



# **Toronto Public Library**

## **Emergency Plan**

**November 18, 2013**

## **TPL Emergency Plan**

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## PREFACE

This document outlines the emergency management concepts including response structures, staff roles and responsibilities, resource mobilization and communication processes that Toronto Public Library uses to respond to emergencies. The Toronto Public Library Emergency Plan is for Toronto Public Library staff use.

This plan is based on the principle that, to be effective, emergency management arrangements need to be simple and allow for flexibility. When working in environments that are known to be dynamic and confusing, it is advantageous to have simple and flexible arrangements in addition to staff who are trained and have a clear understanding of their roles and responsibilities.

To facilitate reading of the plan, a list of all acronyms used throughout the document along with their full meaning is provided at the end of this Plan.

## 1.0 Introduction

### 1.1 Context

The Toronto Public Library Emergency Plan covers Toronto Public Library (TPL) preparations and practices for responding to TPL specific emergencies and TPL participation in the response to City wide emergencies.

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 is considered necessary to implement the emergency plan of the municipality. In the City of Toronto Emergency Plan 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 (EMWG) which develops emergency plans and supports the response to emergencies. TPL is a member of the EMWG. The Toronto Office of Emergency Management (OEM) is the coordinating City unit for preparedness, response and recovery activities

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 authorities for emergency response, planning assumptions, concept of emergency operations, responsibilities and the preparedness cycle.

The TPL Emergency Plan focuses on structures, processes and arrangements to respond to larger-scale emergency events (Level 2 to Level 3).

#### **Emergency Levels classification based on the Toronto Emergency Plan with Toronto Public Library focused impacts**

<b>Levels</b>	<b>Operation Implications</b>
Level 0 Normal	Normal Operations, business as usual
Level 1 Minor Incident	Most emergencies are managed at the scene by Emergency Services and Library departments. These incidents are managed through the Library's Emergency Procedures, Rules of Conduct, Lockdown procedures and Violence response protocols.

Level 2 Major Incident	Major Incidents, have implications that extend beyond a specific site and may require the support of a Library Operations Centre.
Level 3 Emergency Incident	Emergency Incidents pose a danger of major proportions to life and property and/or a major threat to normal library operations and/or a declaration of an emergency by the City or another level of government.

### 1.2 Relationship to Other Plans

The TPL Emergency Plan is a framework that TPL uses to support the City of Toronto Emergency Plan and the City’s emergency management efforts as well as to meet the requirement of the Public Libraries Act. A number of elements have been intentionally excluded from this Plan to minimize overlap. These elements include planning assumptions, hazard identification and risk assessment. This Plan provides a framework for TPL’s emergency plans including:

- an Incident Management System,
- department specific plans and operational support plans,
- continuity of operations plans and suspension and reinstatement of service plans
- topic specific plans such as a Pandemic Influenza Response Plan.

The Library assists in the City’s Emergency Plan by supporting the Emergency Human Services Operational Support Function. TPL also participates in City-wide risk specific planning such as the Toronto Nuclear Emergency Response Plan.

Key documents include:

- City of Toronto Emergency Plan
- Emergency Human Services - Operational Support Function
- Public Libraries Act

### 1.3 Aim

The aim of the TPL Emergency Plan is to establish a management framework that enables TPL to effectively respond to any incident proportionate with the magnitude of the incident and/or defined by the Emergency Classification Level in City of Toronto Emergency Plan.

## **1.4 Scope**

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 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 Control Group.

Minor emergencies are within the response capabilities of the Library with assistance from emergency services such as police, fire and ambulance.

A major emergency will likely strain the Library's capacity or require a broad range of assistance. An emergency in the Library may occur with little or no warning, and may escalate rapidly. The Library will use available resources before requesting assistance. Assistance from neighbouring municipalities and their libraries may be available through City mutual support agreements.

## **1.5 Authority**

The TPL Emergency Plan was written to address TPL's emergency management responsibilities under Chapter 59 of the City of Toronto Municipal Code and the Public Libraries Act.

The Emergency Management and Civil Protection Act (EMCPA) states that "every municipality shall develop and implement an emergency management program and the council of the municipality shall by by-law adopt the emergency management program".

The emergency management program defined by EMPCA has specific elements including an up-to-date emergency plan, training programs and exercises for employees and others. The program also requires the identification and assessment of hazards and risks to public safety that could give rise to emergencies (e.g. facilities and other infrastructure elements).

Under the City of Toronto Municipal Code, Chapter 59, the Mayor has the authority to declare that an emergency exists and take measures to protect health, safety, welfare and property on the residents of an affected area in Toronto.

Emergency level classifications are defined in the City of Toronto Emergency Plan and responses correspond with the magnitude of the incident. The City's Office of Emergency Management coordinates emergency planning in Toronto with other City agencies.

The Public Libraries Act indicates that “A board shall appoint a chief executive officer who shall have general supervision over and direction of the operations of the public library and its staff ...and shall have the other powers and duties that the board assigns to him or her from time to time. R.S.O. 1990, c. P.44, s. 15 (2).”

## **2.0 Basis for Planning**

### **2.1 Planning Context**

Mitigation and joint emergency planning and preparedness are essential to ensure effective and efficient City and Library emergency response and recovery efforts. Planning and preparedness includes analyzing hazards and conducting risk assessments, assessing and enhancing response capabilities, developing and maintaining response plans, training staff and conducting exercises.

TPL is engaged in ongoing emergency planning and preparedness activities with the Office of Emergency Management (OEM) and other City agencies and is a member of the Emergency Management Working Group (EMWG). The Library’s role in supporting the City’s response to the emergency is primarily to support the Emergency Human Services response.

The TPL Emergency Plan is updated annually or as needed. Both the Plan and training programs are improved by incorporating lessons learned from emergency responses, exercises and drills.

TPL has a staff training program to ensure staff understand the TPL Emergency Plan, potential risks and their emergency roles and responsibilities. When there is no emergency, TPL emergency efforts focus on planning and preparing. The rollout of staff training is coordinated with City training opportunities.

### **2.2 Concept of Operations**

- The nature and magnitude of the emergency or incident triggers the appropriate level of response by the Province, City or TPL.
- A Library major incident or emergency incident may be within the Library system such as a disaster related to IT services but is more likely to be related to a City wide emergency. If the City does not have sufficient resources or capacity, the City can ask neighbouring municipalities to provide mutual assistance as per standing agreements.
- The provincial government may also be called upon to provide necessary financial or physical resources.
- The TPL Emergency Plan is a framework for protocols that support the TPL Emergency Plan and the City of Toronto Emergency Plan.
- The Incident Management System (IMS) is the organizational model to coordinate internal and external TPL response efforts.

- The City Librarian (or designate) mobilizes public library staff through a notification fan out process when TPL needs to respond to an emergency.
- Responses to events that are part of normal daily operations and Level One emergencies are managed by individual departments or areas either solely or jointly with other emergency services partners.
- During a Level Two or Three emergency response, TPL uses many of the same systems (e.g. communications), processes (e.g. notification) and arrangements (e.g. roles).
- As well the transition from response to recovery and return to normal operations occurs in a similar fashion during incidents where TPL is the sole responding agency.
- In a City wide emergency, the Library has dual roles, managing the impact on the Library and supporting the City's response to the emergency. Debriefing sessions are held following most incident responses to acknowledge the efforts of staff and response partners, review and learn from the experience and identify elements that can be improved.

### *Operational Levels*

TPL uses three operational levels that categorize the level of emergency management activity. TPL's operational level is escalated or de-escalated as the situation changes/develops.

- Under normal operations, TPL carries out its routine activities to ensure a state of readiness. Activities include training, exercises and plan review.
- The monitoring phase begins when information indicates that an event that has an impact on TPL has occurred or could escalate requiring an unusual or extraordinary TPL response. In this phase, the City Librarian and Directors are informed of the event and the need for appropriate TPL staff to be assigned to relevant Incident Management System (IMS) functions. The City Librarian will designate an Incident Manager and may establish the Library Control Group. The IMS is activated. The Incident Manager may be asked to establish the Library Operations Centre (LOC) and initiate the response.
- Activation is the next escalation step. At this stage it is recognized that risks are imminent or occurring and TPL's response requires activation of the Library Control Group, which has the authority to direct the TPL Emergency Plan, LOC and the IMS. Appropriate TPL IMS function and sub-function leads from relevant departments are notified and expected to initiate the emergency response and engage in related activities. The City Librarian ensures that this activation is communicated to all TPL staff. Depending on the nature and the magnitude of the emergency, TPL continuity of operations or suspension and reinstatement of activities plans may be activated.

### *Operations Cycle*

During the emergency, the operations cycle involves the period of time required to develop, implement and evaluate the incident action plan. This varies for each emergency event and is based on the need to accelerate the strategic decision making process.

The operations cycle has three main segments:

- Planning – the time used to assess the circumstances, prioritize the activities, set goals and objectives and develop the incident action plan. The incident action plan sets out the objectives for a specified time frame.
- Action taking – the time to implement the incident action plan, monitor and evaluate the results and support emergency response activities.
- Reporting – the time when IMS function leads report back on the status of the emergency and the validity of the current incident action plan, identify issues that need to be resolved, present new strategies including communication and additional resources needs.

As a result, a new incident action plan is developed for the next operations cycle period which may encompass a few hours, days or weeks depending on the nature and the magnitude of the event.

### *Continuity of Operations*

Some library programs or services may be altered, scaled back or suspended so staff can be reassigned to support an emergency response and perform critical programs and services.

## **2.3 Occupational Health and Safety**

The Occupational Health and Safety Act legislates roles and responsibilities for workplace health and safety. Staff safety is a priority for everyone. In emergency situations everybody must take appropriate steps to protect themselves and adhere to the requirements of the Act and pertinent policies.

During emergency situations, the Risk Management sub-function lead, as part of the Command in the IMS model, will monitor issues related to staff safety. All identified concerns, issues and recommendations will be addressed and/or brought forward to the Incident Manager for resolution.

## **3.0 Implementing the Plan**

### *Activating the Library Operations Centre (LOC)*

In large scale emergencies, TPL manages its response and supports field operations from a Library Operations Centre (LOC). The LOC Incident Manager and IMS Leads can use the LOC to coordinate department specific activities or to support the City's Emergency Human Services functions in managing resources, personnel and incident information.

### *Recovery*

Recovery planning ensures the identification of issues, coordination of resources, accurate reliable information, and that recovery occurs in a timely manner. It allows for an accountable, transparent process to ensure recovery services are accessible and applied in a consistent manner across TPL.

Recovery is a coordinated process of supporting affected users and staff in the reconstruction of the physical infrastructure and services and restoration of emotional, social, economic and physical well being.

The Library will track, document and seek reimbursement, as appropriate, for expenses incurred during emergency response and recovery operations.

### *Terminating the TPL Response*

Once the situation is under control the Library Control Group or, for smaller scale emergencies, the lead Director, in consultation with the LOC Incident Manager, makes a decision to terminate TPL's emergency response. This decision is communicated to staff as soon as possible and as appropriate.

## **3.1 Communications**

TPL responds to the media directly and provides key TPL messages in some circumstances. In these cases, TPL works with Strategic Communications. The Library appoints a spokesperson during emergencies on public library matters. TPL refers questions related to City and City related emergencies to the City's Strategic Communications.

All staff, whether part of the emergency response or delivering continuing services, are informed about major decisions and necessary actions through existing operational processes and various communication channels. Information is also posted on the TPL web site.

## **3.2 Internal Structure**

TPL is responsible for engaging in preparedness training and exercise activities to ensure continual readiness of the TPL Emergency Plan. TPL employs standard business continuity and business resumption planning principles to ensure the continuity of priority services.

### **3.2.1 Toronto Public Library Board**

The Toronto Public Library Board approves the TPL Emergency Plan. The TPL Emergency Plan is consistent with the City of Toronto Emergency Plan. During emergency incidents (Level 3) the City Librarian will inform and consult with the TPL 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.

### **3.2.2 City Librarian**

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 TPL Board Chair or the Toronto Emergency Operations Centre, as soon as possible. The City Librarian remains in command of the overall operation of the Toronto Public Library in a Library or City emergency. Financial authority control is governed by the Library's Financial Control Policy.

The City Librarian's responsibilities in the Emergency Plan include:

- Ensuring legislative compliance
- Ensuring the development and implementation of the TPL Emergency Plan
- Providing direction, leadership, and support for the TPL Emergency Plan within the organization
- Determining the implications of the emergency for future Library budgets and plans

### **3.2.3 Library Control Group (LCG)**

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. During an emergency, the Library Control Group has the authority and responsibility to direct the TPL Emergency Plan.

Responsibilities include:

- Advising the City Librarian as to whether activation of the TPL Emergency Plan is recommended
- Activating the LOC
- Taking a longer view of the implications of an event and determining the strategic priorities of the LOC
- Maintaining communication link with LOC Incident Manager
- Providing overall emergency policy and direction to the LOC Incident Manager
- Setting expenditure limits
- Designating a spokesperson for the library
- Determining the liaison with the City's Emergency Operations Centre.
- Maintaining business continuity for the rest of the library
- Arranging for services and equipment from local agencies or third party providers (not under Toronto Public Library control, i.e., private contractors, industry, volunteers, service clubs)

- Notifying, requesting assistance from and / or liaising with local municipalities and other levels of government
- Participating in debriefings, and reporting out after emergency events, (real or training exercises)
- Ensuring that essential services continue including maintaining emergency communications, securing, monitoring and maintaining buildings, property and safety systems, closing commercial transactions required by existing agreements, complying with legislative requirements such as Municipal Freedom of Information and Protection of Privacy Act, processing payments to the Library and continuing procedures related to investments

### **3.2.4 Emergency Planning Committee (EPC)**

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 and Facilities Management.

Responsibilities include:

- Identifying and taking necessary steps to ensure that the Emergency Plan's goals and objectives are achieved
- Establishing risk assessment priorities, threat scenarios and critical vulnerabilities
- Developing applicable Risk Specific Plans
- Developing business continuity plans, including disaster recovery, objectives and priorities
- Developing and maintaining an LOC plan and ensuring a LOC infrastructure is maintained.
- Developing and participating in emergency preparedness
- Informing the public and staff about Library emergency plans and responses.
- Developing and participating in emergency management training and exercises
- Evaluating emergency responses and recommending revisions to plans
- Monitoring incidents during the year and analyze trends.

### **4.0 Library Operations Centre (LOC)**

Responsibilities of the LOC

- Advising the Library Control Group on the scope of the emergency and the appropriate response
- Calling out and mobilizing library staff, services, equipment and supplies
- Coordinating and directing services
- Identifying risks and mitigation strategies

- Preventing further injury, loss of life, property damage
- Ensuring support to the emergency site(s)
- Ensuring timely and consistent messages are provided to all staff and media
- Determining the need to establish advisory or working groups or sub committees for any aspect of the emergency
- Authorizing the expenditure of money required to deal with the emergency, consistent with the Financial Control Policy
- Maintaining a log outlining decisions made and actions taken relative to its area of operations
- Restoring responsibility for services to normal operations
- Debriefing, evaluating and reporting out after emergency events and training exercises

When supporting the City emergency response, the LOC responsibilities also include:

- Providing a centralized point of authority responsible for the coordination, support and liaison to all Library responders
- Coordinating and directing services (based on strategic direction provided by the TEMPC Control Group and EOC staff)
- Supporting the implementation of the Emergency Human Services Operational Support Function of the City of Toronto Emergency Plan.

#### **4.1 Standardized Response Goals**

Priorities for response goals focus on eliminating or minimizing impacts of the incident on people, property and financial resources. These goals establish the priority of any given incident objective, strategy or tactic and include:

- Providing for the safety and health of responders
- Saving lives
- Reducing suffering
- Protecting public health
- Protecting Library infrastructure
- Protecting property
- Protecting the environment, and
- Reducing economic and social losses

#### **4.2 TPL Incident Management System (IMS)**

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. IMS design makes a coordinated response possible, as it uses standard terminology and communication systems, consolidated action plans,

pre-designated facilities, and an all-hazards approach appropriate for all types of emergencies.

The IMS is used by agencies across the City to respond to emergencies. TPL has adopted the IMS to structure its LOC and will organize itself accordingly to communicate, cooperate and respond collectively with other City emergency response partners.

#### 4.2.1 Library Operations Centre (LOC) Structure

The IMS 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 several hundred people supporting each function.

- **Command** determines the flow of decision-making and communications. In an emergency, the **LOC Incident Manager** will lead the command function and the overall response effort.
- **Risk Management** insures appropriate health and safety mechanism are in place. **Liaison** function co-ordinates with participating agencies and represents the LOC Incident Manager in dealings with other agencies and community groups. External organizations may be asked to send a representative to the LOC. **Information** is responsible for media relations, communications strategy, and releasing information about the Library's response to staff, other organizations, the public and the media.
- **Operations** function is responsible for managing the TPL response operations, such as Emergency Library Services.
- **Planning** assesses the situation and creates an Incident Action Plan, which identifies objectives for the emergency response and the response activities.
- **Logistics** coordinates facilities, services, materials and personnel for the emergency response. This includes organizing and confirming the availability of staff.
- **Finance & Administration** tracks all expenditures, claims, purchases and contracts initiated during the emergency.

#### 4.3 Library Operations Support Functions

During an emergency some or all of the following support functions will be used.

##### 4.3.1 Library Services during an Emergency

Establishes, maintains and demobilizes emergency library services including, where appropriate, circulation services, web services, information services, library programs, outreach and partnerships. Access to library resources can provide important respite to people affected by the emergency as well as access

to information and referrals to aid response, recovery and resiliency. This may include support for completing forms and applications related to recovery.

#### **4.3.2 Collection and Records Protection and Recovery**

Collection and records protection and recovery determines and directs collection protection and recovery processes and procedures according to established plans. Establishes priorities for collection protection and recovery, provides guidance on dealing with damaged materials.

#### **4.3.3 Infrastructure Protection and Recovery**

Responsible for determining and directing protection and recovery of facilities, capital projects, vehicles, IT infrastructure and other library assets. IT disaster recovery plans support this work.

#### **4.3.4 Continuity of Library and Support Operations**

Responsible for determining and directing library support operations not directly affected by the emergency. These operations may need to be adjusted depending on community needs or availability of resources.

#### **4.3.5 City Services and Emergency Human Services**

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. During a City or neighbourhood emergency the Library will support the Emergency Human Services Operations Function.

Emergency Human Services is an organized response to the urgent needs of people and their pets 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.

### **5.0 Evaluation of TPL Emergency Response**

Evaluation of TPL's emergency response will be conducted during the emergency by the LOC on an ongoing basis. During the operation of the Incident Management System, each department will pass on to the LOC issues, problems and concerns as well as feedback from the public, staff, partners and stakeholders. Media monitoring will also be used to assess the reaction of the media and the public to TPL's response.

TPL's Emergency Planning Committee will be responsible for coordinating the post emergency evaluation. The post emergency evaluation will review, in particular, the information and reference services provided, support services, support for City services and support provided to staff.

**Abbreviations:**

EMCPA – Emergency Management and Civic Protection Act

EMWG – Emergency Management Working Group

EPC - Emergency Planning Committee

IMS – Incident Management System

LOC – Library Operations Centre

LCG – Library Control Group

OEM – Office of Emergency Management

TEMPC – Toronto Emergency Management Program Committee

TPL – Toronto Public Library