



Special Events / Mass Gathering

Emergency Action Plan Information & Event Safety Tips

Public safety is an important element of special event planning. The City of Toronto requires that event organizers complete the Emergency Action Plan, which can be found at www.cityoftoronto.fluidsurveys.com/s/special_events. This is a requirement for associated permits, such as park permits.

The EAP form should be submitted a minimum of 8 weeks prior to the event for review.

The City of Toronto also recommends that event organizers include in their planning efforts, various methods for mitigating and managing risks associated with their event. Information about such methods are included in this guide.

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DISCLAIMER

The review of the special event emergency plan submitted by your organization, and any advice or information provided respecting the plan, is meant to assist your organization to prepare a plan that will serve it well in carrying out the special event. However, the City of Toronto and the Toronto Police Service disclaim any responsibility for the use of the plan and will not be liable for any damages arising from its use and implementation.

The Emergency Action Plan

The **Emergency Action Plan** form is designed to assist special event organizers in developing plans to respond to any emergency situations that may occur during their event, and how to link into the City of Toronto's Emergency Response Structure.

The City of Toronto's Emergency Response Structure includes emergency services provided directly to the public by Toronto Police, Toronto Fire and Toronto Paramedic Services. It also includes the support and coordination of all other City of Toronto and external agency responses (Transportation, Water, Public Health, Hydro, TTC, Public Utilities, Provincial and Federal Government, etc.) in accordance with the Toronto Emergency Plan.

There are unique circumstances, inherent to every special event, which may constitute a hazard, contribute to risk, or culminate in an emergency. Therefore all events **WILL** require an **Emergency Action Plan** as a condition of a City of Toronto location (park, civic square, road, etc.) permit.

Event organizers should complete the online form:

www.cityoftoronto.fluidsurveys.com/s/special_events.

Frequently Asked Questions

Why is it important to have an Emergency Action Plan?

An EAP is needed for two main reasons:

1. To identify potential hazards; to determine associated levels of risk to the public; and to implement appropriate measures to prevent or mitigate the hazards and, thereby, reduce or eliminate the risks.
2. To identify the appropriate event organization and level of coordination with external agencies needed to manage resources and respond effectively to emergencies, including measures for providing emergency information to the public and for mass evacuation of the event.

What is an Emergency Action Plan (EAP)?

An Emergency Action Plan is a formal written plan developed by the event organizer which identifies key personnel, emergencies that could impact the event, and which describes the measures to minimize those impacts and ensure public safety.

We encourage **all** event organizers to complete an EAP, as it is a useful and comprehensive planning tool.

The form will automatically require a Hazard Identification and Risk Assessment (HIRA) in addition to site-specific information for events that are anticipated to have 5,000 or more in attendance, or that have certain risk factors, as this is a condition of city permits.

Every EAP must be tailored to site-specific conditions and to the requirements of the agency/organization that owns or regulates the site of the event.

Which fields should I fill in the online form?

The online EAP form is designed to collect only information applicable and appropriate for the event size, type and risk-level. This means organizers of large, complex events will need to provide more information than for small ones.

Who Should Complete an Emergency Action Plan?

Public safety is an important element of special event planning. It is good practice for all event organizers to include in their event designs various methods for mitigating and managing risks associated with their event.

All events which require a City of Toronto location (park, civic square, road, etc.) permit WILL be required to complete the EAP. The City of Toronto also suggests that all organizers for events which are hosted on public property or right-of-way, and especially those which engage City services, complete the EAP.

What is an Emergency during a special event or mass gathering?

An emergency during a special event or mass gathering can be defined as any incident occurring with respect to an event site, activity, staff, or the general public, which puts life safety at risk, and which requires extra measures on the part of event staff to respond, or which exceeds the event staff's capability to respond.

Examples of the types of emergencies that could occur during a special event may include things such as lost children, severe weather, mass casualty events, unruly crowds, etc.

Why is the City collecting this information?

An Emergency Action Plan Template has been developed to assist special event organizers in planning a safe and successful event through:

- Identification of roles and responsibilities.
- Identification of potential hazards and risk factors.
- Identification and implementation of hazard prevention and risk reduction strategies to ensure public safety.
- Development of response plans to manage emergencies if and when they occur.
- Communication and coordination of command structures for managing the event and emergencies.

The EAP form is designed to assist special event organizers in developing plans to respond to any emergency situations that may occur during their event, and how to link into the City of Toronto's Emergency Response Structure.

Who will see the information I provide, and how is it used?

The form provides important, site-specific information to Emergency services, as well as key Public Safety partners.

The City of Toronto collects the information on the EAP form to notify city staff, and for statistical reporting.

This system does not confirm or hold locations or facilities, nor issues a permit(s). Please refer to the City of Toronto event planning Guide for further instructions and information on this topic: <http://www.toronto.ca/events>

Any questions or concerns regarding this form or the collection of information may be directed to:

The Office of Emergency Management
oemspecialevents@toronto.ca
416-392-4554

Are there different application processes for different types of events?

The EAP helps events and public safety partners identify two main categories of event, each has a slightly different process:

1. **Local Street and Community Events, and Events with attendance less than 5,000**
 - a. Once this survey form is submitted, a confirmation notice will be sent to the person identified in the 'Event Planning Coordinator' field.
 - b. This notice indicates completion of the EAP, and can be used to validate your submission as a requirement for permitting.

2. **Category B, C, and D events with an attendance of more than 5,000.**
 - a. Submission of the form begins an EAP application.
 - b. Once the information is reviewed and approved, the special events group will notify the person identified in the 'Event Planning Coordinator' field by email.
 - c. This email notification can be used to validate your submission as a requirement for permitting. During the review process, the Event Planning Coordinator may be contacted via email.

What are the event categories (B, C D etc)?

More information can be found in the Special Events Planning & Emergency Levels guideline, [here](#).

Emergency Planning - Public Safety Tips

Hazard Identification and Risk Assessment (HIRA) for Special Events

Introduction

Hazards can be broadly categorized as natural, human-induced, or technological (i.e. resulting from the manufacture, transportation, and use of technology or certain hazardous substances).

Examples of hazards may include such things as explosion, fire, structural collapse, protest, riot, shooting, high wind, thunderstorm, power loss, food-borne illness, etc.

Responsibilities for managing risks need to be identified and recorded. Knowing the risks ahead of time and planning for them is essential to running a successful event; event organizers must tailor the event plan to take into account each identified risk.

Definitions

Risk is an assessment of the danger posed by a hazard, factored in terms of that hazard's probability (or frequency) of occurrence, multiplied by the hazard's impact (or consequence) of its occurrence, as follows: $PROBABILITY \times IMPACT = RISK$

Risk Assessment: Every event is reviewed by our Special events team. If this review leads to safety or security concerns, the team may follow up with you to request additional information.

Event Categories: Can be found in the Special Events Planning & Emergency Levels guideline, [here](#).

Hazards are any events or physical conditions that have the potential to cause:

- fatalities and injuries
- infrastructure damage
- environmental damage
- interruption of business
- property loss, or
- other types of harm or loss.

Risk prevention and risk reduction activities are aimed at lessening or eliminating either the probability factor or the impact factor (or both) associated with any given hazard.

10 Essential steps to Risk Assessment

While the EAP form creates a basic risk assessment, some organizations prefer to create their own for planning purposes. These steps are similar to the process followed by City of Toronto staff in the review of EAP submissions.

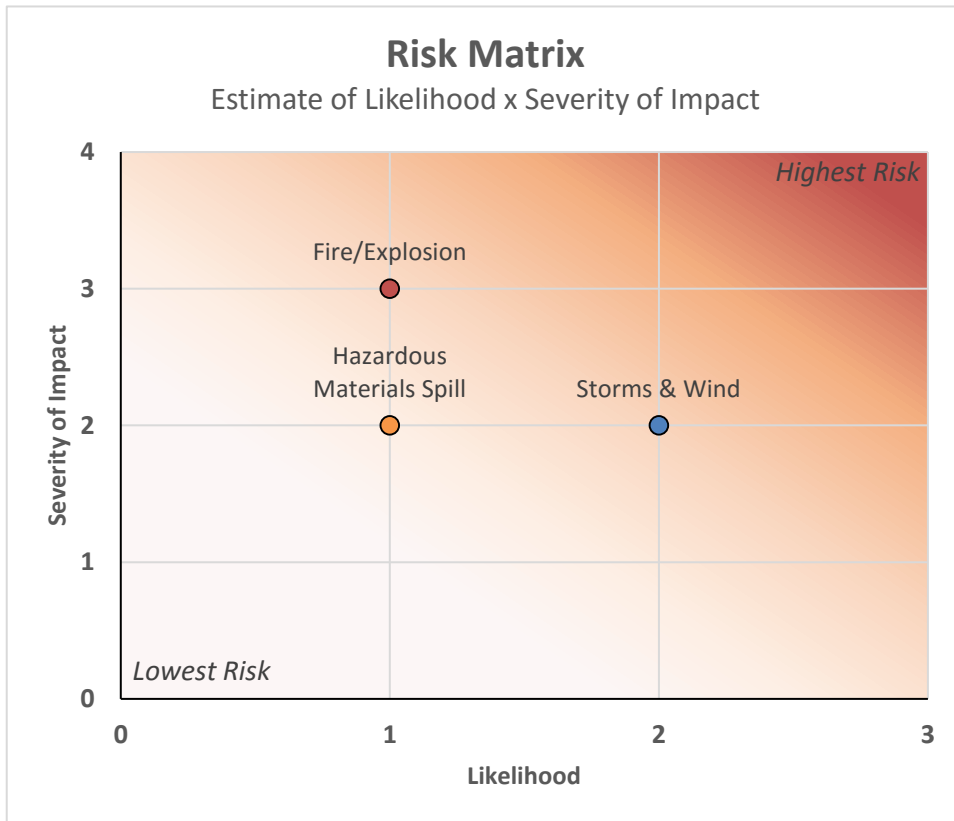
This is a useful exercise regardless of the EAP completion, especially for large, complex events.

Here are the basic components of risk assessment:

1. list all the possible hazards that impact your event.
2. for each hazard, determine how **likely** it is that the hazard may occur
3. for each hazard, determine how **significant an impact** such occurrence will have on the event.
4. plot results on a risk matrix, as follows:
 - a. likelihood on one axis
 - b. significance of impact on another axis
 - c. use a simple scale that ranges from low to medium to high.
5. Hazards with both a high likelihood of occurrence and high significance of impact **represent the highest risk** and should definitely be planned for.
6. determine what risks you can/will prevent.
7. determine what you can do in advance to lessen or eliminate either the probability of occurrence or the impact of the risk (or both).
8. the remainder, the residual risk, is what you must plan to respond to.
9. Determine the appropriate response for each hazard with a residual risk. Include:
 - a. the necessary resources (people, equipment, and facilities), procedures, organizations, and coordination
 - b. provisions for items listed in (a) within your plan, and for your event.
10. It is up to the event organizer to mitigate the risks and the impacts that could result.

Remember: Risk assessment is the responsibility of the event organizer

Sample Risk Matrix



Sample Risk Assessment Table

Hazard	Potential Harm or Loss	Likelihood	Severity of Impact	Risk Reduction actions or strategies to be included in the event plan	Has the risk been sufficiently managed? If no, what are the next steps?
Over-crowded beach	1. water related emergencies	Medium	High	1. Increase the number of volunteers on the beach 2. Establish command posts and stage emergency equipment 3. Set up lost person /information centre 4. Spread out stages and timing between activations to decrease congestion	1. No – event organizer cannot provide additional volunteers 2. No – requires coordination 3. Yes 4. Yes
	2. lost children	High	Low		
	3. Impeded communications with the public during emergency	Medium	Medium		
	4. Responder safety jeopardized	Low	High		
Traffic congestion on egress	1. increased congestion in downtown core	High	Medium	1. Develop traffic management plan 2. Contact parking lot attendants and traffic control persons to support parking	
	2. Impeded access for emergency services within the downtown west end area	Low	High		

Event Organizational Structure

Roles and Responsibilities, Command and Control

In the event of an emergency, City responders follow the Incident Management System (IMS). Event organizers should familiarize themselves with the structure and how they can integrate and assist with the response.

Certain incidents occurring during a special event may dictate the need for a specific Incident Commander to manage that particular incident (e.g., isolated structure fire, vehicle crash, hazardous materials incident, structure collapse, multiple casualty incident, etc.).

The Incident Command structure will require event organizers (Event Manager) to assist with the response and provide specific information about event activities. When an incident occurs within a special event, immediate action must be taken to control and manage the incident.

As the incident grows, the issues that must be considered will grow as well. The Incident Commander of the special event may assign command of the emergency incident to a ranking emergency responder.

The Incident Commander may authorize the event coordinator to implement his or her own command structure and/or call upon the resources of the event command structure.

The event coordinator will likely have to:

- Assess the situation.
- Determine whether human life is at immediate risk.
- Establish the immediate priorities and objectives.
- Determine whether there are adequate and appropriate resources on-scene or ordered.
- Establish an appropriately located on-scene Command Post (CP), if needed.
- Establish an appropriate initial command structure, if needed.
- Develop an action plan.
- Ensure that adequate safety measures are in place.
- Coordinate activity for all Command and General Staff.
- Consider whether the span of control is approaching, or will soon approach, practical limits, taking into account the safety of all personnel.
- Determine whether there are any environmental concerns that must be considered.
- Monitor work progress and coordinate with key people.
- Review and modify objectives and adjust the action plan as necessary.
- Approve requests for additional resources or for the release of resources.
- Keep the overall event Incident Commander informed of incident status.
- Order the demobilization of the event, when appropriate.

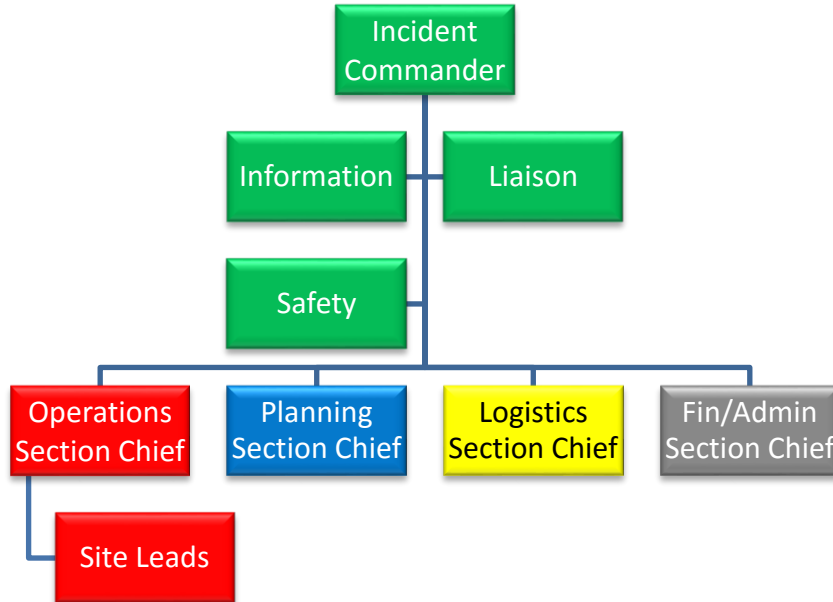
Event Response Structure

In the event of an emergency, event organizers should be poised to respond adequately to support emergency responders at site.

Thus, event planners should consider the following positions in their communications plans, and identify event staff to fill them where possible:

- **Event Incident Commander**
the person who holds responsibility and decision making for all event activities
(example: Event Manager)
- **Information Officer**
the person who will talk to the media about the special event/mass gathering in the event that an emergency occurs (example: Media Relations)
- **Liaison Officer**
should be available to act as a liaison to unified command providing operational/site information to unified command during an event (example: Public Relations Officer)
- **Safety Officer**
identify hazards associated with event, ensuring protective equipment is available
(example: Technical Supervisor)
- **Operations Manager**
manage tactical operations of the event (example: Production Supervisor)
- **Planning Manager**
collect, evaluate, process, dissemination and use of information regarding the incident
(example: Public Relations)
- **Finance and Administration Manager**
Contracts, ordering and renting supplies (example: Admin. Coordinator)
- **Logistics Manager**
identify and provide resources (example: Event Coordinator)

Below is an image which illustrates the reporting structure of IMS, it describes how positions would interact with each other in an emergency on site:



Communications Plan

It is important when an emergency occurs that emergency responders can easily access those in charge of event operations. It is also beneficial that event organizers familiarize themselves with the City's response structure and the common terminology used during a response.

Notification Chart: A notification chart is a diagram outlining the process of notification in an emergency, including who is to be notified, by whom, and in what sequence. The chart should be prominently displayed in an Emergency Action Plan (EAP) document; often it is the first page of the EAP.

Notification Procedures: Notification procedures should be developed to ensure the timely notification of persons responsible for taking emergency actions. The procedures should be brief, simple, and easy to implement.

Responsibilities: A determination of responsibilities of EAP-related tasks must be made during the development of the plan. Generally speaking, special event organizers are responsible for the development and maintenance of the EAP and for activating the notification procedures of the plan. Municipal and/or Provincial authorities having statutory obligations are responsible for off-site response and support of on-site response when it exceeds the organizer's capability. The EAP must specify the person(s) responsible for declaring an emergency under various circumstances and for initiating emergency actions. In doing so, the plan must be site-specific, since all special events are different.

Emergency Identification, Evaluation and Classification: Determine and identify the situation(s) or triggering event(s) that initiate or require an emergency action. The establishment of procedures for reliable and timely recognition of emergency situations is imperative. If time permits, an emergency should be evaluated and confirmed by experienced personnel. Finally, to determine the appropriate course of action, the emergency or triggering event should be classified according to its urgency.