

# The City of Toronto

## Emergency Plan



December 19, 2013



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## Emergency Plan



## Revision History

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Note: for the purposes of this document, the acronym 'OEM' refers to the City of Toronto Office of Emergency Management.

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## Basic Plan

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### 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; and**
- **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 (OSFs)** are supporting documents to the Emergency Plan and are updated on a regular basis. They contain the structure and framework for integrated support by lead and supporting agencies to respond to emergencies. The OSFs can be stand-alone documents or grouped depending on the nature of the emergency

**Risk-Specific Plans** 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. These Plans reflect the City's Hazard Identification and Risk Assessment (HIRA).

## 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 (ABCDs) 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., firefighting, 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, Nuclear and Explosive (CBRNE) agents may be used on their own or in combination with these devices; and
- **Technological & Infrastructure Disruptions** – incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft accidents, water supply failures, building or structural collapse, critical resource shortages, or computer-related incidents.

## 4.0 Legal Authorities

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

- City of Toronto Municipal Code, Chapter 59 Emergency Management*
- Provincial Emergency Management and Civil Protection Act (EMCPA)*

### 4.1 City of 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 (commonly referred to as EMWG), and reporting relationships to The City of Toronto Council.

#### Delegation of Authority to Deputy Mayor

##### § 59-14. Deputy Mayor's powers in emergencies.

- A. Subject to the provisions of Subsections B and D, 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 Deputy Mayor, exclusively for use in emergencies.
- B. The authority delegated to the Deputy 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 Deputy 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 Deputy Mayor, through OEM, shall advise the members of City Council of any exercise of authority delegated under this article within 24 hours of the date of exercise of the authority.
- D. The delegation of authority to the Deputy Mayor under Subsection A shall only be effective for 30 days from the first exercise of the authority in response to an emergency, unless City Council authorizes an extension of such delegated authority.
- E. Within 30 days of the Deputy Mayor's first exercise of the authority delegated under Subsection A in response to an emergency, the Deputy Mayor shall prepare a report to City Council for submission to the next scheduled meeting of the Executive Committee providing:
- 1) The justification for having exercised the delegated authority.
  - 2) An outline of the actions taken with the delegated authority.
  - 3) Any recommendations arising from the emergency.
- F. 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 (EMCPA)

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 on an annual basis.

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” is defined as a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise
- During normal operations, routine or minor emergencies are within the response capabilities of the City and its’ Agencies, Boards, Commissions and Divisions (ABCDs) with minimal need for Provincial or Federal assistance. An emergency incident that will likely strain the City’s

capabilities and require a broad range of assistance may require regional and / or 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 resident and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure residents will take appropriate advance actions to reduce their vulnerability especially during the first 72 hours of an emergency
- When the City's resources are strained, additional resources may be requested through mutual assistance agreements with neighbouring municipalities and / or through requests to the Provincial / Federal governments
- The Emergency Operations Centre will be activated and staffed 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 mobilize on short notice to provide timely and effective direction or assistance
- If activated, members of the Emergency Management Working Group or a designate from their Agency or Division will be required to respond on short notice to attend the Emergency Operations Centre
- Each Agency, Board, Commission and Division 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 (TEMPC)

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 (TEMPC) shall consist of representatives holding positions in the City, its local Agencies, Boards, Commissions, Divisions 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 representatives from Divisions to provide executive leadership and policy direction and to manage the strategic response and support site operations by mobilizing necessary resources during an event.

#### **Toronto Emergency Management Program Committee (TEMPC):**

1. Mayor
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 – Cluster 'C'
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 Executive Officer 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 Management
24. Chief Information Officer
25. Manager of Insurance and Risk Management

26. Director of the Office of Emergency Management
27. City Clerk
28. Toronto Hydro

### **TEMPC Control Group**

In the event of an emergency, the Toronto Emergency Management Program Committee convenes as it becomes reactive. Of the 28 members listed above, the first 16 members would form the TEMPC Control Group to oversee the City's emergency response. The Deputy Mayor or designate 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 provide support to the site operations. Additional representation of organizations will be determined by the nature of the emergency.

#### **6.1.2 Objectives of Toronto 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 and Civil Protection 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 (EMWG)**

#### **6.2.1 Composition**

The *City of Toronto Municipal Code, Chapter 59* defines the composition of the Emergency Management Working Group (EMWG). The EMWG will consist of senior representatives (Director or Manager) from the following Agencies, Boards, Commissions and Divisions (ABCDs).

**Emergency Management Working Group (EMWG):**

1. Office of Emergency Management (Chair)
2. Toronto Police Service
3. Toronto 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 Management
14. Engineering and Construction 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
21. City Clerk's Office
22. 311 Toronto
23. Toronto Hydro

A representative from each of the three Clusters (Cluster A, B & C) will be identified as the main contact point and act as a conduit of emergency management information exchange, as required. This will ensure inclusion, as needed, of those Divisions without the need for direct representation on the Emergency Management Working Group.

In addition, representatives from other ABCDs will be represented on the EMWG as considered necessary from time-to-time.

**6.3 City Hall Operational Response Team****Purpose**

The City Hall Operational Response Team, chaired by the Deputy City Manager, Cluster 'B', provides an organization, communication hub and supporting facility for the coordination of emergency response activities of Cluster 'B' divisional operations in the early onset of a Level 2 or Level 3 emergency incident while the Emergency Operation centre ramps up.

It does not replace the need for a sound command structure at the site of the event nor the role of the Emergency Operations Centre as the established and

recognized point of authority for the coordinated management of resources, personnel and incident information on behalf of the City of Toronto. This senior team provides complementary, strategic level support to the evolving response activities.

## Responsibilities

1. Provide Senior Staff communications links, emergency policy direction and support to:
  - The Toronto Emergency Management Program Committee
  - The Emergency Operations Centre
  - Cluster 'B' operational Divisions, and
  - Any other City of Toronto Agencies, Boards, Commissions, Divisions and Emergency Management partners, as required
2. Provide direction for emergency public information activities.
3. Act as spokesperson for the emergency incident and/or designate the media face for the City of Toronto.
4. Establish linkages with the Mayor's and Deputy Mayor's Office.
5. Provide direction to the Emergency Operations Centre on initial objectives, activation level and a confirmation of the senior staff who should receive Emergency Operations Centre updates.
6. Assess the impact of any emergency incident upon Cluster B operations, and
7. Provide direction on the need for declaration and/or termination of an emergency under the *Emergency Management and Civil Protection Act*.
8. Develop briefing cycle at the onset of the event and adjust accordingly.

## Membership

- Deputy City Manager, Cluster 'B'
- General Manager, Toronto Water
- General Manager, Transportation Services
- Executive Director, Engineering and Construction Services
- Director, Strategic Communications
- Information Technology Division (Designate)
- General Manager, Parks, Forestry & Recreation
- Medical Officer of Health
- Or, other Control Group members, as may be required

#### 6.4 Authority to Activate the Emergency Operations Centre (EOC)

Any member of the **TEMPC, Control Group or Working Group has the authority and responsibility to request an activation of the EOC** and otherwise initiate the implementation of the Emergency Plan. **Requests to activate the EOC are directed to either the Director of the Office of Emergency Management or to the OEM's 24 hour a day, 7 days a week 'Standby' Coordinator.**

The Emergency Level Notifications Operational Support Function identifies the criteria and triggers which the Emergency Operations Centre (EOC) will be activated. During a "Level 2 - Major Incident", the Site Incident Commander may request support from the Office of Emergency Management (OEM), including requesting the activation of the EOC. During a "Level 3 - Emergency Incident", the OEM will activate the EOC.

Criteria and triggers for activating the EOC are based on the Emergency Levels Protocol and a culmination of the following decision factor guidelines contributing to heightened media attention:

- Public Health & Safety (Actual or Potential)
- Essential Lifelines (Critical Infrastructure)
- Municipal Services Continuity
- Operational Efficiency

The EOC may be activated with or without a Declaration of an Emergency or Provincial Emergency; however, it will be activated once a Declaration has been made.

Additional details about the activation and operation of the City's Emergency Operations Centre can be found in the Emergency Operations Centre Operational Support Function and the Emergency Level Notifications Operational Support Function.

#### 6.5 Staffing the Emergency Operations Centre (EOC)

The EOC provides the capability for the Toronto Emergency Management Control Group to meet their core functions under the Emergency Plan, including:

- Effective **policy and strategic direction** to the emergency
- **Support** of emergency operations at the Site(s)
- Providing **resource management** to support Site operations
- **Coordinating management links** to other Command / Operations Centres, Divisions, Agencies, Boards and Commissions



- **Providing information** to the public and news media
- **Maintaining business continuity** for the rest of the City

During a response, select members of the Emergency Management Working Group will establish and convene at the Emergency Operations Centre. An EOC 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 TEMPC Control Group. The Emergency Operations Centre staff will provide operational guidance and support to the Incident Commanders who maintain the lead role at an emergency site. When Divisions establish Divisional Operations Centres (DOCs) to provide operational support during an emergency response, there is a need to centralize efforts and coordinate operational response between all responding Divisions. This function is provided by the City's EOC.

## **6.6 Site Response and Emergency Operations Centre Support**

The Toronto Emergency Operations Centre (EOC) is a dedicated facility from which the Municipal Control Group of the City of Toronto, its Agencies, Boards, and Commissions, and Emergency Management partners co-ordinate their strategic response to an emergency, as described in this City of Toronto Emergency Plan.

The role of the EOC is to serve as an established and recognized point of authority for the coordinated management of resources, personnel and incident information.

The EOC does not replace the need for a sound command structure at the Site level but, rather, complements it with further coordination, resource management, information management and overall Site support.

The EOC operates under the principles of the Incident Management System (IMS) and is organized around the same five major functions found at the Incident Site: Command, Operations, Planning, Logistics and Finance & Administration.

## **6.7 Staffing the Toronto Police Service Major Incident Command Centre (MICC)**

The Toronto Police Service (TPS) Major Incident Command Centre (MICC) is a central point of command, control, communication and information for the TPS. When activated, the MICC's Incident Commander has a full perspective of all resources under the command of TPS and tactical oversight of those resources in their function of ensuring safety and security.

When activated the MICC is responsible for the continuity of policing services throughout the City of Toronto and for liaising with the City's Emergency Operations Centre (if activated) which provides a link to all City ABCD's.

During a MICC activation, select members of the City's Office of Emergency Management may convene at the MICC and act as external Liaison Officers. The Liaison Officer would assist TPS with maintaining core City functions, including:

- Effective **policy and strategic direction** to the emergency
- **Support** of emergency operations at the Site(s)
- Providing **resource management** to support Site operations
- **Coordinating management links** to other Command / Operations Centres, Divisions, Agencies, Boards and Commissions
- Assisting TPS and Strategic Communications with the scripting of **information** for the public and news media
- **Maintaining business continuity** for the rest of the City

Toronto Fire Services, Emergency Medical Services, Transportation Services and other external partners may also attend the MICC to oversee coordination of their respective service with Police operations.

## 6.8 Councillor Notification and Roles in an Emergency

As part of the Emergency Levels – Decision Factors Guideline, the Toronto Emergency Management Program Committee approved a notifications protocol for the Mayor and City Councillors.

Most emergencies are managed at the Site by Emergency Services and City Divisions and are considered routine operations. Some Divisions already have pre-established notification procedures with Councillors. For example, Toronto Fire Services and the Office of Emergency Management (Emergency Human Services) have canvassed Members of Council to develop pre-established notification protocols for routine operations.

Emergencies of greater magnitude do happen and require an emergency management response structure beyond Normal Daily operations. The response required and / or requested by City of Toronto Councillors must be appropriate to the magnitude of the incident as defined in the Emergency Levels classification. It is important for Councillors to understand and support the coordinated and timely management of information.

Every effort should be made to maintain a streamlined information management process and avoid the passing of inaccurate, conflicting and / or misleading information to the Public, City Staff, and the Media.

Table 3 in the Emergency Level Notifications Operational Support Function (OSF) outlines the scalable response based on the magnitude of the event or impending situation. The table outlines how Councillors will be notified during emergencies and their roles during the incident in its initial and subsequent stages.

The main responsibilities of a Councillor in a Level 2 – Major Incident or Level 3 – Emergency Incident, include:

- Assist relaying of information to area residents
- Attend Community or Evacuee Meetings
- Reassure constituents
- Support action taking place in the community
- Liaise back through Deputy Mayor concerns from within Wards
- Follow leadership and requests of the Deputy Mayor

## **6.9 Standardized Response Goals**

A goal is a broad statement that describes, in general terms, the desired outcome. Priorities for response goals generally focus on eliminating or minimizing impacts of the incident on people, property and financial resources.

Incident Action Planning should always be done in accordance with a standardized set of response goals. These goals establish the priority of any given incident objective, strategy or tactic and include:

- Provide for the safety and health of responders
- Save lives
- Reduce suffering
- Protect public health
- Protect government infrastructure
- Protect property
- Protect the environment, and
- Reduce economic and social losses

## **6.10 External Organizations – Private Sector Partners**

Depending on the nature of the emergency, external organizations may be asked to send a representative (i.e. Greater Toronto Airport Authority, C.N. or C.P. Rail) to join the Emergency Operations Centre to assist in coordinating the response.

## **6.11 Divisional Emergency Management**

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. 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.

## 6.12 Roles and Responsibilities

Committee / Facility	Responsibilities / Function
<b>TEMPC</b>	<ul style="list-style-type: none"> <li>▪ Ensure legislative compliance</li> <li>▪ Ensure development and implementation of the Emergency Management Program (EMP)</li> <li>▪ Provide direction, leadership, and support for the EMP within their organization</li> <li>▪ Communicate with respective EMWG members regarding program updates and to address any issues</li> <li>▪ Participate in EMP training and exercise programs</li> <li>▪ Act as a project champion and / or project sponsor in support of any applicable EMP project management process</li> <li>▪ Approve EMP deliverables (i.e. HIRA, OSFs and RSPs)</li> <li>▪ Under delegated authority, revise and update the City’s overall Emergency Management Program and the Emergency Plan</li> <li>▪ Approve EMP projects and any related resource implications</li> <li>▪ Review and propose the EMP budget / spending plan on an annual basis to the City Manager (including the OEM budget)</li> <li>▪ Review EMP progress, and if necessary, reprioritize EMP funding allocations according to emergency management needs and the strategic recommendations of the EMWG</li> <li>▪ Review work performed by the EMWG and provide guidance as required</li> </ul>
<b>TEMPC Control Group</b>  (Responsive)	<ul style="list-style-type: none"> <li>▪ 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</li> <li>▪ Authority and responsibility to request an activation of the Emergency Operations Centre</li> <li>▪ Confirm the priorities identified at the Emergency Operations Centre (by the Emergency Operations Centre staff), and, if necessary, authorize additional resource expenditures to contain the incident (beyond the existing authorization team members would already have)</li> <li>▪ Ensure the implications of the event are captured and assessed (as they affect all business units of the organization)</li> <li>▪ Take a longer view of the implications of an event and determine the strategic priorities of the Emergency Operations Centre</li> <li>▪ Manage the media</li> <li>▪ Advise the Deputy Mayor as to whether the declaration of an emergency is recommended</li> <li>▪ Ensure support to the emergency site(s) by offering</li> </ul>

Committee / Facility	Responsibilities / Function
	<p>equipment, staff and resources, as required</p> <ul style="list-style-type: none"> <li>▪ Arrange for services and equipment from local agencies or third party providers (not under Toronto control, i.e., private contractors, industry, volunteers, service clubs)</li> <li>▪ Ensure timely and consistent messages are provided to all staff and media</li> <li>▪ Notify, request assistance from and / or liaise with local municipalities and other levels of government</li> <li>▪ Determine the need to establish advisory or working groups or sub-committees for any aspect of the emergency</li> <li>▪ Authorize the expenditure of funds required to deal with the emergency</li> <li>▪ Participate in debriefings, and reporting out after emergency events, (real or simulated)</li> </ul>
<p><b>Emergency Management Working Group</b></p>	<ul style="list-style-type: none"> <li>▪ Ensure revisions to the Emergency Plan are integrated into Division / Agency emergency plans on a regular basis</li> <li>▪ Participate in Emergency Management Plan (EMP) training and exercise programs</li> <li>▪ Develop applicable Operational Support Function and Risk Specific Plans</li> <li>▪ Participate in outreach activities</li> <li>▪ Act as a Divisional / Agency centre of expertise</li> <li>▪ Participate in the development and implementation of the annual EMP work plan</li> <li>▪ Identify and take necessary steps (i.e. annual EMP work plan) to ensure that EMP's goals and objectives are achieved</li> <li>▪ Participate in semi-annual review of the program to ensure current projects underway adhere to the EMP principles, management and operational objectives</li> <li>▪ Provide regular EMP updates / progress reports to their respective TEMPC member</li> <li>▪ Escalate any issues, or activities, which may impact the work of other Divisions / Agencies</li> <li>▪ Support the EMP project management process</li> <li>▪ Assess EMP's direction, needs, and issues and develop and provide strategic recommendations and resolutions to the TEMPC for their review and approval</li> <li>▪ 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)</li> <li>▪ Establish risk assessment priorities, approval of threat scenarios and critical vulnerabilities</li> </ul>

Committee / Facility	Responsibilities / Function
	<ul style="list-style-type: none"> <li>▪ Propose business continuity, including disaster recovery, objectives and priorities</li> <li>▪ Propose and participate in emergency preparedness and public awareness initiatives</li> <li>▪ Propose emergency management training and exercise objectives and priorities</li> <li>▪ Approve EMP plans in principle</li> </ul>
<p><b>City Councillors</b></p>	<ul style="list-style-type: none"> <li>▪ Assist relaying information to residents</li> <li>▪ Attend Community and Evacuee Meetings</li> <li>▪ Reassure constituents</li> <li>▪ Support action taking place in the community</li> <li>▪ Liaise back through the Deputy Mayor concerns from within Wards</li> <li>▪ Follow leadership and requests of Deputy Mayor</li> </ul>
<p><b>Emergency Operations Centre (EOC)</b>  (Responsive)</p>	<ul style="list-style-type: none"> <li>▪ Ensure the tactical commander has all the resources required to make the event site safe and manage the event on-site (if applicable)</li> <li>▪ Conduct the consequence management function and problem solving to ensure that an organization-wide response is coordinated and implemented in the most efficient manner</li> <li>▪ 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</li> <li>▪ Operationalize the required Operational Support Functions</li> <li>▪ Brief the EOC leadership of the organization and respond to any longer term priorities the EOC may define</li> <li>▪ Call out and mobilize their emergency service, agency and equipment</li> <li>▪ Coordinate and direct their service (based on strategic direction provided by the TEMPC Control Group)</li> <li>▪ Arrange for services and equipment from local agencies or third party providers not under Toronto control (i.e. private contractors, industry, volunteers, service clubs such as Rotary and Kiwanis Clubs)</li> <li>▪ Maintain adequate documentation outlining decisions made and actions taken relative to their organization and operations</li> </ul>
<p><b>Divisional Operations Centre (DOC)</b>  (Responsive where</p>	<ul style="list-style-type: none"> <li>▪ Conduct the consequence management function and problem solving to ensure that a Division-wide response is coordinated and implemented in the most efficient manner</li> <li>▪ Provide a centralized point of authority responsible for the coordination, support and liaison to all Divisional responders (TEMPC, EOC, and Site)</li> <li>▪ Coordinate and direct their service (based on strategic</li> </ul>

Committee / Facility	Responsibilities / Function
Activated)	direction provided by the TEMPC Control Group and EOC staff
<b>Toronto Police Service Major Incident Command Centre (MICC)</b>  (Responsive where Activated)	<ul style="list-style-type: none"> <li>▪ Central point of command, control, communication and information for the Toronto Police Service</li> <li>▪ Responsible for the continuity of policing services throughout the City of Toronto and liaising with City's EOC (when activated)</li> <li>▪ Ensure that City of Toronto Divisions not represented at an activated MICC are operationally connected in the most efficient manner</li> </ul>
<b>Incident Site</b>	<ul style="list-style-type: none"> <li>▪ Geographic area in which an incident is occurring</li> <li>▪ Site may be geographically dispersed and changing</li> <li>▪ Geographic area in which the management team with the most direct hands-on response roles operates</li> <li>▪ For example, Site could be – Scene of a Fire; Area of Civil Disorder or Area Affected by Pandemic</li> <li>▪ Site Responders operate under the same principles of the Incident Management System (IMS) organized around the same five major functions used in the EOC – Command, Operations, Planning, Logistics and Finance &amp; Administration</li> </ul>



## 7.0 Hazard Identification and Risk Assessment (HIRA)

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 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 chart below summarizes the 33 hazards of concern to the City of Toronto.

### Natural Hazards

Agricultural and Food Emergencies	Floods
Air Quality Emergencies	Freezing Rain Storms
Building / Structural Collapse	Geomagnetic Storm *
Dam Failures	Human Health Emergencies and Epidemics
Earthquakes	Hurricanes
Erosion & Landslides	Lightning Storms
Extreme Cold	Snowstorms / Blizzards
Extreme Heat & Humidity	Tornadoes

### Human-caused Hazards

Civil Disorder	Terrorism & Sabotage
Cyber Attack *	War and International Emergencies
Special Events	

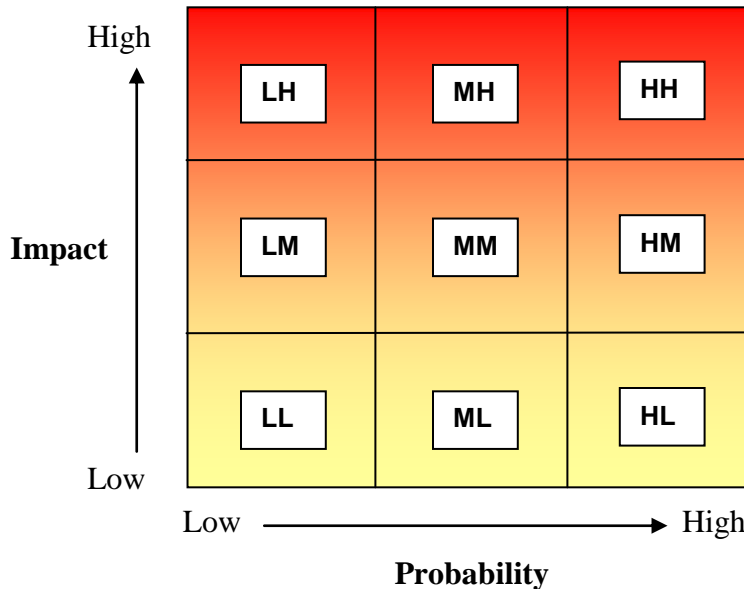
**Technological & Infrastructure Hazards**

Electrical Energy Failures	Petroleum / Fuel Emergencies, (including Pipelines)
Explosions & Fires	Telecommunications Failures
Financial Sector Failures	Transportation Accidents: Aircraft
Hazardous Materials, (including Radiological) – Fixed Site	Transportation Accidents: Expressway
Hazardous Materials – Transportation Incident	Transportation Accidents: Railway
Nuclear Facility Emergencies	Water Supply Emergencies

\* Hazards that have been added to the list for 2012

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

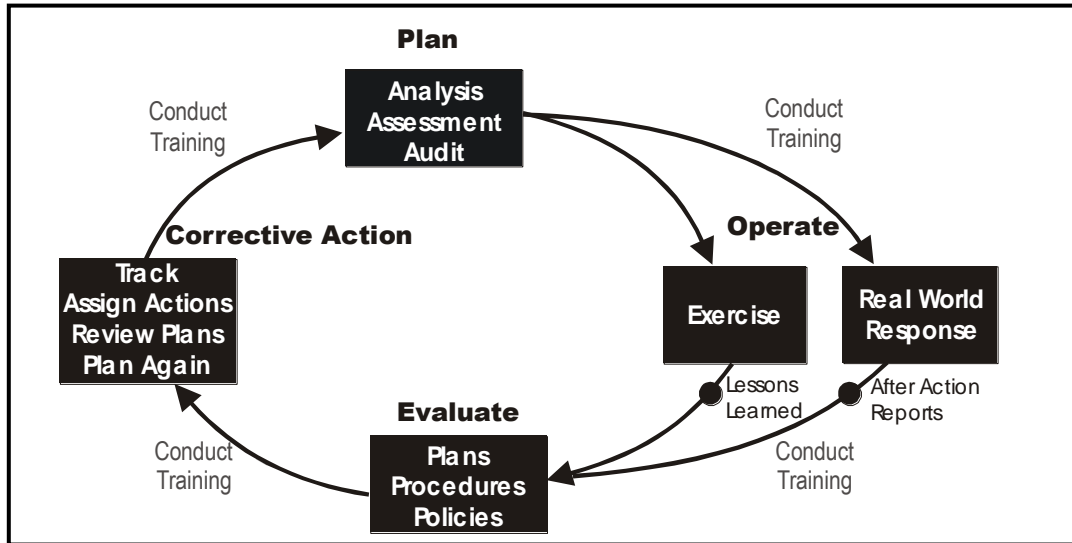
**Risk = Probability x Impact**



This Risk / Mitigation table can be used to demonstrate how mitigation strategies reduce risk. For any given risk, 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.

## 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

First responders (Police, Fire, and Emergency Medical Services) and Divisions manage many emergencies that occur on a day-to-day basis. As the magnitude of an emergency increases, so will the requirement for additional support from within the City. The 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 and / 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 (IMS). The 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 the 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 (Command, Operations, Planning, Logistics and Finance & Administration) can be expanded or contracted to meet requirements as an event progresses.

When emergency site personnel determine a situation represents a threat beyond its day-to-day operations or the emergency is of such a type as to threaten the well being of the municipality in part or as a whole, the Control Group will be notified. This notification is the responsibility of the OEM.

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

- Each Agency or Division Head 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 municipalities for the purpose of reciprocal assistance in the event of public emergencies.
- Normal communication modes 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 Divisions 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 day-to-day functions will be redirected to accomplish the emergency task.

In addition to the City's Emergency Operations Centre, there are a number of Divisional Operations 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 Emergency Services and the City's Operational Divisions 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 Levels classification as detailed on Page 29.

## Emergency Levels

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Levels	Operational Implications	OEM Support	EOC	Notification
<b>LEVEL 0</b> NORMAL	<ul style="list-style-type: none"> <li>Business as Usual</li> <li>Normal Operations</li> </ul>	<ul style="list-style-type: none"> <li>Business as Usual</li> <li>Normal Operations</li> </ul>	<ul style="list-style-type: none"> <li>Operationally Ready</li> </ul>	<ul style="list-style-type: none"> <li>No OEM Notification Required</li> </ul>
<b>LEVEL 1</b> MINOR INCIDENT	<ul style="list-style-type: none"> <li><b>Site:</b> Managed by Emergency Services / Divisions</li> </ul>	<ul style="list-style-type: none"> <li>OEM support available 24 / 7 via 'Standby'</li> </ul>	<ul style="list-style-type: none"> <li>Operationally Ready</li> </ul>	<ul style="list-style-type: none"> <li>No OEM Notification Required</li> </ul>
<b>LEVEL 2</b> MAJOR INCIDENT	<ul style="list-style-type: none"> <li><b>Site:</b> Managed by Emergency Services / Divisions</li> <li><b>Site:</b> Site Incident Commander may request support from OEM 'Standby'</li> <li><b>Site:</b> May request the activation of the EOC</li> <li><b>EOC:</b> May be Activated</li> </ul>	<p><b><u>At the Request of the Site Incident Commander</u></b> OEM 'Standby' has the ability to:</p> <ul style="list-style-type: none"> <li>Facilitate access to City Divisions / External Agencies <i>and / or</i></li> <li>Facilitate integration of City Divisions / External Agencies into IMS structure <i>and / or</i></li> <li>Attend Site as a Liaison Officer</li> </ul>	<ul style="list-style-type: none"> <li>Operationally Ready</li> <li>OEM 'On-Call' may Monitor</li> <li>OEM Director may Activate the EOC</li> </ul>	<p>Once Notified, OEM:</p> <ul style="list-style-type: none"> <li>Must Notify City Manager, Deputy City Manager, Cluster 'B' if OEM support is required</li> <li>May Notify Emergency Management Working Group (as required)</li> <li>May Notify Other Key Divisions / Agencies (as required)</li> </ul>
<b>LEVEL 3</b> EMERGENCY INCIDENT	<ul style="list-style-type: none"> <li><b>EOC:</b> Is Activated</li> </ul> <p>Emergency poses a danger of major proportions to life and property, and / or threatens social order and ability to govern, and / or a declaration of an emergency by another level of government.</p>	<p>OEM 'Standby' Coordinator remains as Liaison Officer at the Site.</p>	<ul style="list-style-type: none"> <li><b>EOC Activated</b></li> </ul>	<p>Once Notified, OEM:</p> <ul style="list-style-type: none"> <li>Must Notify City Manager, Deputy City Manager, Cluster 'B'</li> <li>Must Notify EMWG / TEMPC / Control Group</li> <li>Must Notify Other Key Divisions / Agencies</li> </ul>

### **9.3 Operational Support Functions**

#### **Animal Care and Relief Services (ACRS)**

An emergency event or natural disaster may require immediate action to ensure the safety of the public and their pets. Evacuation of people and their pets 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 ACRS 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, ACRS 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 Operational 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 (hereafter referred to as a structure(s)) as referenced in the *Ontario Building Code* that due to an Emergency Incident (hereafter referred to as an incident) are safe, in need of 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 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 external community partners (Canadian Red Cross, Salvation Army, Department of National Defence). This plan establishes a working strategy on how to properly manage solicited and unsolicited donations 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 and Media Relations**

This Operational Support Function (OSF) for Emergency Information and Media Relations outlines the role of the Strategic Communications Division during an emergency incident and supports the City of Toronto's efforts to assist Toronto residents in coping with and recovering from a major emergency incident. Either a Level 2 (major incident) or Level 3 (emergency incident) emergency as established by the Office of Emergency Management would activate this OSF.

The Strategic Communications Division is responsible for implementation and oversight of the City of Toronto's communications activities. The division will provide advice to the City's agencies, boards, commissions and corporations (ABCCs) as required, or as directed by the City Manager.

Strategic Communications is responsible for communicating critical information before an impending incident (if applicable), during and after a major disaster or public emergency on behalf of the Emergency Operations Centre (EOC) and City officials to 311 Toronto, City staff, Members of Council, community leaders, residents, businesses and the media.

This function addresses the principles, planning assumptions and concept of operations for emergency information, issues management and media relations for a potential or imminent emergency incident and for during and after an emergency incident whether declared or not.

If the emergency involves multiple jurisdictions, communications may be joint where necessary or appropriate. In the event of a major public emergency that requires a provincial and/or federal response, Strategic Communications will



coordinate City of Toronto communications with provincial and federal officials as appropriate.

### **Emergency Level Notifications**

The purpose of this Operational Support Function 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 OSF 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 (EOC)**

The Emergency Operations Centre Operational Support Function describes the structure and framework for the activation, mobilization and coordinated management of resources, personnel and incident information. The EOC does not replace the need for a sound command structure at the site of the event. The EOC compliments the response as an established and recognized point of authority for the coordinated management of resources, personnel and incident information. The EOC provides a venue for the coordination of emergency response activities.

### **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)**

The purpose of this Operational Support Function is to describe a standardized Incident Management System (IMS) that provides functional interoperability at all levels of emergency management. This document conforms to the Provincial

Emergency Management Ontario Incident Management System Doctrine, as presented, which can be referred to for further information.

The goal of the Incident Management System is to provide an effective, flexible, and consistent structure and process that is scalable to manage incidents by all levels of government, emergency response organizations, communities, ministries, non-government organizations (NGOs), and the private sector.

### **Emergency Human Service (EHS)**

The Emergency Human Services response is coordinated by the Office of Emergency Management (OEM) and delivered by pre-identified EHS Responders with pre-determined roles that come together to provide these services to residents in times of emergencies. This Operational Support Function (OSF) outlines the response provided to residents who are displaced or otherwise affected by an emergency and provides information on the role of each of the partners involved in providing the Emergency Human Services response.

### **Mass Casualty**

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 Operational Support 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 healthcare service providers.

### **Mass Fatality**

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 victims and establish the cause of death must be properly collected. However, due to large numbers of fatalities, local resources may be quickly overwhelmed and require outside assistance.

The purpose of the Mass Fatality Operational Support Function is to describe and identify roles and practices in mitigation, preparedness, response to and recovery from mass fatality incidents. The OSF 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.

## **Psychosocial Response and Recovery**

The purpose of this document is to outline the process and interventions that TPH uses to co-ordinate and manage psychosocial service delivery to individuals, families and communities in Toronto in the event of an emergency or major traumatic event.

Psychosocial support is a continuum of activities / resources that is offered to prevent and/or mitigate the adverse psychological impacts that may accompany an emergency situation. Although disasters may cause destruction to the physical environment, they primarily affect people. Lives are lost, people injured, homes destroyed and families dislocated. The resulting psychological, social and economic disruptions affect the well-being of individuals, families and the community.

People impacted by a disaster 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.

## **Shared Fleet Management Services**

The Shared Fleet Management Services Operational Support Function was created to develop understandings for fleet service delivery collaboration in the event of a crisis / emergency with those Divisions and ABCs who operate in-house fleet management services: Emergency Medical Services, Toronto Fire Services, Toronto Police Service, Toronto Transit Commission, and the City's Fleet Services.

This OSF was also developed to define roles and responsibilities and provide guidance to the City's fleet organizations in the event of a crisis / emergency to mitigate against any potential threat to lives, health, safety and welfare of the impacted citizens, and to expedite search and rescue and / or recovery efforts of impacted area(s). Included in this OSF is an inventory of equipment / vehicles and Agency Leads.

## **Traffic Management**

This Operational Support Function deals with planning and preparing for an emergency in the City of Toronto and the impact it might have on the City's transportation roadway network. 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 traffic management 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 (OSF) provides guidance on the City's role in the management of unaffiliated volunteers. It provides an outline for a Volunteer Management plan which can be implemented in an emergency situation and establishes a consistent framework for coordinating unaffiliated volunteers that would be required to support a response.

The purpose of this Operational Support Function is to facilitate and coordinate the recruitment, selection and placement of volunteers in order to augment staff resources during an emergency. It defines the roles and responsibilities within the Volunteer Management plan and provides guidance to Human Resources as the Lead Division 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 that recovery occurs in a timely manner. It allows for an accountable, transparent process to ensure recovery services are accessible and applied in a consistent manner City-wide.

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.