



STAFF REPORT ACTION REQUIRED

Office of Emergency Management – Annual Report and Program Update

Date:	October 7, 2016
To:	Executive Committee
From:	Deputy City Manager, Cluster B
Wards:	All
Reference Number:	P:2016\Cluster B\OEM\EX16005

SUMMARY

As requested by Council, this report provides an overview of emergency management activities and program changes in 2015.

This report also responds to Council's requests for detail on how community service providers can contribute to assist vulnerable residents during emergencies and an approach for establishing and supporting Local Emergency Response Working Groups.

Through consultation with local agencies and a review of practices in other jurisdictions the proposed approach is based on acknowledging and supporting existing community structures as well as providing a framework to support community based initiatives in an emergency. Staff are developing resources to support Councillors, community agencies, networks and community groups in implementing the strategy.

RECOMMENDATIONS

The Deputy City Manager, Cluster B recommends that:

1. The Executive Committee receive this report for information.

Financial Impact

There are no financial implications to this report.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

In 2014, Council considered the city's response to the December Ice Storm on three occasions: January 10, 2014 (CC46.1) Impacts from the December 2013 Extreme Winter Storm Event on the City of Toronto

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.CC46.1>,
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX39.3>, and
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX43.3>

On July 7, 2015, Council approved EX 7.5 Further Update on the Implementation of December 2013 Ice Storm Recommendations

(<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX7.5>) and contained 10 recommendations. This report addresses the three recommendations that were directed to the Office of Emergency Management:

1. Reporting to Executive Committee in the first quarter each year, providing an overview of Office of Emergency Management activities from the prior year and any changes made to the program in the preceding calendar year.
2. Reporting to the Executive Committee by the end of 2015 on how community service information and community service providers could be accessed and utilized during emergencies to assist vulnerable residents.
3. Reporting to Executive Committee on a strategy to help establish and support Local Emergency Response Working Groups.

On February 17, 2016, Council approved 2016.EX12.2 - 2016 Capital and Operating Budgets (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX12.2>), section 160, which expanded on the motion about Local Emergency Response Working Groups (motion 3 above). Section 160 directs that "consideration be given to making up to \$1,000 per Ward available through the corporate Extreme Weather Reserve up to a total of \$44,000 for the establishment of Local Emergency Response Working Groups."

This report has been delayed due to other pressing business at Executive Committee.

ISSUE BACKGROUND

The provincial government, through the Emergency Management and Civil Protection Act, requires the City to have an emergency management program and to adopt it in a by-law. Chapter 59 of the Toronto Municipal Code, Emergency Management, fulfills this requirement.

The Office of Emergency Management maintains the emergency management program for the City of Toronto and Council delegated the management of the City's emergency management program to the Toronto Emergency Management Program Committee in 2009. Council assigned responsibility for Emergency Social Services and Business Continuity to the Office of Emergency Management. The Office of Emergency Management also coordinates the multi-agency review of emergency plans for special events.

COMMENTS

In this report, the Office of Emergency Management is responding to three council requests: providing an overview of 2015 activities, reporting on how community resources can be accessed and used to assist vulnerable residents during emergencies and reporting its strategy to support Local Emergency Response Working Groups.

The Toronto Emergency Management Program Committee has reviewed and approved the content of this report.

1. 2015 Activity Report

Following are highlights of the Office of Emergency Management's activities and program changes during 2015, within its four program areas: emergency planning and response, emergency social services, business continuity and special event planning.

1.1 Emergency Planning and Response

The City's emergency management program must include a plan, training, exercises and public education. The City must identify the hazards and risks that could cause an emergency and identify municipal infrastructure that could be damaged. The City must also be prepared to respond when an emergency occurs.

1.1.1 Emergency Plan

In 2015, the City's Emergency Plan was amended to clarify the role of Councillors, the role of senior staff, and include standardized response goals. The standardized response goals are, in order of priority

- Provide for the safety and health of all responders

- Save lives
- Reduce suffering
- Protect public health
- Protect infrastructure and property
- Protect the environment and
- Reduce economic and social losses

Fourteen Emergency Support Functions and three Risk Specific Plans provide the structures and frameworks for integrated responses during emergencies and are reviewed annually. In 2015, Councillor Coordination was added as a new Emergency Support Function, laying out the procedures for Councillors, the City Clerk's Division and the Emergency Operations Centre to work together during an Emergency.

The City's Emergency Plan, Emergency Support Functions and Risk Specific Plans are accessible at the Office of Emergency Management's [web page](#).

1.1.2 Emergency Management Training

In 2015, the Office of Emergency Management provided specialized training for staff who were scheduled to work at the Emergency Operations Centre during the Pan/Para Pan Am Games. The Office of Emergency Management also assisted the City of Toronto Coordinating Office with their setup for the Games.

The Office of Emergency Management offered five training sessions to familiarize staff with new emergency management software.

The Office of Emergency Management also provided generalized training and issued 216 training certificates: 61 for Introduction to Emergency Management, 94 for Incident Management System and 61 for Emergency Operations Centre.

1.1.3 Emergency Management Exercises

The Office of Emergency Management supported several exercises to prepare for the Pan/Para Pan Am Games, testing communication flows within the city and among external partners.

Emergency Management also contributed to the following initiatives:

- A training and exercise program for Toronto Community Housing Corporation staff
- An exercise at the Molson Coors plant and
- An exercise for Enbridge's Emergency Response Action Plans.

1.1.4 Public Education

In 2015, the Office of Emergency Management updated two guides for emergency preparedness: *Get Emergency Ready Your Personal Preparedness Guide* and *Get Emergency Ready High-rise Living*. The guide for High-rise living was translated into ten languages. Altogether, 33,330 hard copies of the guides were distributed to residents during the year, upon request.

The Office of Emergency Management maintains a web page with public education information, including the *Get Emergency Ready* guides (<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=e0d36cbd2b95a410VgnVCM10000071d60f89RCRD>)

Office of Emergency Management staff and Canadian Red Cross volunteers made 22 presentations on emergency preparedness to 506 people. The Canadian Red Cross provided information booths over 600 residents at four community events (Community Police Liaison Committee's Toronto East Safety Expo, York University, American Express and Gateway Public School).

The Office of Emergency Management assisted Ontario Power Generation and the Province of Ontario with the distribution of potassium iodide pills (KI) in 2015. Homes and businesses within 10 kilometres of a nuclear power station received a supply of the pills through the mail. The pills are also available, upon request, within a 50 kilometre radius. The pill prevents the thyroid gland from absorbing radioactive iodine that could be released in a nuclear accident. The part of the City of Toronto that is east of Morningside Drive is in the 10 kilometre zone. Ontario Power Generation is paying to distribute the pills. 311 Toronto and the Office of Emergency Management answered questions from residents and businesses. The OEM's web page links to information about the program, which is posted at <https://preparetobesafe.ca/>.

The Office of Emergency Management also led an outreach initiative. This is described in detail in section 2.0 *Community Assistance to Vulnerable Populations*.

1.1.5 Hazards and Risks

The City is required to complete a hazard analysis and risk assessment. Emergencies in the City fall into three main categories:

- Natural events, such as severe weather, major storms, flooding and health emergencies
- Technological or environmental accidents, such as chemical spills, building collapse, utility disruptions and power failures and
- Human-caused incidents such as acts of terrorism and nuclear power accidents.

Information about the risks can be accessed on the OEM's web site (<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=ba296cbd2b95a410VgnVCM10000071d60f89RCRD>).

In 2015, the Office of Emergency Management's activities focussed on Rail Safety. Council and Toronto residents have safety concerns about dangerous goods that are transported to and through the City on rail lines. The Office of Emergency Management worked with other City Divisions to conduct an on-line survey and hold a public meeting to gather information about public access to rail safety information. Staff reported on rail safety to Executive Committee in June 2015. The report gave information about the public meeting and provided an overview of changes to rail safety regulations since the Lac Megantic train derailment in 2013. Staff continued to support the Federation of Canadian Municipalities' efforts to obtain information for the public about the type and quantity of dangerous goods being transported by rail.

The Office of Emergency Management also contributed to the Toronto Financial District's Threat and Risk Assessment, which it completed in 2015.

1.1.6 Emergency Activation and Response

The emergency Standby Coordinator was activated 56 times. The top reasons for activation were explosions and fires (25), other (9), building closures due to code violations (8) and power outages (4). Of these activations, 43 (76%) required Emergency Social Services assistance.

Emergency management software was purchased to assist in managing emergency incidents. The software was piloted during the Emergency Operations Centre activation for the 2015 Pan/Para Pan Am Games. The Office of Emergency Management staff are continuing to integrate the software to support the Emergency Operations Centre and other daily emergency management activities.

1.2 Emergency Social Services

The Office of Emergency Management coordinated 43 Emergency Social Services responses in 2015. The responses were most often at the scene of a fire where residents were temporarily or permanently displaced from their homes. The Canadian Red Cross provided standard services (registration and inquiry, temporary accommodation, assistance with purchasing transportation and food and personal support). The Office of Emergency Management and the Canadian Red Cross collaborate to provide these services following a Memorandum of Understanding which is reviewed annually.

The Office of Emergency Management also led three initiatives in 2015 to be prepared for large scale responses:

- Quick start Emergency Reception Centres
- Supports to vulnerable populations
- Emergency social services training

1.2.1 Quick Start Emergency Reception Centres

In 2015 Office of Emergency Management and Parks Forestry and Recreation Division staff completed a preliminary assessment of 117 community recreation centres for suitability as Emergency Reception Centres. This allows the Office of Emergency Management to quickly determine whether a community recreation centre is suitable to open as an Emergency Reception Centre in a specific Emergency Social Services response.

Four community recreation centres are pre-identified as Emergency Reception Centres. These were equipped for quick start up in 2015. The centres are Edithvale Community Centre, Wellesley Community Centre, the Etobicoke Olympium and Agincourt Recreation Centres. Each has showering facilities, access to emergency power and can provide overnight accommodation for up to 150 people. The Canadian Red Cross has pre-positioned equipment to open an Emergency Reception Centre.

To manage service delivery at the Emergency Reception Centres, the Office of Emergency Management finalized a management structure, which follows the Incident Management System.

1.2.2 Supports to Vulnerable Populations

In 2015, the Office of Emergency Management undertook two initiatives to strengthen the assistance provided to vulnerable populations in Emergency Social Services responses.

First, the Office of Emergency Management worked to formalize arrangements with City Divisions and external partners to access specialized services. Specialized services are provided to individuals who are having difficulty accessing and using Emergency Social Services (registration and inquiry, temporary accommodation, assistance with purchasing transportation, food and clothing and personal support) and/or making arrangements to look after themselves. The City relies on partnerships with qualified agencies to provide services. In 2015, the Office of Emergency Management worked with Cluster A Divisions identify the specialized services that the City can offer. The Office of Emergency Management also reached out to health funders and agencies for assistance to connect residents with health supports. The Office of Emergency Management met with the Toronto Central Local Health Integration Network, the Ministry of Health and Long Term Care Emergency Management Branch, the City-Five LHINs Leadership table, the Toronto Seniors' Accountability Table and Community Care Access Centres.

Second, the Office of Emergency Management and the Toronto Community Housing Corporation approved a protocol, which provides the framework for providing Emergency Social Services at Toronto Community Housing Corporation buildings, including the roles and responsibilities of each organization. The protocol will be reviewed annually.

1.2.3 Emergency Social Services Training

The Office of Emergency Management provided Emergency Social Services training for 35 Parks, Forestry and Recreation staff who work at the four pre-identified Emergency Reception Centre sites.

The Office of Emergency Management provided Emergency Social Services training to 30 City staff. The training was held in December and focussed on the program changes in 2015.

1.3 Special Events

The Office of Emergency Management launched a program to support emergency planning for special events. The program was developed following the Boston Marathon bombing in 2013. All groups applying for a special event permit submit an emergency plan. The Office of Emergency Management circulates each plan for review by emergency responders. The review must be completed as one of the conditions necessary to obtain a permit for the event.

The Office of Emergency Management coordinated reviews of 93 special events with more than 5,000 participants.

The Pan/Para Pan Am Games was the largest sporting special event ever held in the City. The Emergency Operations Centre opened for 19 days. There were no emergencies and the Games proceeded without incident.

1.4 Business Continuity

The Office of Emergency Management worked with City Divisions to complete recovery plans City business processes. By year end, there were approved plans for 82% of the City's business processes.

2. Community Assistance to Vulnerable Populations

Council requested staff to consider how vulnerable residents could be better assisted during emergencies by accessing and utilizing community service information and community service providers.

The Office of Emergency Management conducted a review of outreach strategies identified in a nation-wide survey of Emergency Management Coordinators in the

United States and a study of Canadian programs. The survey in the United States contacted as many emergency response agencies as possible (3000+) to document common and best practices for mobilizing volunteers in an emergency response. The Canadian study also looked at practices for mobilizing assistance, particularly to vulnerable populations, in Calgary (Alberta), Waterloo (Ontario), Gatineau and Quebec City (Quebec) and Truro (Nova Scotia).

Both studies concluded that volunteers and community outreach are part of a robust emergency management program. Emergency managers in both countries reported that reaching out to community groups and agencies through existing channels is an effective strategy in an emergency. Emergency managers also reported that they had better communications channels to reach vulnerable populations during emergencies, and they were more effective in communicating emergency preparedness information to vulnerable populations during non-emergencies.

The Office of Emergency Management and Strategic Communications continues to lead a risk communicators network that includes emergency responders (Toronto Fire, Police, and Paramedics), utilities (Toronto Hydro, Enbridge) and other emergency response partners. The network coordinates public education and ensures consistent messaging during emergencies. Messages for people who may be vulnerable during an emergency are coordinated through this network. The messages are also disseminated through 311 Toronto and 211.

Information about the assistance that community organizations can provide to vulnerable residents is now available on line on the Wellbeing Toronto web page. The information was collected by the Office of Emergency Management through an on line community outreach survey, widely distributed in 2015. Currently, 178 community organizations have consented to have their information posted publicly. The Office of Emergency Management will contact participating groups annually to update their information and continue to encourage new groups to contribute their information to the data base.

Staff from the Office of Emergency Management made 20 targeted presentations in addition to the general Emergency Preparedness presentations that are part of the public education program. These presentations explained the role of the Emergency Operations Centre, Emergency Social Services Responses and the roles of individuals, community groups, agencies, and health service providers in preparing for and responding to emergencies. The presentations also provided an opportunity to encourage networks of community groups and agencies to complete the community survey.

3. Local Emergency Response Working Groups

Following the 2013 Ice Storm, a round table was established in the Ward 10 area for community groups to develop strategies for local emergency relief to ensure a better response in the future. Experiences and observations from the round table reinforce

the benefit of neighbours helping neighbours to recover quickly and become more resilient during emergencies.

In a major emergency, given their primary focus on emergency response, first responders and City Divisions have a limited capacity to directly engage individual residents and organizations. Community organizations and individual residents have frequently indicated a desire to help during emergencies and they are well placed to assist people in need. The strategy of neighbours helping neighbours can dramatically expand the workforce when it is most needed.

Staff are implementing a strategy that will help community organizations, community groups and Councillors to establish and support Local Emergency Response Working Groups in their area. The strategy is based on consultations with local community organizations, Councillors and the US and Canadian studies described in Section 2.

The Office of Emergency Management's strategy involves the creation of information resources for local organizations, community groups and Councillors to support the development of Local Emergency Response Working Groups that will be prepared to reach out and assist neighbours during an emergency. The resources can be used to support the creation of a Local Emergency Response Working Group and will also assist established networks in preparing for emergencies and becoming more resilient. The new resources include a web portal, resource guide and presentations.

The Office of Emergency Management launched a "[Partners in Preparedness](#)" portal on its website. The portal brings together the Office of Emergency Management's information resources to assist residents, providing:

- preparedness information for individuals;
- information to assist community groups, organizations and Councillors with organizing at the local level to provide neighbour to neighbour assistance;
- information for landlords and property managers; and
- a location for communication during times of non-emergency.

The portal also has a link to [Public Alerting in Ontario](#), where residents can sign up to receive notifications. Additional content will be added to the site as it is developed.

3.1 Funding for Local Community Emergency Response Working Groups

In February 2016, Council approved a motion requesting that funding of up to \$1,000 per Ward be considered to support the formation of Local Emergency Response Working Groups from the Extreme Weather Reserve. The reserve is intended to mitigate financial impacts arising from extreme weather conditions on the operating and capital budgets of the City's programs and services by providing funding at the end of the year to offset a budget deficit resulting from unbudgeted and uninsured weather-related costs incurred during the year. Staff would not recommend this

reserve be used to fund ongoing annual operating costs as that would deviate from the intended purpose of the reserve. Further, without ongoing contributions to the reserve, the reserve would not reflect a permanent ongoing funding source to support annual operating costs. The Office of Emergency Management refocused some its existing resources to support locally based community initiatives, following the ice storm, and is continuing this in 2016.

Conclusion

In 2015, the Office of Emergency made changes in all of its program areas: emergency management and response, emergency social services, business continuity and special events. As a result, Toronto is better prepared to respond and recover quickly from an emergency.

The Office of Emergency Management pursued two strategies to assist vulnerable populations during an emergency response

1. posting information about agencies, health providers and the community groups that have volunteered to assist residents on the Wellbeing Toronto website (<http://map.toronto.ca/wellbeing>)
2. ensuring that vulnerable residents have access to information about emergency assistance at 311 Toronto and 211 during an incident.

In 2016, the Office of Emergency Management is implementing this strategy to support Local Emergency Response Working Groups within current program resources.

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