



## STAFF REPORT ACTION REQUIRED

# 14.

### Toronto Public Library Emergency Plan

<b>Date:</b>	November 18, 2013
<b>To:</b>	Toronto Public Library Board
<b>From:</b>	City Librarian

#### **SUMMARY**

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To seek approval for the revised Toronto Public Library Emergency Plan. The plan has been revised to comply with the City of Toronto Emergency Plan and protocols.

The purpose of this plan is to ensure that Toronto Public Library (TPL) is able to prepare for and respond to emergencies. The scope of the TPL Emergency Plan covers Toronto Public Library preparations and practices for TPL specific plans and TPL participation in City-wide plans.

In the City of Toronto Emergency Plan, the Toronto Emergency Management Program Committee provides executive leadership and is supported by the Emergency Management Working Group, which develops emergency plans and supports the response to emergencies. The Library is a member of the Working Group and coordinates its emergency planning and response during City emergencies through the Working Group. During a City or neighbourhood emergency the Library will support the Emergency Human Services response.

The TPL Emergency Plan provides a framework for TPL's emergency planning and the basis for on-going activities that ensure the Library's preparedness in the event of an emergency and addresses issues of response and recovery in an emergency.

#### **RECOMMENDATIONS**

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**The City Librarian recommends that the Toronto Public Library Board:**

1. approves the revised Toronto Public Library Emergency Plan.

#### **FINANCIAL IMPACT**

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There are no direct financial implications arising as a result of this report.

Costs may arise from activation of the Emergency Plan. However, these are not quantifiable at this time and would be considered extra-ordinary expenditures. Financial authority for expenditures during an emergency is governed by the Library's Financial Control Policy.

The Director, Finance and Treasurer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

The Toronto Public Library is responsible for preparing for various types of emergencies that may affect the Library and/or the City of Toronto. The provincial Emergency Management Act requires municipalities to have an Emergency Management Program consisting of an emergency plan, training and exercises and public education. As part of its Emergency Management Program, the City of Toronto has requested that all Agencies follow the policies and protocols outlined in the City of Toronto Emergency Plan.

The Library Board approved the current Toronto Public Library Emergency Plan at its September 17, 2007 meeting.

On May 8 and 9, 2012, City Council adopted a series of recommendations from the Ombudsman with respect to her investigation into the provision of Emergency Human Services following the 200 Wellesley Street Fire in September 2010. As a result of the Ombudsman's findings, Council instructed the City Manager to "direct all Agencies and Corporations to comply with the City of Toronto Emergency Plan and Protocols." The City Manager asked that City agencies "follow the policies and protocols outlined in the attached City of Toronto Emergency Plan to the extent that it applies to your organization."

## **ISSUE BACKGROUND**

An emergency may result from an existing danger or it may be a threat of an impending situation abnormally affecting Library property or the health, safety and welfare of the Library users and staff. A major emergency requires a controlled and coordinated response by the Library, often in coordination with the City and other agencies. If the emergency affects more than the Library, the response may be coordinated by the Toronto Emergency Management Program Committee.

## **COMMENTS**

The TPL Emergency Plan facilitates the earliest possible coordinated response to an emergency, an understanding of the personnel and resources available to the Library and recognition that additional expertise and resources can be called upon if required. The Plan outlines how the Library will respond to, recover from, and mitigate the impact of a disaster. The Plan contains sections that describe the legal authority for emergency response, the planning assumptions, the concept of emergency operations, responsibilities and the preparedness cycle.

## **Context**

The provincial Emergency Management and Civil Protection Act requires municipalities to have an emergency management program consisting of an emergency plan, training and exercises and public education. The Act authorizes the Mayor to declare that an emergency exists in the municipality and to take such action as considered necessary to implement the emergency plan of the municipality. The Toronto Emergency Management Program Committee (TEMPC) provides the executive leadership and support for actions required to develop and implement the municipal requirements of the Act. During an emergency, this Committee is collectively responsible for the direction and coordination of emergency response operations within the City of Toronto. TEMPC is supported by the Emergency Management Working Group, which develops emergency plans and supports the response to emergencies. TPL is a member of the Working Group. The Toronto Office of Emergency Management (OEM) is the coordinating City unit for preparedness, response and recovery activities.

## **Authority**

The Toronto Public Library Board approves the TPL Emergency Plan. The TPL Emergency Plan will be activated and terminated by the City Librarian or designate. The City Librarian may seek advice from the Mayor, the City Manager, the Toronto Public Library Board Chair or the Toronto Emergency Operations Centre, as soon as possible. Financial authority and control is governed by the Library's Financial Control Policy. During an emergency the City Librarian will inform and consult with the Board Chair, as soon as possible. Depending upon the extent and nature of the emergency, a special Board meeting may be called to seek advice from the Board on the strategic direction of TPL's response to the emergency situation.

## **Implementing the Plan**

The City Librarian remains in command of the overall operation of the Library in a Library or City emergency. During an emergency, the Library Control Group convenes, if required and includes the City Librarian and other members of the senior management group needed to assist with response efforts based on the nature of the event. The Library Control Group has the authority and responsibility to direct the TPL Emergency Plan. In large scale emergencies TPL manages its response and supports field operations from a Library Operations Centre (LOC). When an emergency is declared, the Incident Management System is put in place and a LOC will be established and staffed.

## **Emergency response model**

The Incident Management System (IMS) is an emergency response model that provides a way of coordinating the efforts of agencies and resources by using a common organizational structure that can expand or contract based on the scope of response. The IMS is used by agencies across the City to respond to emergencies. The IMS structure is built around five functions: Command (LOC Incident Manager, Risk Management, Information and Liaison), Operations, Planning, Logistics and Finance & Administration. In a small-scale emergency response, one person can perform all functions. In a complex, large-scale emergency response, the system can quickly expand to many people supporting each function.

## **Library essential services**

The Library's requirements for essential services include maintaining health and safety, securing and maintaining buildings, property and safety systems, complying with legislative requirements such as the Municipal Freedom of Information and Protection of Privacy Act and processing payments to the Library. There are no legislative requirements to maintain library services as an essential service.

## **Emergency preparedness**

The TPL Emergency Planning Committee is responsible for ensuring that system wide emergency plans, service continuity plans and related policies and procedures are maintained and are consistent with emergency requirements and relevant legislation. The Committee includes representatives from public service and support departments and reports to the Director, Information Technology & Facilities.

During the course of normal operations the Library will be engaging in preparedness training, and exercise activities to ensure continual readiness. Operations plans will be reviewed and equipment will be checked annually to ensure everything is ready to go, should the need arise. The Library participates in City-planned exercises, if appropriate. As well, the Library conducts its own exercises.

## **Library Support for Emergency Human Services**

Emergency Human Services is an organized response to the urgent needs of people once they are out of immediate danger of a disaster or emergency incident. The primary services provided as part of Emergency Human Services include providing emergency accommodation, food, clothing, registration and inquiries, personal support services and operation of a Reception Centre for residents evacuated from their homes or who are otherwise affected by an emergency. These services are provided to assist evacuees to make plans and arrangements to look after themselves.

During a City or neighbourhood emergency the Library will support the Emergency Human Services Operational Support Function. The Emergency Human Services response is coordinated by the Office of Emergency Management and delivered by pre-identified City Divisions and Agencies with pre-determined roles that come together to provide these services to residents in times of emergencies. The Library's roles and responsibilities include: making library buildings available as Reception Centres; establishing and providing ongoing maintenance and housekeeping to Reception Centres located in Library buildings; providing staff as required to maintain Reception Centres when in use; assisting with the provision of recreation activities, information services and other Library services for Reception Centres; providing staff support at Reception Centres as required; providing supports as specified in the Vulnerable Populations Protocol.

## **Proposed revisions to the Library's Emergency Plan**

The Library's Emergency Planning Committee reviewed the current City of Toronto Emergency Plan and drafted a revised TPL Emergency Plan based on the latest version of the City of Toronto Emergency Plan. The draft was reviewed by the City's Office of Emergency Management. The Committee also reviewed related City documents in the preparation of this

draft, including: Emergency Human Services Operational Support Function, Emergency Human Services Policy and Procedures Manual, Toronto Public Health Emergency Plan.

## **Review of the proposed revisions**

The elements of the TPL Emergency Plan have been reordered to reflect the current structure of the City's plan and to reflect best practices in other plans that were consulted, such as the Toronto Public Health plan. As a result, a section-by-section comparison is difficult. The comments below highlight the significant changes to the Emergency Plan.

Roles and responsibilities at the City, related to emergency planning have evolved. As a result, statements about the structure and role of the Toronto Emergency Management Program Committee (TEMPC), the TEMPC Control Group, the Emergency Management Working Group and the Office of Emergency Management are updated to reflect the City's current structure and plan.

The emergency response required must be appropriate to the magnitude of the incident. The City has defined the emergency levels and the appropriate response in the Emergency Levels classification in the Toronto Emergency Plan. The revised TPL Emergency Plan incorporates those Emergency Levels, with impact descriptions to illustrate TPL operational implications.

A new section, Implementing the Plan, has been created, incorporating sections on communications during an emergency, internal structures, roles and responsibilities.

The Library's internal structure during an emergency has been revised to parallel the City structure by creating a Library Control Group, with the authority and responsibility to direct the TPL Emergency Plan, similar to the TEMPC Control Group. The responsibilities of the City Librarian are more clearly defined. More detail has been provided on the responsibilities of the Library Control Group and the Emergency Planning Committee.

The Library Operations Centre (LOC) section describes the responsibilities of the LOC, revised to reflect the division of responsibilities between the LOC and the new Library Control Group. The LOC responsibilities when supporting a City emergency response are also described. The description of the Incident Management System (IMS) has been adjusted to reflect the changes made to bring the five functions (Command, Operations, Planning, Logistics, Finance & Administration) in line with the City's IMS structure.

The Operations function in the IMS structure is specific to the Library response in an emergency and has been revised to reflect actual experience during recent emergencies. The section on TPL Information Service Goals has been removed from the revised Emergency Plan. These Goals were developed at a time when emergency responders did not have access to social media and other web information sources to disseminate emergency information. The Library's role as a source for information services is incorporated in the section on Library Services during an Emergency.

During a City or neighbourhood emergency the Library will support the Emergency Human Services Operations Function, coordinated by the Office of Emergency Management. Emergency Human Services is an organized response to the urgent needs of people once they are out of immediate danger. The Library's role is acknowledged in the section City Services and Emergency Human Services in the TPL Emergency Plan and in the City's Emergency Human Services – Operational Support Function document.

### **Next Steps**

Once approved by the Board, the revised Emergency Plan will be provided to the City Manager and the Office of Emergency Management for information and a communication plan to advise staff of the revised plan will be developed.

### **CONTACT**

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### **SIGNATURE**

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Jane Pyper  
City Librarian

### **ATTACHMENTS**

- Attachment 1: Toronto Public Library Emergency Plan, October 2013
- Attachment 2: Toronto Public Library Emergency Plan, September 2007