



# INFORMATION REPORT

<b>TO:</b> Mayor and Members General Issues Committee	<b>WARD(S) AFFECTED:</b> CITY WIDE
<b>COMMITTEE DATE:</b> September 18, 2013	
<b>SUBJECT/REPORT NO:</b> Emergency Management Program and Response (CS13037) (City Wide)	
<b>SUBMITTED BY:</b> Joe-Anne Priel General Manager Community and Emergency Services Department	<b>PREPARED BY:</b> Carla McCracken (905) 546-2424 Ext. 5787
<b>SIGNATURE:</b>	

**Council Direction:**

Not Applicable

**Information:**

The purpose of this report is to outline the annual legislated requirements of the City of Hamilton’s Emergency Management Program.

**Historical Background**

In 2003, the introduction of the Emergency Management Act (EMA) required all municipalities to have an emergency management program in place, which included various required elements. In 2004, regulations were enacted under the EMA listing the specific objectives defined in the Act (Ontario Regulation 380/04). “Program Elements”, as they are called, were completed in 2004 and continue to be maintained on an annual basis. Finally, in 2006, several adjustments were made to the EMA and it was renamed the Emergency Management and Civil Protection Act (R.S.O. 1990, Chapter E.9).

The Emergency Management Program is within the Hamilton Fire Department as part of the Community and Emergency Services Department.

## **Emergency Management Program Legislated Requirements**

The municipality is required to adopt their Emergency Management Program through an approved by-law. Originally created in 2003, the by-law was rewritten in 2005 and more recently in 2012 to reflect the evolution of the program.

The municipality must have an up-to-date Emergency Plan, which must be provided to Emergency Management Ontario. In 2012, the municipal Emergency Plan underwent a significant re-write to reflect the adoption of the Incident Management System as the municipal emergency response model. This internationally recognized system is a standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications, operating within a common organizational structure. It has been adopted provincially and led by Emergency Management Ontario in partnership with over 30 organizations.

The new Emergency Plan was approved by Council on June 12, 2013.

Municipalities must have a designated Emergency Coordinator and a designated Emergency Information Officer. Currently, the City of Hamilton has two designated Emergency Coordinators that have completed the required training under Ontario Regulation 380/04. They are responsible for the day-to-day activities of the Program and report to the Hamilton Fire Service for day to day operations and to the Emergency Management Program Committee for guidance on the implementation of the Emergency Management Program.

The designated Emergency Information Officer is Mike Kirkopolous, Manager of Strategic Communications, with support from the various City departments who have communications staff. The responsibilities of the Emergency Information Officer in the event of a municipal emergency are to:

- Establish and maintain media contacts.
- Prepare news releases, coordinate interviews, news conferences, and/or media briefings.
- Develop public information materials and provide messaging for use by the Customer Contact Center and Emergency Operations Centre staff.
- Establish communications strategies for internal and external purposes.
- Monitor media and information sources.
- Liaise and coordinate messages with other Information Officers.
- Ensure public safety information is provided in accessible formats as required by provincial legislation.

Municipalities must also develop a community risk profile and identify critical infrastructure. The City of Hamilton has developed and maintains a Hazard Identification and Risk Assessment which identifies and assesses the various risks and hazards to

public safety that could give rise to emergencies in the City of Hamilton. The top ten identified risks for Hamilton are:

- Hazardous Materials and Explosions
- Energy Supply Emergencies
- Epidemics/Pandemics
- Terrorism
- Flooding
- Structure Fires (major)
- Tornadoes (windstorm and microburst)
- Transportation Accident – Motor Vehicle
- Ice Storms
- Earthquake

The Emergency Management Program maintains a listing of critical infrastructure within the City, both private and publicly owned.

The Emergency Management Program Committee (EMPC) is the oversight body for the Emergency Management Program, guiding and approving the Program's work. This Committee is also required to conduct an annual review of the Emergency Management Program.

EMPC consists of the following:

- Mayor or Deputy Mayor
- City Manager
- Executive Director of Human Resources
- General Managers of Community and Emergency Services, Corporate Services, Planning and Economic Development, and Public Works
- Fire Chief
- Paramedic Chief
- Police Chief
- Medical Officer of Health
- Emergency Management Coordinators
- Manager of Strategic Communications.

The municipal Emergency Operations Centre (EOC) is the location where senior municipal staff convene to manage the emergency from the strategic level. The EOC supports the needs of tactical responders and manages the larger consequences of the emergency on municipal services and the community.

Our primary EOC is a 24/7 state-of-the-art facility located at 1227 Stone Church Road East and is one of only a handful of stand-alone facilities in the province. In the event

our primary location is affected by the emergency, we have an alternate EOC at the Municipal Service Centre in Stoney Creek. At this facility, the Saltfleet Room and Council Chambers are transformed into our EOC facility. The Emergency Operations Centres have a variety of communication systems including internet phones, landlines, email, fax and radios.

The municipal EOC/Emergency Plan has been activated for the following emergencies since 2005:

- Tornado - November 9, 2005
- Ambulance shortage - May 17, 2006
- Flooding and Waste Water Treatment Plant - December 1, 2006
- Lottridge St. Recycling Service fire - June 3, 2007
- Hotz Environmental fire - September 17, 2008
- Flooding and Waste Water Treatment Plant - July 26, 2009
- H1N1 Influenza - April 27, 2009
- Heat Response - July 19, 2011
- Hurricane Sandy - October 29, 2012
- Heat Response – July 17, 2013

Annual training, emergency exercises and public education are also legislated requirements.

The Emergency Management Program conducts annual training for EOC personnel. Since the adoption of the Incident Management system in 2011 the program has run over 23 training courses at various levels on emergency response and how the municipal EOC operates. Furthermore, staff have developed Hamilton specific training courses including EOC 200, EOC 300 – Planning, and EOC 300 – Operations in addition to an applied course.

On an annual basis there is a mock emergency exercise to test plans and procedures, identify gaps, and enhance how staff respond to an emergency. These exercises range from discussion based to tabletop scenarios to full scale exercises. In 2012, staff ran four (4) tabletop exercises to allow EOC personnel to practice using the Incident Management System in responding to an emergency. On October 3, 2013, the City will be conducting a full scale exercise with the deployment of personnel and resources to a mock emergency. This exercise will be to test the communications between the emergency site, EOC and activated departmental operations centres.

Highlights of some of the public education initiatives over the three years include:

- In partnership with Community Emergency Response Volunteers Association implementation of an Emergency Preparedness Day (2011-2012)

- Development of a 10-page informational emergency preparedness section in the Hamilton Spectator (2012)
- Engagement of media to promote emergency preparedness
  - Paper ads (2010 - 2012)
  - Filmed four (4) Cable 14 Community segments (2010)
  - Spectator Creative Kids Program (2010-2013)
- Development and implementation of Westmount Survivor Challenge in 2010 to promote emergency preparedness at a local high school
- Procurement of brochures, giveaways and posters to promote emergency preparedness (2010-2013)
- Presentations and booths to promote the Emergency Management Program and emergency preparedness in the community (2010-2013)
- Partnership to have Mohawk College students deliver approved presentations to classes at local schools (2013). In a six (6) week period 17 schools participated and over 3,000 students received the presentation on personal emergency preparedness.

A list of the Emergency Management Division Accomplishments 2005 – mid 2013 is attached as Appendix A to Report CS13037.

**City of Hamilton  
Community and Emergency Services  
Emergency Management Division**

**Accomplishments 2005 – mid 2013**

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**Emergency Planning and Response:**

- Met 'Enhanced' level guidelines established by Emergency Management Ontario (2005)
- Annual compliance with standards set by Emergency Management Ontario for municipal emergency management programs under the Emergency Management and Civil Protection Act (2005-2013) that includes:
  - Emergency Plan review and approval
  - Maintenance of emergency operations centres
  - Emergency exercises and training
  - Public education initiatives
  - Implementation of an Emergency Management Program Committee
  - Annual review of the emergency management program
  - Designation of an emergency information officer
  - Hazard identification and risk assessment
  - Identification of critical infrastructure
- Development and annual maintenance of the City of Hamilton Emergency Plan including extensive modifications in 2005, 2009, and 2010, and a complete re-write in 2012
- Implementation of the Incident Management System as the new corporate emergency response system (2011-2013)
- Development of six (6) hazard-specific emergency plans (2005)
- Development of an Evacuation Annex to the City's Emergency Plan to clarify roles and responsibilities (2007)
- Development of Site Evacuation and EOC Evacuation Plans (2012)
- Development of a new Emergency Information Plan (2012)

- Overall project management, facilitation and coordination for the development of the Corporate Continuity of Operations Plan which includes (2009):
  - Corporate response structure for business continuity
  - Human Resources Pandemic Plan and Pandemic Policies
  - Communications Pandemic Plan
  - Departmental Pandemic Plans
- Project management, facilitation and coordination for the development of the City of Hamilton Community Services Pandemic Plan which includes the interagency response and communications structure for 'people service' agencies both internal and external (2009)
- Development of the City of Hamilton Pandemic Plan to provide for the integration of all pandemic response plans (2009)
- Development tools and resources to assist emergency responders at the corporate emergency operations centres to carry out their roles in the event of an emergency:
  - 'IT in the EOC Manual' (2007)
  - 'Facility Manuals' for both the primary and alternate Emergency Operations Centres (2008 with extensive revisions in 2010)
  - 'Responder Manuals' for both the primary and alternate Emergency Operations Centres (2008 with extensive revisions in 2010)
  - 'EOC Operations Manual' to assist the Emergency Control Group in managing the business cycle meetings (2009)
- Development of tools and resources to assist emergency responders in implementing the Incident Management Systems at the corporate Emergency Operations Centres:
  - EOC and IMS Standard Operating Guidelines (2012)
  - IMS forms (2012)
  - IMS position checklists (2012)
  - IMS quick reference guide (2012)
- Assisted in corporate Labour Disruption Planning (2007, 2008, 2011)
- Maintenance of the corporate emergency notification system including a notification exercise in 2006 and the implementation of a new system in 2009 and 2012.

- Relocation of the primary Emergency Operations Centre in 2006/2007 as a result of City Hall closure
  - Site selection and facility layout
  - Development of facility procedures
  - Procurement and installation of appropriate equipment
  - Training for responders
- Enhancement of the alternate Emergency Operations Centre to facilitate an effective municipal response to emergencies (2008)
- Enhancement of the alternate Emergency Operations Centre to adopt the Incident Management System (2012-2013)
- Assisted in the process of obtaining federal infrastructure funding to build a permanent 24/7 Emergency Operations Centre as part of a \$24 million Multi-Agency Training Complex (2009)
- Design and implementation of a new 24/7 primary Emergency Operations Centre at 1227 Stone Church Road East (2010-2012)
- Development and implementation of emergency exercises for the municipality:
  - 2005 – Ship scenario in the harbour
  - 2006 – Exercise Fireball gas leak scenario
  - 2008 – Functional exercise at the alternate EOC
  - 2009 – Functional exercise on pandemic response
  - 2010 – Large scale evacuation scenario
  - 2011 – Joint Federal/Provincial/Municipal tabletop exercise
  - 2012 – three (3) tabletop exercises (58 participants)
  - 2012 – EOC Management Team exercise (16 participants)
  - 2013 – Full scale exercise (October 3)
- Participation in emergency exercises of other organizations:
  - Port Security Exercise (2007-2012)
  - Exercise Steele Response with Hamilton Police, Department of Defence, RCMP (2008)
  - Operation Midnight Express with Hamilton Police, Halton Police, Niagara Police, RCMP (2009)
  - Operation Acrobat with City of Brantford (2010)
  - Chemical Cluster with Environment Canada, Transport Canada, rail industry (2012)



- Post Blast with Hamilton Police, OPP, Department of Defense (2012)
  - McMaster Type D Emergency nuclear exercise (2007, 2008, 2010, 2012, 2013)
  - Japanese Suicide with Hamilton Police (2013)
  - Health Sector Radiological Exercise (2013)
- Municipal Emergency Operations Centre activations/emergency plan activations:
    - November 9, 2005 – tornado
    - May 17, 2006 – ambulance shortage
    - December 1, 2006 – flooding and waste water treatment plant
    - June 3, 2007 – Lottridge St Recycling Service fire
    - September 17, 2008 – Hotz Environmental fire
    - July 26, 2009 – flooding and waste water treatment plant
    - April 27, 2009 - H1N1 Influenza
    - July 19, 2011 - Heat Response
    - October 29, 2012 - Hurricane Sandy
    - July 17, 2013 - Heat Response
- Corporate pandemic monitoring and response for H1N1 (2009)
  - Continued participation on Community Awareness Emergency Response (CAER) which is the industrial emergency planning group (2005-2013)
  - Chair of the Emergency Preparedness Advisory Committee which consists of community partner agencies and City departments (2005-2013)
  - Revision of terms of reference for the Emergency Management Program Committee (2012) and Emergency Preparedness Advisory Committee (2012-2013)
  - Hiring of two full time Emergency Management staff (2006)
  - Approval and implementation of new inter-departmental emergency management team to coordinate emergency planning and response across the corporation (2010)
  - Redevelopment of the City's hazard identification and risk assessment (2010)
  - Assisted the Hamilton-Wentworth District School Board in developing a tornado plan (2007)

- Assisted in the design and implementation of the Public Works Department Operations Centre (2012-2013)
- Development of the City of Hamilton Consequence Management Plan for the 2015 Pan Am Games (2012-2013)

**Public Education:**

- Implementation of annual 'Emergency Preparedness Day' with over 60 partner agencies participating (2005, 2006, 2007, 2008) with thousands of citizens attending the event each year
- Implementation of Emergency Preparedness Day in partnership with the Community Emergency Response Volunteers Organization (2011, 2012)
- Development of 20-page informational emergency preparedness section in the Hamilton Spectator (2005, 2006, 2007)
- Development of a 12-page informational emergency preparedness section in the Hamilton Spectator (2008, 2012)
- Creation of an emergency management website for the City of Hamilton (2005) with a complete redesign in 2010.
- Development and implementation of an educational program for Grades 5 to 9 with the Hamilton Spectator's Newspaper in Education program (2008)
- Engagement of media to promote emergency preparedness:
  - Radio interviews (2007, 2008, 2009)
  - Paper ads (2007, 2008, 2009, 2010, 2011, 2012)
  - CH morning Live segments (2006, 2008)
  - Cable 14 Emergency Preparedness Day event coverage (2007, 2008)
  - Filmed four (4) Cable 14 Community segments (2010)
  - Filmed five (5) Cable 14 LINKED segments (2009)
  - Cable 14 Coffee Break interview (2009)
  - thespec.com special website on emergency preparedness (2008)
- Development and implementation of Westmount Survivor Challenge in 2010 to promote emergency preparedness at a local high school
- Procurement of a display unit, brochures, giveaways and posters to promote emergency preparedness (2005-2013)

- Partnership to have Mohawk College students deliver approved presentations to classes at local schools. In a six (6) week period 17 schools participated and over 3,000 students received the presentation on personal emergency preparedness (2013)
- Development of a logo for the Emergency Management Program (2013)
- Sheridan College EOC tour and presentation for Emergency Management Certificate Program (2013)
- Presentations and booths to promote the emergency management program and emergency preparedness in the community including, but not limited to:
  - Community Awareness Emergency Response presentation (2005)
  - HMECU presentation (2005)
  - Chamber of Commerce presentation (2005)
  - McMaster medical students presentation (2005)
  - Mohawk journalism students presentation (2005)
  - Pandemic presentation to Chamber of Commerce (2006)
  - Hamilton Children's Aid presentation (2006)
  - Hamilton International Fire Prevention Week event – booth (2006)
  - Hamilton Industrial Environmental Awareness presentation (2009)
  - Community Awareness Emergency Response presentation (2009)
  - Aware Fair – booth (2009)
  - City Occupational Health & Safety event – booth (2009, 2010)
  - Ontario Ministry Building emergency preparedness week – booth (2009)
  - St. John Ambulance CPR Challenge – booth (2010)
  - Emergency Preparedness Fair – booth (2007)
  - Dundas in Transition presentation (2010)
  - Ministry of Municipal Affairs and Housing presentation (2008)
  - Ontario Hospital Association presentation (2008)
  - Canadian Blood Services presentation (2010)
  - Horizon Utilities presentation (2009, 2012)
  - Community Awareness Emergency Response group (2012)
  - Hamilton Port Authority (2012)
  - Occupational Health and Safety Workshop (2012)
  - St Charles School (2013)
  - Ancaster Rotary Club (2013)

**Training:**

- Crisis Communications training for 55 staff (2005)
- Emergency Operations Centre training:

- 2005 (52 people)
  - 2007 (34 people)
- Development of Basic Emergency Management Course specific to Hamilton (2005-2010)
- Delivery of Basic Emergency Management Course:
  - Two (2) courses in 2005 offered to 65 people
  - Two (2) courses in 2006 offered to 49 people
  - Two (2) courses in 2007 offered to 43 people
  - One (1) course in 2008 offered to 22 people
  - One (1) course in 2009 offered to 32 people
  - Two (2) courses in 2010 offered to 63 people
- Special emergency operations centre training for new facility in 2006:
  - Emergency Support Group (53 people)
  - Setup staff (12 people)
  - Emergency Control Group (23 people)
  - IT in the EOC (16 people)
- Emergency Control Group training on the business cycle in 2009 for 38 people
- Community Emergency Response Volunteers training sessions in 2005 (2) and 2006
- Implementation of the Incident Management System through Justice Institute of BC training:
  - IMS awareness session January 2011 (25 people)
  - IMS 200 offered five (5) times in May 2011 (112 people)
  - IMS 300 offered four (4) times in October 2011 (74 people)
  - Applied EOC offered four (4) times in October 2011 (68 people)
  - IMS 300 offered four (4) times in February 2012 (55 people)
- Developed and delivered a two (2)-hour presentation to Public Works DMT (~200 people) on corporate emergency response, the Emergency Operations Centre, and the Incident Management System (2012)
- Development of Hamilton EOC IMS courses:
  - 200 level (2012)

- Applied scenario (2012)
- 300 – Planning (2013)
- 300 – Operations (2013)
  
- Delivery of Hamilton EOC IMS courses
  - IMS 200 – two (2) times with 43 participants (2013)
  - IMS 300 – Planning – two (2) times with 12 participants (2013)
  
- Development and delivery of EOC 200 as part of Hamilton Police Services Block Training 2012-2013
  
- Provided five (5) training sessions to Hamilton Police Services Communications training on the emergency notification system and IMS in the EOC (2013)