasonable period of time after the resident’s last examination” respectively;⁷⁶⁶
- Operators may adopt “flexible practices” with respect to the administration of drugs to residents. The term “flexible practices” is not defined by the order but such practices must not provide for someone to administer a drug outside of their scope of practice, or deny a patient any right to self-administer that they may have under the applicable regulations;⁷⁶⁷
- Operators are permitted to use “flexible processes” for admission, transfer and discharge of residents. The requirements to seek consent from residents under the *Long-Term Care Homes Act* does continue to apply;⁷⁶⁸
- The process for seeking the Director’s approval for obtaining licenses and management orders under the *Long-Term Care Homes Act* no longer needs to be complied with unless the Director specifically requires it.⁷⁶⁹

On April 14, 2020, the government issued a third order directed at workers in long-term care homes designed to ensure that they do not work at more than one health service-related workplace at a time.⁷⁷⁰

The order applies to any employee of a long-term care home who is also an employee of a retirement home or any other “health service provider” (which includes other long-term care homes, hospitals, community health centres, hospices, family health teams, etc.).⁷⁷¹ By 5:00 pm

⁷⁶³ O.Reg 95/20, Sched., s. 3(iii)(A).

⁷⁶⁴ O.Reg 95/20, Sched., ss. 3(iii)(C)-(D).

⁷⁶⁵ O.Reg 77/20, Sched., ss. 3(i)(F)-(F).

⁷⁶⁶ O.Reg 95/20, Sched., s. 3(iv).

⁷⁶⁷ O.Reg 95/20, Sched., s. 3(vii).

⁷⁶⁸ O.Reg 95/20, Sched., s. 3(v).

⁷⁶⁹ O.Reg 95/20, Sched., s. 3(vi).

⁷⁷⁰ *Limiting Work to a Single Long-Term Care Home*, O.Reg. 146/20.

⁷⁷¹ O.Reg. 146/20, Sched. 1, s. 3(1).

on April 17, 2020, these workers must inform each of their health system and retirement home employers that they are subject to the order.⁷⁷²

Starting at 12:01 am on April 22, 2020, workers subject to the order are prohibited from working as an employee of more than one health system provider or retirement home. Where their employer operates more than one long-term care home, they may only work at one location.⁷⁷³ Employers have a corresponding duty to ensure that workers do not work at other health service providers or retirement homes.⁷⁷⁴ The employee's obligation under this order overrides any provision of a collective agreement.⁷⁷⁵

The order contains provisions that appear designed to protect long-term care home employees from negative employment consequences. The order states that employees subject to it are also subject to the provision of the *EMCPA* that protects persons from termination of employment when they provide work pursuant to an emergency order.⁷⁷⁶ The preamble to the order also makes reference to section 50.1 of the *Employment Standards Act, 2000*, which provides job protected leaves for workers unavailable to work for certain reasons related to designated infectious diseases such as COVID-19.⁷⁷⁷

On May 12, 2020, a fourth order was issued related to the management of long-term care homes that have COVID outbreaks.⁷⁷⁸ Under the order, the Director of Long-Term Care Homes – the government official responsible for regulating the sector – may appoint a person to assume the management of a long-term care home if that home has at least one resident or employee test positive for COVID-19.⁷⁷⁹ Normally the Director can only do this if they are of the view that the Home is not complying with its obligations under the *Long-Term Care Homes Act, 2007*.⁷⁸⁰ The emergency order removes any restrictions to the power of Director to appoint a manager for homes with at least one positive test for COVID.⁷⁸¹

Under Bill 195, this order could not be amended substantively.⁷⁸²

Boards of Health

On April 1, 2020, an emergency order was issued dealing with work deployment measures for Boards of Health in Ontario.⁷⁸³ It is substantially similar to the hospital and long-term care home

⁷⁷² O.Reg. 146/20, Sched. 1, ss. 3(2)-(3).

⁷⁷³ O.Reg. 146/20, Sched. 1, s. 4.

⁷⁷⁴ O.Reg. 146/20, Sched. 1, s. 6.

⁷⁷⁵ O.Reg. 146/20, Sched. 1, s. 5(b).

⁷⁷⁶ O.Reg. 146/20, Sched. 1, s. 5(a), referring to *EMCPA*, s. 7.0.2(6).

⁷⁷⁷ For more information on s. 50.1 of the *ESA*, see [these resources](#) from Goldblatt Partners.

⁷⁷⁸ *Management of Long-Term Care Homes in Outbreak*, O.Reg. 210/20.

⁷⁷⁹ O.Reg. 210/20, Sched. 1, s. 2(1).

⁷⁸⁰ *Long-Term Care Homes Act, 2007*, SO 2007, c. 8, s. 156(2). See also O.Reg. 79/10, s. 299(1).

⁷⁸¹ O.Reg. 210/20, Sched. 1, s. 2(2).

⁷⁸² *RO(FRC)A*, s. 4(5)(11).

⁷⁸³ *Order Under Subsection 7.0.2(4) of the Act – Work Deployment Measures for Boards of Health*, O.Reg. 116/20.

orders, particularly in its direction to permit Boards of Health to take any reasonably necessary measures related to work deployment and staffing to respond to, prevent and alleviate COVID-19.⁷⁸⁴

As with the hospital and the first long-term care orders, the boards of health order contains a non-exhaustive list of specific measures that may be taken, notwithstanding the terms of any law, regulation, or collective agreement.⁷⁸⁵ It's terms are essentially identical to those in the hospital and long-term care orders, including the ability to use non-bargaining unit workers and volunteers to do bargaining unit work,⁷⁸⁶ cancelling vacations and leaves and changing shift assignments,⁷⁸⁷ and re-deploying workers to different job sites.⁷⁸⁸ Boards may suspend the operation of the grievance procedure with respect to matters under the order.⁷⁸⁹

The order does not make reference to re-deploying workers to COVID assessment centres as the hospital order does. The order's language on conducting skills and experience inventories of workers uses hospital order's language of "priority areas" rather than the long-term care home's language of "any area".⁷⁹⁰ Other differences in the structure of the order appear to reflect an evolving drafting style, and likely does not indicate other substantive differences in the order's scope or impact.⁷⁹¹

Retirement Homes

On April 2, 2020, an emergency order was issued dealing with work deployment measures in retirement homes.⁷⁹² While sharing many similarities with the hospital, boards of health and the first long-term care homes orders, the retirement homes order has several additional features not found in those orders.

As with the other orders, operators of retirement homes are directed to take any reasonably necessary measures related to work deployment and staffing to respond to, prevent and alleviate COVID-19.⁷⁹³ They are given the same non-exhaustive list of steps that they make take, notwithstanding collective agreement terms.⁷⁹⁴ This includes conducting skills and experience inventories to identify alternative roles for staff in "priority areas".⁷⁹⁵

⁷⁸⁴ O.Reg 116/20, Sched. 1, s. 2.

⁷⁸⁵ O.Reg 116/20, Sched. 1, ss. 3-4.

⁷⁸⁶ O.Reg 116/20, Sched. 1, ss. 3(1)(ii), (v), (vi).

⁷⁸⁷ O.Reg 116/20, Sched. 1, ss. 3(1)(iii), (iv).

⁷⁸⁸ O.Reg 116/20, Sched. 1, s. 3(1)(i).

⁷⁸⁹ O.Reg 116/20, Sched. 1, s. 3(6).

⁷⁹⁰ O.Reg 116/20, Sched. 1, s. 3(2).

⁷⁹¹ For example, the numbering system used in this order is slightly different than in previous orders, and a reference to overriding collective agreement provisions - while using identical language - is shifted to the end of the order.

⁷⁹² *Order Under Subsection 7.0.2(4) of the Act – Work Deployment Measures in Retirement Homes*, O.Reg. 118/20.

⁷⁹³ O.Reg. 118/20, Sched. 1, s. 2.

⁷⁹⁴ O.Reg. 118/20, Sched. 1, ss. 3-4.

⁷⁹⁵ O.Reg. 118/20, Sched. 1, s. 3(2).

In addition, retirement homes are exempted from the following requirements:

- Conducting screening and criminal record checks of potential new staff and volunteers under s. 64 of the *Retirement Homes Act, 2010*;⁷⁹⁶
- Conducting interdisciplinary care conferences that are not related to responding to, preventing or alleviating the outbreak of COVID-19;⁷⁹⁷ and
- The obligation to document or post new information, except for documenting incidents of a serious nature or where necessary to ensure proper care and safety of residents.⁷⁹⁸

The order goes on to provide that, notwithstanding anything that it may contain, retirement homes are required to comply with any applicable guidance given by the Chief Medical Officer of Health, or directives issued under the *Health Protection and Promotion Act*, and that nothing in the order derogates from the responsibility to ensure a safe and secure environment for residents.⁷⁹⁹

Another order targeting retirement homes was issued on April 16, 2020, which prohibits employees in this sector from working for more than one retirement home or for other health service providers.⁸⁰⁰ The rules that are imposed by the order are similar to those that were implemented in the Long-Term Care Home sector in April 14th. All retirement home employees are required to inform their employer of any other retirement home or health service provider that they are employed by, and must do so by 9am on April 20, 2020.⁸⁰¹ Starting at 12:01am on April 22, 2020, retirement home workers may not also perform work at another retirement home (whether or not operated by the same employer) or a health service provider (hospitals, long-term care homes, etc.).⁸⁰²

As with the long-term care homes order, this order provides that the employee must comply with the order notwithstanding the terms of a collective agreement.⁸⁰³ The order also contains the same type of language that appears to protect retirement home workers from being terminated from employment for complying with the order.⁸⁰⁴

In the event of a conflict between this order, and the first retirement home order dealing with deployment and staffing, this order prevails.⁸⁰⁵ This means that a retirement home operator's power to implement deployment plans would not, for example, allow them to re-deploy a worker to work at two different sites.

⁷⁹⁶ O.Reg. 118/20, Sched. 1, s. 3(1)(vi).

⁷⁹⁷ O.Reg. 118/20, Sched. 1, s. 3(6).

⁷⁹⁸ O.Reg. 118/20, Sched. 1, s. 3(8).

⁷⁹⁹ O.Reg. 118/20, Sched. 1, ss. 5-6.

⁸⁰⁰ *Limiting Work to a Single Retirement Home*, O.Reg. 158/20.

⁸⁰¹ O.Reg. 158/20, Sched. 1, s. 3(2).

⁸⁰² O.Reg. 158/20, Sched. 1, ss. 4, 6.

⁸⁰³ O.Reg. 158/20, Sched. 1, s. 5(b).

⁸⁰⁴ O.Reg. 158/20, preamble para. 3 and Sched. 1, s. 5(a).

⁸⁰⁵ O.Reg. 158/20, Sched. 1, s. 8.

On May 29th, a new emergency order was issued related to the management of retirement homes in a state of COVID outbreak.⁸⁰⁶ It is similar, but not identical, to the management order that was earlier issued with respect to long-term care homes in COVID outbreak.⁸⁰⁷ Under the order, the Registrar of Retirement Homes – the government official responsible for regulating the sector – may appoint a person to assume the management of a retirement home if two conditions are met: First, that home has at least one resident or employee test positive for COVID-19; and second, where there is a risk of harm to residents in the home related to COVID-19.⁸⁰⁸ Normally the Registrar can only do this if they are of the view that the Home is not complying with its obligations under the *Retirement Homes Act, 2010* and that, without assistance, the operator cannot or will not properly manage the operations of the home.⁸⁰⁹ The emergency order removes any restrictions to the power of Registrar to appoint a manager for homes with at least one positive test for COVID and a corresponding risk of harm for residents.⁸¹⁰ The order may only last for a fixed period of time.⁸¹¹

Under Bill 195, this order could not be amended substantively.⁸¹²

On February 5, 2021, a new *EMCPA* order was issued giving the Registrar of the Retirement Homes Regulatory Authority further enhanced powers.⁸¹³ Under the *Retirement Homes Act, 2010*, the Registrar may order a home to do or refrain from doing anything when the Registrar concludes that the home has violated a requirement of the *Act*.⁸¹⁴ Under the emergency order, the Registrar may exercise this broad power if they conclude that there is a risk of harm to residents related to COVID-19.⁸¹⁵ So long as there exists such a risk of harm, and the order is directed to preventing, responding to or alleviating the effects of COVID-19, there is no need for the Registrar to also conclude that any provision of the *Retirement Homes Act* has been violated.

Service Agencies for Developmentally Disabled Adults

On April 3, 2020, a similar order was issued for service agencies as defined in the *Services and Supports to Promote the Social Inclusion of Persons with Developmental Disabilities Act, 2018*.⁸¹⁶ These service providers are directed to reasonably necessary measures related to deployment and staffing to respond to COVID-19, including the same list of specific measures that it may take notwithstanding relevant collective agreement provisions.⁸¹⁷ The order uses the

⁸⁰⁶ *Management of Retirement Homes in Outbreak*, O.Reg. 240/20.

⁸⁰⁷ O.Reg 210/20.

⁸⁰⁸ O.Reg 240/20, Sched. 1, s. 2(1).

⁸⁰⁹ *Retirement Homes Act, 2010*, SO 2010, c. 11, s. 91(1).

⁸¹⁰ O.Reg 240/20, Sched. 1, s. 2(2).

⁸¹¹ O.Reg 240/20, Sched. 1, s. 2(3).

⁸¹² *RO(FRC)A*, s. 4(5)(12).

⁸¹³ *Compliance Orders for Retirement Homes*, O.Reg. 55/21.

⁸¹⁴ *Retirement Homes Act, 2010*, SO 2010, c. 11, s. 90(1).

⁸¹⁵ O.Reg 55/21, Sched. 1, s. 2(1).

⁸¹⁶ *Service Agencies Providing Services and Supports to Adults with Developmental Disabilities and Service Providers Intervenor Services*, O.Reg. 121/20.

⁸¹⁷ O.Reg 121/20, Sched. 1, ss. 2-4.

“any area” language contained in the long-term care home order in its provision respecting skills inventories.⁸¹⁸ On April 24, 2020, these provisions of the order were extended to organizations providing intervenor services to persons who are deafblind and who receive transfer payments from the Ministry of Children, Community and Social Services.⁸¹⁹

As with the retirement homes order, this order grants service providers for developmentally disabled adults with extensive exemptions to ordinary statutory obligations, while maintaining a general duty to ensure a safe and security environment for persons with a developmental disability.⁸²⁰ Specifically, service providers:

- Are not required to make reports to the Ministry of Children, Community and Social Services other than serious occurrence reports;⁸²¹
- Are largely exempted from documentarian requirements where it is not necessary to ensure the safety, security and well-being of persons receiving services and supports. A list of documenting that remains mandatory is set out;⁸²²
- Are not required to conduct a review of behavior support plans of individuals with challenging behavior, unless there are significant changes related to the use of intrusive behavior intervention strategies;⁸²³
- May adjust staffing levels and other measures to address safety, security and wellbeing of service recipients when providers are not able to maintain support staff at the level identified in the person’s individual support plan;⁸²⁴
- May defer criminal background checks for new staff and volunteers, provided they adopt appropriate measures to ensure the safety of persons with developmental disabilities;⁸²⁵
- Are relieved of most of the requirements to provide orientation training to members of their board of directors and to persons with developmental disabilities;⁸²⁶
- Are relieved of most of the specific training and orientation requirements for staff members. Staff must still be sufficiently trained to meet the specific needs of the individual(s) they work with. Physical restraints may only be used by staff who meet the training requirements set out in the relevant regulations;⁸²⁷

⁸¹⁸ O.Reg 121/20, Sched. 1, s. 3(2).

⁸¹⁹ *Service Agencies Providing Services and Supports to Adults with Developmental Disabilities*, O.Reg. 176/20.

⁸²⁰ O.Reg 121/20, Sched. 1, s. 6.

⁸²¹ O.Reg 121/20, Sched. 1, s. 5(1).

⁸²² O.Reg 121/20, Sched. 1, ss. 5(3)-(4).

⁸²³ O.Reg 121/20, Sched. 1, s. 5(5).

⁸²⁴ O.Reg 121/20, Sched. 1, s. 5(6).

⁸²⁵ O.Reg 121/20, Sched. 1, s. 5(7).

⁸²⁶ O.Reg 121/20, Sched. 1, ss. 5(8), (11).

⁸²⁷ O.Reg 121/20, Sched. 1, s. 5(9).

- May defer refresher and re-certification training for staff, including theory and practice of physical restraint holds;⁸²⁸ and
- Are not required to meet the specific regulatory standards for alternate residential arrangements but must still adopt measures to ensure the health and safety of persons receiving service.⁸²⁹

On April 24, 2020, a new order was issued impacting a sub-set of these service agencies, restricting the ability of staff to work at more than one facility.⁸³⁰ The order applies to service agencies who receive provincial transfer payments, and either (1) provide residential services and supports in group living residences or intensive support residences; or (2) provide specialized residential accommodation pursuant to an agreement with the Ministry of Children, Community and Social Services⁸³¹

Under the order, any employee of a covered service agency who also performs work in a residence operated by a different services agency must inform their employers of this fact by April 27, 2020 by 9am.⁸³² Starting at 12:01am on April 30, 2020, workers may not work in residential facilities operated by two different service providers.⁸³³ If there is a COVID-19 outbreak in a residence, as determined by public health officials, the service provider must ensure that any staff only be scheduled to work at that residence until the outbreak is over.⁸³⁴

As with the Long-Term Care Home and Retirement Home facility orders prohibiting work at more with more than one employer, this order contains language designed to ensure that workers do not lose their jobs permanently as a result of complying with the order.⁸³⁵

Police Services

On April 8, 2020, an emergency order was issued relieving against some rules related to use of force and firearms training for police officers.⁸³⁶ Under the *Equipment and Use of Force* regulation under the *Police Services Act*, police officers are required to complete training courses on use of force and firearms before they may use of force or carry a firearm, respectively.⁸³⁷ Normally police officers are required to re-take these courses periodically.⁸³⁸ The emergency order permits chiefs of police to authorize officers to perform duties that may involve the use of force or carrying a firearm so long as the officer had taken the relevant courses within the

⁸²⁸ O.Reg 121/20, Sched. 1, s. 5(10).

⁸²⁹ O.Reg 121/20, Sched. 1, s. 5(13).

⁸³⁰ *Congregate Care Settings*, O.Reg. 177/20.

⁸³¹ O.Reg 177/20, Sched. 1, s. 2(1).

⁸³² O.Reg 177/20, Sched. 1, s. 3(2).

⁸³³ O.Reg 177/20, Sched. 1, ss. 4, 6.

⁸³⁴ O.Reg 177/20, Sched. 1, s. 8.

⁸³⁵ O.Reg 177/20, para. 3 & Sched. 1, s. 5(a).

⁸³⁶ *Use of Force and Firearms in Policing Services*, O.Reg. 132/20.

⁸³⁷ *Equipment and Use of Force*, RRO 1990, Reg. 926, s. 14.2.

⁸³⁸ In the case of firearms training, the regulation itself requires annual re-certification: RRO 1990, Reg. 926, s. 14.2(2).

previous two years. This power may be exercised notwithstanding any other statute, regulation policy or agreement, including the terms of a collective agreement.⁸³⁹

Under Bill 195, this order could not be amended substantively.⁸⁴⁰

Residential and Crisis Line Service Agencies for Victims of Violence Against Women

On April 14, 2020, the government issued an order related to staffing and deployment for agencies that provide residential and crisis line services under Ontario's Violence Against Women Support Services program or the Anti-Human Trafficking Community Supports program.⁸⁴¹ This order is broadly similar to other staffing and deployment orders issued under the *EMCPA*. However, whereas other orders *require* their subject (hospitals, long-term care homes, etc.) to take all reasonably necessary measures related to staffing and deployment to respond to and alleviate the outbreak of COVID-19, this order only *authorizes* such measures.⁸⁴²

That said, in practice this may make relatively little difference. Under this order service agencies are authorized to take the same kinds of actions notwithstanding collective agreement provisions as are authorized under the other emergency orders discussed above.⁸⁴³

On April 24, 2020, a new order was issued, restricting the ability of staff to work at more than one location.⁸⁴⁴ The order applies only to residential or emergency residential services.⁸⁴⁵

Under the order, any employee of a covered service agency who also performs work in a residence operated by a different services agency must inform their employers of this fact by April 27, 2020 by 9am.⁸⁴⁶ Starting at 12:01am on April 30, 2020, workers may not work in residential facilities operated by two different service providers.⁸⁴⁷ If there is a COVID-19 outbreak in a residence, as determined by public health officials, the service provider must ensure that any staff only be scheduled to work at that residence until the outbreak is over.⁸⁴⁸

As with the Long-Term Care Home and Retirement Home facility orders prohibiting work at more with more than one employer, this order contains language designed to ensure that workers do not lose their jobs permanently as a result of complying with the order.⁸⁴⁹

⁸³⁹ O.Reg 132/20, Sched. 1, ss. 2-3.

⁸⁴⁰ *RO(FRC)A*, s. 4(5)(7).

⁸⁴¹ *Work Deployment Measures for Service Agencies Providing Violence Against Women Residential Services and Crisis Line Services*, O.Reg. 145/20.

⁸⁴² O.Reg 145/20, Sched. 1, s. 2(1).

⁸⁴³ O.Reg 145/20, Sched. 1, ss. 3-4.

⁸⁴⁴ *Congregate Care Settings*, O.Reg. 177/20.

⁸⁴⁵ O.Reg 177/20, Sched. 1, s. 2(2).

⁸⁴⁶ O.Reg 177/20, Sched. 1, s. 3(2).

⁸⁴⁷ O.Reg 177/20, Sched. 1, ss. 4, 6.

⁸⁴⁸ O.Reg 177/20, Sched. 1, s. 8.

⁸⁴⁹ O.Reg 177/20, para. 3 & Sched. 1, s. 5(a).

District Social Services Administration Boards

On April 16, 2020, the government issued an order related to staffing and deployment for district social services administration boards.⁸⁵⁰ These are entities responsible for delivering various types of social services (e.g. Ontario Works, ODSP, in-home care services for certain children, etc.) in larger, less densely populated regions of the Province.⁸⁵¹

Under this order, employers are permitted to take the same kinds of actions discussed above with respect to other sectors, including overriding terms of a collective agreement and suspending grievances related to staffing and re-deployment.⁸⁵² However, they may only exercise these powers with respect to reducing or mitigating the impact of COVID-19 on a Board's "critical services", which are limited to the operation of homeless shelters and services for homeless persons; Ontario Works assistance; and child care programs.⁸⁵³

Also, unlike previous orders that authorized employers to override terms of collective agreements, this order requires employers to give impacted unions 24-hours before the employer may implement a redeployment plan under the order.⁸⁵⁴

Community Service Providers

On April 16, 2020, an order was issued by the government increasing the flexibility Local Health Integration Networks (LHIN) have to contract for, and fund health care and other social services.⁸⁵⁵ The scope of this order is far narrower than the orders made in other sectors, and appears to target a different set of concerns.

Currently, LHINs will contract with organizations to provide a number of services, including home making, personal support and other professional services under the *Home Care and Community Services Act, 1994*.⁸⁵⁶ Under this order, a LHIN is authorized to request that such organizations provide other health care and related social services in settings identified by the LHIN and to fund those services.⁸⁵⁷ It may make such a request notwithstanding any statute, regulation, policy, arrangement or agreement. A service provider is also authorized to accept such a request and to deploy its employees to provide such services, notwithstanding any statute or regulation that would provide otherwise.⁸⁵⁸

⁸⁵⁰ *Work Deployment Measures for District Social Services Administrations Boards*, O.Reg. 154/20.

⁸⁵¹ See generally the *District Social Services Administration Boards Act*, RSO 1990, c D.15 and O.Reg. 278/98.

⁸⁵² O.Reg 154/20, Sched. 1, s. ss. 5-6.

⁸⁵³ O.Reg 154/20, Sched. 1, s. 4(2).

⁸⁵⁴ O.Reg 154/20, Sched. 1, s. 7.

⁸⁵⁵ *Deployment of Employees of Service Provider Organizations*, O.Reg. 156/20.

⁸⁵⁶ SO 1994, c. 26.

⁸⁵⁷ O.Reg 156/20, Sched. 1, s. 2(1).

⁸⁵⁸ O.Reg 156/20, Sched. 1, s. 2(2).

However, the regulation also provides that an employee of a service provider is *not* required to agree to provide the services requested by a LHIN,⁸⁵⁹ and the order does not authorize a service provider to override any collective agreement provisions.

Municipalities

On April 16, 2020, Cabinet issued an emergency order granting broad powers to municipalities to override collective agreement provisions and deploy workers.⁸⁶⁰ It mirrors aspects of several of the other sectoral orders discussed above, and also includes its own novel provisions.

The order only applies to municipalities that have declared an emergency under their own authority under the *EMCPA*.⁸⁶¹ Further, it does not apply to certain categories of municipal workers. In some cases, this is because these workers are already the subject of another sectoral order, such as workers regularly employed in drinking water systems, wastewater collection facilities, wastewater treatment facilities, long-term care homes or boards of health.⁸⁶²

However, the order also does not apply to persons normally employed as firefighters or ambulance services operators,⁸⁶³ even though these sectors do not have any emergency order governing them.⁸⁶⁴

For those municipalities who have declared a state of emergency, they are authorized to take, with respect to work deployment and staffing, any reasonably necessary measure to respond to, prevent and alleviate the outbreak of COVID-19 so as to prevent, reduce or mitigate the effect of COVID on “critical municipal services” that are delivered by the municipality’s employees.⁸⁶⁵

Critical municipal services are:

- The maintenance of municipal long-term care homes;
- The delivery of public health services;
- The operation of homeless shelters and the provision of services to homeless persons;
- The provision of drinking water;

⁸⁵⁹ O.Reg 156/20, Sched. 1, s. 2(3).

⁸⁶⁰ *Work Deployment Measures for Municipalities*, O.Reg. 157/20.

⁸⁶¹ O.Reg 157/20, Sched. 1, s. 1. *EMCPA*, s. 4.

⁸⁶² O.Reg 157/20, Sched. 1, ss. 2(3)-(5).

⁸⁶³ O.Reg 157/20, Sched. 1, ss. 2(1)-(2).

⁸⁶⁴ However, a regulation made under the *Ambulance Act* was also enacted on April 16, 2020, significantly loosening the rules respecting who may work as an ambulance worker: see O.Reg. 159/20, amending *General*, O.Reg. 257/00.

⁸⁶⁵ O.Reg 157/20, Sched. 1, s. 3(1).

- Waste management and sanitation;
- Wastewater management;
- Public transportation services;
- The provision of Ontario Works benefits administered by the municipality;
- The administration, operation and funding of child care programs and services;
- The enforcement of by-laws; and
- Services related to the implementation of the municipality's emergency plan.⁸⁶⁶

Notably, this list includes the three services whose workers are excluded from the scope of this order, but who are covered by other orders (i.e. water/wastewater, long-term care homes and public health). These orders therefore must be read together. They grant municipalities broad powers related to staff and redeployment across, and in between, all of these service sectors.

As with other sectoral orders, the municipalities order goes on to provide a list of more powers that a municipality has in addition to this general power to take reasonably necessary measures.

As with other orders, municipalities are granted the power to develop redeployment plans notwithstanding any provision of a collective agreement.⁸⁶⁷ Such a plan may provide for redeploying staff between different locations, changing assignments of work, having non-bargaining unit members do bargaining unit work, changing schedules or shift assignment, deferring or cancelling leaves or vacations, employing extra part time, temporary, contract or volunteer staff (including to do bargaining unit work), and providing training to staff to permit them to do work in accordance with the plan.⁸⁶⁸ Before implementing such a plan, a municipality must give at least 24 hours' notice to every bargaining agent that represents an affected employee.⁸⁶⁹

Municipalities also have the power to conduct skills inventories, collect certain kinds of information from workers related to availability to work and health status.⁸⁷⁰ They are also authorized to cancel or postpone services that are not related to responding to COVID-19 or that are not deemed to be critical under the municipality's emergency plan.⁸⁷¹

⁸⁶⁶ O.Reg 157/20, Sched. 1, s. 3(2).

⁸⁶⁷ O.Reg 157/20, Sched. 1, s. 5.

⁸⁶⁸ O.Reg 157/20, Sched. 1, s. 4(1).

⁸⁶⁹ O.Reg 157/20, Sched. 1, s. 6.

⁸⁷⁰ O.Reg 157/20, Sched. 1, ss. 4(2)-(4).

⁸⁷¹ O.Reg 157/20, Sched. 1, s. 4(5).

Finally, municipalities are permitted, for the duration of the order, to suspend any grievance process with respect to any matter referred to in the order.⁸⁷²

Mental Health and Addition Agencies

On April 22, 2020, the government issued an order directed at not-for-profit providers of community mental health and addiction services who receive funding from the Ministry of Health or from a Local Health Integration Network.⁸⁷³

The order mirrors the provisions of most of the other sectoral workplace orders, including the list of specific measures that employers may take without regard to collective agreement provisions, and the power to suspend the grievance process during the duration of the COVID-19 emergency.

However, the order differs from other sectoral orders in one potentially significant way. The order's general grant of authority, like the other sectoral orders, permits operators of community addictions and mental health facilities to "take, with respect to work deployment and staffing, any reasonably necessary measure to respond to, prevent and alleviate the outbreak" of COVID-19. However, unlike other orders to date, this order goes on to say that this general power may also be used "to respond to the consequences arising from the Virus."⁸⁷⁴

It may be that this new language simply reflects a new drafting style for these orders, however it could also be seen to broaden the scope of the employer's power to take exceptional staffing and deployment measures. The provincial government has expressed concerns about the mental health consequences of the COVID-19 pandemic,⁸⁷⁵ and so the intention of this order to grant employers in the mental health and addition services sector greater flexibility to deal with increased demand for their services flowing from the current emergency.

Intervenor Sector for Persons who are Deafblind

On April 24, 2020, an order was issued with respect to transfer payment recipients funded by the Ministry of Children, Community and Social services that provide intervenor services for person who are deafblind in a residential setting.⁸⁷⁶

Under the order, any employee of such an agency who also performs work in a residence operated by a different agency must inform their employers of this fact by April 27, 2020 by 9am.⁸⁷⁷ Starting at 12:01am on April 30, 2020, workers may not work in residential facilities

⁸⁷² O.Reg 157/20, Sched. 1, s. 4(6).

⁸⁷³ *Work Deployment Measures for Mental Health and Additions Agencies*, O.Reg. 163/20.

⁸⁷⁴ O.Reg 163/20, Sched. 1, s. 3.

⁸⁷⁵ <https://news.ontario.ca/opo/en/2020/04/ontario-increasing-mental-health-support-during-covid-19.html>

⁸⁷⁶ *Congregate Care Settings*, O.Reg. 177/20, Sched. 1, s. 2(3).

⁸⁷⁷ O.Reg 177/20, Sched. 1, s. 3(2).

operated by two different service providers.⁸⁷⁸ If there is a COVID-19 outbreak in a residence, as determined by public health officials, the service provider must ensure that any staff only be scheduled to work at that residence until the outbreak is over.⁸⁷⁹

As with the Long-Term Care Home and Retirement Home facility orders prohibiting work at more with more than one employer, this order contains language designed to ensure that workers do not lose their jobs permanently as a result of complying with the order.⁸⁸⁰

Local Health Integration Networks and Ontario Health

On April 9, 2021, the government issued an order directed at workers within Local Health Integration Networks (LIHNs) and Ontario Health (OH) that allows for work redeployment and staffing.⁸⁸¹ It had been almost a year since the last such similar order was issued, and was made in conjunction with the 3rd wave of the pandemic, and the need to respond to a critical case infrastructure in the process of collapse.

As with other work deployment and staffing orders, this order both a general power related to work deployment and staffing, as well as a specific list of measures that may be taken without needing to comply with collective agreements. The order also contains rules about the labour and employment consequences of a transfer.

LIHNs and OH are authorized to take measures with respect to work deployment and staffing that are reasonably necessary to assist hospitals respond to, prevent and alleviate the outbreak of COVID-19.⁸⁸² The order specifically authorizes such measures as deploying staff to assist within a hospital, changing work assignments and schedules, and cancelling vacations and leaves.⁸⁸³ As with the other orders, it also authorizes employers to suspend for the duration of the Order any grievance process with respect to any matter referred to in the order.⁸⁸⁴

Where staff are re-deployed to hospitals, they remain the employees of their respective LHIN or OH. A transfer of employees is deemed not to trigger either the common employer or sale of a business provisions of the *Labour Relations Act, 1995*, and does not cause the LHIN or OH to become a hospital for the purposes of the *Hospital Labour Disputes Arbitration Act*.⁸⁸⁵

⁸⁷⁸ O.Reg 177/20, Sched. 1, ss. 4, 6.

⁸⁷⁹ O.Reg 177/20, Sched. 1, s. 8.

⁸⁸⁰ O.Reg 177/20, para. 3 & Sched. 1, s. 5(a).

⁸⁸¹ *Work Deployment for Measures for Local Health Integration Networks and Ontario Health*, O.Reg. 271/21.

⁸⁸² O.Reg 271/21, Sched. 1, s. 2(2).

⁸⁸³ O.Reg 271/21, Sched. 1, s. 3(1).

⁸⁸⁴ O.Reg 271/21, Sched. 1, s. 3(2).

⁸⁸⁵ O.Reg 271/21, Sched. 1, s. 4.

Independent Health Facilities

On April 21, 2021, the government issued an order directed at independent health facilities.⁸⁸⁶ These are facilities that provide medical services but charge a facility fee to members of the public.⁸⁸⁷ Examples of independent health facilities include diagnostic imaging, sleep study facilities, and dialysis clinics.⁸⁸⁸

This order follows the same general structure of other re-deployment orders. Independent health facilities are given the general power to take, with respect to work deployment and staffing, any reasonably necessary measures to assist hospitals respond to the COVID-19 pandemic.⁸⁸⁹ They are specifically authorized to redeploy staff to a hospital, change work assignments and shift schedules, defer or cancel vacations and other leaves, and provide training needed to implement the plan.⁸⁹⁰ As with the other orders, these measures may be taken notwithstanding the provisions of a collective agreement, and employers are authorized to suspend any grievance process with respect to any matter referred to in the order.⁸⁹¹

The order goes on to provide for labour relations rules like those contained in other orders. Transferred workers remain employees of the independent health facility, and certain consequences under the *Labour Relations Act* and *Hospital Labour Disputes Arbitration Act* are stated not to arise by virtue of a work re-deployment to a hospital.⁸⁹²

C. Other Emergency Orders

Price Control Measures

On March 27, 2020, in response to media reports that some retailers were charging high prices for that were in-demand as a result of COVID, an order was issued to prohibit price gouging.⁸⁹³ The order bans the charging of “unconscionable” prices on “necessary goods”, which includes masks and gloves, non-prescription medications for the treatment of COVID-19 symptoms, disinfectants, and personal hygiene products.⁸⁹⁴ An unconscionable price “includes” a price that grossly exceeds the price at which similar goods are available to like consumers.⁸⁹⁵

This ban on unconscionable prices applies to persons who own or operate a retail business or who did not ordinarily deal in necessary goods prior to the declared emergency (i.e. individuals

⁸⁸⁶ *Work Redeployment for Independent Health Facilities*, O.Reg. 304/21.

⁸⁸⁷ *Independent Health Facilities Act*, RSO 1990, c. I.3, s. 1(1) *sv* “independent health facility”.

⁸⁸⁸ See [Ministry of Health, Independent Health Facilities Act Fact Sheet](#).

⁸⁸⁹ O.Reg 304/21, Sched. 1, s. 2.

⁸⁹⁰ O.Reg 304/21, Sched. 1, s. 3(1).

⁸⁹¹ O.Reg 304/21, Sched. 1, s. 3(2).

⁸⁹² O.Reg 304/21, Sched. 1, s. 4.

⁸⁹³ *Order Under Subsection 7.0.2(4) – Prohibition on Certain Persons Charging Unconscionable Prices for Sales of Necessary Goods*, O.Reg. 98/20.

⁸⁹⁴ O.Reg 98/20, Sched., ss. 2(1), 3.

⁸⁹⁵ O.Reg 98/20, Sched., s. 2(2).

who bought products and subsequently have attempted to re-sell them online at inflated prices). It does not apply to manufacturers, distributors or wholesalers.⁸⁹⁶

Enforcement Powers

Two different orders currently provide for enforcement powers for peace officers. The first, originally enacted on March 31, 2020, currently operates with respect to orders that exist under Bill 195.⁸⁹⁷ The second, enacted on January 12, 2021,⁸⁹⁸ applies to newer orders under the *EMCPA* that have been made following the second declaration of emergency, but also contains additional powers to support the enforcement of orders under either regime. Together, the two orders provide for common enforcement powers.

As discussed earlier in this guide, it is an offence for any person to not comply with an emergency order or to obstruct a person exercising powers under an emergency order.⁸⁹⁹ Under the pair of enforcement orders, a peace officer may compel an individual to provide their name, date of birth, and address if the officer has reasonable grounds to believe that the person is committing such an offence.⁹⁰⁰ On February 1, 2021, this authority in the *EMCPA* order was extended to also cover individuals who have violated s. 22 orders under the *Health Protection and Promotion Act*.⁹⁰¹

On April 17, 2021, the powers that peace officers had to require individuals to provide information for enforcement purposes was changed twice. First between midnight at 5:40pm, police gained the power to require any person who is not in their place of residence to provide their home address and – unless the purpose is in an outdoor or common area of their residence – to explain their reason for not being at their residence.⁹⁰² Under these expanded powers, an officer also had the power to Police are given an express authority to stop vehicles in order to question their occupants.⁹⁰³

These new powers were met with a great deal of criticism. Unlike the pre-existing power to compel individuals to provide their name and date of birth, police officers do not have to have any grounds to believe that an individual is violating the stay-at-home order in order to exercise these powers of detention and questioning.⁹⁰⁴ The change proved so controversial that many police forces in Ontario announced publicly that they would refuse to exercise this power.⁹⁰⁵

As a result, less than 24 hours after these powers came into force, they were repealed and replaced with an entirely unrelated power. Now, where peace officers have reason to suspect that

⁸⁹⁶ O.Reg 98/20, Sched., s. 1.

⁸⁹⁷ *Enforcement of Orders*, O.Reg. 114/20

⁸⁹⁸ *Enforcement of COVID-19 Measures*, O.Reg. 8/21.

⁸⁹⁹ *EMCPA*, s. 7.0.11; *RO(FRC)A*, s. 10.

⁹⁰⁰ O.Reg 114/20, s. 1; O.Reg 8/21, Sched. 1, s. 2.

⁹⁰¹ O.Reg 8/21, s. 2(1)(b), as am by O.Reg. 41/21, s. 1.

⁹⁰² O.Reg 8/21, s. 2.1(2), as am by O.Reg 294/21, s. 1(2).

⁹⁰³ O.Reg 8/21, s. 2.1(3), as am by O.Reg 294/21, s. 1(2).

⁹⁰⁴ O.Reg 8/21, ss. 2.1(5)-(6), as am by O.Reg 294/21, s. 1(2).

⁹⁰⁵ <https://nationalpost.com/news/ontarians-waking-up-to-tough-new-pandemic-restrictions>

an individual is participating in a gathering that is not permitted under the shutdown zone rule prohibiting outdoor organized public events and gatherings, they may require individuals to provide information to determine whether the person is in fact complying with the provision, so long as the officer believes that it is in the public interest to do so.⁹⁰⁶ Individuals who are questioned under this power are required to answer such questions.⁹⁰⁷

This power may only be used in an area where the provincial stay-at-home order applies.⁹⁰⁸ This is a strange limit, as the power is directed at enforcing the lockdown zone gathering limits, which operate wholly independently from the stay-at-home order. However, this currently has no significance, since both the stay-at-home order and the lockdown zone rules apply province wide.

Where a police or provincial offences officer has reasonable grounds to believe that a gathering is taking place at a location, and that the number of persons exceeds the number permitted under Bill 195,⁹⁰⁹ they may temporarily close the premise and require individuals to vacate the area. Individuals may not re-enter until an officer authorizes re-entry.⁹¹⁰

Police and provincial offences officers also have the authority to require persons to be attending gatherings that are prohibited under Bill 195 to cease attending and to disperse promptly.⁹¹¹

Service of Legal Documents

On March 23, 2020, an order was issued providing the service of documents on the government of Ontario – other than in criminal matters – must be done by electronic means as set out in the order.⁹¹² Under Bill 195, this order could not be amended substantively.⁹¹³

Wills & Powers of Attorney

On April 7, 2020, an order was issued relieving against certain requirements for witnesses to be physically present for the making of a will or a power of attorney. Under the order, witnessing these documents may be done by way of videoconferencing technology, as long as at least one

⁹⁰⁶ O.Reg 8/21, s. 2.1(1) as am by O.Reg 298/21, s. 1.

⁹⁰⁷ O.Reg 8/21, s. 2.1(2) as am by O.Reg 298/21, s. 1.

⁹⁰⁸ O.Reg 8/21, s. 2.1(3) as am by O.Reg 298/21, s. 1.

⁹⁰⁹ Bill 195 does not itself impose any gathering limits. Rather, orders that have been continued and modified under Bill 195 do. The likely intent of this provision is to enforce gathering limits under such orders. Notably, the order does not refer to gathering limits under any *EMCPA* orders. This likely reflects the fact that currently all gathering limits are enforced under Bill 195. If, in the future, an *EMCPA* order imposes gathering limits, the enforcement regulation will need to be amended to extend this power to enforce such orders.

⁹¹⁰ O.Reg 8/21, Sched. 1, s. 3.

⁹¹¹ O.Reg 8/21, Sched. 1, s. 4.

⁹¹² *Electronic Service*, O.Reg. 76/20.

⁹¹³ *RO(FRC)A*, s. 4(5)(2).

witness is an Ontario lawyer.⁹¹⁴ The process for doing this was clarified in an April 23rd order.⁹¹⁵ Under Bill 195, this order could not be amended substantively.⁹¹⁶

Construction of Temporary Health & Residential Facilities

On April 9, 2020, the government issued an order – retroactive to March 17 – to facilitate the construction of temporary health and residential facilities.⁹¹⁷ The overall effect of the order is that hospitals and governments (including municipalities) may construct, extend, alter or repair a building for the purpose of providing health care or sleeping accommodation on a temporary basis in response to the COVID-19 pandemic⁹¹⁸ without complying with certain legal requirements. In particular, they are not required to obtain building permits, comply with the *Building Code*, adhere to zoning bylaws or official plans of a municipality.⁹¹⁹

The order imposes some safety requirements on the construction of these temporary facilities. This includes the requirement for facilities to be subjected to safety inspections by building inspectors,⁹²⁰ as well as a requirement for those buildings that were not yet occupied by April 9th to have plans prepared by architects and engineers and reviewed by building officials prior to opening.⁹²¹

Under Bill 195, this order could not be amended substantively.⁹²²

Medical Certificates of Death

On May 1, 2020, an emergency order was issued related to who may complete a medical certificate of death.⁹²³ While a coroner is authorized to appoint a registered nurse to discharge the investigative powers and duties of a coroner⁹²⁴ only the coroner themselves is normally allowed to issue a death certificate.⁹²⁵ The emergency order authorized a registered nurse who has been appointed by a coroner to exercise their investigative powers and duties to issue a death certificate.⁹²⁶ Under Bill 195, this order could not be amended substantively.⁹²⁷

⁹¹⁴ *Signatures in Wills and Powers of Attorney*, O.Reg. 129/20.

⁹¹⁵ *Order under Subsection 7.0.2 of the Act – Signatures in Wills and Powers of Attorney*, O.Reg. 164/20.

⁹¹⁶ *RO(FRC)A*, s. 4(5)(6).

⁹¹⁷ *Temporary Health or Residential Facilities*, O.Reg. 141/20.

⁹¹⁸ O.Reg 141/20, Sched. 1, s. 1.

⁹¹⁹ O.Reg 141/20, Sched. 1, s. 2.

⁹²⁰ O.Reg 141/20, Sched. 1, ss. 5-6.

⁹²¹ O.Reg 141/20, Sched. 1, ss. 3-4.

⁹²² *RO(FRC)A*, s. 4(5)(8).

⁹²³ *Order Under Subsection 7.0.2(4) of the Act – Certain Persons Enabled to Issue Medical Certificates of Death*, O.Reg. 192/20.

⁹²⁴ *Coroners Act*, RSO 1990, c. C.37, s. 16.1; *Appointment of persons with Investigative Powers*, O.Reg. 358/11, s. 1(1).

⁹²⁵ *General*, RRO 1990, Reg. 1094, s. 35(1)4.

⁹²⁶ O.Reg 192/20, Sched. 1, s. 3(1).

⁹²⁷ *RO(FRC)A*, s. 4(5)(10).

Patio Construction

In connection with allowing patios to be operating in Stage 2 jurisdictions, Cabinet issued an order on July 2, 2020 designed to facilitate the expansion of such spaces in municipalities.⁹²⁸ Under the order, municipalities may make bylaws permitting the temporary use of land for restaurant or bar patios without having to comply with the *Planning Act*'s rules related to public notification, meetings and information, and the right of appeal against such bylaws to the Local Planning Appeal Tribunal is ousted.⁹²⁹ Under Bill 195, this order could not be amended substantively.⁹³⁰

Residential Evictions

On April 8, 2021, Ontario imposed a “ban” on residential evictions.⁹³¹ The order, which coincided with the third declaration of emergency under the *EMCPA*, was substantially identical to an earlier order that was made in January 2021 in connection with the second declaration of emergency.

Under this order, no person may attend a residence for the purpose of enforcing an order of eviction under the *Residential Tenancies Act, 2006* or a writ of possession issued by the Superior Court.⁹³² However, this prohibition did not apply if either the Landlord and Tenant Board or the Superior Court, as the case may be, orders that the sheriff expedite the enforcement of the order or writ.⁹³³ In effect, this means that both the LTB and the Superior Court had discretion whether or not to permit eviction to occur under the order.

Transfer of Hospital Patients

On April 9, 2021, in connection with the extreme stress experienced Ontario's critical care infrastructure during the third wave, the government issued an order permitting the involuntary transfer of patients between hospitals.⁹³⁴

The authority to transfer under the order arises when a hospital is experiencing a “major surge event”, which means that it is facing an increased demand for critical care resources that is attributable to COVID-19, and which is overwhelming (or imminently threatens to overwhelm) the critical care resources of the hospital.⁹³⁵

⁹²⁸ *Order Under Subsection 7.0.2(4) of the Act – Patios*, O.Reg. 345/20.

⁹²⁹ O.Reg. 345/20, Sched. 1, s. 2.

⁹³⁰ *RO(FRC)A*, s. 4(5)(14).

⁹³¹ *Residential Evictions*, O.Reg. 266/21.

⁹³² O.Reg. 266/21, Sched. 1, s. 1(1).

⁹³³ O.Reg. 266/21, Sched. 1, s. 1(2).

⁹³⁴ *Transfer of Hospital Patients*, O.Reg. 272/21.

⁹³⁵ O.Reg. 272/21, Sched. 1, ss. 1, 2(1), (2)(1)(i).

A hospital may transfer a patient to another hospital during a major surge event without their consent if all of the following conditions are met:

- The transfer is necessary to enable the hospital to optimize the availability of its critical care and acute care resources, or to assist another hospital in doing so;
- The transfer is necessary to reduce a foreseeable risk of serious bodily harm to a person;
- Reasonable efforts have been made to obtain the consent to the transfer from the patient;
- The patient’s attending clinician is satisfied that the patient can receive the transfer will not compromise the patient’s medical condition, and that they can receive the required care at the hospital they are to be transferred to; and
- The receiving hospital is prepared to admit the patient.⁹³⁶

As soon as the major surge event is over, the receiving hospital is required to make reasonable efforts to return the patient to the original hospital or to another suitable care setting if the patient consents to it.⁹³⁷

Reflecting the extraordinary nature of this power to act without patient consent, the order specifically states that it applies notwithstanding the *Public Hospitals Act*, the *Health Care Consent Act*, the *Substitute Decisions Act*, the *Mental Health Act*, the *Personal Health Information Protection Act* or any policies, standards or guidelines made by any of the colleges covered by the *Regulated Health Professions Act*.⁹³⁸

D. Orders Granting Relief from Legislation

Four orders have been issued granting relief from compliance with provisions of Ontario law. Of these only one remains in effect.

On May 1, 2020, an order was issued exempting certain payments from the application of public sector wage restraint legislation that was enacted in 2019.⁹³⁹ Under the provisions of the *Protecting a Sustainable Public Sector for Future Generations Act, 2019*, a number of broader public sector workers were subject to three-year “restraint periods” during which annual increases to their salaries and wages were capped at 1%.⁹⁴⁰ This exemption order provides that certain “COVID-19 related payments” do not count against these caps.

⁹³⁶ O.Reg 272/21, Sched. 1, s. 2.

⁹³⁷ O.Reg 272/21, Sched. 1, s. 4.

⁹³⁸ O.Reg 272/21, Sched. 1, s. 5.

⁹³⁹ *Order Under Subsection 7.1(2) of the Act – Treatment of Temporary COVID-19 Related Payments to Employees*, O.Reg. 195/20.

⁹⁴⁰ *Protecting a Sustainable Public Sector for Future Generations Act, 2019*, SO 2019, c. 12, ss. 10, 11, 18, 19.

To be exempt, the payment must be temporary, related to COVID-19, and relate to work in one of a number of listed workplaces (e.g. hospitals, long-term care homes, retirement homes, homeless shelters, supportive housing residences, correctional institutions, children's aid societies) or in respect of certain kinds of work (e.g. outreach services for the homeless, paramedic work, homemaking and nursing services, etc.).⁹⁴¹

These exemptions appear designed to cover the announced temporary pay increase for various front-line service workers announced by the provincial government in late April⁹⁴² and formalized in May.⁹⁴³

E. Orders that have Expired or Been Revoked

Modification of Rules Respecting Corporations

On March 30, Cabinet issued an order modifying requirements under the *Corporations Act*⁹⁴⁴ and the *Business Corporations Act*⁹⁴⁵ related to the holding of certain types of required meetings.⁹⁴⁶ On April 24, 2020, the order was expanded⁹⁴⁷ to also cover corporations governed by the *Co-operative Corporations Act*⁹⁴⁸ and the *Condominium Act*.⁹⁴⁹ All aspects of the order were made retroactive to March 17, 2020.

On May 12, 2020, the Legislature convened and passed the *COVID-19 Response and Reforms to Modernize Ontario Act, 2020*.⁹⁵⁰ The legislation contained numerous measures to modernize mostly business-related statutes, frequently permitting new forms of electronic or virtual activities. The legislation contained provisions that replicate the provisions of the emergency orders with respect to corporations, business corporations, co-operative corporations and condo corporations. At the same time, it retroactively repeals the order. The overall effect of the legislation is to transplant the rules earlier found in the order under the *EMCPA* into *temporary* provisions of the relevant statutes themselves. The provisions are now set to continue for 120

⁹⁴¹ O.Reg 195/20, Sched. 1, ss. 1-2.

⁹⁴² See <https://news.ontario.ca/opo/en/2020/04/ontario-supporting-frontline-heroes-of-covid-19-with-pandemic-pay.html>

⁹⁴³ See <https://www.ontario.ca/page/eligible-workplaces-and-workers-pandemic-pay>

⁹⁴⁴ *Corporations Act*, RSO 1990, c C.38.

⁹⁴⁵ *Business Corporations Act*, RSO 1990, c. B.16.

⁹⁴⁶ *Order Under Subsection 7.1(2) of the Act –Corporations, Co-Operative Corporations and Condominium Corporations*, O.Reg. 107/20.

⁹⁴⁷ *Order Under Subsection 7.1(2) of the Act –Corporations, Co-Operative Corporations and Condominium Corporations*, O.Reg. 178/20.

⁹⁴⁸ *Co-Operative Corporations Act*, RSO 1990, c C.35.

⁹⁴⁹ *Condominium Act, 1998*, SO 1990, c 19.

⁹⁵⁰ SO 2020, c. 7.

days past the end of the COVID state of emergency, though this period may be extended by regulation.⁹⁵¹

The changes – as they existed when they were reflected in a relief order under the *EMCPA* are discussed below. Readers should consult the amendments to the respective statutes going forward.

Corporations

- An annual meeting of an Insurance Corporation governed by Part V of the *Corporations Act* may occur within 90 days of the termination of the COVID-19 emergency.⁹⁵² These meetings must normally take place within the first three months of a calendar year;⁹⁵³
- For other corporations under the *Corporations Act*, an annual meeting must normally be held within 18 months of its initial incorporation, and thereafter within 15 months of their last annual meeting.⁹⁵⁴ Where these timelines would require an annual meeting during the COVID-19 emergency, the meeting may now be held within 90 days of the termination of the emergency; where the normal timelines would require an annual meeting within 30 days of the termination of the COVID-19 emergency, the meeting may now be held within 120 days of the end of the emergency;⁹⁵⁵
- During annual meetings of members of companies under Part II of the *Corporations Act*, directors are required to lay certain financial documents before the meeting. Normally, these documents must relate to financial periods that have ended not more than six months before the date of the meeting.⁹⁵⁶ For meetings that take place during the emergency period, or within 120 days after the emergency ends, the six-month rule is suspended.⁹⁵⁷
- Any corporation that is subject to any part of the *Corporations Act* may hold a members' meeting by electronic means, regardless of the terms of their letters patent or by-laws.⁹⁵⁸ Normally the rule permitting electronic meetings applies only to Corporations governed by Part III of the *Act*, and is subject to contrary rules in the corporation's letters patent or bylaws;⁹⁵⁹
- If a members' meeting of a company under Part II of the *Corporations Act* is to be held during the emergency, and the time, date or place of the meeting is changed in order to

⁹⁵¹ See SO 2020, c 7, Sched. 2, s. 6, Sched. 5, s. 1, Sched. 6, s. 6 and Sched. 7, s. 9 (inserting, respectively, Part XIX into the *Business Corporations Act*, Part IV.1 into the *Condominium Corporations Act*, ss. 188-190 and the Sched. to the *Co-Operative Corporations Act* and Part VIII to the *Corporations Act*).

⁹⁵² O.Reg 107/20, Sched. 1, s. 2.

⁹⁵³ *Corporations Act*, s. 159(1).

⁹⁵⁴ *Corporations Act*, s. 293.

⁹⁵⁵ O.Reg 107/20, Sched. 1, s. 4.

⁹⁵⁶ *Corporations Act*, s. 97(1).

⁹⁵⁷ O.Reg 107/20, Sched. 1, s. 0.2.

⁹⁵⁸ O.Reg 107/20, Sched. 1, s. 1.

⁹⁵⁹ *Corporations Act*, s. 125.1.

hold it electronically after notice of the meeting has already been sent, a new formal notice of meeting is not required. Instead, members must be informed of the change in a manner that is reasonable in the circumstances;⁹⁶⁰

- The election of directors to corporations governed by the *Corporations Act* is normally required to be done by ballot or by another means set out in the by-laws of the corporation.⁹⁶¹ Under the order, if a corporation is holding an electronic meeting the chair may direct that the election of directors be done by some other means if balloting or the procedure set out in the by-laws is not feasible;⁹⁶²
- All meetings of Boards of Directors of corporations to which Part VII of the *Corporations Act* applies may be held by electronic means, regardless of the terms of their letters patent or by-laws.⁹⁶³ Normally electronic meetings may only occur with the consent of all participating directors and is subject to contrary rules in the corporation's letters patent or bylaws;⁹⁶⁴

Business Corporations

- For corporations under the *Business Corporations Act*, an annual meeting must normally be held within 18 months of its initial incorporation, and thereafter within 15 months of their last annual meeting.⁹⁶⁵ Where these timelines would require an annual meeting during the COVID-19 emergency, the meeting may now be held within 90 days of the termination of the emergency; where the normal timelines would require an annual meeting within 30 days of the termination of the COVID-19 emergency, the meeting may now be held within 120 days of the end of the emergency.⁹⁶⁶
- During annual meetings of shareholders of corporations governed by the *Business Corporations Act*, directors are required to place before the meeting certain financial documents. Normally, these documents must relate to financial periods that have ended not more than six months before the date of the meeting.⁹⁶⁷ For meetings that take place during the emergency period, or within 120 days after the emergency ends, the six-month rule is suspended.⁹⁶⁸
- Any corporation that is governed by the *Business Corporations Act* may hold a shareholders meeting by electronic means, regardless of the terms of their articles or by-

⁹⁶⁰ O.Reg 107/20, Sched. 1, s. 0.1.

⁹⁶¹ *Corporations Act*, s. 287(1).

⁹⁶² O.Reg 107/20, Sched. 1, s. 2.1.

⁹⁶³ O.Reg 107/20, Sched. 1, s. 3.

⁹⁶⁴ *Corporations Act*, s. 283(3.1).

⁹⁶⁵ *Business Corporations Act*, s. 94(1).

⁹⁶⁶ O. Reg 107/20, Sched. 2, s. 1.

⁹⁶⁷ *Business Corporations Act*, s. 154(1).

⁹⁶⁸ O.Reg 107/20, Sched. 2, s. 5.

laws.⁹⁶⁹ Normally the rule permitting electronic meetings is subject to contrary rules in the corporation's articles or by-laws;⁹⁷⁰

- If a shareholders meeting of a corporation governed by the *Business Corporations Act* is to be held electronically, and the time, date or place of the meeting is changed in order to hold it electronically after notice of the meeting has already been sent, a new formal notice of meeting is not required. Instead, persons entitled to notice must be informed of the change in a manner that is reasonable in the circumstances;⁹⁷¹
- Votes during shareholder meetings of corporations governed by the *Business Corporations Act* are normally conducted by a show of hands or – where demanded – ballot.⁹⁷² Under the order, if a corporation is holding an electronic meeting the chair may direct that the votes be done by some other means if a show of hands or a ballot is not feasible;⁹⁷³
- All meetings of Boards of Directors of corporations to which the *Business Corporations Act* applies may be held by electronic means, regardless of the terms of their letters patent, by-laws or a unanimous shareholders agreement.⁹⁷⁴ Normally electronic meetings may only occur with the consent of all participating directors and is subject to contrary rules in the corporation's articles or by-laws;⁹⁷⁵

Co-Operative Corporations

- Any co-operative that is governed by the *Co-Operative Corporations Act* may hold a member's meeting by electronic means, regardless of the terms of their articles or by-laws.⁹⁷⁶ Normally the rule permitting electronic meetings is subject to contrary rules in the corporation's articles or by-laws;⁹⁷⁷
- If a members' meeting of a co-operative is to be held electronically, and the time, date or place of the meeting is changed in order to hold it electronically after notice of the meeting has already been sent, a new formal notice of meeting is not required. Instead, persons entitled to notice must be informed of the change in a manner that is reasonable in the circumstances;⁹⁷⁸
- The *Co-Operative Corporations Act* normally requires that members must vote in person, unless the by-laws of the co-operative permit voting by mail, telephone or electronic

⁹⁶⁹ O.Reg 107/20, Sched. 2, s. 1.

⁹⁷⁰ *Business Corporations Act*, s. 94(2).

⁹⁷¹ O.Reg 107/20, Sched. 2, s. 2.

⁹⁷² *Business Corporation Act*, ss. 103(1)-(2).

⁹⁷³ O.Reg 107/20, Sched. 2, s. 3.

⁹⁷⁴ O.Reg 107/20, Sched. 2, s. 4.

⁹⁷⁵ *Business Corporations Act*, s. 126(13).

⁹⁷⁶ O.Reg 107/20, Sched. 3, s. 1.

⁹⁷⁷ *Co-Operative Corporations Act*, s. 74(3).

⁹⁷⁸ O.Reg 107/20, Sched. 3, s. 2.

means.⁹⁷⁹ The order suspends these rules, and permits all votes to be conducted by mail, phone or electronic means.⁹⁸⁰

- Co-operatives are normally required to hold an annual meeting within 18 months of its initial incorporation, and thereafter within 15 months of their last annual meeting.⁹⁸¹ Where these timelines would require an annual meeting during the COVID-19 emergency, the meeting may now be held within 90 days of the termination of the emergency; where the normal timelines would require an annual meeting within 30 days of the termination of the COVID-19 emergency, the meeting may now be held within 120 days of the end of the emergency.⁹⁸²
- During annual meetings of members of co-operatives, directors are required to lay before the meeting certain financial documents. Normally, these documents must relate to financial periods that have ended not more than six months before the date of the meeting.⁹⁸³ For meetings that take place during the emergency period, or within 120 days after the emergency ends, the six-month rule is suspended.⁹⁸⁴
- The election of directors to co-operative corporations is normally required to be done by ballot.⁹⁸⁵ Under the order, if a corporation is holding an electronic meeting the chair may direct that the election of directors be done by some other means;⁹⁸⁶
- All meetings of Boards of Directors or the Executive Committee of a co-operative may be held by electronic means.⁹⁸⁷ Normally electronic meetings may only occur with the consent of all participating directors and is subject to contrary rules in the co-operative's by-laws;⁹⁸⁸

Condominium Corporations

- Any condominium corporation may hold an owners' meeting by telephonic or electronic means, notwithstanding any provision of the corporation's by-laws;⁹⁸⁹

⁹⁷⁹ *Co-Operative Corporations Act*, ss. 76(4)-(5).

⁹⁸⁰ O.Reg 107/20, Sched. 3, ss. 3-4.

⁹⁸¹ *Co-Operative Corporations Act*, s. 77.

⁹⁸² O.Reg 107/20, Sched. 4, s. 7.

⁹⁸³ *Co-Operative Corporations Act*, s. 128(1).

⁹⁸⁴ O.Reg 107/20, Sched. 3, s. 8.

⁹⁸⁵ *Co-Operative Corporations Act*, ss. 90-91.

⁹⁸⁶ O.Reg 107/20, Sched. 3, s. 6.

⁹⁸⁷ O.Reg 107/20, Sched. 3, s. 7.

⁹⁸⁸ *Co-Operative Corporations Act*, s. 94(3).

⁹⁸⁹ O.Reg 107/20, Sched. 4, s. 5.

- Normally, for an owner to count towards quorum of an owner's meeting, they must be present at the meeting or represented by a proxy.⁹⁹⁰ Under the order, if a meeting is held electronically, owners or proxies who are present electronically count against quorum.⁹⁹¹
- If an owners' meeting of a condominium is to be held electronically, and the time, date or place of the meeting is changed in order to hold it electronically after notice of the meeting has already been sent, a new formal notice of meeting is not required. Instead, persons entitled to notice must be informed of the change in a manner that is reasonable in the circumstances;⁹⁹²
- Voting at owners' meetings may be done by electronic means.⁹⁹³ Normally this is only allowed if the by-laws of a condominium corporations authorize it.⁹⁹⁴
- Condominium Corporations are normally required to hold an annual meeting within 3 months of registering as a condominium, and thereafter within 6 months of the end of their fiscal year.⁹⁹⁵ Where these timelines would require an annual meeting during the COVID-19 emergency, the meeting may now be held within 90 days of the termination of the emergency; where the normal timelines would require an annual meeting within 30 days of the termination of the COVID-19 emergency, the meeting may now be held within 120 days of the end of the emergency.⁹⁹⁶
- Any notice that the *Condominium Act* requires to be given to owners or mortgagees in respect of meetings, and any materials that may be placed before a meeting of owners may be given by electronic means, notwithstanding any other provision of the *Act*, or a condominium corporation's by-laws;⁹⁹⁷
- Notice of a Board of Directors meeting may be provided electronically to Directors.⁹⁹⁸ Normally electronic notice is only allowed if a condominium corporation's by-laws authorize it.⁹⁹⁹
- All meetings of Boards of Directors or the Executive Committee of a co-operative may be held by teleconference.¹⁰⁰⁰ Normally teleconference meetings may only occur with the consent of all directors;¹⁰⁰¹

⁹⁹⁰ *Condominium Act*, s. 50(2).

⁹⁹¹ O.Reg 107/20, Sched. 4, s. 5.

⁹⁹² O.Reg 107/20, Sched. 4, s. 4.

⁹⁹³ O.Reg 107/20, Sched. 4, s. 6.

⁹⁹⁴ *Condominium Act*, s. 52(1).

⁹⁹⁵ *Condominium Act*, s. 45(2).

⁹⁹⁶ O.Reg 107/20, Sched. 4, s. 3.

⁹⁹⁷ O. Reg 107

⁹⁹⁸ O.Reg 107/20, Sched. 4, s. 1.

⁹⁹⁹ *Condominium Act*, s. 35(2).

¹⁰⁰⁰ O.Reg 107/20, Sched. 4, s. 2.

¹⁰⁰¹ *Condominium Act*, s. 35(5)

Restriction on Increase to Electricity Global Adjustment

On May 1, 2020, a further order was issued targeting small industrial and commercial electricity consumers.¹⁰⁰² Electricity pricing in Ontario includes an element known as “global adjustment”, which varies month by month based in part on changes to wholesale market electricity prices. Generally speaking, when wholesale prices drop, the global adjustment increases.¹⁰⁰³ Due to decreased demand for electricity during the COVID pandemic, the global adjustment was set to increase by approximately 15%. Under the emergency order, the amount of the global adjustment was capped at a set amount.¹⁰⁰⁴ An amendment to this order issued on May 29¹⁰⁰⁵ resulted in the expiry of the order on May 31, 2020.¹⁰⁰⁶

Recreational Camping

On April 9, 2020, the government issued an order prohibiting recreational camping on public lands.¹⁰⁰⁷ The orders exempted camping done as an exercise of an Aboriginal or treaty right, or where it was incidental to the operation of an essential business.¹⁰⁰⁸ On May 29, 2020, an order was issued¹⁰⁰⁹ that had the effect of making the camping prohibition expire on June 1, 2020.¹⁰¹⁰

Child Care Fees

In early April, reports emerged that some child care providers continued to require parents to pay child care fees even though the providers had been shut down by emergency order and were not providing services. In response, an order was issued on April 9, 2020, prohibiting child care providers from charging fees unless (1) they were lawfully able to operate under the essential business order; and (2) were in fact operating.¹⁰¹¹ The order also banned providers from penalizing any person who did not pay fees when the provider re-opens.¹⁰¹² On May 8, 2020, the prohibition was expanded to also include bar penalties from being applied to parents who pull their children out of child care providers who are permitted to continue to operate.¹⁰¹³ This order

¹⁰⁰² *Order Under Subsection 7.0.2(4) of the Act – Global Adjustment for Market Participants and Consumers*, O.Reg. 191/20.

¹⁰⁰³ For more information on the global adjustment in Ontario’s regulated electricity sector, see <http://www.ieso.ca/learn/electricity-pricing/what-is-global-adjustment>

¹⁰⁰⁴ O.Reg 191/20, Sched. 1, s. 1.

¹⁰⁰⁵ *Order Under Subsection 7.0.2(4) of the Act – Global Adjustment for Market Participants and Consumers*, O.Reg. 245/20.

¹⁰⁰⁶ O.Reg 191/20, Sched. 1, s. 2.

¹⁰⁰⁷ *Order Under Subsection 7.0.2 of the Act – Closure of Public Lands for Recreational Camping*, O.Reg. 142/20.

¹⁰⁰⁸ O.Reg 142/20, Sched. 1, ss. 3(a), (b).

¹⁰⁰⁹ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 247/20.

¹⁰¹⁰ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 106/20, Sched. 1, s. 2.

¹⁰¹¹ *Order Under Subsection 7.0.2 of the Act – Child Care Fees*, O.Reg. 139/20, Sched. 1, s. 1.

¹⁰¹² O.Reg 139/20, Sched. 1, s. 2.

¹⁰¹³ *Order under Subsection 7.0.2(4) of the Act – Child Care Fees*, O.Reg. 206/20.

expired on June 12, 2020, which coincided with the expiry of the *Closure of Establishments* order that originally shut down child care facilities.¹⁰¹⁴

Access to Medical Information by First Responders

On April 3, 2020, an order was issued that requires licensed laboratories and medical officers of health to disclose “COVID-19 status information” on request to several kinds of first responders, as well as potentially to the Ministry of Health.¹⁰¹⁵ Police, firefighters, paramedics and 911 operators may require labs and medical officers of health to provide them with the name, address, date of birth of an individual, along with whether that person has tested positive for COVID-19.¹⁰¹⁶ The order also authorizes the Ministry of Health to establish a system of collection and disclosure of information for use by first responders.¹⁰¹⁷ But-for this order, this type of information would be subject to the collection and disclosure rules in statutes such as the *Municipal Freedom of Information and Protection of Privacy Act* and the *Personal Health Information Protection Act*. Under Bill 195, this order could not have been amended substantively.¹⁰¹⁸ However, it ultimately expired on July 22, 2020, before Bill 195 came into force.

Traffic Management

On March 27, 2020, an order was made to expand the powers of the government to keep roadways clear.¹⁰¹⁹ Ordinarily, only a police officer is permitted to control traffic or close a roadway,¹⁰²⁰ and must comply with a specific set of rules set out in regulations to the *Highway Traffic Act*.¹⁰²¹ The emergency order extended this authority to Ministry of Transportation Officers,¹⁰²² and relieved against these regulatory requirements when it would not be feasible to comply with them. Under the order, a road could be closed using any reasonable means that is likely to make it obvious to the travelling public that the road is closed.¹⁰²³

The order also granted police and MTO officers broad powers to ensure that vehicles do not remain on a closed road, or when emergency-related reasons requires a road to be cleared of vehicles.¹⁰²⁴ These powers included the ability to designate a place as an emergency parking location, including a business location that is not a dwelling place. Officers could require the operator or owner of any vehicle that is stopped (or likely to become stopped) on a roadway to

¹⁰¹⁴ O.Reg 106/20, Sched. 1, s. 2(2) (as inserted by O.Reg 264/20, s. 2).

¹⁰¹⁵ *Order under Subsection 7.0.2(4) of the Act – Access to COVID-19 Status Information by Specified Persons*, O.Reg. 120/20.

¹⁰¹⁶ O.Reg 120/20, Sched. 1, ss. 1-3.

¹⁰¹⁷ O.Reg. 120/20, Sched. 1, ss. 3(2), 4.

¹⁰¹⁸ *RO(FRC)A*, s. 4(5)(5).

¹⁰¹⁹ *Order under Subsection 7.0.2(4) of the Act – Traffic Management*, O.Reg. 89/20.

¹⁰²⁰ *Highway Traffic Act*, RSO 1990, c H.8, s. 134.

¹⁰²¹ *Highway Closings*, RRO 1990, Reg. 599.

¹⁰²² O.Reg 89/20, Sched. 1, ss. 1-2.

¹⁰²³ O.Reg 89/20, Sched. 1, s. 3.

¹⁰²⁴ O.Reg 89/20, Sched. 1, s. 4.

move to an emergency parking location to keep a roadway clear. Owners or occupiers of places designated as emergency parking locations had to permit the parking of any vehicle directed there by an officer and must provide reasonable access to those vehicles by their owners.

The Ministry of Transportation was authorized to assign MTO officers to perform duties related to any provision of the order notwithstanding the provisions of a collective agreement.¹⁰²⁵

This order expired on July 23, 2020.

Cannabis Retailers

Cannabis retailers have, for much of the pandemic, been regulated by their own order, separate from the orders that regulated places of business more generally. Initially listed as an essential business, they were removed as part of the April 4th narrowing of the list. After push back, a separate order was issued on April 7, 2020. This order permitted licensed cannabis retailers to provide delivery and curbside (but not in-store) pick up services, subject to a number of specific operational rules.¹⁰²⁶ This order expired on July 23, 2020. As of that date, these businesses were regulated by the three regional stage orders.

Labour Transfer between Hospitals and Retirement Homes

On April 9, 2020, an order was issued that addressed agreements between hospitals and retirement for the provision of temporary accommodation and care for current or discharged patients.¹⁰²⁷ The purpose of the order was to avoid certain labour relations consequences that might otherwise flow from agreements whereby retirement homes are used as facilities to care for patients in order to alleviate hospital overcrowding. Under the order, such an agreement would not:

- Impact whether the hospital or the retirement home constituted a “hospital” for the purposes of the *Hospital Labour Disputes Arbitration Act*;¹⁰²⁸
- Impact whether the hospital and the retirement home constituted a single employer for the purposes of s. 1(4) of the *Labour Relation Act, 1995*;¹⁰²⁹ or
- Impact whether the hospital or the retirement home has sold part of their business for the purposes of s. 69 of the *Labour Relations Act, 1995*.¹⁰³⁰

¹⁰²⁵ O.Reg. 89/20, Sched. 1, s. 5.

¹⁰²⁶ *Order Under Subsection 7.0.2(4) of the Act – Pick Up and Delivery of Cannabis*, O.Reg. 128/20.

¹⁰²⁷ *Order Under Subsection 7.0.2(4) of the Act – Agreements Between Health Service Providers and Retirement Homes*, O.Reg. 140/20.

¹⁰²⁸ O.Reg. 140/20, Sched. 1, s. 3(1)1.

¹⁰²⁹ O.Reg. 140/20, Sched. 1, s. 3(1)2.

¹⁰³⁰ O.Reg. 140/20, Sched. 1, s. 3(1)3.

The order made it clear that it is only the entering into such an arrangement that does not cause these labour relations consequences. For example, a retirement home that was already a “hospital” for the purposes of *HLDA* remains a hospital and could become a hospital for reasons unrelated to entering into the kind of arrangement described in the order.¹⁰³¹ This order expired on July 23, 2020.

Education Sector

On May 8, 2020, a significant order was issued authorizing the deployment of education sector workers to assist in non-clinical activities in congregate care settings such as long-term care and retirement homes, supportive housing, shelters for victims of domestic violence, hospitals and homeless shelters.¹⁰³² The order reflects aspects of a number of earlier sectoral orders, as well as several unique features of its own, such as the requirement for unions to enter into agreements with employers before certain steps can be taken.

The order authorized school boards in Ontario to take any reasonably necessary measures related to work deployment and staffing to support the operations of congregate care settings in their non-clinical response to COVID-19.¹⁰³³ Without limiting the generality of this power, the order granted boards a list of specific powers, much like the enumerated lists applicable to other sectors:

- Implement re-deployment plans that allow for
 - Re-deployment of board staff within different locations or in between different congregate care settings;
 - Redeploying staff to provide assistance in congregate care settings;
 - Redeploying staff to work in a COVID-19 assessment centre;
 - Changing the assignment of work, including assigning non-bargaining unit employees or contractors to perform bargaining unit work.
 - Changing schedules or shift assignments;
 - Deferring or cancelling vacations, absences or other leaves;
 - Providing training or education to staff in order to achieve the purpose of a re-deployment plan;

¹⁰³¹ O.Reg 140/20, Sched. 1, s. 3(2).

¹⁰³² *Education Sector*, O.Reg. 205/20.

¹⁰³³ O.Reg 205/20, Sched. 1, s. 3.

- Conduct skills and experience inventories to identify possible roles for staff in priority areas;
- Require and collect information from staff or contractors about their availability to provide services;
- Require staff to provide information about their actual or likely exposure to COVID-19, or about any other health condition that may affect their ability to provide services; and
- Cancel or postpone services that are not related to responding to, preventing or alleviating the COVID outbreak.¹⁰³⁴

The order also contained provisions that indicate that school board staff who are redeployed to congregate care settings remained employees of the school board, and that the board and the congregate care provider do not become a related employer for the purposes of the *Labour Relations Act*.¹⁰³⁵

This order departed from several of the other sectoral orders in the role that unions play, and the more limited authority to override collective agreements. The order did contain a clause authorizing the measures discussed above to be taken notwithstanding any provision of a collective agreement.¹⁰³⁶ However, it also stated that this can only occur if the relevant union and the Board have entered into an agreement with respect to the redeployment of employees to congregate care settings.¹⁰³⁷ In other words, the order authorized collective agreements to be violated, but only in accordance with a specific agreement entered into between the Board and the relevant union(s).

However, the order provided that a Board needed only to be “substantially compliant” with such an agreement with respect to their conduct “taken as a whole”.¹⁰³⁸ This meant that minor violations of an agreement could have been allowed, even if they violated the terms of a collective agreement. Had issues arisen under these provisions, dispute resolution could have been difficult as the order permitted Boards to suspend the grievance process with respect to any matter referred to in the order.¹⁰³⁹

This order expired on August 31, 2020.¹⁰⁴⁰

¹⁰³⁴ O.Reg 205/20, Sched. 1, s. 5.

¹⁰³⁵ O.Reg 205/20, Sched. 1, s. 4.

¹⁰³⁶ O.Reg 205/20, Sched. 1, s. 7.

¹⁰³⁷ O.Reg 205/20, Sched. 1, s. 6(1).

¹⁰³⁸ O.Reg 205/20, Sched. 1, s. 6(2).

¹⁰³⁹ O.Reg 205/20, Sched. 1, s. 5(6).

¹⁰⁴⁰ *Extensions of Orders*, O.Reg. 458/20, Table, Item 1.

Limitations Periods

On March 20, 2020, Cabinet invoked its power under this provision to suspend all limitation periods retroactive to March 16, 2020.¹⁰⁴¹ This effect of this order is essentially to “freeze” all such periods as they stood as of March 15, 2020. When the order expires, all limitation periods and periods of time in which to take steps in proceedings will continue where they were as of that date. They do not ‘reset’ as a result of the order.¹⁰⁴²

The order also suspended periods of time to take steps in any proceeding, including intended proceedings, that exist under any statute, regulation, rule, by-law or order of the Government of Ontario, “subject to the discretion of the court, tribunal or other decision-maker responsible for the proceeding”. This portion of the order was also made retroactive to March 16, 2020.¹⁰⁴³ This power may be exercised by the chair of a tribunal or each of the three Chief Justices for matters related to the body they superintend, as well as by individual persons with jurisdiction over individual proceedings.¹⁰⁴⁴ A minor amendment was made to this order on May 1 to clarify that it applied to certain by-laws made by hospital boards related to staff credentialing and privileges.¹⁰⁴⁵

The limitations period order expired on September 14, 2020.¹⁰⁴⁶

Following the expiry of the limitations period order, some members of the legal community raised questions about whether the rule that time during the suspension period did not count against limitations periods continued to apply. The Attorney General applied to the Court to seek a declaration that this period of time does not apply, notwithstanding the expiry of the suspension order. However, the Court ultimately declined to issue the requested declaration due to the absence of an actual live controversy before the Court.¹⁰⁴⁷

Access to Electronic Health Records

On May 1, 2020, Cabinet issued an order granting medical officers of health and Coroners direct access to the electronic health records of individuals in certain circumstances.¹⁰⁴⁸ Under Bill 195, this order could not be amended substantively.¹⁰⁴⁹

¹⁰⁴¹ *Order Under Subsection 7.1(2) of the Act – Limitation Periods*, O.Reg. 73/20, s. 1.

¹⁰⁴² *EMCPA*, s. 7.2(6).

¹⁰⁴³ O.Reg 73/20, s. 2.

¹⁰⁴⁴ O.Reg 73/20, s. 2.0.1(1).

¹⁰⁴⁵ *Order Under Subsection 7.1(2) of the Act – Limitation Periods*, O.Reg. 194/20.

¹⁰⁴⁶ *Extensions of Orders*, O.Reg. 458/20, Table, Item 2.

¹⁰⁴⁷ *Attorney General for Ontario v. Persons Unknown*, [2020 ONSC 6261](#) (CanLII); *Attorney General for Ontario v. Persons Unknown*, [2020 ONSC 6974](#) (CanLII).

¹⁰⁴⁸ *Access to Personal Health Information by Means of the Electronic Health Record*, O.Reg. 190/20.

¹⁰⁴⁹ *RO(FRC)A*, s. 4(5)(9).

Under the order, both medical officers of health and coroners (or nurses appointed by a coroner to exercise their investigative powers and duties) could directly access health information from an electronic health record when the following conditions are met:

- The health information custodian who provide the personal health information to Ontario Health would be authorized or required to disclose that information directly to the medical officer or Coroner had those officials requested it;
- The medical officer of health or Coroner would have been entitled authorized to collect the personal health information if they requested it directly from the custodian;
- The medical officer of health or coroner requires the personal health information for any purpose related to their powers or duties under the *Health Protection and Promotion Act* or the *Coroners Act*, respectively; and
- In the case of coroners, the Chief Coroner has authorized coroner to use the electronic health record to collect personal health information.¹⁰⁵⁰

On October 1, 2020, amendments to the *Personal Health Information Protection Act* came into force, which inserted into the act Part V.1 – Electronic Health Record. One of the provisions in this new part provides a statutory authority for both coroners and medical officers of health to access the electronic health record from Ontario Health for the purpose of conducting investigations or fulfilling the duties of their offices.¹⁰⁵¹ In light of this general authority, the order was no longer necessary, and was revoked on October 22, 2020.¹⁰⁵²

Electricity Price Regulation

On March 24, 2020, an order was issued impacting consumer electricity prices.¹⁰⁵³ Under Bill 195, this order could not be amended substantively.¹⁰⁵⁴ Normally under the Ontario Energy Boards *Standard Supply Service Code*¹⁰⁵⁵ consumers pay a differential rate per kilowatt hour depending on the time of day. This is meant to encourage consumers to reduce electricity consumption during peak demand periods. Under the March 23rd order, consumers initially paid 10.1 cents/kWh – the rate normally applicable for off-peak consumption – regardless of what time of day it is consumed.¹⁰⁵⁶ On May 29, 2020, the order was amended.¹⁰⁵⁷ Starting on June 1, 2020, the applicable rate increased to 12.8 cents/kWh based on projected average supply costs under an October 2019 price report issued by the Ontario Energy Board.¹⁰⁵⁸

¹⁰⁵⁰ O.Reg 190/20, Sched. 1, ss. 2-3.

¹⁰⁵¹ *Personal Health Information Protection Act*, 2004, SO 2004, c. 3, Sched. A, s. 55.9.1.

¹⁰⁵² *Revoking Access to Personal Health Information by Means of the Electronic Health Record*, O.Reg. 590/20.

¹⁰⁵³ *Electricity Price for RPP Consumers*, O.Reg. 80/20.

¹⁰⁵⁴ *RO(FRC)A*, s. 4(5)(3).

¹⁰⁵⁵ <https://www.oeb.ca/sites/default/files/uploads/documents/regulatorycodes/2020-03/Standard-Supply-Service-Code-SSSC-20200301.pdf>

¹⁰⁵⁶ O.Reg 80/20, Sched. 1, s. 2(1).

¹⁰⁵⁷ *Order Under Subsection 7.0.4(2) of the Act – Electricity Price for RPP Consumers*, O.Reg. 243/20.

¹⁰⁵⁸ O.Reg 80/20, Sched. 1, s. 2(2).

On October 20, 2020, the government filed a regulation that revoked this order as of November 1, 2020.¹⁰⁵⁹

Water and Sewage Systems

On March 23, 2020, an order was issued targeting the Drinking Water System and Sewage/Wastewater systems. This order was similar to other sectoral orders with respect to work deployment but went further to override a variety of licensing requirements established by law.¹⁰⁶⁰ The scope of the order was subsequently limited in terms of its impact on employment rights.

Under the original terms of the order, municipal drinking water systems were authorized to take measures with respect to work deployment and staffing to respond to operational challenges posed by COVID-19 to the extent that the measures are necessary to ensure the provision of safe drinking water. Amendments made to the order on July 15th removed the power of system operators to take new measures. Instead, they are permitted to continue measures already taken as of that date, but only until July 31, 2020.¹⁰⁶¹

Similar rules applied to the operation of sewage works: the order initially granted broad powers to take work deployment and staffing measures, but subsequent amendments limited operators to the right to continue such orders as they existed on July 15, and only until July 31, 2020.¹⁰⁶²

As with hospitals and long-term care homes, water and sewage systems were authorized to take a variety of specific actions, notwithstanding the terms of a collective agreement, or a statute, regulation, policy or arrangement.¹⁰⁶³ The non-exhaustive list of things that could have been done under such plans are identical to those set out in the long-term care order (above), with the following exceptions:

- As with the hospital order, the water and sewage order refers to skills inventories to identify possible alternative rules in “priority areas”, not “any area” as is the case for long-term care homes;¹⁰⁶⁴ and
- Operators are authorized to provide supports and services to staff and contractors to enable them to continue to carry out their duties to operate drinking water systems and sewage works.¹⁰⁶⁵

¹⁰⁵⁹ *Revoking Electricity Price for RPP Consumers*, O.Reg. 591/20.

¹⁰⁶⁰ *Drinking Water Systems and Sewage Works*, O.Reg. 75/20.

¹⁰⁶¹ O.Reg 75/20, Sched. 1, s. 5.

¹⁰⁶² O.Reg 75/20, Sched. 2, s. 4.

¹⁰⁶³ O.Reg 75/20, Sched. 1, s. 6 & Sched. 2, s. 5.

¹⁰⁶⁴ O.Reg 75/20, Sched. 1, s. 6(b) & Sched. 2, s. 5(b).

¹⁰⁶⁵ O.Reg 75/20, Sched. 1, s. 6(e) & Sched. 2, s. 5(e).

With respect to drinking water systems, the order overrode a number of provisions of the *Safe Drinking Water Act, 2002*¹⁰⁶⁶ and its associated *Certification of Drinking Water System Operators and Water Quality Analysis* regulation¹⁰⁶⁷ related to training, licensing and approval of system operators, overall responsible operators, and supervisors. Under the order, a system may be operated by professional engineers, certain former certificate holders, or certain workers in job classification who have a minimum of 5 years' experience working on a particular subsystem. This rule only applied until July 31, 2020, and only if the individual in question was already employed as of July 15, 2020.¹⁰⁶⁸

The order also provided that certifications that expire between March 23 and October 31, 2020 to the later of three months following the end of the declared emergency under the *EMCPA* or the last day of the month that is 6 months after the certification would have expired.¹⁰⁶⁹

Finally, the order permitted certain required tests, which were done up to July 31, 2020, may be conducted by persons not normally authorized to conduct such testing, so long as they were authorized to conduct such a dates on or before July 15, 2020, receive training to do so, work under the supervision of a certified operator and advises them of all test results.¹⁰⁷⁰

The order contained a substantially similar set of exceptions to rules established under the *Ontario Water Resources Act*¹⁰⁷¹ and the *Licensing of Sewage Works Operators* regulation,¹⁰⁷² with respect to who may operate a wastewater treatment facility or a wastewater collection facility and the automatic extension of expiring certificates.¹⁰⁷³ The sewage system provisions also required that operators receive at least 10 hours of training.¹⁰⁷⁴ Normally an operator is required to receive 40 hours of training per year.¹⁰⁷⁵

Under Bill 195, this order could not be amended substantively.¹⁰⁷⁶ It expired on January 20, 2021 when the government did not renew it.

Residential Evictions

On January 13, 2021, the government made an order regulating residential evictions.¹⁰⁷⁷ Initially applying province-wide, on February 8, 2021 it was changed to apply only to health unit that were subject to the stay-at-home order in place at that time.¹⁰⁷⁸

¹⁰⁶⁶ SO 2002, c. 32, ss. 11(1)3, 5.

¹⁰⁶⁷ O.Reg 128/04, ss. 22, 23, 25.

¹⁰⁶⁸ O.Reg 75/20. Sched. 1, s. 1.

¹⁰⁶⁹ O.Reg 75/20. Sched. 1, s. 2.

¹⁰⁷⁰ O.Reg 75/20. Sched. 1, s. 3.

¹⁰⁷¹ RSO 1990, c. O.40.

¹⁰⁷² O.Reg. 129/04, ss. 14, 15, 17.

¹⁰⁷³ O.Reg 75/20. Sched. 2, ss. 1-2.

¹⁰⁷⁴ O.Reg 75/20, Sched. 2, s. 3.1.

¹⁰⁷⁵ O.Reg. 129/04, s. 21.

¹⁰⁷⁶ *RO(FRC)A*, s. 4(5)(1).

¹⁰⁷⁷ *Residential Evictions*, O.Reg. 13/21.

¹⁰⁷⁸ O.Reg. 13/21, Sched. 1, s. 2 as am by O.Reg. 62/21, s. 1.

Under this order, no person could attend a residence for the purpose of enforcing an order of eviction under the *Residential Tenancies Act, 2006* or a writ of possession issued by the Superior Court.¹⁰⁷⁹ However, this prohibition did not apply if either the Landlord and Tenant Board or the Superior Court, as the case may be, orders that the sheriff expedite the enforcement of the order or writ.¹⁰⁸⁰ In effect, this meant that both the LTB and the Superior Court had discretion whether or not to permit eviction to occur under the order.

This order expired on March 8, 2021, the same day that the stay-at-home order itself expired.¹⁰⁸¹

Workers in Receipt of Temporary Pandemic Pay

In late April, the government announced that it would provide for a temporary increase to hourly wages of certain workers in recognition of their front-line work and associated risk of exposure to COVID-19.¹⁰⁸² On May 29, 2020 the program's rules were formalized.¹⁰⁸³ Eligible workers working in eligible workplaces would receive a temporary increase in wages of \$4/hour on top of their regular wages. Workers who work over 100 hours per month would also be eligible for an additional monthly lump sum payment of \$250.

On the same day that the government's list of eligible workers was released, it also issued an emergency order designed to exclude the temporary pay increase from the ordinary collective bargaining process.¹⁰⁸⁴ The order provides that the provision of temporary pandemic pay does not require employers to enter into any agreements with relevant unions or bargaining agents, and prohibits any complaints under the *Labour Relations Act, 1995* or the *Crown Employees Collective Bargaining Act, 1993* from being filed in respect of the payment of temporary pandemic pay.¹⁰⁸⁵ The order also bars employers, tribunal, arbitrators, officers or courts from requiring the payment of temporary pandemic pay to employees who are not eligible under the government's guidelines.¹⁰⁸⁶

Under Bill 195, this order could not be amended substantively.¹⁰⁸⁷ On April 14, 2021, an order was passed revoking this order as of April 20, 2021.¹⁰⁸⁸

¹⁰⁷⁹ O.Reg 13/21, Sched. 1, s. 1(1).

¹⁰⁸⁰ O.Reg 13/21, Sched. 1, s. 1(2).

¹⁰⁸¹ *Amending Extentions of Orders*, O.Reg. 129/21.

¹⁰⁸² See <https://news.ontario.ca/opo/en/2020/04/ontario-supporting-frontline-heroes-of-covid-19-with-pandemic-pay.html>

¹⁰⁸³ See <https://www.ontario.ca/page/eligible-workplaces-and-workers-pandemic-pay>

¹⁰⁸⁴ *Oder Under Subsection 7.0.2(4) of the Act – Special Rules re Temporary Pandemic Pay*, O.Reg. 241/20.

¹⁰⁸⁵ O.Reg 241/20, Sched. 1, ss. 3(1), 4.

¹⁰⁸⁶ O.Reg 241/20, Sched. 1, s. 3(2).

¹⁰⁸⁷ *RO(FRC)A*, s. 4(5)(13).

¹⁰⁸⁸ *Amending Special Rules re Temporary Pandemic Pay*, O.Reg. 281/21.

Extension and Renewals of Emergency Orders

While some orders made under the *EMCPA* have been allowed to expire or have been repealed, the majority of them have been periodically renewed. On March 31, 2020 Cabinet invoked its extension power under the *EMCPA* to renew all emergency orders that were set to expire prior to April 13, 2020 to continue to that date.¹⁰⁸⁹ Further extension orders were issued on April 9,¹⁰⁹⁰ April 10,¹⁰⁹¹ April 22,¹⁰⁹² May 5,¹⁰⁹³ May 15,¹⁰⁹⁴ May 26,¹⁰⁹⁵ and May 29,¹⁰⁹⁶ and June 5.¹⁰⁹⁷ On June 8th, all existing orders (other than the limitations period order) were extended to July 22, 2020.¹⁰⁹⁸ On July 15th, a pair of orders were issued that extended most existing orders until July 29, 2020.¹⁰⁹⁹ Two orders were allowed to expire on the 17th,¹¹⁰⁰ and one retained a July 22nd expiry date.¹¹⁰¹ On July 22nd, however, an order issued moving up the expiry of three orders to July 23, 2020.¹¹⁰² The limitations period order was extended to August 13, 2020.

Given the entry into force of Bill 195 on July 24, 2020, continued orders were automatically extended for additional 30 days and only need to be given further extensions every 30 days thereafter.¹¹⁰³ On August 20, 2020 a pair of orders were issued under the Bill 195 framework. They extended most existing orders to September 22, 2020.¹¹⁰⁴ On September 17th, all existing orders were extended to October 22, 2020.¹¹⁰⁵ On October 19, 2020, all but two of the orders were extended to November 21, 2020.¹¹⁰⁶ On November 20, 2020, all existing orders were extended to December 21, 2020.¹¹⁰⁷ On December 10, 2020, all existing orders were extended to January 20, 2021.¹¹⁰⁸ On January 15, 2021 the majority of orders were extended to February 19, 2021.¹¹⁰⁹ On February 18, 2021, all existing orders were extended to March 21, 2021.¹¹¹⁰ On March 18, 2021, all existing orders were extended to April 20, 2021.¹¹¹¹ On April 14, 2021, all existing orders were extended to May 20, 2021.¹¹¹²

¹⁰⁸⁹ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 106/20.

¹⁰⁹⁰ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 138/20.

¹⁰⁹¹ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 143/20.

¹⁰⁹² *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 165/20.

¹⁰⁹³ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 199/20.

¹⁰⁹⁴ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 220/20.

¹⁰⁹⁵ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 226/20.

¹⁰⁹⁶ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 244/20.

¹⁰⁹⁷ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 257/20.

¹⁰⁹⁸ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 359/20.

¹⁰⁹⁹ *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 416/20; *Order Made Under the Act – Extensions and Renewals of Orders*, O.Reg. 417/20.

¹¹⁰⁰ These were the orders respecting organized public events and closure of outdoor recreational amenities.

¹¹⁰¹ This was the order related to access to COVID-19 status information.

¹¹⁰² *Order Made Under the Act – Extension and Renewals of Orders*, O.Reg. 423/20.

¹¹⁰³ *RO(FRC)A*, s. 3.

¹¹⁰⁴ *Extension of Orders*, O.Reg. 458/20.

¹¹⁰⁵ *Extension of Orders*, O.Reg. 499/20.

¹¹⁰⁶ *Extension of Orders*, O.Reg. 589/20.

¹¹⁰⁷ *Extensions of Orders*, O.Reg. 650/20.

¹¹⁰⁸ *Extensions of Orders*, O.Reg. 731/20.

¹¹⁰⁹ *Extensions of Orders*, O.Reg. 15/21.

¹¹¹⁰ *Extensions of Orders*, O.Reg. 123/21.

¹¹¹¹ *Extensions of Orders*, O.Reg. 198/21.

¹¹¹² *Extensions of Orders*, O.Reg. 280/21.

Orders made under the second declaration of emergency under the *EMCPA* were extended on January 25,¹¹¹³ February 8,¹¹¹⁴ and February 10, 2021.¹¹¹⁵ They are currently set to expire on February 23, 2021, with the exception of most of the regional stay-at-home orders, which are set to expire on February 16, 2021.¹¹¹⁶ On February 19, 2021, the orders that remained in force were extended to March 8, 2021.¹¹¹⁷ Most remaining orders under the second declaration of emergency were allowed to expire at that time. The two remaining *EMCPA* orders (the enforcement order, and the rules for compliance orders in retirement homes) were extended on March 5, 2021 to expire on March 22, 2021.¹¹¹⁸ On March 18, 2021, these two orders were extended to April 5, 2021.¹¹¹⁹ On April 1, these two orders were extended to April 19, 2021.¹¹²⁰ On April 14, 2021, these two orders were extended to May 3, 2021.¹¹²¹ A number of additional *EMCPA* orders were made shortly after this extension. On April 16, 2021, a new extension order was made to provide for a uniform expiry date of May 5, 2021 for all *EMCPA* orders.¹¹²²

Orders made under the third declaration of emergency have not yet been subject to a requirement for renewal.

V. Federal Emergency Powers

The federal government has had emergency powers legislation since the early days of the First World War. The *War Measures Act* was famously invoked with respect to both world wars, as well as during the October Crisis of 1970. Its successor, the *Emergencies Act*,¹¹²³ grants the Federal Cabinet sweeping powers to deal with four distinct types of emergencies. Part I of the *Act*, “Public Welfare Emergencies”, addresses emergencies arising from *inter alia* diseases.

Declaring Emergencies

The federal Cabinet may declare a public welfare emergency where it believes on reasonable grounds that there is an emergency that

- is caused by a real or imminent disease in human beings, animals or plants;

¹¹¹³ *Extensions of Orders*, O.Reg. 25/21.

¹¹¹⁴ *Amending Extensions of Orders*, O.Reg. 95/21.

¹¹¹⁵ *Amending Extensions of Orders*, O.Reg. 106/21.

¹¹¹⁶ *Amending Extensions of Orders*, O.Reg. 113/21.

¹¹¹⁷ *Amending Extensions of Orders*, O.Reg. 129/21.

¹¹¹⁸ *Amending Extensions of Orders*, O.Reg. 165/21.

¹¹¹⁹ *Amending Extensions of Orders*, O.Reg. 197/21.

¹¹²⁰ *Amending Extensions of Orders*, O.Reg. 238/21.

¹¹²¹ *Amending Extensions of Orders*, O.Reg. 279/21.

¹¹²² *Amending Extension of Orders*, O.Reg. 292/21.

¹¹²³ *Emergencies Act*, RSC 1985, c 22 (4th Supp) [EA].

- results or may result in a danger to life or property, social disruption, or a breakdown in the flow of essential goods, services or resources;
- constitutes an urgent and critical situation of a temporary nature that is of such proportions or nature as to exceed the capacity or authority of a province to deal with it, or seriously threatens the ability of the Government of Canada to preserve the sovereignty, security and territorial integrity of Canada; and
- cannot be effectively dealt with under any other law of Canada.¹¹²⁴

Before doing so, federal Cabinet must consult with the cabinets of each province where the effects of the emergency are felt with respect to the proposed declaration.¹¹²⁵ Where the effects of a public welfare emergency are confined to, or occur principally in a single province, Cabinet may not make a declaration unless the Province indicates that the emergency exceeds its capacity or authority to deal with it.¹¹²⁶

A declaration of emergency takes effect at the time it is made.¹¹²⁷ However, within 7 days of an emergency being declared, a minister of the Crown must table a motion to confirm the declaration of emergency before both houses of Parliament. The motion must be accompanied by an explanation for the reasons for the declaration, and a report on the consultations with provincial cabinets.¹¹²⁸ Each house must, on the next sitting day, consider the motion, debating it without interruption until it is voted upon.¹¹²⁹

If the motion to confirm is rejected by either the House of Commons or the Senate, the declaration of emergency is revoked as of that day.¹¹³⁰

If, after making a declaration that applies to only part of Canada, Cabinet concludes that the emergency has extended to any new part, it may amend the declaration to cover the new area. Prior to doing so, Cabinet must consult with all Provincial Cabinets, whether or not they previously fell within the scope of the declaration.¹¹³¹ An amendment to the scope of declaration is subject to the same requirement to be confirmed by both houses of Parliament as an initial declaration.¹¹³²

A federal declaration has not yet been made. However, the Prime Minister – when questioned about the possibility of invoking the *Emergencies Act* – has referenced the fact that he has been in regular communication with the provinces. This appears to be a reference to the Cabinet

¹¹²⁴ *EA*, ss. 3, 5-6.

¹¹²⁵ *EA*, s. 14(1).

¹¹²⁶ *EA*, s. 14(2).

¹¹²⁷ *EA*, s. 7(1).

¹¹²⁸ *EA*, s. 58(1).

¹¹²⁹ *EA*, ss. 58(5)-(6).

¹¹³⁰ *EA*, s. 58(7).

¹¹³¹ *EA*, s. 13(1).

¹¹³² *EA*, s. 13(2).

consultations the *Act* requires before a public welfare emergency may be declared. As such, the federal government is at least keeping open the option of declaring an emergency.

Emergency Orders & Regulations

While a declaration of a public welfare emergency remains in effect, Cabinet may make orders or regulations with respect to the following matters that it believes on reasonable grounds are necessary to deal with the emergency:

1. Regulating or prohibiting travel to, from or within any specified area when necessary for the protection of the health or safety of individuals;
2. Evacuating persons or removing property from specified areas, and making arrangements for their adequate care;
3. Requisitioning, using or disposing of property;
4. Authorizing or directing persons or classes of persons to render essential services of a type that the person(s) is/are competent to provide, and to provide for reasonable compensation in respect of such services;
5. Regulating the distribution and availability of essential goods, services and resources;
6. Authorizing the making of emergency payments;
7. Establishing emergency shelters and hospitals;
8. Providing for the assessment of damage to any work or undertaking, and the repair, replacement or restoration thereof;
9. Providing for the assessment of damage to the environment and eliminating or alleviating that damage;
10. The imposition of sentences for the contravention of other emergency orders and regulations, with maximum penalties of up to 5 years imprisonment.¹¹³³

Regulations and orders – and any power, duty or function conferred or imposed pursuant to them – must be exercised in a manner that does not unduly impair the ability of a Province to take measures to deal with the emergency. Further, the power must be used with the view of achieving, to the extent possible, concerted action with each province in which the power is exercised.¹¹³⁴

¹¹³³ *EA*, s. 8(1).

¹¹³⁴ *EA*, s. 8(3)(a).

The *Emergencies Act* imposes more specific limits on Cabinet's power to make regulations and orders.

First, no order or regulation may usurp provincial or municipal control over police forces that such governments normally have authority over.¹¹³⁵

Second, the power to make emergency orders and regulations, or any power exercised pursuant to such an order or regulation, shall not be exercised for the purpose of terminating a strike or lock-out or imposing a settlement in a labour dispute.¹¹³⁶

Parliamentary Oversight During Emergencies

When an emergency is declared, a joint committee of Parliament must be established to review the exercise of powers and the performance of duties and functions pursuant to that declaration.¹¹³⁷ This Parliamentary Review Committee is required to sit in private, and its members are subject to an oath of secrecy.¹¹³⁸

All emergency orders and regulations are subject to review by Parliament. Within two days of being made, every order and regulation must be tabled before each house of Parliament or, in certain cases, before a special Parliamentary Review Committee.¹¹³⁹ It is required to report to Parliament at least every sixty days, and also following the taking of certain actions related to the revocation or continuation of an emergency.¹¹⁴⁰

Duration of Declarations, Regulations and Orders

The declaration of a public welfare emergency lasts for 90 days by default,¹¹⁴¹ though it automatically terminates if the Parliamentary motion for confirmation fails.¹¹⁴² Cabinet may also revoke a declaration any time. This may be with respect to the declaration as a whole, or with respect to any specified area of Canada.¹¹⁴³

The House of Commons or the Senate also has the power to revoke a declaration of emergency, either in whole or with respect to a specified area of Canada.¹¹⁴⁴ If at least ten Senators or twenty Members of Parliament file a motion to revoke the declaration with the Speaker of their

¹¹³⁵ *EA*, s. 9.

¹¹³⁶ *EA*, s. 8(3)(b).

¹¹³⁷ *EA*, s. 62(1).

¹¹³⁸ *EA*, ss. 62(3)-(4).

¹¹³⁹ *EA*, ss. 61(1)-(2).

¹¹⁴⁰ *EA*, s. 62(6).

¹¹⁴¹ *EA*, s. 7(2).

¹¹⁴² *EA*, s. 58(7).

¹¹⁴³ *EA*, s. 11.

¹¹⁴⁴ *EA*, ss. 10, 59(1)(a).

respective house, that house must consider it within 3 days.¹¹⁴⁵ If the motion is passed, the declaration is revoked as of the date of the vote.¹¹⁴⁶

Cabinet also has the power to continue a declaration of emergency for an unlimited number of additional 90-day periods.¹¹⁴⁷ The Federal Cabinet is required to consult with provincial Cabinets prior to each extension, in the same manner as when an initial declaration is made.¹¹⁴⁸ A continuation is subject to the same requirement to have Parliamentary confirmation as the initial declaration.¹¹⁴⁹

The Federal Cabinet is also required to conduct a review of all orders and regulations made pursuant to the declared emergency prior to each continuation. If Cabinet concludes that they no longer have reasonable grounds to believe any such order or regulation is necessary to deal with the emergency, they must be revoked or amended to the extent that they are no longer necessary.¹¹⁵⁰

While the *Emergencies Act* does not expressly say so, Cabinet's power to make regulations and orders during a declared emergency extends to the power to amend or revoke such orders and regulations.

Regulations and orders are also automatically revoked when the underlying declaration of emergency is also revoked, whether due to expiry, early termination by Cabinet, a successful motion to revoke in Parliament, or the failure to pass a motion to confirm.¹¹⁵¹

Inquiry Following End of Emergency

After the end of a declaration of an emergency, Cabinet is required to cause an inquiry to be held into the circumstances that led to the declaration being issued and the measures taken for dealing with the emergency.¹¹⁵² The *Emergencies Act* does not set out the process by which such an inquiry is to be conducted, other than requiring that a report of the inquiry be made and laid before each house of Parliament within 360 days of the end of the emergency.¹¹⁵³

Liability and Compensation

The *Emergencies Act* relieves individuals – including Ministers of the Crown, Crown servants, or persons providing services pursuant to an emergency regulation or order – from liability for

¹¹⁴⁵ *EA*, s. 59(1).

¹¹⁴⁶ *EA*, s. 59(3).

¹¹⁴⁷ *EA*, s. 12(1), (3).

¹¹⁴⁸ *EA*, ss. 12(1), 14(1).

¹¹⁴⁹ *EA*, ss. 12(4), 60.

¹¹⁵⁰ *EA*, s. 12(2).

¹¹⁵¹ *EA*, s. 15.

¹¹⁵² *EA*, s. 63(1).

¹¹⁵³ *EA*, s. 63(2).

good faith acts or omissions done or purported to be done pursuant to a declaration of emergency. Crown liability, however, is preserved.¹¹⁵⁴

The *Act* establishes a specialized administrative compensation scheme. Persons who suffer loss, injury or damage as a result of anything done or purported to be done pursuant to a declaration of emergency has a right to reasonable compensation.¹¹⁵⁵ To obtain such compensation, a person is required to sign a full release.¹¹⁵⁶

Where a person applies for compensation and is not satisfied with the government's decision, they may appeal to an "Assessor" within three months.¹¹⁵⁷ Assessors are to be judges of the Federal Court.¹¹⁵⁸ Assessors may confirm the government's compensation decision, refer the matter back for further action, or may vary the government's decision itself. Notably, if the Assessor decides to set an amount of compensation herself, they may award more than the maximum that may be established under a regulation under the *Act* governing the compensation scheme.¹¹⁵⁹

VI. What Emergency Powers Mean for Trade Unions

The exercise of emergency powers in Ontario during the COVID-19 pandemic should give organized labour some cause for concern. Aside from freedom of assembly, it has been the right of workers to collectively bargain that has been the most frequent victim of emergency orders.

What started with a single emergency order permitting hospitals to override collective agreement provisions has ballooned into authorization to override collective bargaining in 16 sectors, including municipal employees, teachers, long-term care home and retirement home operators, service providers for persons with a developmental disability; waste and water systems operators, boards of health, the Ministry of Transportation, and violence against women service providers, to name only a few. Workers in these sectors not only have lost a wide range of collective bargaining rights, but in many circumstances, have also lost the ability to invoke the grievance procedure under their collective agreement to challenge unreasonable employer conduct.

Ontario has not only used its power to permit employers to override collective agreement terms. It has also directly overridden those terms itself. The order banning long-term care home and retirement home workers from working at other health service provider or retirement home locations specifically permits collective agreement provisions to be overturned. While some effort has been made to protect worker's jobs after the pandemic has ended, the order may have significant consequences for these worker's incomes. Given the already low wages paid to many

¹¹⁵⁴ *EA*, s. 47.

¹¹⁵⁵ *EA*, s. 48(1).

¹¹⁵⁶ *EA*, s. 48(2).

¹¹⁵⁷ *EA*, s. 51.

¹¹⁵⁸ *EA*, s. 50.

¹¹⁵⁹ *EA*, s. 52.

such workers (not to mention the extraordinary circumstances that they are required to work under during the pandemic) this result is cannot be ignored.

On the other hand, the government has occasionally taken a more collaborative approach. In particular, the education sector order – despite some aspects that could still interfere with rights under a collective agreement – was based on a system of consultation and collaboration with affected trade unions.

However, is the exception to the rule. Overall, the government has viewed collective bargaining and collective agreements as impediments to public health and safety and have used their emergency powers to override these rights.

Orders made by the government are, of course, subject to the limits set out in the *Charter of Rights and Freedoms*. However, even if an order were found to infringe on *Charter* rights, including freedom of association, section 1 of the *Charter* allows governments to justify a limitation on *Charter* rights. In our view, the existence of the COVID-19 pandemic would very likely be considered by the courts to be a very significant factor in support of finding any *Charter* violation to be a justified and reasonable limit under s. 1. Thus, even if it were possible to obtain a court hearing in an expedited manner to challenge an emergency order for violating the *Charter*, a court could still uphold orders as reasonable limits, thus permitting them to stand.

However, with the introduction of Bill 195 in Ontario, the constitutional calculus may have shifted. Under that law, the state of emergency is deemed to be over. In light of the government's position that the COVID-19 pandemic no longer constitutes an emergency – at least as that word is defined in the *EMCPA* – it becomes harder to justify orders that directly conflict with the constitutional right to collectively bargain (as well as freedom of assembly or, in some cases, freedom of religion).

Bill 195 has also stripped away many of the accountability mechanisms that are built into the *EMCPA*. Under Bill 195, orders can be amended even though the emergency is over; orders can be amended for 30 day periods, rather than only 14; the report that the Premier has to table under Bill 195 does not have to be debated by the Legislature, as is the case under the *EMCPA*; and the Legislature is no longer required to renew the government's ability to amend orders every 28 days by continuing the emergency, as Bill 195 grants this power for a full year.

The loss of all of these accountability mechanisms should be troubling, but it is also a reason to question the constitutionality of Bill 195. At a time when the asserted need for emergency powers is waning, it seems far less rights-respecting to not only permit a continued violation of constitutional rights, but also to remove constraints designed to keep government accountable when doing so.

For businesses that are required to close down due to emergency orders, unions should be mindful of any rights or entitlements members have in the event of lay-off or termination. Unlike the orders targeting the health, care home and water sectors, the shutdown orders do not purport to override any collective agreement terms.

Finally, unions that employ corporations to hold property or for other purposes should be aware of the additional flexibility that they now have for holding annual and director's meetings.

APPENDIX – PROVINCIAL EMERGENCY ORDERS

Note: orders under the EMCPA are designated with the notion [E]. All other orders are governed by Bill 195

Orders Currently in Force

[Declaration of Emergency, O.Reg. 264/21](#) [E]

[Extension of Emergency, O.Reg. 291/21](#) [E]

[Stay-at-Home Order, O.Reg. 265/21](#) [E]

[Closure of Public Lands for Recreational Camping, O.Reg. 288/21](#) [E]

[Persons Entering Ontario from Manitoba or Quebec, O.Reg. 283/21](#) [E]

[Stages of Reopening, O.Reg. 363/20](#)

[Rules for Areas in Stage 1, O.Reg. 82/20](#) (formerly *Closure of Places of Non-Essential Business and Stage 1 Closures*)

[Rules for Areas in Stage 2, O.Reg. 263/20](#) (formerly *Stage 2 Closures*)

[Rules for Areas in Stage 3, O.Reg. 364/20](#)

[Patios, O.Reg. 345/20](#)

[Work Redeployment for Certain Health Service Providers, O.Reg. 74/20](#)

[Hospital Credentialing Processes, O.Reg. 193/20](#)

[Regulated Health Professionals, O.Reg. 305/21](#) [E]

[Work Deployment Measures in Long-Term Care Homes, O.Reg. 77/20](#)

[Streamlining Requirements for Long-Term Care Homes, O.Reg. 95/20](#)

[Limiting Work to a Single Long-Term Care Home, O.Reg. 146/20](#)

[Management of Long-Term Care Homes in Outbreak, O.Reg. 210/20](#)

[Work Deployment Measures in Retirement Homes, O.Reg. 118/20](#)

[Limiting Work to a Single Retirement Home, O.Reg. 158/20](#)

[Management of Retirement Homes in Outbreak, O.Reg. 240/20](#)

[Compliance Orders for Retirement Homes, O.Reg. 55/21 \[E\]](#)

[Work Deployment Measures for Boards of Health, O.Reg. 116/20](#)

[Service Agencies Providing Services and Supports to Adults with Developmental Disabilities and Services Providers Providing Intervenor Services, O.Reg. 121/20](#)

[Use of Force and Firearms in Policing Services, O.Reg. 132/20](#)

[Work Deployment Measures for Service Agencies Providing Violence Against Women Residential Services and Crisis Line Services, O.Reg. 145/20](#)

[Work Deployment Measures for District Social Services Administration Boards, O.Reg. 154/20](#)

[Deployment of Employees of Service Provider Organizations, O.Reg. 156/20](#)

[Work Deployment Measures for Municipalities, O.Reg. 157/20](#)

[Work Deployment Measures for Mental Health and Addictions Agencies, O.Reg. 163/20](#)

[Work Deployment for Local Health Integration Networks and Ontario Health, O.Reg. 271/21 \[E\]](#)

[Work Redeployment Measures for Independent Health Facilities, O.Reg. 304/21 \[E\]](#)

[Congregate Care Settings, O.Reg. 177/20](#)

[Signatures in Wills and Powers of Attorney, O.Reg. 129/20](#)

[Prohibition on Certain Persons Charging Unconscionable Prices for Sales of Necessary Goods, O.Reg. 98/20](#)

[Electronic Service, O.Reg. 76/20](#)

[Temporary Health or Residential Facilities, O.Reg. 141/20](#)

[Certain Persons Enabled to Issue Medical Certificates of Death, O.Reg. 192/20](#)

[Treatment of Temporary COVID-19 Related Payments to Employees, O.Reg. 195/20](#)

[Residential Evictions, O.Reg. 266/21 \[E\]](#)

[Transfer of Hospital Patients, O.Reg. 272/21 \[E\]](#)

[Extension of Orders, O.Reg. 458/20](#)

[Extension of Orders, O.Reg. 25/21 \[E\]](#)

[Enforcement of Orders, O.Reg. 114/20](#)

[Enforcement of COVID-19 Measures, O.Reg. 8/21 \[E\]](#)

Expired, Spent and Revoked Orders

[Declaration of Emergency, O.Reg. 50/20](#) [Spent as of July 24, 2020]

[Extension of Emergency, O.Reg. 105/20](#) [Revoked on September 17 2020, spent as of April 14, 2020]

[Extensions and Renewals of Orders, O.Reg. 106/20](#) [Revoked on September 17, 2020, spent as of July 24, 2020]

[Corporations, Co-Operative Corporations and Condominium Corporations, O.Reg. 107/20](#) [Revoked as of May 12, 2020, retroactive to March 17, 2020].

[Global Adjustments for Market Participants and Consumers, O.Reg. 191/20](#) [Expired as of May 31, 2020]

[Closure of Public Lands for Recreational Camping, O.Reg. 142/20](#) [Expired as of June 1, 2020]

[Closure of Establishments, O.Reg. 51/20](#) [Expired as of June 12, 2020]

[Child Care Fees, O.Reg. 139/20](#) [Expired as of June 12, 2020]

[Organized Public Events, Certain Gatherings, O.Reg. 52/20](#) [Expired as of July 17, 2020]

[Closure of Outdoor Recreational Amenities, O.Reg. 104/20](#) [Expired as of July 17, 2020]

[Access to COVID-19 Status Information by Specified Persons, O.Reg. 120/20](#) [Expired as of July 22, 2020]

[Agreements Between Health Service Providers and Retirement Homes, O.Reg. 140/20](#) [Expired as of July 24, 2020]

[Traffic Management, O.Reg. 89/20](#) [Expired as of July 24, 2020]

[Pick Up and Delivery of Cannabis, O.Reg. 128/20](#) [Expired as of July 24, 2020]

[Education Sector, O.Reg. 205/20](#) [Expired as of August 31, 2020]

[Limitation Periods, O.Reg. 73/20](#) [Revoked September 14, 2020]

[Access to Personal Health Information by Means of the Electronic Health Record, O.Reg. 190/20](#) [Revoked as of October 22, 2020]

[Electricity Price for RPP Consumers, O.Reg. 80/20](#) [Revoked as of November 1, 2020]

[Drinking Water Systems and Sewage Works, O.Reg. 75/20](#) [Expired as of January 20, 2021]

[Stay-at-Home Order \(Windsor-Essex County Health Unit\), O.Reg. 64/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Wellington-Dufferin-Guelph Health Unit\), O.Reg. 65/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Waterloo Health Unit\), O.Reg. 66/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Timiskaming Health Unit\), O.Reg. 67/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Thunder Bay District Health Unit\), O.Reg. 68/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Sudbury and District Health Unit\), O.Reg. 69/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Simcoe Muskoka District Health Unit\), O.Reg. 70/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Porcupine Health Unit\), O.Reg. 71/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Peterborough County – City Health Unit\), O.Reg. 72/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Oxford St. Elgin St. Thomas Health Unit\), O.Reg. 74/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Northwestern Health Unit\), O.Reg. 75/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(North Bay Parry Sound District Health Unit\), O.Reg. 76/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Middlesex-London Health Unit\), O.Reg. 78/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Leeds, Grenville and Lanark District Health Unit\), O.Reg. 79/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Lambton Health Unit\), O.Reg. 80/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Huron Perth Health Unit\), O.Reg. 81/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Halton Regional Health Unit\), O.Reg. 82/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Haliburton, Kawartha, Pine Ridge District Health Unit\), O.Reg. 83/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Haldimand-Norfolk Health Unit\), O.Reg. 84/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Grey Bruce Health Unit\), O.Reg. 85/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Eastern Ontario Health Unit\), O.Reg. 86/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Durham Regional Health Unit\), O.Reg. 87/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(District of Algoma Health Unit\), O.Reg. 88/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(City of Ottawa Health Unit\), O.Reg. 90/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(City of Hamilton Health Unit\), O.Reg. 91/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Chatham-Kent Health Unit\), O.Reg. 92/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order \(Brant County Health Unit\), O.Reg. 93/21](#) [E] [Expired as of February 16, 2021]

[Stay-at-Home Order, O.Reg. 11/21](#) [E] [Expired as of March 8, 2021]

[Stay-at-Home Order \(York Regional Health Unit\), O.Reg. 63/21](#) [E] [Expired as of March 8, 2021]

[Stay-at-Home Order \(Peel Regional Health Unit\), O.Reg. 73/21](#) [E] [Expired as of March 8, 2021]

[Stay-at-Home Order \(Niagara Regional Area Health Unit\), O.Reg. 77/21](#) [E] [Expired as of March 8, 2021]

[Stay-at-Home Order \(City of Toronto Health Unit\), O.Reg. 89/21](#) [E] [Expired as of March 8, 2021]

[Declaration of Emergency, O.Reg. 7/21](#) [E] [Revoked on February 26, 2021]

[Extension of Emergency, O.Reg. 24/21](#) [E] [Revoked on February 26, 2021]

[Residential Evictions, O.Reg. 13/21](#) [E] [Expired March 8, 2021]

[Special Rules re Temporary Pandemic Pay, O.Reg. 241/20](#) [Revoked as of April 20, 2021]