

# Revised EX11.10



## REPORT FOR ACTION

### 2018 Office of Emergency Management Update

**Date:** November 25, 2019

**To:** Executive Committee

**From:** Director, Office of Emergency Management

**Wards:** All

#### SUMMARY

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This report provides an overview of the Toronto Office of Emergency Management's activities in 2018. This report also advises City Council of the Toronto Office of Emergency Management's non-competitive procurement of services from the Canadian Red Cross to support the response to the evacuation of 650 Parliament Street on August 21, 2018. As per Section 7.4 of the Purchasing By-law, Chapter 195, the Toronto Office of Emergency Management must report to City Council for their information on all non-competitive procurements exceeding \$500,000 that are required as a result of an emergency.

#### RECOMMENDATIONS

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The Director, Toronto Office of Emergency Management recommends that:

1. City Council receive this report for information.

#### FINANCIAL IMPACT

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In response to the fire and subsequent evacuation of the residents from 650 Parliament Street, a non-competitive procurement of services were solicited from the Canadian Red Cross for the provision of comprehensive emergency social services in the amount of \$3,155,410 under the emergency provision of the Purchasing By-law, Chapter 195. Adoption of this report will result in no further financial implications. The recovery of the costs from the property owner that were incurred by the City resulting from the incident at 650 Parliament Street is being undertaken by the City Manager in coordination with the Deputy City Manager, Infrastructure and Development Services, Accounting Services and Legal Services. The results of the cost recovery will be reported out once the matter is resolved.

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

## DECISION HISTORY

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On July 7, 2015, Council adopted EX 7.5 *Further Update on the Implementation of December 2013 Ice Storm Recommendations*, which requires the Director, Toronto Office of Emergency Management to report annually to Executive Committee to provide an overview of its activities and changes made to the program during the previous year.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX7.5>

## COMMENTS

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In November 2018, the Toronto Office of Emergency Management (TOEM) was administratively grouped under Toronto Fire Services (TFS). This transition provides the TOEM with the opportunity to review its policies, procedures, and plans while benefiting from the administrative and leadership support of TFS.

The TOEM operates four program areas: emergency planning and response, emergency social services, coordinating safety plans related to special events, and business continuity.

### 1 Emergency Planning and Response

The [Emergency Management and Civil Protection Act](#) sets the requirements for the City's emergency management program, which includes developing an emergency plan based on the hazards and risks that could cause an emergency, conducting exercises and training sessions to prepare staff to respond to incidents, educating the public to encourage personal preparedness and identifying critical infrastructure that could be impacted during an emergency.

Throughout 2018, the City of Toronto operated in full compliance with the requirements under the Act.

#### 1.1 Emergency Plan

The [Emergency Plan](#) details how the City mobilizes its resources during an emergency and identifies the roles and responsibilities of City divisions, agencies, corporations and partners.

The Emergency Plan is supported by emergency support functions, a series of annexes that outline the structure and framework for integrated support by lead and supporting organizations to respond to emergencies. The following 13 emergency support functions can be activated alone or grouped together depending on the nature of the emergency:

- Animal Care and Relief Services
- Councillor Co-ordination
- Damage Assessment

- Debris Management
- Donations Management
- Emergency Information and Media Relations
- Emergency Level Notifications
- Emergency Social Services
- Evacuation
- Mass Casualty
- Mass Fatality
- Traffic Management
- Volunteer Management

The Emergency Plan is also supported by three risk-specific plans that outline roles, responsibilities and actions for hazards that pose a large threat to the City:

- Flooding Response Plan
- Power Disruption Response Plan
- Nuclear Emergency Response Plan

The TOEM is currently reviewing the emergency support functions and risk-specific plans. They are described in the Emergency Plan and full copies are available from the TOEM at [oem@toronto.ca](mailto:oem@toronto.ca).

Going forward, the TOEM is launching a new approach to emergency planning that is more inclusive of the City's divisions, agencies, corporations and partners, including confirming response capabilities of each organization. This will improve the City's ability to respond to specific questions related to what is happening to whom, by when, and where.

## *1.2 Hazards and Risks*

Under the Emergency Management and Civil Protection Act, the City is required to identify and assess the various hazards and risks to public safety on an annual basis. This informs emergency planning priorities. The TOEM informs the public about risks that have been identified via the City's [website](#). The TOEM also shares the results of the hazard identification and risk assessment with other City divisions, agencies and corporations for planning purposes.

## *1.3 Training*

Training staff from the City's divisions, agencies and corporations is an important step to be prepared for an emergency. The TOEM develops and delivers training that is tailored to the City's emergency management program.

The TOEM trains City staff on how to plan for emergencies. In 2018, the TOEM trained 67 staff from across the City on how to update their business continuity plans in order to better prepare employees to recover from and resume operations after an emergency.

The TOEM also trains City staff on how to manage an emergency. In 2018, the TOEM trained 50 staff on how to work at an emergency reception centre. The TOEM also developed a new online training course—TOEM Emergency Management 100—that provides City staff who will work in the Emergency Operations Centre with a

foundational understanding of emergency response principles and practices. Launched at the end of 2018, 99 staff took this course and the TOEM will continue rolling out this training in 2019.

For 2019, the TOEM finalized the curriculum and course calendar for two new training sessions that will increase City staff's ability to work in the Emergency Operations Centre:

- Emergency Operations Centre 100, which trains City staff on standard operating procedures for the Emergency Operations Centre
- Disaster LAN (DLAN) Incident Management Software 100, which provides City staff with instruction and practice on the Emergency Operations Centre's emergency management software system

The TOEM trained 11 facilitators through a train-the trainer approach to begin delivering these new training sessions in 2019.

In addition, the TOEM successfully transitioned all its training records to ELI, the City's on-line learning portal, in order to increase the efficient administration of its training initiatives going forward.

#### *1.4 Exercises*

The TOEM developed and delivered two activation exercises in 2018, which focused on processes and decision making at the Emergency Operations Centre. Exercises were coordinated through the TOEM's Exercise Design Committee, representing 17 City divisions and four agencies, corporations and partners.

Exercise TEMBLOR was conducted on June 22 and focused on a seismic event occurring in the Lake Ontario basin resulting in periodic ground shaking felt throughout many communities in southern Ontario. The exercise provided the opportunity for seven TOEM staff to review and practice Emergency Operation Centre roles and responsibilities.

Exercise CAVALCADE was conducted on November 22 and focused on emerging and escalating threats to public safety in the context of the City's annual holiday tree-lighting festival at Nathan Phillips Square. Those threats challenged event command and control structures and triggered requests for supports from the Emergency Operations Centre. This exercise provided the opportunity for 16 TOEM staff, one Supervisor of Special Events and several members of the Toronto Police Service's Emergency Management and Public Order Unit to review and practice Emergency Operations Centre roles and responsibilities.

#### *1.5 Public Education*

In 2018, the TOEM reviewed and updated its web content to improve public access to emergency preparedness information. The pages are now part of [Community and People](#) and grouped with TFS, Toronto Paramedic Services and Toronto Police Service in the [Public Safety and Alerts](#).

In partnership with the City's Strategic Communications Division, the TOEM continued to co-lead the Emergency Risk Communicator Network, which is the backbone of its

public education partnership strategy. Representatives from 28 City divisions, agencies, corporations and partners meet four times per year to share best practices related to risk communications and explore opportunities for collaboration. For example, members support each other to amplify social media messaging.

During Emergency Preparedness Week, which ran from May 7 to 13, the TOEM participated in a series of sponsored messages prepared for social media in partnership with [IBC](#) and the Emergency Risk Communicators Network. The sponsored messages generated 1.02 million actual impressions on Facebook and 510,000 actual impressions on Twitter.

The TOEM continued to promote personal and workplace preparedness, with a wide variety of materials posted on its [website](#). It also continued to supply *Get Emergency Ready* guides and posters to community members: in 2018, the TOEM distributed 15,000+ guides in the top 10 languages spoken in Toronto.

## *1.6 Engagement*

The TOEM's development of a private sector engagement strategy was a highlight in 2018. The strategy is a key component of the City's evolving Partners in Preparedness program. The purpose of the program is to develop and foster relationships between the City and Toronto's private sector partners in order to enhance emergency preparedness, thereby contributing to the overall resiliency of Toronto and its residents.

In May, the TOEM, in partnership with the Toronto Police Service, hosted a workshop to launch Partners in Preparedness. Over 140 attendees from a wide range of organizations participated in the event held at the Toronto Police College.

The workshop provided an opportunity for networking and a facilitated feedback session where participants could provide input on the direction and future of this new initiative. 70% of participants felt that the workshop was a good way to start the initiative and 97% of participants said they would participate in a similar event in the future. Since this initial workshop, the TOEM has released three newsletters promoting engagement activities and partnership opportunities. By the end of 2018, the membership of the Partners in Preparedness group had grown to over 200 members.

## *1.7 Emergency Response*

The TOEM maintains a staff member on-call 24/7, referred to as the Emergency Standby Co-ordinator. In 2018, the Emergency Standby Co-ordinator was activated 73 times. The most frequent activations were the result of fires and the issuance of Orders to Close by TFSs, resulting in the displacement of residents.

In addition, the City activated its Emergency Operations Centre five times:

- extreme cold weather alert and shelter crisis (January 4 – 12)
- ice storm (April 13 – 16)
- Yonge Street van attack (April 13 – 16)
- flooding event (August 7 – 8)
- high-rise fire at 650 Parliament Street (August 21 – October 1)

### *1.7.1 650 Parliament Street Response*

On August 21, a fire occurred at 650 Parliament Street, a 24-storey, 570-unit high-rise residential building. This event severely compromised the building's electrical distribution system, requiring the evacuation and subsequent long-term displacement of approximately 1500 residents. At the request of the Fire Chief, the City activated its Emergency Operations Centre on August 21 to coordinate the City's response to this large, complex event. The City engaged the Canadian Red Cross to assist in opening and operating two emergency reception centres at Wellesley Community Centre and Regent Park Community Centre. The Canadian Red Cross is the only entity capable of supporting the City to provide comprehensive emergency social services given its large pan-Canadian roster of paid staff and trained volunteers, 24/7 response capacity, and expertise.

The Canadian Red Cross provided emergency social services in the form of temporary sleeping accommodations, food, water, hygiene kits and other personal services. Costs for services procured from the Canadian Red Cross to support this response were in excess of \$3 million dollars and were procured through the emergency non-competitive procurement provision set out in Chapter 195, Purchasing Section 195-7.4.

Once the Emergency Operations Centre was demobilized on October 1, the City handed over responsibility for ongoing support of the residents to the building's property manager, Wellesley Parliament Square. To date, residents remain displaced from the property and no firm re-entry date has been established.

### *1.8 Emergency Management Software*

The TOEM continues to integrate the use of [DLAN](#), an emergency management software system, in its operations. In 2018, the TOEM migrated DLAN to a cloud-based solution. In doing so, partners such as Toronto Hydro, the Toronto Transit Commission, the Toronto Police Service and the Canadian Red Cross can login from remote locations to update emergency information in real time. The software continues to be used to track all Emergency Standby Co-ordinator calls and emergency social services responses. The DLAN system is fully integrated into Emergency Operations Centre activations and exercises and serves to provide comprehensive documentation related to all emergency responses.

## **2 Emergency Social Services**

Many of the emergencies that the City responded to in 2018 required the coordination and delivery of emergency social services. Emergency social services are designed to meet the urgent needs of people, their pets and service animals once they have been removed from danger following an emergency. Some examples including opening an emergency reception centre to provide short-term lodging, food and clothing, and helping friends and families reunite.

The TOEM continued to chair the Emergency Social Services Working Group, which engages key stakeholders and partners to provide guidance and practical support to this program. The Working Group has representation from 12 City divisions and four community partners.



In 2018, the TOEM continued work to improve the City's ability to provide services to the City's most vulnerable residents following emergencies. This included the continued partnership with the Toronto Central Local Health Integration Network and other health care organizations to provide a specialized health needs response. This specialized response assists evacuated residents with pre-existing mental health, addiction and cognitive needs to connect with appropriate resources following an emergency. Along with finalizing the operational plan for this response, 91 health agency staff were provided training on how to carry it out. This plan was activated five times for the following responses:

- 78 Rouge River Drive (December 6, 2017 – February 15, 2018)
- extreme cold weather alert and shelter crisis (January 4 – 12)
- 703 Dupont Street (March 25 – 28)
- 221 Clendenan Avenue (June 7 – July 9)
- 650 Parliament Street (August 21 – October 1)

### **3 Special Events**

Toronto has thousands of special events every year—ranging from local block parties to large international festivals. Although these events make the City a great place to live, they can increase the impact of hazards associated with large crowds and gatherings. To manage these risks, the TOEM supports City divisions, agencies, businesses and other organizations by guiding and coordinating plans to mitigate potential risks.

In 2018, the TOEM supported the development and review of 917 [emergency action plans \(EAP\)](#). The TOEM is engaged in all aspects of the EAP development process, including liaising with event organizers and ensuring EAPs are distributed to key stakeholders like the emergency services. The TOEM also worked with City divisions, agencies, and partners to help the organizers of some of the City's bigger special events to plan for threats, such as Pride Toronto, the Caribbean Carnival, the Scotiabank Waterfront Marathon, Nuit Blanche and the Cavalcade of Lights.

Groups planning a special event are encouraged to complete their application online. The application contains all the information required for assessment and saves event planners from providing the same information to multiple reviewers. Reviewers can also access the applications simultaneously. The TOEM continued to make improvements to the online application in 2018 with the inclusion of additional safety and security elements.

Launched in late 2018, TOEM now leads a new Event Safety and Security Taskforce. Its purpose is to review, coordinate and communicate event planning and operational safety and security response plans at various events within Toronto. In 2019, 10 events will be piloted through the program, with hopes of expanding the Taskforce's methodology to include more event planning operations in 2020.

The TOEM is also launching an initiative to centralize event request processing to ensure requests cycle through relevant City divisions, agencies and corporations, as well as to communicate the results to event organizers.

#### **4 Business Continuity**

The TOEM leads the City's business continuity management program. Business continuity planning enables an effective response and recovery to unplanned interruptions that disrupt City processes and services. The City of Toronto has 700+ business processes with dependencies on staff, technology, materials, equipment and facilities. The business continuity management program identifies risks and supports City divisions to develop strategies and plans to ensure continued operations.

The Business Continuity Management Working Group, chaired by the TOEM with representation from all City of Toronto divisions, meets three times per year to oversee the corporate program and support divisions in exercising plans and improving recovery strategies.

#### **CONTACT**

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#### **SIGNATURE**

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