



## STAFF REPORT INFORMATION ONLY

### 2015 Pan Am/Parapan Am Games – Summary of Toronto Public Health Planning and Operations

<b>Date:</b>	November 4, 2015
<b>To:</b>	Board of Health
<b>From:</b>	Medical Officer of Health
<b>Wards:</b>	All
<b>Reference Number:</b>	

#### SUMMARY

The Toronto Pan American and Parapan American Games in July and August 2015 were the largest international multi-sport event ever held in Canada. The events and cultural celebrations across the Greater Golden Horseshoe, particularly in the Host City of Toronto, were widely viewed as an overwhelming success.

The Games demanded unprecedented planning and coordinated service delivery to ensure their success. Toronto Public Health (TPH) collaborated with City divisions and agencies to coordinate its services with other local planning and operations, and worked closely with Games organizers, the Ministry of Health and Long-Term Care, Public Health Ontario and other partners to ensure the readiness of the health system.

TPH drew on its experience from annual events and past mass gatherings to inform its focus on communicable disease surveillance, health hazard and food premises inspection, emergency planning and preparedness, and health promotion. This report summarizes planning and service delivery in these areas, and some preliminary findings from evaluation still underway.

#### Financial Impact

There are no financial impacts from this report.

#### DECISION HISTORY

As Host City for the Pan Am/Parapan Am Games, City Council endorsed a number of initiatives for new and improved infrastructure, planning and operations, and community engagement activities to advance City goals related to economic, social, cultural, healthy living and sport development.

Toronto Public Health's 2014 and 2015 Operating Budgets, which were recommended by the Board of Health and endorsed by City Council, included specific expenditures related to the planning and operations for the Games.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.HL25.8>

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.HL34.12>

The Board of Health received an update on Games planning and operations at its June 29, 2015 meeting <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.HL5.2>.

The presentation identified key activities related to communicable disease surveillance and control, health hazard and food safety inspections and investigations, emergency planning and health promotion.

## **ISSUE BACKGROUND**

The Pan American and Parapan American Games are the world's third largest international multi-sport games, surpassed in size by only the Olympic Summer Games and the Asian Games. Toronto and 15 other municipalities across the Greater Golden Horseshoe hosted the 2015 Pan American Games from July 10-26 and the Parapan American Games from August 7-15. The 2015 Games were the largest multi-sport event ever held in Canada, with an estimated 7,000 athletes and delegates from 41 countries in the Americas and Caribbean, over 20,000 volunteers and more than 250,000 visitors.

As Host City, Toronto made commitments to funding and supporting its share of capital infrastructure and operations for the Games under a Multi-Party Agreement signed with Games organizers ("TO2015"), the Canadian Olympic and Paralympic Committees, the provincial and federal governments and other partners. City Council also funded a "Host City Showcase Program" to advance the City's goals related to economic development and tourism, sport development and health living, and resident engagement and cultural celebration. TPH partnered with City divisions and agencies in the planning and delivery of the Games. TPH also played a key role with its health system partners to assess potential risks and plan for appropriate local and system-wide response.

TPH planning and Games-time operations focussed on four key areas: communicable disease surveillance and control, health hazard and food safety inspections and investigations, emergency planning and preparedness, and health promotion. These services are essential for monitoring and response to health risks that can arise when large numbers of people gather, where there are significant food preparation and service operations, and when demand on transportation, energy or other infrastructure is increased. TPH provides this support in addition to its regular mandated services directed at the entire population of the City of Toronto.

## **COMMENTS**

The 2015 Pan Am and Parapan Am Games were a success. Although no formal evaluation reports have yet been published from the Games partners, the events were characterized by exceptional athletic performances, high-quality venues, enthusiastic crowds, dynamic public spaces and cultural celebrations.

The performance of the health system was largely behind-the-scenes, and there were no significant incidents that required a TPH response. There was extensive collaboration among partners to assess potential health risks, plan resources and coordinate operations to support the additional needs of the Games without compromising services to the rest of the population. The Games also offered the opportunity to strengthen existing systems and invest in new initiatives that could enhance readiness for future large events.

## **Planning and Games-Time Operations**

The Ministry of Health and Long-Term Care, Public Health Ontario and the Local Health Integration Networks coordinated much of the overall health system planning for the Games. Given the large geographic scope of the events, 11 public health units were engaged. TPH played the key role among health units as service provider to the Host City and the largest proportion of visitors, delegates and sports venues, including the Athlete's Village. TPH participated in Games planning through multidisciplinary working groups and committees that worked over several years to prepare the health system and the City's overall activities.

Planning was supported from the TPH base operating budget, as well as dedicated temporary funding from the City's Major Special Events Reserve Fund in the 2014 and 2015 Operating Budgets. From June 1 to August 31, 2015, Games-time operations were funded under an Incremental Services Agreement between Ontario's Pan Am/Parapan Am Games Secretariat, TO2015 and the City of Toronto, which provided TPH funds for specific public health services related to service coordination, communicable disease surveillance, health hazard and food safety inspections and investigations and Games-time support.

In many respects, the Pan Am/Parapan Am Games were typical of any large gathering and TPH and its health system partners were able to draw on their experiences to anticipate and plan their operations. The Games also introduced elements unique to international sporting events, such as its own medical service and numerous temporary athletic venues and public spaces. TPH and its partners were able to reference the experiences of public health agencies involved in previous large sporting events such as the 2010 Asian Games in Guangzhou, China and Vancouver Winter Olympics, the 2012 London Summer Olympics and Ontario Summer Games, and the 2014 Commonwealth Games in Glasgow.

## **Communicable Disease Surveillance and Control**

Planning for this aspect of the Games began in 2012, under the leadership of the MOHLTC's Advance Planning Group and its Health System Preparedness Steering Committee. TPH and Public Health Ontario co-chaired the Committee's Surveillance Working Group to review the risks associated with mass gatherings and make surveillance recommendations for all jurisdictions affected by the Games. A Hazard Identification and Risk Assessment (HIRA) identified public health threats related to infectious disease (such as food and waterborne diseases), non-infectious diseases (such as heat-related injury and illness) and environmental threats like extreme heat or poor air

quality. A gap analysis focused on threats in the HIRA informed the Games surveillance priorities and objectives, which were finally approved in September 2014.

TPH integrated these provincial recommendations into its surveillance plan, which built on the recent experience with World Pride in 2014, and the associated evaluation of strategies used to support surveillance.

TPH investigated several reports of communicable disease threats, but did not detect any significant public health issues in Toronto related to the Games. Other health units also detected and responded to a small number of communicable disease events, but were of little to no consequence to Toronto or the larger Games community. Communications among partners facilitated several opportunities to enhance or pilot new sources of surveillance information. These included 911 dispatch data collected by Toronto Paramedic Services in their "First Watch" system, comprehensive coverage of hospital emergency room data, and Gastrobusters, a new TPH online reporting tool for food poisoning, one of the most commonly-reported preventable public health threats at mass gatherings. TPH's Communicable Disease Surveillance Unit, is leading the evaluation of the surveillance strategies, including any legacy potential for the new data sources.

### **Health Hazard and Food Safety Inspections**

TPH participated in the MOHLTC's Food and Water Safety Workgroup, and from an early stage worked with TO2015's Cleaning, Catering and Waste Team to support planning and inspections for the Games. TPH advised TO2015 on their request for proposals for food vendors and on their design and construction of their aquatic centres.

The length and the geographic scale of the event demanded extensive coordination.

Within Toronto, the Pan Am and Parapan Am Games introduced:

- 30 venues, with over 100 individual food premises operated by existing or temporary food service contractors
- 25,000 meals served to 7,600 athletes and workforce on a peak Games day
- 850,000 individual meals prepared and served during the Games
- 8 swimming pools and 3 spas that required inspections
- Food services at related community events and festivals such as Panamania! at Nathan Phillips Square, Spectator Jams at Toronto Public Library locations, Pan Am Path, Torch Relay events and Games opening and closing ceremonies.

Leading up to the Games, Public Health Inspectors conducted 260 inspections to ensure that menus and operational plans for all food premises were acceptable and that accommodations and community sites were inspected prior to opening. For new venues like the Pan Am Aquatics Centre at the University of Toronto-Scarborough, inspections took place throughout the design and construction phase.

During the summer, a small team of Public Health Inspectors were dedicated to the Games who were familiar with the venues and operators in case of incident. This team investigated and resolved a few minor incidents associated with vendors and food service, but overall encountered no significant health hazards. The most common issue

observed was food not being stored or transported at appropriate temperatures, in which case inspectors would discard the food.

## **Emergency Planning and Preparedness**

Prior to the Games, TPH participated in a MOHLTC Health System Preparedness Working Group to assess risks and support coordinated "exercises" to test and finalize emergency plans and protocols. TPH also participated in a number of municipal and provincial planning forums, workshops intended to clarify organizational roles and responsibilities, communication linkages, and emergency response protocols for the Games. TPH's involvement in these planning activities enabled the organization to better prepare for the risks associated hosting the Games and the enhanced level of coordination required to meet expectations of Games partners. Compared to an unexpected emergency, the planned nature of the Games offered TPH and partners time to anticipate events and fine tune a coordinated approach to maintaining communications and resources throughout the Games.

TPH activated its Incident Management System (IMS) during the Games to ensure coordinated communications internally and with partners, and to support service delivery for Games-specific and regular business throughout the summer. IMS activation aimed to ensure that TPH had the capacity to quickly respond to threats or incidents during the Games period. Over 30 key TPH staff received updated training in IMS and were mobilized to support the activation. The IMS was active from June 22 to August 18, which aligned with activations at the City, Province and TO2015. IMS leads participated in daily teleconferences with partners and coordinated work internally via regular status reports and meetings.

There were no significant events or threats during the Games period that required a public health response. However, the Games were an excellent opportunity to use and assess new communication tools, processes, and structures implemented from previous responses to enhance future readiness.

## **Health Promotion**

TPH expanded its regular health promotion activities to reach visitors and Games volunteers, staff and athletes. Sun and heat safety, physical activity, safer partying and tobacco-free sports and recreation were among the messages that TPH promoted through efforts such as:

- **Tobacco-Free Sports and Recreation – Host City Showcase Program**  
This effort was one of 28 innovative projects funded by City Council as part of the Host City Showcase Program, and aimed to reduce the social exposure of young people to tobacco use and reduce the exposure of all Games attendees to second-hand smoke. Through this program:
  - TO2015 adopted a Smoke-Free Policy and collaborated with TPH to train volunteers and delegates and publicly promote the policy through the Games app, venue signage, spectator information and announcements at events;

- TPH recruited and trained 50 youth through its Youth Health Action Network to promote tobacco-free living through community events, videos and postcards, and survey Games staff and spectators about the Smoke-Free policy; and
- TPH encouraged sixteen sports/coaching associations to make or update their commitments to tobacco-free recreation, and updated its educational resources to share with parents, event organizers, public health units and community organizations across Ontario.

The Ontario Tobacco Research Unit (OTRU) at the Centre for Addiction and Mental Health helped TPH develop an evaluation method for the program, and TO2015 supported training and surveying of spectators and Games staff and volunteers. Members of TPH's Youth Health Action Network surveyed smokers and non-smokers at eight venues to gauge their awareness of the Smoke-Free Policy and their sense of its effectiveness. Of 537 survey respondents:

- 49% of spectators were aware of the Game's Tobacco-Free Policy and 80% of staff were aware of the Smoke Free Policy;
- 72% of spectators reported that they did not observe tobacco products being used during the event; and
- 30% of respondents indicated that they would be more likely to attend Pan Am/Parapan Am events due to the policy.

These findings are not representative of the general population or audiences at other large sporting events, but suggest that the policy supported the reduction of exposure to second-hand smoke among attendees.

- **WeatherActive mobile app**

TPH partnered with Health Canada, Environment Canada, TO2015 and public health units across the Games footprint to develop and launch a smartphone app about heat and air quality. Health Canada funded TPH to develop, launch and promote the app. "WeatherActive" provided weather conditions and forecasts, alerted users to heat and air quality warnings, shared tips on how to be active but healthy in the heat, and mapped places to seek relief from the heat in air-conditioned public buildings, swimming pools and parks. The app was supported by concurrent work by health units and federal and provincial agencies to pilot a regional alert system for extreme heat and the Air Quality Health Index.

Although the app was available all summer and had content beyond the Games, it was particularly useful during a two-day heat alert on the busiest weekend of the Pan Am Games (July 18 and 19). During this time, the app provided spectators with timely reminders about heat illness, hydration, sun protection and venue information so they could protect themselves while enjoying the events. TPH's work on the app was recognized by the City with a "Toronto's Got IT" Outstanding Team Award in October 2015. WeatherActive was a pilot exercise and the experience will assist TPH and its partners in future considerations of promoting health information via smartphone apps.

- **CondomTO**

In June 2015, TPH launched a "games-inspired" edition of condomTO, a Toronto-themed condom that it first released for the 2014 World Pride festivities. The 2015 condomTO design featured six sports-themed images and uniquely included the International Symbol for Disability, in support of the para-athletes and disabled community. The campaign was much larger than TPH's regular condom distribution in the community to promote healthy sexuality and condom use. TPH distributed over 288,000 of the condom TO design condoms, including 150,000 in the Athletes Village in partnership with TO2015.

- **Community events**

The Host City Showcase Program created new opportunities for City divisions and agencies to host residents and visitors at community cultural events throughout the Pan Am and Parapan Am Games. TPH leveraged existing partnerships to promote health at many of these events, particularly those that engaged vulnerable communities:

- TPH joined Toronto Public Library's "Spectator Jams" at Malvern, Yorkwoods, Jane-Sheppard and Thorncliffe libraries with the Mobile Dental Clinic and Interactive displays that engaged the public around ways to increase their knowledge to make healthier choices.
- At film nights and community BBQs coordinated by Social Development, Housing and Administration, TPH showed their "It's OK to Breastfeed in Public" video and provided other healthy living messages targeted at youth and young families.
- TPH updated its "Healthy Summer Living" brochure for distribution through Toronto Tourism's InfoToGo booths, and promoted condomTO at evening events like Panamania! concerts at Nathan Phillips Square.
- TPH provided consultation on food safety planning and inspections during some of the events.

- **TO2015 Volunteer and Spectator Information**

TPH collaborated with TO2015 to include health and wellness messaging in volunteer training materials and spectator information. This partnership supported communication related to sun and heat safety, active transportation, tobacco-free living, safer partying (alcohol and drug harm reduction) and protection from West Nile Virus and Lyme Disease.

## **Evaluation and Legacy Opportunities**

TPH's objectives for the Games were to:

- collaborate with TO2015, City divisions and health system partners to effectively deliver public health services;
- promote TPH's role and health messages; and
- create partnerships that enhance future health promotion and mass event service delivery.

In collaboration with City colleagues and other partners, TPH is currently evaluating its overall Games operations and assessing its surveillance process and the legacy potential of new data sources, and anticipates sharing results in 2016.

TPH's extensive planning and coordinated delivery creates several legacy opportunities that will enhance processes and service for regular business and future special events. For example:

- Many policy and health promotion resources, such as those related to tobacco-free sports and recreation, have been updated to enhance regular programs and share with health units and other partners;
- TPH has strengthened and developed new partnerships with City divisions and agencies, including the Toronto Public Library, that will expand our reach and engagement with Toronto communities;
- New surveillance data sources such as 911 dispatch data from Toronto Paramedic Services' "First Watch" system will offer timelier and more comprehensive disease monitoring on a routine basis; and
- TPH's IMS processes and procedures and its connections with the City's Office of Emergency Management and external agencies were improved for future incident preparedness and response.

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## **SIGNATURE**

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