

THE CITY OF TORONTO

**EMERGENCY
PLAN**


 TORONTO		City of Toronto Emergency Plan	
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Table of Contents

Basic Plan

- 1.0 Introduction
- 2.0 Purpose
- 3.0 Scope
- 4.0 Legal Authorities
 - 4.1 Toronto Municipal Code Chapter 59
 - 4.2 Emergency Management and Civil Protection Act
- 5.0 Planning Assumptions
- 6.0 Emergency Management Governance Structure
 - 6.1 Toronto Emergency Management Program Committee
 - 6.1.1 Composition
 - 6.1.2 Objective of Emergency Management Program Committee
 - 6.2 Emergency Management Working Group
 - 6.2.1 Composition
 - 6.3 Advisory Group – External Organizations
 - 6.4 Divisional Emergency Management
 - 6.5 Roles and Responsibilities
- 7.0 Hazard Identification and Risk Assessment
- 8.0 Preparedness Cycle
- 9.0 Concept of Operations
 - 9.1 General
 - 9.2 Emergency Levels
 - 9.3 Operational Levels for the Emergency Operations Centre
 - 9.4 Operational Support Functions
- 10.0 Recovery Operations

Basic Plan

1.0 Introduction

The City of Toronto is vulnerable to numerous hazards. These can be human caused such as aircraft crashes, technological such as those involving hazardous materials, infrastructure disruptions that could involve utility and power failures, and natural hazards such as severe weather.

The City of Toronto Emergency Plan establishes the framework that ensures the City is prepared to deal with any of these hazards. It is the methodology through which the City will mobilize its resources in the event of an emergency, thereby restoring the municipality to a state of normalcy. It is designed to ensure that all agencies which may become involved in an emergency, are aware of their respective roles and responsibilities during that emergency and participate in the emergency management program.

Additionally, the Emergency Plan makes provisions for the earliest possible coordinated response to an emergency, an understanding of the personnel and resources available to the City, and recognition that additional expertise and resources can be called upon if required.

The Emergency Plan in itself cannot guarantee an efficient, effective response to an emergency. It must be utilized as a tool to assist emergency and municipal services and officials in their emergency response activities. The Plan must be flexible enough to adapt to a broad spectrum of disasters and *must* be supported with:

- **Adequate personnel, equipment and expertise from the response agencies.**
- **Familiarity with contents of the Plan by participating agencies.**
- **Training and exercises.**
- **Awareness of resources available from neighbouring municipalities and the private sector, supplemented by prearranged agreements.**
- **Testing of the Plan on a regular basis.**
- **Review of the Plan following any incidents or exercises where it is implemented.**

The **Basic Plan** outlines how City agencies will respond to, recover from, and mitigate the impact of a disaster. The Basic Plan contains sections that describe legal authorities, planning assumptions, concept of operations, operational life cycle, agency responsibilities, and the preparedness cycle.

Operational Support Functions are supporting documents to the Emergency Plan. While these are stand-alone documents and not contained in this plan, they contain the structure and framework for integrated support by lead and supporting division, agency, board, and commissions in the most frequently grouped operational functions responding to emergencies, and are updated on a regular basis.

Emergency Operating Procedures are also supporting documents to the Emergency Plan. They contain specific response plans for hazards that may pose a threat to the City of Toronto.

Annexes contain additional pertinent information such as the by-law, mutual assistance agreements, definitions and acronyms.

2.0 Purpose

The aim of the City of Toronto Emergency Plan is to provide the framework within which extraordinary arrangements and measures can be taken to protect the health, safety, and welfare of the inhabitants of the City of Toronto when faced with an emergency.

The plan unifies the efforts of City organizations for a comprehensive and effective approach for responding to and reducing the impacts of a public emergency. It is intended to increase the emergency response capability of the City of Toronto by establishing a plan of action to efficiently and effectively deploy emergency services.

3.0 Scope

An emergency may result from an existing danger or it may be a threat of an impending situation abnormally affecting property or the health, safety and welfare of the community. Its nature and magnitude requires a controlled and coordinated response by a number of agencies, both governmental and private, under the direction of the Control Group, as distinct from routine operations carried out by an agency or agencies, e.g., fire-fighting, police activities, normal hospital routines.

There are three major categories of hazards that may pose a threat to the City of Toronto:

- **Natural Events** – severe weather, floods, blizzards, tornadoes, food or human health emergencies;
- **Human-caused Events and Accidental Hazards** – incidents intended to do harm to public safety and security, civil disorder, war, bomb threats, improvised explosive devices and improvised dispersal devices. Chemical, biological, radiological and/or nuclear agents may be used on their own, or in combination with these devices.

- **Technological & Infrastructure Disruptions** – incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failures, building or structural collapse, critical resource shortages, or computer-related incidents.

4.0 Legal Authorities

The legislation under which the municipality, its' employees and agents are authorized to respond to an emergency is as follows:

- i) City of Toronto Municipal Code Chapter 59
- ii) The Emergency Management and Civil Protection Act

4.1 Toronto Municipal Code Chapter 59

The provisions of Municipal Code Chapter 59 provide the governance structure, including delegated authorities, membership of the Toronto Emergency Management Program Committee, Control Group, Emergency Management Working Group, reporting relationships to Council.

Delegation of Authority to Mayor

§ 59-14. Mayor's Powers in Emergencies

- A. Subject to the provisions of subsection B, any restrictions on such delegation identified in the *City of Toronto Act, 2006*, other legislation or at common law, City Council hereby delegates its statutory authority under the *City of Toronto Act, 2006* and under any other legislation, to the Mayor, exclusively for use in emergencies.
- B. The authority delegated to the Mayor in subsection A may only be exercised in accordance with the following criteria:
 - (1) It is necessary to utilize the authority to address the situation in a timely manner.
 - (2) In the opinion of the Mayor, it is reasonable to believe that the harm or damage will be alleviated by the exercise of the delegated authority and exercising the delegated authority is a reasonable alternative to other measures that might be taken to address the situation.
 - (3) The actions authorized under the delegated authority are exercised in a manner which, consistent with the objectives of the exercise of the delegated authority, reasonably limits their intrusiveness.

- (4) The exercise of the delegated authority only applies to the areas of the City of Toronto where it is necessary.
 - (5) The exercise of the delegated authority is effective only for as long as is reasonably necessary.
- C. The Mayor shall advise the members of City Council of any exercise of authority delegated under this Article within 30 days of the date of exercise of the authority.
- D. To the extent of a conflict between this article and any chapter of the City of Toronto Municipal Code, any other City by-law or the delegation of authority by City Council to any person or body, or to the extent of a conflict between the exercise of the authority delegated under this article and the exercise of any other authority delegated by City Council, this article and the exercise of authority delegated under this article prevail, despite the fact that any other delegated authority provides that it prevails in the event of conflict.

4.2 Provincial Emergency Management and Civil Protection Act

Section 2.1 of the Act requires municipalities to develop and implement an emergency management program and adopt it by by-law. An emergency management program must consist of:

- (i) an emergency plan;
- (ii) training programs and exercises for employees of municipalities and other persons with respect to the provision of required services and procedures to be followed in emergency response and recovery activities;
- (iii) public education on risks to public safety and on public preparedness for emergencies; and
- (iv) any other element required by standards for emergency management programs that may be developed by the Minister of Community Safety and Correctional Services.

In developing the emergency management program, the municipality must identify and assess various hazards and risks to public safety that could give rise to emergencies and identify the facilities and other elements of the infrastructure that are at risk of being affected by emergencies.

Each municipality must conduct training programs and exercises to ensure the readiness of employees of the municipality and other persons to act under the emergency plan.

Each municipality shall review and, if necessary, revise its emergency plan every year.

The Minister of Community Safety and Correctional Services can establish standards for development and implementation of emergency management programs and for the formulation and implementation of emergency plans.

5.0 Planning Assumptions

- “Emergency” means a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise.
- During normal operations, routine or minor emergencies are within the response capabilities of the City and its’ divisions, agencies, boards and commissions with minimal need for provincial or federal assistance. A major public emergency is any emergency that will likely strain the City’s capabilities and require a broad range of assistance. A catastrophic disaster will likely require regional and federal assistance.
- An emergency in the City may occur with little or no warning, and may escalate more rapidly than response organizations can manage.
- An emergency may cause injury, possible fatalities, property loss, and disruption of normal support systems. A large number of casualties, heavy damage to buildings and basic infrastructure, and disruption of essential public services may stress the capabilities of the City to meet the needs of the situation.
- Achieving and maintaining effective citizen and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure citizens will take appropriate advance actions to reduce their vulnerability especially during the first 72-hours after a public emergency.
- When the City’s resources are strained, additional resources may be requested through mutual assistance agreements with neighbouring municipalities and through requests to the provincial / federal government.
- The Emergency Operations Centre will be activated and staffed by the Toronto Control Group, to manage the strategic response to the emergency and to support emergency operations at the site.
- Members of the Toronto Emergency Management Program Committee will be required to respond on short notice to provide timely and effective assistance.

- Each Division, Agency, Board, Commission will track, document and seek reimbursement, as appropriate, for costs incurred during emergency response and recovery operations.

6.0 Emergency Management Governance Structure

6.1 Toronto Emergency Management Program Committee

The City of Toronto Municipal Code Chapter 59 defines the composition of the Toronto Emergency Management Program Committee.

6.1.1 Composition

The Toronto Emergency Management Program Committee shall consist of representatives holding positions in the City, its local boards, agencies, commissions and organizations as the case may be, or those designated to act on their behalf from time to time.

The following list of recommended Toronto Emergency Management Program Committee members includes senior executive representatives from Divisions to manage the strategic response and support site operations by mobilizing necessary resources during an event.

Toronto Emergency Management Program Committee

1. Mayor (Chair)
2. Deputy Mayor
3. City Manager
4. The Deputy City Manager - Cluster A
5. The Deputy City Manager – Cluster B
6. The Deputy City Manager and Chief Financial Officer
7. Chief of Police
8. Fire Chief and General Manager of Fire Services
9. Chief and General Manager of Emergency Medical Services
10. Medical Officer of Health
11. Director of Strategic Communications
12. Executive Director of Human Resources
13. Chief and General Manager of Toronto Transit Commission
14. General Manager of Transportation Services
15. General Manager of Toronto Water
16. General Manager of Shelter, Support and Housing Administration
17. City Solicitor
18. City Treasurer
19. Chief Corporate Officer
20. Chief Building Official and Executive Director of Toronto Building
21. General Manager of Parks, Forestry and Recreation

22. General Manager of Solid Waste Management Services
23. Executive Director of Facilities and Real Estate
24. Chief Information Officer
25. Manger of Risk Management and Insurance
26. Director of the Office of Emergency Management
27. City Clerk

Control Group

In the event of an emergency, the Toronto Emergency Management Program Committee convenes as it becomes reactive. Of the 27 members listed, the first 16 members would form the TEMPC Control Group. The Control Group will act as the default response group convened during an emergency in Toronto. The Mayor will act as Chair of the Control Group as specified in the existing Code Chapter. The Control Group is responsible for managing the strategic response to an emergency and provided support to the site operations. Additional representation of organizations will be determined by the nature of the emergency.

6.1.2 Objective of Emergency Management Program Committee

The City of Toronto Emergency Management Program Committee provides the City with an effective vehicle for developing and maintaining a comprehensive emergency management program, as defined under the Emergency Management Act, and to manage emergency response activities, which will ensure:

- mitigation, preparedness, response & recovery
- support of emergency operations at the site(s)
- overall strategic management of the emergency
- risk identification, critical infrastructure protection
- mobilization of all municipal, voluntary, and other agencies required
- prevention of further injury, loss of life, property damage
- alternate accommodation for evacuated persons
- establishment of information centres for the public and news media
- procurement of essential resources
- restoration of utilities and other essential services
- rehabilitation

6.2 Emergency Management Working Group

6.2.1 Composition

The City of Toronto Municipal Code Chapter 59 defines the composition of the Emergency Management Working Group. The EMWG will consist of senior representatives (Director or Manager) from the following:

1. Office of Emergency Management (Chair)

2. Toronto Police Services
3. Fire Services
4. Emergency Medical Services
5. Toronto Public Health
6. Strategic Communications
7. Toronto Water
8. Transportation Services
9. Shelter, Support and Housing Administration.
10. Toronto Building
11. Toronto Transit Commission
12. Purchasing and Materials Management.
13. Facilities and Real Estate
14. Technical Services
15. Solid Waste Management Services
16. Parks, Forestry and Recreation
17. Toronto Office of Partnerships
18. Finance and Administration
19. Human Resources
20. Information and Technology

* Representatives from other Divisions will be represented on the EMWG as considered necessary from time-to-time.

A Cluster representative from each DCM office will be identified as the main contact point within the Cluster to act as a conduit of emergency management information exchange to ensure inclusion as needed of those Divisions without direct representation on the Emergency Management Working Group.

Joint Operations Team

Of the 20 members, the first 11 members listed above will form the default Joint Operations Team. During a response these select members of the Emergency Management Working Group will establish and convene at a Joint Operation Centre. A Joint Operations Centre would functionally reside between the Tactical level of site response at an emergency site command post, and the Strategic level of event management provided by the Emergency Operations Centre (EOC). The location of this Joint Operations Centre will be identified by the Joint Operations Team in response to the emergency at a location near the site where an operational response can best be coordinated from. The Joint Operations Team will provide operational guidance and support to the Incident Commanders who maintain the lead role at emergency site. While the City has already established Divisional Operations Centres (DOC) to provide operational support during an emergency response, there is a need to centralize efforts and coordinate operational response between all responding Divisions.

The Joint Operations Team will consist of senior operational decision-makers working at the Joint Operations Centre, and will be responsible for coordinating the operational

responses between the ABCDs and the tactical responders during an emergency. The Joint Operations Centre will still maintain the decentralized operational structure envisioned by the City and reflected in the DOC structure; however, it will also provide a more unified control structure at the operational level, as well as ensure that resources are provided to the tactical on-scene command posts in a coordinated manner, while maintaining an awareness and control of available resources.

6.3 Advisory Panel - External Organizations

Depending on the nature of the emergency, external organizations may be asked to send a representative to join the committee (i.e. airport, rail) to assist in coordinating the response.

6.4 Divisional Emergency Management

In order to fully implement the emergency management program horizontally and vertically throughout the City of Toronto's organizational structure, it is recommended that those Divisions with membership on Toronto Emergency Management Program Committee and/or Emergency Management Working Group have a designated staff member(s), with roles and responsibilities included in member's formal job descriptions. Currently, only a handful of Divisions have staff dedicated to the emergency management function, with work being done in addition to the formal job descriptions of most staff. In this way, the ability and capability of the City of Toronto to mitigate, prepare, respond and recover from major emergencies will be improved and will begin the process of embedding an emergency management culture to routine business processes and program considerations.

6.5 Roles and Responsibilities

Committee	Responsibilities
TEMPC	<ul style="list-style-type: none"> ▪ Ensure legislative compliance ▪ Ensure development and implementation of the Emergency Management Program (EMP) ▪ Provide direction, leadership, and support for the EMP within their organization ▪ Communicate with respective EMWG members regarding program updates and to address any issues ▪ Participate in EMP training and exercise programs ▪ Act as a project champion and/or project sponsor in support of any applicable EMP project management process ▪ Approve EMP deliverables (i.e. HIRA, OSFs) ▪ Under delegated authority, revise and update the City's overall Emergency Management Program and the Emergency Plan. ▪ Approve EMP projects and any related resource implications ▪ Review and propose the EMP budget/spending plan on an annual basis to the City Manager (including the OEM budget) ▪ Review EMP progress, and if necessary, reprioritize EMP funding allocations

	<p>according to emergency management needs and the strategic recommendations of the EMWG</p> <ul style="list-style-type: none"> ▪ Review work performed by the EMWG and provide guidance as required
Control Group (Responsive)	<ul style="list-style-type: none"> ▪ Convene (if required) and determine which other members of the TEMPC are required to assist with response efforts based on the nature of the event ▪ Confirm the priorities identified at the Joint Operations Centre (by the Joint Operations Team), and, if necessary, authorize additional resource expenditures to contain the incident (beyond the existing authorization team members would already have) ▪ Ensure the implications of the event are captured and assessed as they affect all business units of the organization ▪ Take a longer view of the implications of an event and determine more strategic priorities than the immediate and near term horizon of the Joint Operations Centre ▪ Manage the media ▪ Advising the Mayor as to whether the declaration of an emergency is recommended. ▪ Ensuring support to the emergency site(s) by offering equipment, staff and resources, as required. ▪ Arranging for services and equipment from local agencies or providers not under Toronto control, i.e., private contractors, industry, volunteers, service clubs ▪ Ensuring timely and consistent messages are provided to all staff and media ▪ Notifying, requesting assistance from and/or liaison with local municipalities and other levels of government ▪ Determining the need to establish advisory or working groups or sub-committees for any aspect of the emergency ▪ Authorizing the expenditure of money required to deal with the emergency ▪ Maintaining a log outlining decisions made and actions taken relative to their organization and operations ▪ Participating in debriefings, and reporting out after emergency events, real or simulated.
Emergency Management Working Group	<ul style="list-style-type: none"> ▪ Ensure revisions to the emergency Plan are integrated into division/agency emergency plans on a regular basis ▪ Participate in EMP training and exercise programs ▪ Develop applicable OSF plans ▪ Participate in outreach activities ▪ Act as a divisional/agency centre of expertise ▪ Participate in the development and implementation of the annual EMP work plan ▪ Identify and take necessary steps (i.e. annual EMP work plan) to ensure that EMP's goals and objectives are achieved ▪ Participate in semi-annual review of the program to ensure current projects underway adhere to the EMP principles, management and operational objectives ▪ Provide regular EMP updates/progress reports to their respective TEMPC member ▪ Escalate any issues, or activities, which may impact the work of other divisions/agencies

	<ul style="list-style-type: none"> ▪ Support the EMP project management process ▪ Assess EMP's direction, needs, and issues and develop and provide strategic recommendations and resolutions to the TEMPC for their review and approval ▪ Work in collaboration with the OEM to develop a centralized EMP budget for all ABCDs for TEMPC review (make optimal use of the allocated capital and operating budget investments for emergency management across Divisions) ▪ Establish risk assessment priorities, approval of threat scenarios and critical vulnerabilities ▪ Propose business continuity, including disaster recovery, objectives and priorities ▪ Propose and participate in emergency preparedness and public awareness initiatives ▪ Propose emergency management training and exercise objectives and priorities ▪ Approve EMP plans in principle
Joint Operations Team (Responsive)	<ul style="list-style-type: none"> ▪ Ensure the tactical commander has all the resources required to make the event site safe and manage the event on-site (if applicable) ▪ Conduct the consequence management function and problem solving to ensure that an organization-wide response is coordinated and implemented in the most efficient manner ▪ Provide a focal point, whereby operational command and control of the event may be conducted, including direct communication with individual agency and division command centres ▪ Operationalize the required Operational Support Functions ▪ Brief the EOC leadership of the organization and respond to any longer term priorities the EOC may decline ▪ Call out and mobilize their emergency service, agency and equipment ▪ Coordinate and direct their service (based on strategic direction provided by the TEMPC Control Group) ▪ Arrange for services and equipment from local agencies or providers not under Toronto control (i.e. private contractors, industry, volunteers, service clubs)
Emergency Management Advisory Panel	<ul style="list-style-type: none"> ▪ Provide support to the TEMPC on an "as needed" basis during both planning and response

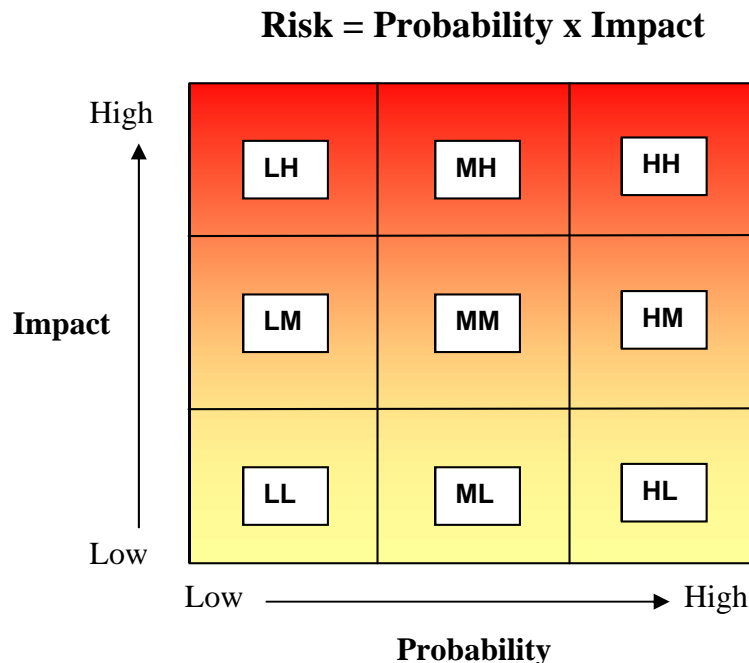
7.0 Hazard Identification and Risk Assessment

The Office of Emergency Management has identified and assessed the various hazards and risks to public safety that could give rise to emergencies and has identified the facilities and other elements of the infrastructure that are at risk of being affected by emergencies. They can generally be grouped into three categories:

- **Natural Events** – severe weather, floods, blizzards, tornadoes, food or human health emergencies;

- **Human-caused Events and Accidental Hazards** – incidents intended to do harm to public safety and security, civil disorder, war, bomb threats, improvised explosive devices and improvised dispersal devices. Chemical, biological, radiological and/or nuclear agents may be used on their own, or in combination with these devices.
- **Technological & Infrastructure Disruptions** – incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failures, building or structural collapse, critical resource shortages, or computer-related incidents

The City of Toronto has adopted an approach that considers the impact of an event along with the chance of it occurring. The approach is represented by the following chart:



This risk/mitigation table can be used to demonstrate how mitigation strategies reduce risk. For any given risk that is plotted, the risk can be reduced by either reducing the chances of it occurring (probability) and/or reducing the impact the event might have should it occur.

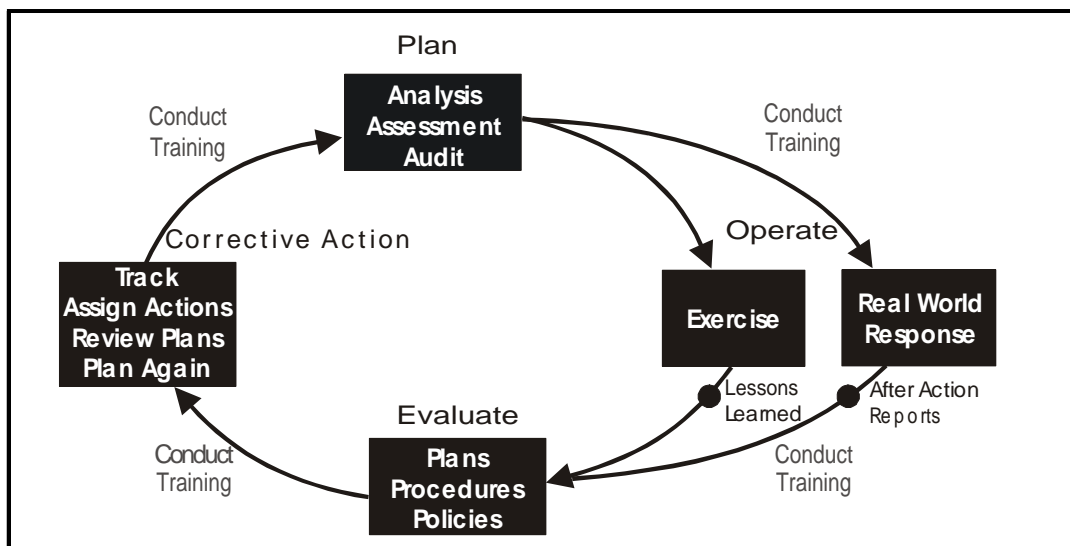
Specific risks include:

- electrical energy failures
- terrorism & sabotage
- petroleum/gas emergencies, (incl. pipelines)

- transportation accidents: aircraft
- tornadoes
- hurricanes
- freezing rain storms
- water supply emergencies
- earthquakes
- nuclear facility emergencies
- building/structural collapse
- hazardous materials (incl. radiological) –fixed site
- hazardous materials - transportation incident
- public health emergencies
- telecommunications failures

8.0 Preparedness Cycle

The Emergency Plan will be maintained, reviewed, and updated according to a preparedness cycle that includes four phases: Plan, Operate, Evaluate, and Corrective Action. Participation of the Toronto Emergency Management Program Committee during all phases of this cycle ensures that the plan reflects the current policies, organizational structures, and methodologies utilized by the City of Toronto.



9.0 Concept of Operations

9.1 General

Police, fire, and emergency medical service first responders handle many emergencies that occur on a day-to-day basis. As the magnitude of an emergency increases, so will the requirement for additional support from within the City. The Control group may elect to call upon neighbouring municipalities to provide mutual assistance in accordance with standing agreements. The City may also call upon the Provincial government to provide

supplemental financial or physical resources necessary to deal with the overall impacts of the public emergency.

The City's Emergency Plan adopts the principles of an existing Incident Management System. Incident Management System can be used in any size or type of emergency to manage response personnel, facilities, and equipment. Incident Management System principles include use of common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span-of-control, pre-designated facilities, and comprehensive resource management. The basic functional modules of the Incident Management System (i.e. operations, logistics) can be expanded or contracted to meet requirements an event progresses.

The Control Group will be notified by the Office of Emergency Management and can be activated when emergency site personnel determine an emergency situation represents a threat which is beyond the ability of the agencies normally designated to handle such an emergency, or the emergency is of such a type as to threaten the well-being of the municipality in large parts or as a whole.

The response to emergencies in the City will be managed using the Toronto Emergency Plan – Basic Plan (this document), and functional responses organized into the Operational Support Function Annex to this plan.

- Each department or agency director is in command of the overall operation of his or her organization.
- Use of mutual aid assistance for cooperative response will be entered into and maintained with adjoining political subdivisions for the purpose of reciprocal assistance in the event of public emergencies.
- Normal communications and reporting channels will be used to the maximum practical extent possible. Emergency communications systems will be fully operational and will be used in the event that commercial communications systems are disrupted, saturated, or otherwise unavailable.
- City departments will employ their standard business continuity and business resumption planning principles to ensure the continuity of essential services.
- Day-to-day functions that do not contribute directly to the operation may be suspended for the duration of the public emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task.

In addition to the City's Emergency Operation Centre, there are a number of divisional operation centres. These centres coordinate division specific activities and provide support to the Emergency Operations Centre for the coordinated management of resources, personnel and incident information.

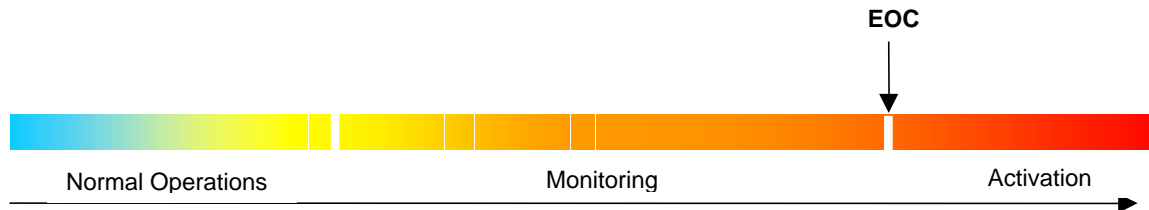
9.2 Emergency Levels

Most emergencies are managed at the scene by the City's Departments and Services and are considered routine operations. Emergencies of greater magnitude do happen from time to time and require an emergency management response structure beyond normal daily operations. The response required must be appropriate to the magnitude of the incident as defined in the Emergency Level classification.

Emergency Levels	Event / Situation
Normal	Daily Operations.
One	Level 1 emergencies are managed by the Emergency Services at the site; may include the establishment of site command post(s) but do not require the establishment of an Joint Operations Centre (JOC), the activation of the EOC or support from the OEM.
Two	<p>A Level 2 emergency exceeds the routine response of the Emergency Services and may require assistance from other City Departments and/or emergency response partners.</p> <p>Response to this scale of emergency can successfully be managed through the use of Emergency Services command post vehicles at an inner perimeter line and a JOC located in a safe area to include all additional responding agencies in the operational management functions required to deliver their services.</p>
Three	A level 3 emergency is one of major proportions as described in the Emergency Management and Civil Protection Act i.e. a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property that is caused by the forces of nature, a disease or other health risk, an accident or act whether intentional or otherwise.

9.3 Operational Levels for the Emergency Operations Centre

The Toronto Office of Emergency Management has adopted three operational levels to identify the level of municipal Emergency Management functioning and activity:



Normal Operations

Normal Operations consist of the daily operations agencies must carry out, in the absence of an emergency situation, to ensure readiness. During the course of Normal Operations agencies should be engaging in preparedness training, and exercise activities to ensure continual readiness. Operations plans should be reviewed and equipment should be checked to ensure everything is ready to go, should the need arise.

Monitoring

Monitoring indicates the potential for an event that could threaten life, property, or the environment. This indicates highly probable hazard conditions and a strong potential for property damage, or loss of life. The Emergency Operations Centre is staffed with Office of Emergency Management personnel and the necessary Toronto Emergency Management Program Committee representatives. During this operational stage, the full committee may be called in to attend the Emergency Operations Centre in anticipation of an Emergency Operations Centre/Emergency Plan activation.

Activation

Activation indicates the escalation of an event to require the opening of the Emergency Operations Centre. It indicates extremely hazardous conditions that are imminent or occurring. All Control Group members of the Toronto Emergency Management Program committee are notified. The Emergency Operations Centre may be partially or fully activated, depending upon the conditions of the emergency. It will be staffed by the Office of Emergency Management and other affected departments, agencies and stakeholders until such time as the Control Group determines to either scale back or stand-down Emergency Operations Centre operations.

9.4 Operational Support Functions

Animal Care and Relief Services

An emergency event or natural disaster may require immediate action to ensure the safety of the public and their pets. Evacuation of people and those pets belonging to the evacuees has inherent risks. This Operational Support Function provides an overview of the measures for planning, organizing and co-coordinating a rapid response to emergencies affecting the health, safety and welfare of animals.

When an emergency occurs, Animal Services will respond to the event where citizens and City Divisions require assistance with respect to the care of animals. Where necessary, Animal Services coordinate with partner agencies forming ARCS and will identify, monitor, track and respond to animal care and relief needs and requirements of the persons and animals affected by the emergency. Based on this ongoing assessment, ARCS will mobilize and coordinate the delivery of animal care and relief services for the affected persons and pets.

Damage Assessment

Knowing what areas were affected by a hazard may help reduce vulnerability and improve mitigation capabilities in the future. Gaining information about victims' needs facilitates the acquisition of immediate emergency relief. Understanding the degree of damage to residential, commercial and public property is required before funds can be received for the purpose of long-term recovery. The purpose of this support function is to define the roles and responsibilities of Toronto Building and provide guidance to Toronto Building Division staff related to the inspection and reporting on the condition of buildings and designated structures as referenced in the Ontario Building Code that due to an Emergency Incident are safe, need repair, or require demolition.

Debris Management

The Debris Management function involves the City of Toronto working in partnership with a variety of private sector entities to provide residents with a much-needed disaster response immediately following a disaster situation. This function has been developed to define roles and responsibilities and provide a safe, cost-efficient means to clear and dispose of debris created as a result of an emergency. The purpose is to facilitate and coordinate the management of debris following an incident in order to mitigate against any potential threat to lives, health, safety and welfare of the impacted citizens, expedite search and rescue and/or recovery efforts of impacted area(s).

Emergency Donations Management

Donations management has evolved into a crucial element of emergency planning. Following a disaster, the City's first priorities are to save lives, protect property, and meet basic needs. Donations may be a means for enhancing the effectiveness of the City's operational response and may assist in mitigating loss.

This Operational Support Function was developed by the Toronto Office of Partnerships in conjunction with relevant City Divisions (Shelter, Support & Housing Administration, the Office of Emergency Management, Strategic Communications, Accounting Services, etc.) and prominent external community partners (the Canadian Red Cross, the Salvation Army, the Department of National Defence). This plan establishes a working strategy on how to properly manage solicited and unsolicited donations from concerned groups or citizens following a catastrophic disaster or emergency situation occurring within the City of Toronto. It assigns roles and responsibilities in order to expedite the receipt and disbursement of donated funds and goods during an emergency crisis.

Emergency Information

Operational Support Function for Emergency Information and Media Relations provides guidance on the role of the Strategic Communications Division during an emergency. This function will expedite the City of Toronto's efforts to assist the public in coping with and recovering from a major emergency. It coordinates communications from the City of Toronto, its agencies, boards, commissions, and corporations. Strategic Communications provides a direct link from the Emergency Operations Centre and City of Toronto officials to media outlets, city staff, community leaders, businesses and residents, to deliver critical information before an impending emergency (if applicable), during and after a major disaster or public emergency.

In the event of a major public emergency that requires a provincial and/or federal response, communications from the City of Toronto will be coordinated with provincial and federal officials where appropriate. If the emergency involves multiple jurisdictions, communications may be joint, where necessary.

Emergency Level Notifications

The purpose of this document is to outline the response capabilities of the Office of Emergency Management in the event of an emergency in the City of Toronto. It outlines Office of Emergency Management's scalable response based on the magnitude of the event or impending situation. This document also provides guidance on emergency notification protocols. As a guideline, it provides the Office of Emergency Management with a general basis for notification and contacts to be made during emergencies of varying magnitude and complexity.

Emergency Operations Centre

The Emergency Operations Centre Operational Support Function outlines the procedures and functions involved in Emergency Operations Centre activation and operation. The function of this facility is to support site operations. It is the location from which municipal authorities coordinate the strategic management of the City's response. The nature and magnitude of events requiring the activation of the Emergency Operations Centre are as diverse as the responses required for their mitigation. Like the City of Toronto Emergency Plan, it provides a vehicle for the coordinated emergency response activities necessary for the City of Toronto Emergency Management Program Committee to meet their core functions under the emergency plan.

Evacuation

This Operational Support Function deals with planning and preparing for a decision to evacuate an area in the event of an emergency or pending emergency, a description of responsibilities to conduct the evacuation, and the process for re-entry. It includes a description of the responsibilities of staff, agencies and procedures involved in alerting the community of the need to evacuate, movement of the population during the evacuation and re-entry of the population once the affected area is deemed safe.

Since emergencies and pending emergencies are diverse in nature it is difficult to create a plan that has a detailed account of the duties involved. The aim of this document is to

provide guidance for the responsibilities that will ensure the safety and security of the community during an emergency evacuation.

Incident Management System (IMS)

This document outlines the basic principles of the Incident Management System. The Incident Management System is a recommended best practice to be used in the event of a major emergency and the roles and responsibilities that fall within this response system. The purpose of an Incident Management System is to provide structure and coordination to the management of emergency incident operations. It is a standardized, coordinated approach to managing incidents that provides functional interoperability at all levels of emergency management. This document conforms to the Provincial Emergency Management Ontario Incident Management System Doctrine.

The system allows response organizations to utilize only those aspects that are practically suited to a given incident, an approach referred to in the doctrine as the ‘Toolbox concept’. The use of standardized Incident Management System plain-language terminology reduces the risk of miscommunication among the many responders.

Mass Care

Mass Care is an organized response with the focus on activities that meet the urgent needs of people and their pets once they are out of immediate danger of a disaster or emergency situation either declared or non-declared. These services could include, but are not limited to providing shelter, food, and emergency first aid assistance to those impacted by an emergency. Additionally, this function supports the establishment and maintenance of systems to provide bulk distribution of emergency disaster relief supplies to both victims and response personnel and the collection of information to operate an information system for the purpose of reporting victim status. Mass Care is also known in some municipalities as Emergency Social Services.

The purpose of the Mass Care support function is to detail the response of Shelter, Support and Housing Administration, identify internal and external partners and provide a framework which enables the City of Toronto to provide mass care and recovery services to individuals, families and pets involved in a public emergency. A coordinated response will sustain the health and well being of victims, alleviate stress and assist with return to the community.

Mass Casualties

The Mass Casualty Operational Support Function provides for a coordinated and effective approach to providing health and medical assistance in the immediate aftermath of a mass casualty emergency that impedes routine health and medical services within the City of Toronto. The mass casualty function provides direction for responding to mass casualty needs following an emergency. Assistance provided under this Operational Function is directed by Toronto’s Emergency Medical Service and is supported by several agencies within the City as well as the coordination between the agencies and private health services providers.

Mass Fatalities

Emergencies or disasters can result in numerous deaths. In such incidents, it is imperative that bodies be removed by trained personnel. Evidence used to identify the dead and establish the cause of death must be properly collected. However, due to large numbers of dead, local resources may be quickly overwhelmed and require outside assistance.

The purpose of this Operational Support Function is to describe and identify roles and practices in mitigation, preparedness, response to and recovery from mass fatality incidents. The Operational Support Function provides for proper coordination of mass fatality incident response activities. It identifies the means and methods for the sensitive, respectful, orderly care and handling of human remains, other victims, families and communities in multi-death disaster situations.

Response for Psychosocial Recovery

People impacted by a disaster must have to adjust to significant changes in their lives. During these events, people may have to grieve for their losses, cope with injuries or new disabilities, deal with personal or family crises, repair or rebuild their homes or perhaps look for a new job. Many individuals need to talk about their reactions, feelings and experiences and how to face the challenges of an unknown future.

The purpose of this document is to outline the process and interventions that Toronto Public Health in partnership with Psychosocial Emergency Response and Recovery Services use for organizing, co-ordinating and managing psychosocial services to individuals, families and communities in Toronto in the event of an emergency and/or major traumatic event. Psychosocial Emergency Response and Recovery Services is a partnership of human service agencies and organizations that collaborate in providing immediate, short and long-term services and programs to affected citizens.

Immediate, short and long-term services and programs are offered to citizens affected by a disaster event with the aim of promoting physical, social, psychological, cultural, spiritual and economic recovery of individuals and their families.

Transportation

This Operational Support Function deals with planning and preparing for a disaster in the City of Toronto and the impact it might have on the City's Transportation Services department. It includes a description of the duties involved in planning for the need to stabilize the operation of the transportation network in the City of Toronto. In the event of a public emergency, this OSF describes the surface transportation resources (facility, equipment, materials, supplies, human, and technical information) to support the city's ability to implement an emergency transportation response.

The aim of this document is to provide an outline of the responsibilities that will ensure the safety and security of the public and visitors to the City of Toronto during a transportation emergency.

Volunteer Management

This operational support function provides guidance on the City's role in the management of volunteers. It provides an outline for a volunteer management program which can be implemented in an emergency situation, and establishes a consistent framework for coordinating with the many volunteer organizations that would be required to support a response.

The purpose of this operational support function is to facilitate and coordinate the registration and selection of volunteers in order to augment staff resources during an emergency. It defines the roles and responsibilities of a Volunteer Operations Centre and provides guidance to Human Resources as the lead agency for Volunteer Management.

10.0 Recovery Operations

Recovery planning ensures there is a one stop shop for identification of issues, coordination of resources, accurate reliable information, and recovery happens in a timely manner. It allows for an accountable, transparent process to ensure recovery services are accessible and fairly applied and vulnerable populations are not taken advantage of.

Recovery is a coordinated process of supporting affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well being.