



Toronto's Emergency Management Program and Revisions to the Toronto Municipal Code

Date: October 6, 2017
To: Executive Committee
From: Deputy City Manager, Cluster B
Wards: All

SUMMARY

This report recommends changes to Toronto Municipal Code Chapter 59, *Emergency Management*. These changes reflect the evolution of the Emergency Management Program, from the time when Municipal Code Chapter 59 was last substantively revised in 2009.

The report also provides an overview of changes to the City's Emergency Management Program in 2016.

Staff are also commenting on the provincial consultation on the Provincial Nuclear Emergency Response Plan and the financial implications arising from the 20 kilometre Contingency Planning Zone.

RECOMMENDATIONS

The Deputy City Manager, Cluster B recommends that:

1. City Council approve the following amendments to Municipal Code, Chapter 59, *Emergency Management*:
 - a. the Toronto Emergency Management Program Committee will report to the Executive Committee on recommended changes to the Toronto Emergency Plan within a twelve month period;
 - b. add the Chief Executive Officer and Secretary Treasurer of the Toronto and Region Conservation Authority, Executive Vice President, Toronto Hydro and the Chief Resilience Officer to the membership of the Toronto Emergency Management Program Committee;
 - c. update the membership of the Toronto Emergency Management Program Committee to reflect the current organizational structure;

- d. make all members of the Toronto Emergency Management Program Committee members of the Toronto Emergency Management Program Committee Control Group;
- e. remove all references to the Joint Operations Team;
- f. assign the task of determining the membership of the Emergency Management Working Group to the Toronto Emergency Management Program Committee; and
- g. change the minimum number of Emergency Management Working Group meetings to four per year.

FINANCIAL IMPACT

There are no financial implications resulting from the implementation of the recommendations in this report.

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

DECISION HISTORY

Toronto Municipal Code Chapter 59 Emergency Management:

This is a new staff initiative.

Emergency Management Program Changes in 2016:

On July 7, 2015, Council adopted 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>), which requires the Office of Emergency Management to report annually to Executive Committee to provide an overview of emergency management activities and changes made to the Program during the previous year.

Nuclear Power Generation:

On April 18, 2016, the Executive Committee considered EX14.9 *Emergency Management - Nuclear Power Generation* (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX14.9>), and directed the Deputy City Manager, Cluster B, to report on the City's draft submission to the provincial government as part of the province's consultation on its nuclear emergency plan and the financial impacts of the provincial government's proposal to establish an expanded 20 kilometre emergency planning zone around nuclear generating stations.

COMMENTS

This report addresses three aspects of the City's Emergency Management Program:

- amendments to Toronto Municipal Code Chapter 59, *Emergency Management*
- emergency management program activities in 2016
- proposed revisions to the provincial nuclear plan

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

1. Revisions to Chapter 59, *Emergency Management*

The *Emergency Management and Civil Protection Act* requires City Council to enact a by-law to approve an Emergency Plan and an Emergency Management Program. Council adopted current Municipal Code Chapter 59, *Emergency Management*, in 2009. In 2013, Council amended the sections of the Code Chapter pertaining to the powers of the Mayor on a temporary basis during the remainder of the 2010 - 2014 term of Council. Essentially, Chapter 59 has remained substantially unchanged since 2009.

Since 2009, the Office of Emergency Management has implemented changes to the Emergency Plan and Emergency Management Program. The City now uses the Incident Management System when managing emergencies and the Office of Emergency Management has assumed responsibility for managing the City's Emergency Social Services Program and the Corporate Business Continuity Management Program.

In addition, the Emergency Operations Centre has been activated 19 times since 2009 for emergencies and planned events that affected the City, including the 2013 flooding and ice storm and the 2015 Pan-Am/Para Pan-Am Games. The activations provide opportunities to test the Emergency Management Program and the Emergency Plan. City Council also reviewed reports on the 2013 flooding and ice storm emergencies and approved changes to the City's Emergency Management program (see [CC46.1](#) *Impacts from the December 13 Extreme Winter Storm Event on the City of Toronto*, [EX39.3](#) *December 2013 Extreme Winter Storm Event - Provincial Funding Request and Structure of Comprehensive Reviews*, [EX43.3](#) *Review of the City of Toronto's Emergency Response to the December 2013 Ice Storm*, [EX7.5](#) *Further Update on the Implementation of December 2013 Ice Storm Recommendations*).

The Office of Emergency Management initiated a review of Code Chapter 59. This included a scan of legislation from other jurisdictions and a consultation with stakeholders, including staff in the City's Legal Services Division. Based on this review, the Office of Emergency Management is recommending changes to Chapter 59 of the Municipal Code which will affect:

- Council approval of the Emergency Plan and Emergency Management Program
- membership and activities of the Toronto Emergency Management Program Committee
- membership and functions of the Emergency Management Working Group.

The proposed changes, and the reasons for recommending them, are discussed below.

1.1 Approving the Emergency Plan

The *Emergency Management and Civil Protection Act* requires Council to approve the Emergency Plan and any subsequent amendments. The Toronto Emergency Management Program Committee oversees the Emergency Management Program and reviews the Emergency Plan annually. The Toronto Emergency Management Program Committee is also responsible for identifying and recommending any amendments to the Toronto Emergency Plan to Council. Currently, the Code Chapter specifies that changes to the Emergency Plan and Emergency Management Program are submitted to Council for approval at the first Executive Committee meeting each year. To facilitate scheduling, staff recommend that changes to the Emergency Plan be submitted to Council within a twelve month period.

1.2 Toronto Emergency Management Program Committee

The Office of Emergency Management is recommending the addition of new members to the Toronto Emergency Management Program Committee, aligning the list of members with the City's current organizational structure and revising the membership of the Toronto Emergency Management Program Committee Control Group.

1.2.1 New Members

The Office of Emergency Management is recommending that the Toronto and Region Conservation Authority and Toronto Hydro appoint members to the Toronto Emergency Management Program Committee as they are key partners during flood and power disruption emergencies. Representatives from both agencies have been participating in the Toronto Emergency Management Program Committee meetings on an informal basis.

The Office of Emergency Management is also recommending that the Chief Resilience Officer be appointed to the Toronto Emergency Management Program Committee, to support integration with Resilient Toronto.

1.2.2 Updating membership to reflect the City's current organizational structure

The Office of Emergency Management is recommending that City Divisions originally named in the by law be updated to reflect the current organizational structure. Should there be changes in future, there is sufficient flexibility in the Code Chapter to allow informal participation between updates to the Municipal Code.

1.2.3 Toronto Emergency Management Program Committee Control Group

The *Emergency Management and Civil Protection Act* requires that the City have a Control Group that convenes in the event of an emergency. The Control Group provides overall policy and strategic direction to the Emergency Operations Centre. In Municipal Code Chapter 59, the Control Group is chaired by the Mayor, the City Manager, or their designate. The following individuals are members of the Control Group:

- Mayor
- Deputy Mayor
- City Manager
- The Deputy City Manager – Cluster 'A'
- The Deputy City Manager – Cluster 'B'
- The Deputy City Manager and Chief Financial Officer – Cluster 'C'
- Chief of Toronto Police Service
- Fire Chief and General Manager, Toronto Fire Services
- Chief and General Manager, Toronto Paramedic Services
- Medical Officer of Health
- Director, Strategic Communications
- Executive Director of Human Resources
- Chief Executive Officer, Toronto Transit Commission
- General Manager, Transportation Services
- General Manager, Toronto Water
- General Manager, Shelter, Support and Housing Administration.

Presently, the following members of the Toronto Emergency Management Program Committee are not part of the Control Group:

- City Solicitor
- City Treasurer
- Chief Corporate Officer
- Chief Building Official and Executive Director, Toronto Building
- General Manager, Parks, Forestry and Recreation
- General Manager, Solid Waste Management Services
- General Manager, Facilities Management
- Chief Information Officer
- Director, Insurance and Risk Management
- Director, Office of Emergency Management
- City Clerk
- Executive Director, Engineering & Construction Services.

The Office of Emergency Management is recommending that *all* members of the Toronto Emergency Management Program Committee be members of the Control Group as this aligns better with the provincial statute. Recent incidents, including the 2013 Ice Storm, also demonstrated the benefit of having access to the wider range of expertise during an emergency. The new members mentioned above (Toronto and Region Conservation Authority, Toronto Hydro and the Chief Resilience Officer), are

also recommended for inclusion in the Control Group.

1.3 Emergency Management Working Group and Joint Operations Team

The current Municipal Code Chapter lists the members of the Emergency Management Working Group. Representatives of the Emergency Management Working Group correspond with the Divisions, Agencies and Corporations in the Toronto Emergency Management Program Committee at a Director or Manager level. Emergency Management Working Group members provide leadership, coordination and collaboration across services and programs, and support their Divisional representatives at the Toronto Emergency Management Program Committee.

The Municipal Code Chapter also lists the Emergency Management Working Group members who would form the Joint Operations Team in a response. The Joint Operations Team's role is to staff the Emergency Operations Centre.

Since the Chapter was adopted, the provincial government has adopted the Emergency Management Doctrine, which provides direction to municipalities on their Emergency Management Program. The Doctrine encourages municipalities to adopt the Incident Management System, which is a standardized approach to emergency management within a common operational structure. The Incident Management System is based on the understanding that in any and every incident, there are certain managerial functions that must be carried out regardless of the number of persons who are available or involved in the emergency response.

The City is a leader in implementing the Incident Management System at the municipal level. In 2010, during the G20, the City used the Incident Management System in the Emergency Operations Centre for the first time. The Office of Emergency Management prepared staff to follow the Incident Management System by creating the Incident Management System structure, developing protocols and providing training and exercises in advance of the G20. Since G20, the Office of Emergency Management has continued to develop protocols and deliver training and exercises to staff who would be deployed at the Emergency Operations Centre. The Incident Management System has been tested and demonstrated as a viable system, for staffing and managing the Emergency Operations Centre. As developed in Toronto, the Incident Management System replaces the primary role of the Joint Operations Team. The Office of Emergency Management is recommending that references to the Joint Operations Team be removed from the Municipal Code to align with the current Incident Management System structure.

The Office of Emergency Management implements the Emergency Management Program through annual work plans which are reviewed and approved by the Toronto Emergency Management Program Committee. With the framework of the *Emergency Management and Civil Protection Act*, and the provincial doctrine, the Toronto Emergency Management Program Committee has the authority to approve the roles, responsibilities and membership of the Emergency Management Working Group. The *Emergency Management and Civil Protection Act* does not require the Municipal Code Chapter to mention the Working Group or its membership. The Office of Emergency

Management staff recommend that responsibility to determine the membership of the Emergency Management Working Group therefore be delegated to the Toronto Emergency Management Program Committee.

Further, Office of Emergency Management is recommending that the Municipal Code Chapter change the number of Emergency Management Working Group meetings from the current 12 to a minimum of four per year, with additional meetings at the discretion of the Director of the Office of Emergency Management.

2. 2016 Activity Report

The Office of Emergency Management has four program areas: emergency planning and response, emergency social services, business continuity and special event planning.

2.1 Emergency Planning and Response

The City's Emergency Management Program must include a plan, based on the hazards and risks that could cause an emergency. The Emergency Management Program also includes training, exercises and public education and identifies critical municipal infrastructure that could be damaged during an emergency. The City must also be prepared to respond when an emergency occurs.

2.1.1 Emergency Plan

The Emergency Plan details the methods in which the City mobilizes its resources during an emergency and ensures all City organizations, emergency response services, and key agencies are fully aware of their respective roles and responsibilities during an emergency. The Emergency Plan outlines how City agencies will respond to, recover from, and mitigate the impact of a disaster. It contains sections that describe legal authorities, planning assumptions, concept of operations, operational life cycle, agency responsibilities, and the preparedness cycle. The [Emergency Plan](#) is posted on the City's web site.

The Toronto Emergency Management Program Committee is not recommending substantive changes to the Emergency Plan at this time. The changes to the Municipal Code that are recommended in this report, if adopted, will be incorporated in the 2018 update to the Emergency Plan.

Emergency Support Functions are supporting documents to the Emergency Plan. They are reviewed annually by Emergency Management Working Group. Emergency Support Functions contain the structure and framework for integrated support by lead and supporting agencies to respond to emergencies. The 14 Emergency Support Functions can be stand-alone documents, which can be activated alone or grouped depending on the nature of the emergency. During the ice storm in 2013, the City activated eight Emergency Support Functions. The Emergency Support Functions are posted on the City's web site and accessed from the [Toronto Emergency Plan](#) web page.

Risk-Specific Plans are also supporting documents to the Emergency Plan, which are reviewed by the Toronto Emergency Management Program Committee. The City has Risk Specific Plans for *Flooding*, *Power Disruption (Electricity)* and the *Toronto Nuclear Emergency Response Plan*, which contain responses for hazards that may pose a threat to the City of Toronto. These Plans, which are also posted on the [Toronto Emergency Plan](#) web page, reflect the City's Hazard Identification and Risk Assessment.

2.1.2 Hazards and Risks

The City is required to complete a hazard analysis and risk assessment. This informs emergency planning priorities. The provincial government specifies the hazards and process for the assessment. In 2016, The Office of Emergency Management enhanced its assessment process with a significant literature review and broader consultation with stakeholders. The new assessment process was tested with a selection of hazards in 2016. The process is being continued in 2017. The Office of Emergency Management shares this assessment with the public on its web page and with other City divisions and agencies for planning purposes.

2.1.3 Emergency Management Training

In 2016, the Office of Emergency Management focussed on specialized training for staff who work at the Emergency Operations Centre. Eight sessions of Advanced Emergency Operations Centre Training were offered: 107 City Staff and staff of external partners completed the training. The curriculum included training in the use of emergency management software.

The Office of Emergency Management also demonstrated the emergency management software to 21 members of the Toronto Emergency Management Program Committee.

The generalized Incident Management System and Basic Emergency Management training is offered on a request basis. Incident Management System training was provided two times in 2016: 52 people completed the course and received certificates. There were no requests for Basic Emergency Management training.

2.1.4 Exercises

The Office of Emergency Management developed and delivered two sessions of Exercise Metropolis, a discussion based table top exercise, based on an evacuation of Toronto City Hall. Metropolis also tested use of the emergency management software, including its status board function.

Exercise Archer ran concurrently with Exercise Metropolis. Exercise Archer assessed the Councillor Coordination Emergency Support Function by testing communications and the roles, and responsibilities at the City Clerk's Divisional Operations Centre. The City Clerk's Divisional Operations Centre supports communication with Councillors during emergencies. Exercise Archer is based on an incident where City Hall is evacuated.

The Office of Emergency Management participated in the Public Private Emergency Response Plans tabletop exercise with the Commercial Real Estate Financial District Security Group and the Canadian Banker's Association to test interoperability and communications between emergency sites, first responders, and the City's Emergency Operations Centre.

2.1.5 Public Education

In 2016, the Office of Emergency Management designed, printed and distributed posters to City divisions, Councillors and libraries. The Office of Emergency Management's key message, *Get Emergency Ready*, appears in 10 languages, encouraging all residents and businesses to be prepared. The Office of Emergency Management continued to distribute its [Get Emergency Ready](#) Guide in 10 languages. A total of 23,388 posters and guides were distributed.

The Office of Emergency Management enhanced its web presence by expanding its use of Twitter and launching a [Partners in Preparedness](#) web page, which include emergency preparedness information for individuals, community groups, organizations, landlords and property managers.

For Emergency Preparedness Week (May 7 to 13), the Office of Emergency Management worked with City divisions and emergency response partners to demonstrate an Emergency Reception Centre at Edithvale Community Centre. Students from local schools participated in a number of emergency response activities during the demonstration. The Office of Emergency Management also participated in a series of sponsored Twitter messages prepared for Emergency Preparedness Week.

To enhance community support to vulnerable populations in emergencies, the Office of Emergency Management made presentations to seven community agencies/groups/networks that are interested in reaching out to vulnerable populations during an emergency. These groups have been added to the community capacity inventory, which lists community agencies and service groups with specific skills and supports to offer. The Office of Emergency Management also added information about volunteering and donations to its web page.

2.1.6 Emergency Activation and Response

The Office of Emergency Management maintains an Emergency Standby function, which is available to activate a response on a 24/7 basis. In 2016, the Emergency Standby Coordinator was activated 126 times. The most frequent calls were for fires, power outages, evacuations and extended heat warnings.

2.2 Emergency Social Services

The Office of Emergency Management coordinated 62 Emergency Social Services responses in 2016 of the 126 emergency standby activations. The responses were mostly at the scene of fires where residents were temporarily or permanently displaced from their homes. The Office of Emergency Management uses the Incident

Management System to lead the delivery of Emergency Social Services. There is a Memorandum of Understanding between the Office of Emergency Management and Canadian Red Cross to provide standard services (registration and inquiry, temporary accommodation, assistance with purchasing transportation and food and personal support).

The Office of Emergency Management continues to chair the Emergency Social Services Working Group, which offers operational advice and practical support during Emergency Social Services responses. The Working Group has representation from 12 City divisions, and four agencies and community organizations.

In 2016, the Office of Emergency Management also led initiatives to

- strengthen capacity at Emergency Reception Centres
- assist vulnerable populations
- and deliver Emergency Social Services training.

2.2.1 Emergency Reception Centres

The Office of Emergency Management and the Canadian Red Cross completed Standard Operating Procedures for four pre-identified reception centres (Agincourt Recreation Centre, Edithvale Community Centre, Etobicoke Olympium and Wellesley Community Centre). The Office of Emergency Management staff also made a presentation to Managers of the City's recreation centres about the standard operating procedures for opening an Emergency Reception Centre.

The Office of Emergency Management developed a Quick Reference Guide, which is provided to personnel who are deployed to work at Emergency Reception Centres. It contains basic information about the organizational structure and responsibilities, response goals, planning process and tips for workers before, during and after, a response.

2.2.2 Supports to Vulnerable Populations

The Office of Emergency Management continued its work to formalize arrangements with City divisions and external partners that provide specialized services for Emergency Social Services clients. Specialized services are provided when clients are having difficulty accessing Emergency Social Services (registration and inquiry, temporary accommodation, assistance with purchasing transportation, food and clothing and personal support) or making arrangements to look after themselves. The City relies on partnerships with qualified agencies to provide specialized services.

In 2016, the Office of Emergency Management worked to enhance specialized services during curbside responses, focusing on health and special needs. The Office of Emergency Management worked with Cluster A divisions and community agencies to identify partners to provide health supports, including physical and mental health interventions, assessment and referral.

The Office of Emergency Management also began talks with the Toronto Central Local Health Integration Network and health care agencies. The talks will lead to procedures for providing supports to vulnerable populations at Emergency Reception Centres.

2.2.3 Training

Pilot training for the Specialized Services Lead at Emergency Reception Centres was developed and tested; 24 people from four divisions (Social Development, Finance and Administration, Shelter, Support and Housing Administration, Children's Services and Toronto Employment and Social Services) participated. Training for the Logistics Lead was delivered to recreation managers and supervisors at the four sites that are pre-identified as Emergency Reception Centres, as identified above. Corporate Security staff also received training to provide security services at Emergency Reception Centres.

2.3 Special Events

The Office of Emergency Management continues to support emergency planning for special events. In 2016, the Office of Emergency Management coordinated reviews of 111 events where the planned attendance was greater than 5,000 people.

The Office of Emergency Management also implemented an online application in 2016, which is available to any group planning a special event and contains all the information required for assessment. This innovation allows event planners to complete one application. In addition, the information is available to emergency planners who are reviewing the applications at the same time. The Office of Emergency Management and Toronto Police Service received the *Canadian Association of Chiefs of Police/Motorola Award for Excellence in Emergency Preparedness* for this initiative.

2.4 Business Continuity

The Office of Emergency Management leads the City's business continuity program. Business Continuity planning enables an effective response and recovery to unplanned interruptions that disrupt processes and services. The City of Toronto has a wide range of business processes with dependencies on staff, technology, materials & equipment and facilities. The Business Continuity Management program identifies Divisional risk and the Office of Emergency Management support City staff to develop strategies and Divisional plans to ensure continued operations.

In 2016 the Office of Emergency Management focussed on strengthening business continuity awareness and capacity at the divisional level. Four on-line training modules were developed and provided for all City staff who have a role in business continuity. The Office of Emergency Management staff developed and delivered business continuity plan writing tutorials for City staff who own the 780 business processes in the City. The Office of Emergency Management also established the Business Continuity Management Working Group, developed annual business continuity plan maintenance requirements and created a central repository of Business Continuity Plans for Divisional Leads.

Future program goals are also being piloted through analysis of information contained within plans. The Office of Emergency Management is also identifying opportunities to improve recovery strategies, and establish a framework for identifying solutions to the most common business continuity challenges faced by the organization.

3. Provincial Consultation on the Provincial Nuclear Emergency Response Master Plan and Cost of the 20 Kilometre Contingency Planning Zone

3.1 Provincial Consultation

The provincial government led an online public consultation from May 15 to July 28, 2017 on two documents:

- *Discussion Paper Provincial Nuclear Emergency Response Plan Planning Basis Review & Recommendations* and
- *List of proposed changes to the Provincial Nuclear Emergency Response Plan 2009*

On May 29, 2017 the provincial government presented to the City of Toronto's Emergency Management Working Group the public consultation approach, timelines and proposed planning basis recommendations for the Provincial Nuclear Emergency Response Plan update.

The City's technical response noted that the proposed updates to the Provincial Nuclear Emergency Response Plan do not provide information on the following key items which would inform future revisions to the Toronto Nuclear Emergency Response Plan:

- A funding model for ongoing municipal operation of the nuclear program
- The process to demonstrate program compliance
- The provincial lead on activities including evacuations, reception and care of evacuees, training, exercises, and public education

An independent expert advisory group established by the province will review the public comments and provide impartial advice on how feedback should be incorporated into the Provincial Nuclear Emergency Response Plan. The advisory group is composed of leading experts in the fields of emergency management, nuclear and radiation safety, and nuclear emergency response.

3.2 20 Kilometre Contingency Planning Zone

The Contingency Planning Zone for nuclear facilities, defined as the area beyond the 10 km Primary Zone out to a radius of 20 km, has been determined by doubling the Primary Zone distance to provide a conservative buffer for nuclear emergency planning and response.

There are no additional protective measures proposed for the Contingency Planning Zone for thyroid blocking, public education, designation of additional emergency

response centres and no additional public alerting and communications requirements beyond those in the current Provincial Nuclear Emergency Response Master Plan. As the provincial government is not proposing any new protective actions for the Contingency Planning Zone, there are no financial impacts to the City of Toronto.

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SIGNATURE

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