

City Hall, Collingwood, Ont., Canada



Town of Collingwood Cultural Heritage Emergency Management Plan



 Scan Me



Tonight's Agenda:

1. Introductions
2. Project Introduction
3. What is disaster and risk management?
4. Why is it important for cultural heritage resources?
5. Workshop



Project Team

Project Lead:

NPG Planning Solutions Inc.

Dr. Marcus Letourneau, Senior Partner

Denise Horne, Principal Planner of Heritage and Policy

Patrick Winchur, Heritage Planner

Project Partners:

Bray Heritage

Dr. Carl Bray

Canadian Conservation Institute

Alireza Farrokhi, Manager, Heritage Places Conservation

Allison Ward, Heritage Conservation Advisor

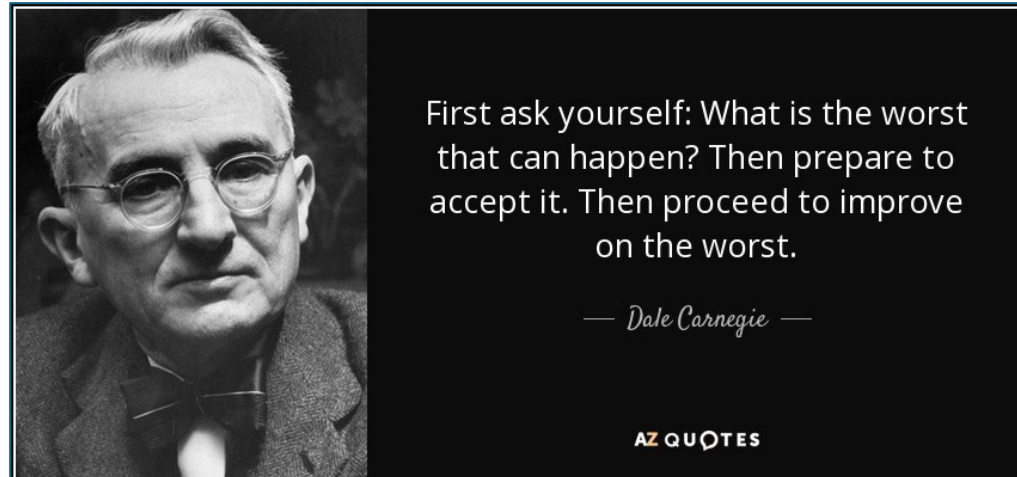


The project:

Create and implement a Collingwood-specific *Cultural Heritage Emergency Management Policy* preparedness plan with policies/protocols that will direct actions to minimize cultural heritage loss before, during and after an emergency event at a heritage property or an emergency that uncovers archaeological resources.



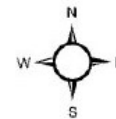
What's the worst that can happen?



Heritage Properties in Collingwood



- Municipal Boundary
- Collingwood Downtown Heritage Conservation District (see Heritage District Map)
- Heritage Designated Part IV
- Heritage Listed



Cultural Heritage Emergency Management Policy: Overview

NPG PLANNING SOLUTIONS



BRAY
HERITAGE

NPG PLANNING SOLUTIONS

Risk and Hazard

A hazard is any source of potential damage, harm, or adverse health effects on something or someone.

A risk is the chance or probability of a hazard occurring.

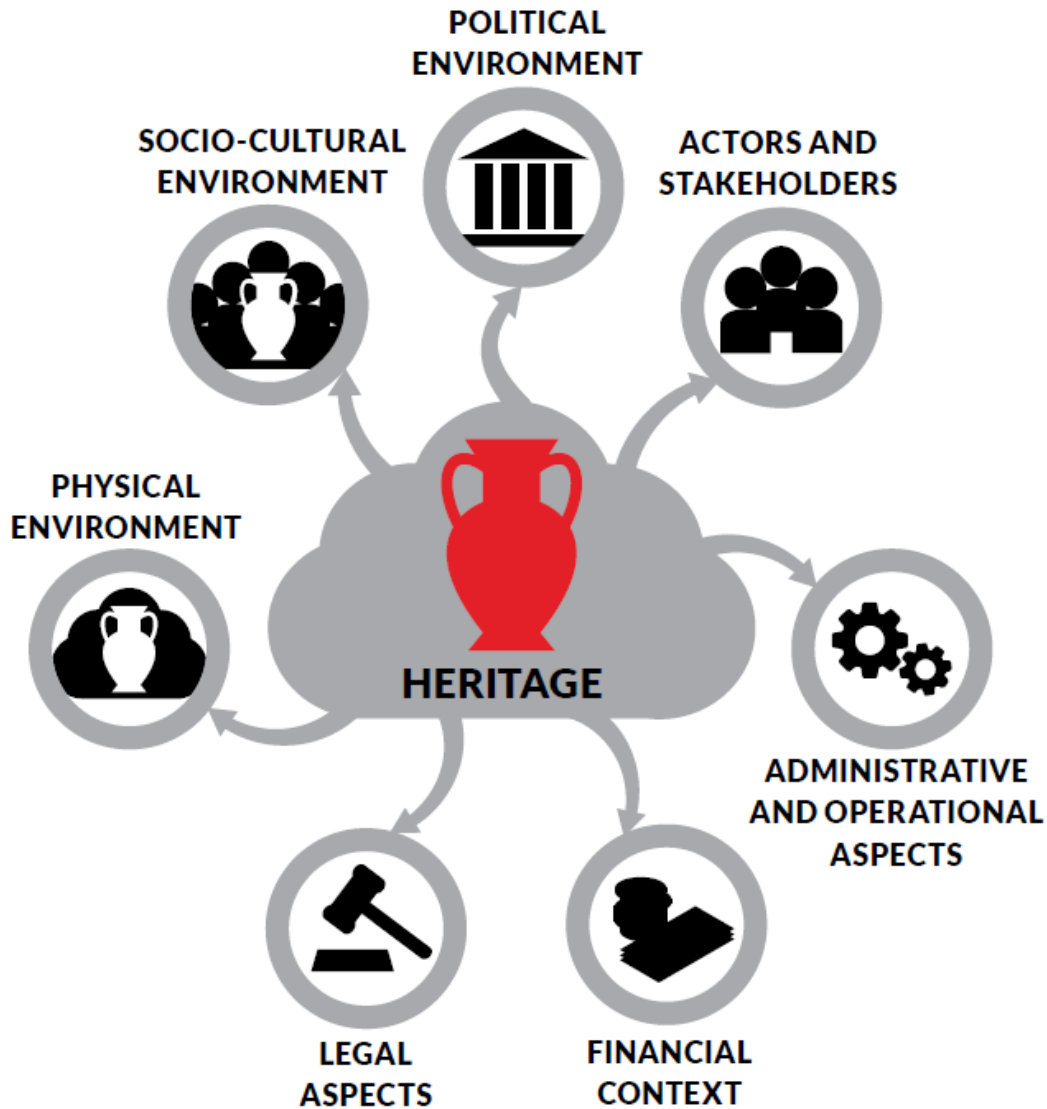
Common hazards that may lead to a disaster (WMO; ICSU, 2007):

- **meteorological:** hurricanes, tornadoes, heat-waves, lightning, fire;
- **hydrological:** floods, flash-floods, tsunamis;
- **geological:** volcanoes, earthquakes, mass movement (falls, slides, slumps);
- **astrophysical:** meteorites;
- **biological:** epidemics, pests;
- **human-induced:** armed conflict, fire, pollution, infrastructure failure or collapse, civil unrest and terrorism; and,
- **climate change:** increased storm frequency and severity.





<https://www.un-spider.org/risks-and-disasters>





Kingston Police announce arrest in Rochleau Court arson case

November 3, 2022 • Tori Stafford



The damages visible on the courtyard area behind Modern Primitive following a fire that broke out on Thursday, Aug. 4, 2022.

Photo by Peter McKenty/Kingstonist.

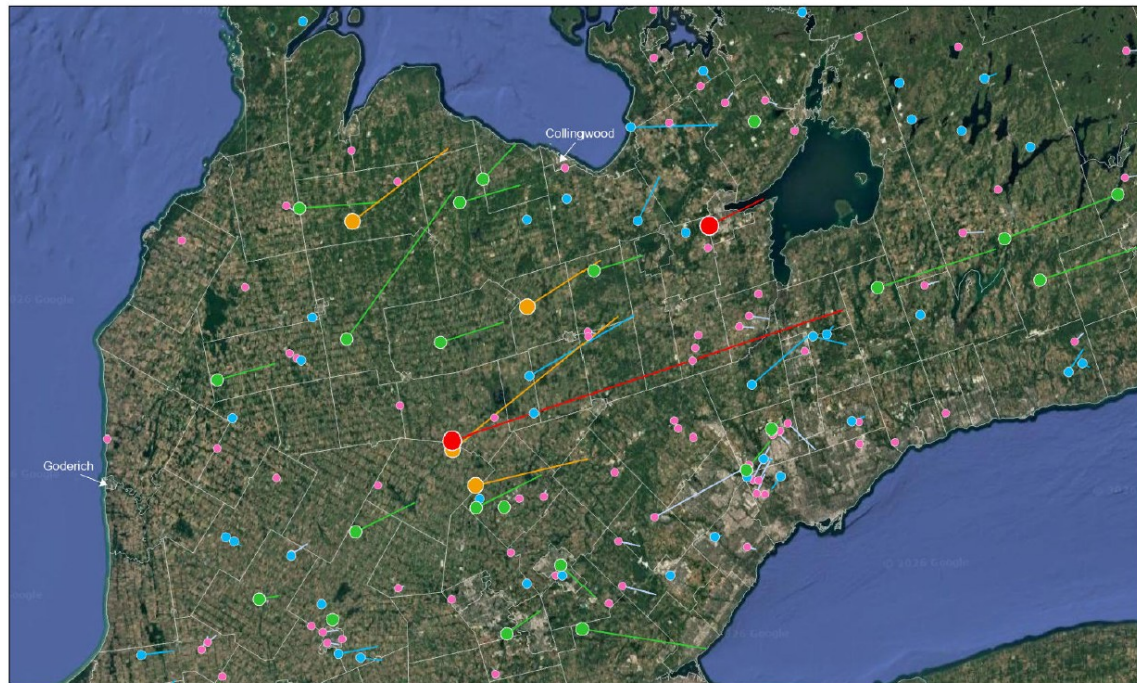
An individual identified by police as having been involved in the downtown Kingston arson case that occurred on Thursday, Aug. 4, 2022, has now been arrested.

Kingston Police announced the arrest just before noon on Thursday, Nov. 3, 2022, noting that the accused person in relation to the incident was identified by police "as a result of a thorough investigation into the arson," which broke out in the morning at Rochleau Court, the alleyway between Modern Primitive boutique and The Toucan bar and restaurant on Princess Street in downtown



Collingwood Museum Collection, X970.979.1



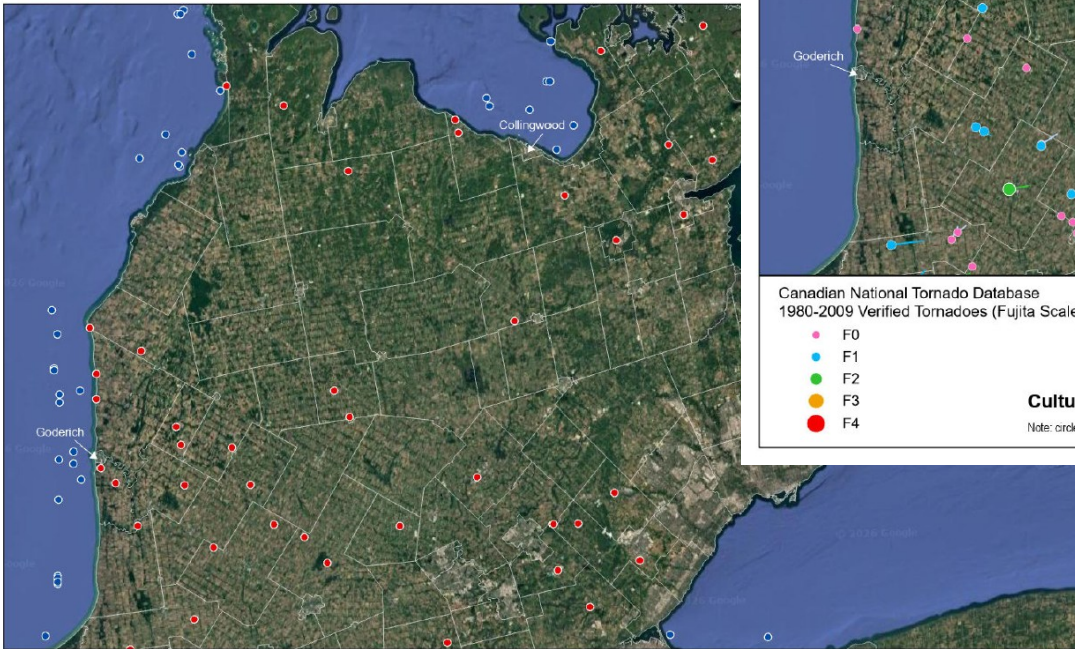


Canadian National Tornado Database
1980-2009 Verified Tornadoes (Fujita Scale)

- F0
- F1
- F2
- F3
- F4

Cultural Heritage Emergency Management Policy: Tornado Risk

Note: circles identify start of damage track, where track is provided

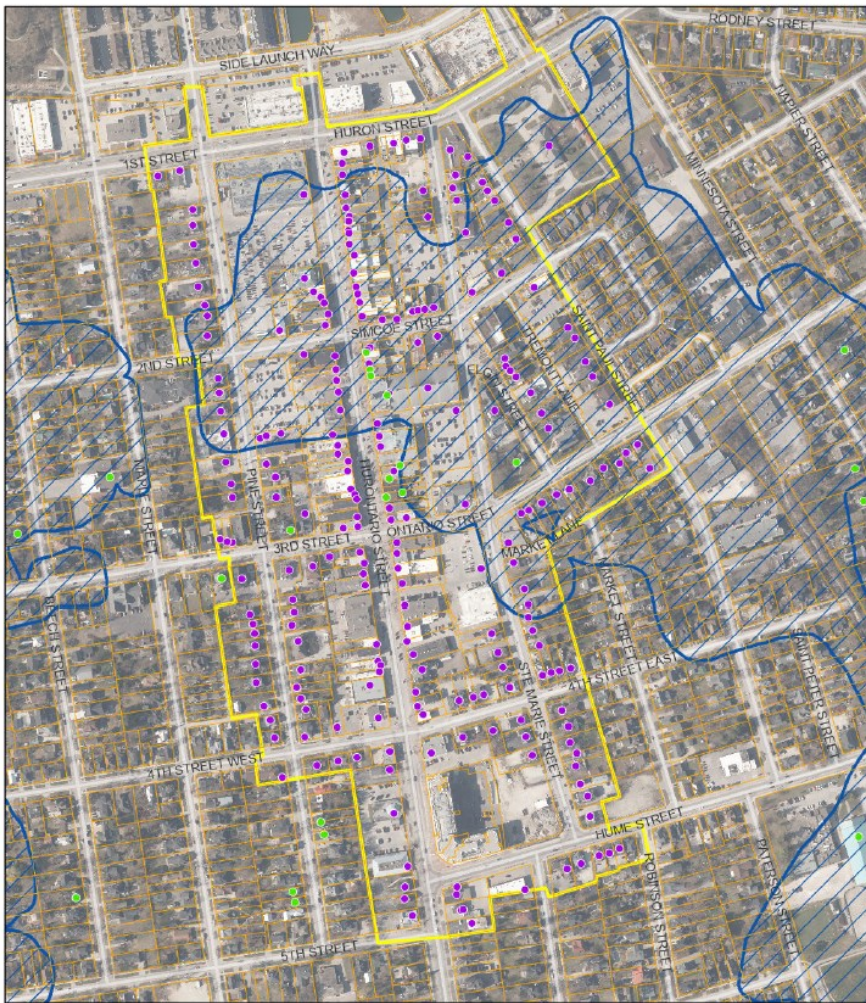


Northern Tornadoes Project (2017-2025)
University of Western Ontario

- Tornado (Over Land)
- Tornado (Over Water)

Cultural Heritage Emergency Management Policy: Tornado Risk





- Heritage Designated Part IV
- Heritage Designated Part V

- Collingwood Downtown Heritage Conservation District
- Flood Hazard
- Parcel Fabric



Cultural Heritage Emergency Management Policy: Heritage District



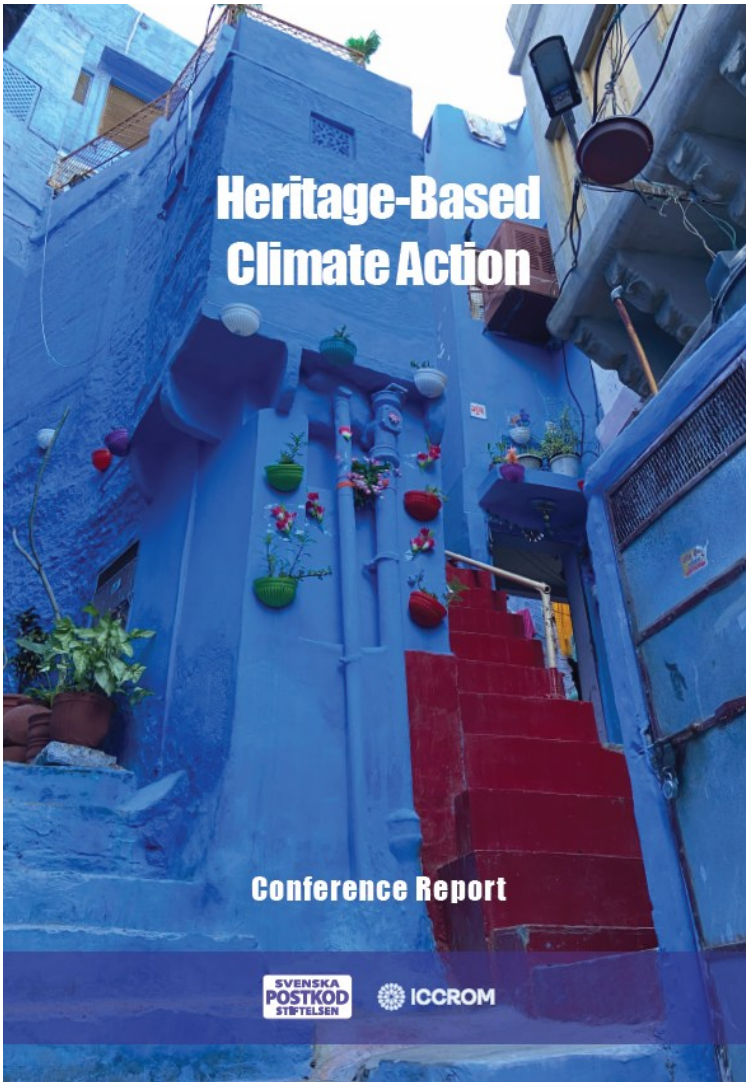
- Collingwood Downtown Heritage Conservation District
- Flood Hazard

- Heritage Designated Part IV
- Heritage Listed



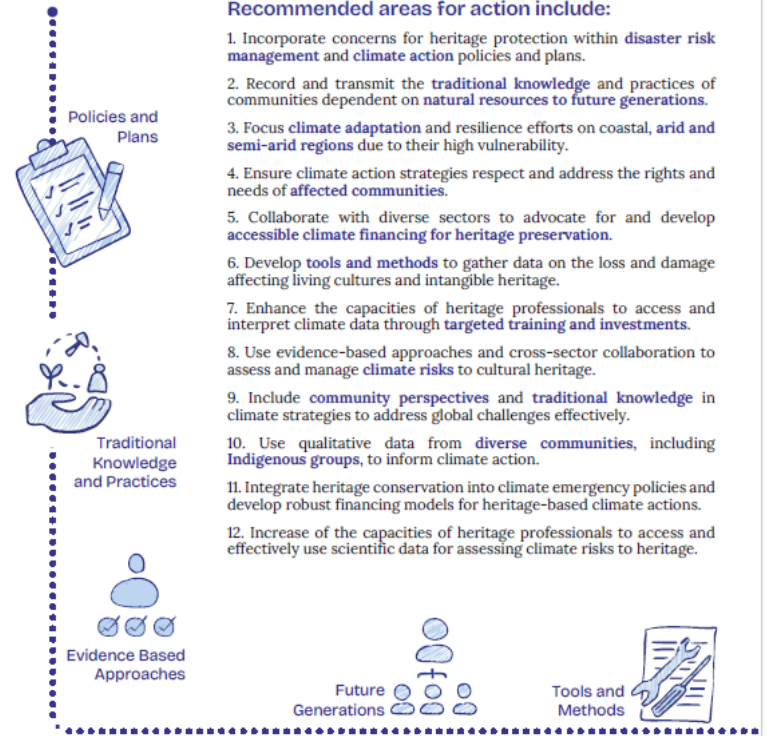
Collingwood Downtown Heritage Conservation District: Cultural Heritage

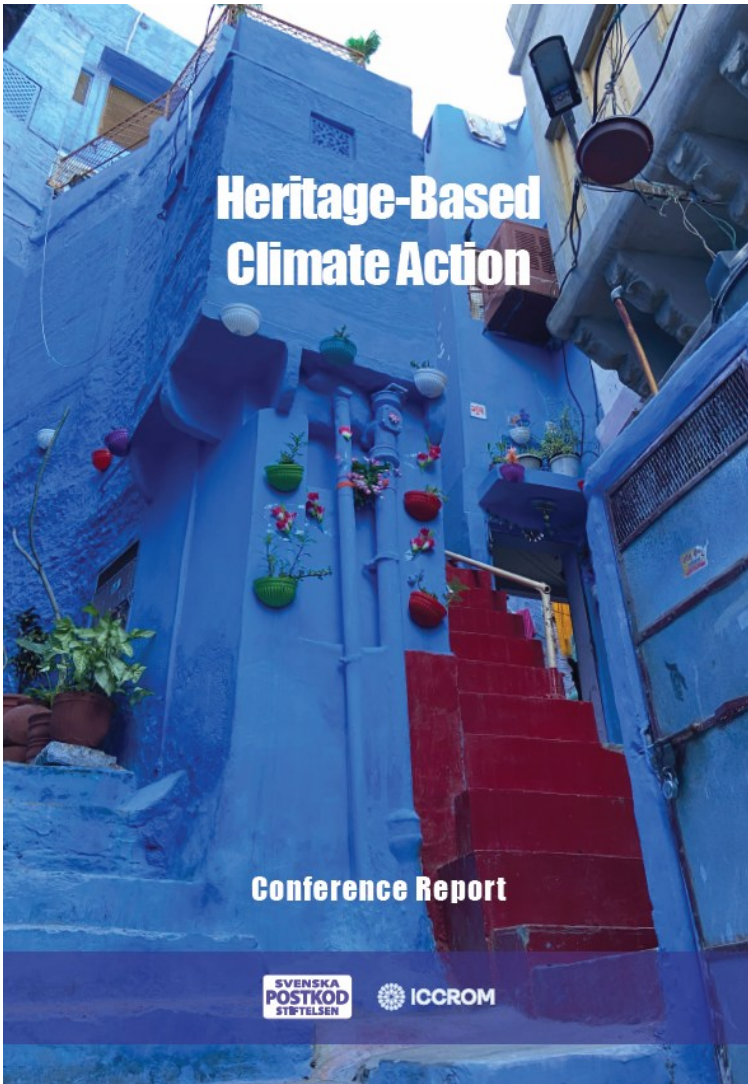




Conclusion and Recommendations

This section outlines a set of broad actions inspired by the discussions and experiences shared during the conference. It presents an action agenda aimed at integrating culture and heritage into climate action, disaster risk reduction, and peacebuilding efforts.





3. Focus on documenting and preserving Indigenous and traditional knowledge, especially in the face of displacement.

14. Study and **reintegrate traditional resource-sharing** systems disrupted by **colonialism** and modern changes.

15. Address challenges in engaging diverse professionals by aligning terminologies and approaches through expert workshops.

16. Avoid exclusionary heritage practices by incorporating **community values** and addressing inequality.

17. Adjust project timelines to account for community activities and seasonal cycles.

18. Integrate traditional and modern knowledge to address extreme and unpredictable climate conditions effectively.

19. Establish trust and consider social dynamics in community-based climate action and disaster management.

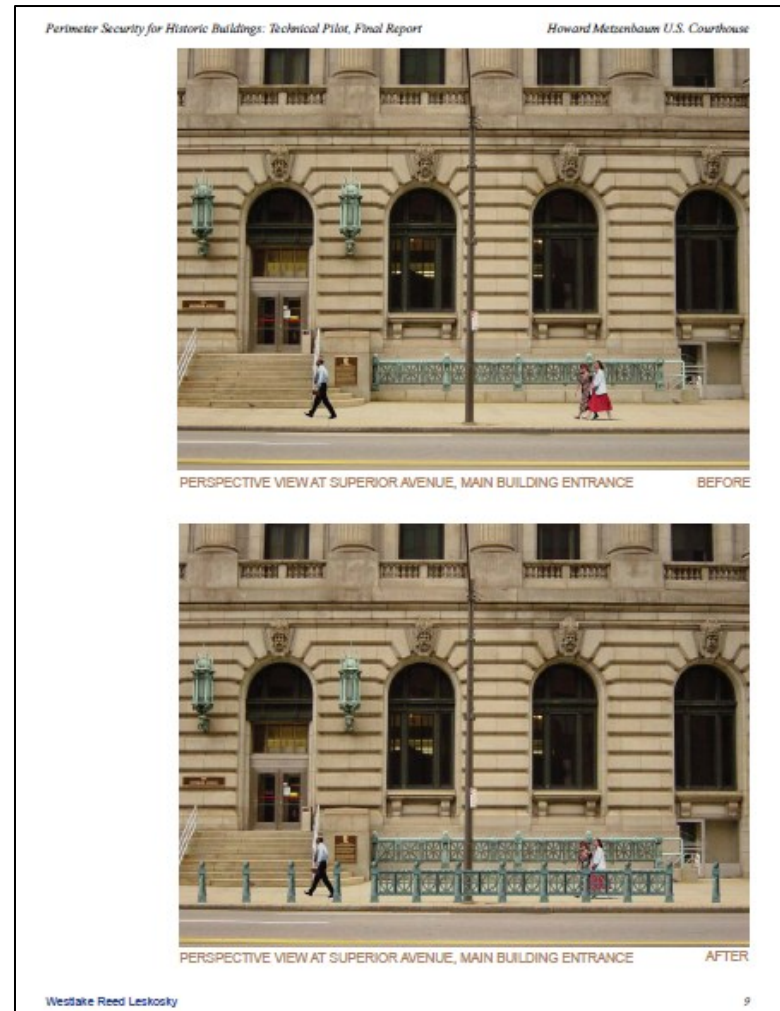
20. Create **accessible early-warning systems** for heritage sites to improve disaster preparedness.

21. Work with **governments** to integrate heritage needs into national climate plans and policies.

22. Advocate for **climate financing** that supports the preservation of cultural heritage and frontline communities impacted by climate change.



Historic sites are also increasingly having to consider security threats as part of their planning. These threats include robbery, theft, vandalism, arson, workplace violence, and terrorism. Terrorism and protests have become a particular concern.



Planning for a disaster is planning for the inevitable; a matter of “when,” not “if.” As individuals and as a community we accept that disasters will occur, we come to terms with their impacts, and we try to minimize them through planning. It is **the priority** that often will suddenly shift—from last to first. Cultural resources take their greatest losses during or after disasters, when portions and sometimes even entire objects, buildings, structures, and districts are lost. Therefore, disaster preparedness and planning should be inextricable elements of our cultural resource stewardship.

David W. Look and Dirk H.R. Spennemann, 2001, 3



The basic principles of risk preparedness for cultural heritage can be summarized as:

- The integration of cultural heritage assets into existing disaster management plans and;
- The use of preventive approaches that improve or maintain the condition of heritage assets to ensure survival of the heritage and its significant messages during and after natural hazards.
(World Bank, 2008, 1)



Table 3: Summary of Best Practices for Conservation of Cultural Heritage Resources in a Disaster

Disaster Stage	Best Practice	
Prevention/ Mitigation	1	Prevent or Mitigate Disaster Impacts
Preparedness	2	Educate Property Owners on Heritage Significance, Guidelines and Insurance
	3	Prepare an Inventory of Cultural Heritage Resources
	4	Designate Important Properties and Landscapes (include disaster management of cultural heritage resources in the management guidelines)
	5	Prepare a Emergency Management Plan with Reference to Cultural Heritage Resources
	6	Create Relationships with Emergency Managers and Other Professional Organizations Who Respond in a Disaster
	7	Create a Manual to Assist Heritage Workers and Volunteers on Managing
		Heritage Resources in a Disaster
	8	Institute Heritage Specific Funding For Use in A Disaster
Disaster	9	Perform a Systematic Damage Assessment
	10	Establish a Conservation Team
	11	Establish Mutual Assistance Agreements
	12	Reach out and Educate Property Owners
	13	Salvage Material and Document Buildings
Recovery	14	Implement Planning Initiatives that Consider Cultural Heritage Resources (e.g., abbreviated HIA process, a Temporary Use By-law, Zoning By-law Amendments that encourage rebuilding in the character of the impacted area, a planning undertaking the involves public input and guides recovery such as a Master Plan for the area, new or updated HCD Guidelines that include a section on emergency management)

(Jonas, 2016, 23 & 106/107)





Flood Damage to Historic Killaroe Mill (Source: CBC, 2017).

KEEPING HERITAGE AFLOAT

A Planning Framework and Evaluation Toolkit for Floodplain Management of Built Heritage

Copywrite © Michael Maugeri

A Report Submitted to the School of Urban and Regional Planning in Conformity with the Requirements for the Degree of Master of Urban and Regional Planning

Queen's University, Kingston, ON, Canada, March 2024

4.1 Built Heritage Resource Floodplain Management Plan Guidelines

The literature and policy review as well as a synthesis of the three distinct case studies formed the foundation for establishing the following set of 7 recommended guidelines aimed at enhancing the development of floodplain management plans for built heritage resources. These guidelines provide a robust framework for seamlessly integrating considerations for built heritage resources into floodplain management practices, ensuring effectiveness and comprehensiveness in its approach. The 7 guidelines are outlined in the table below.

Table 2. Guideline framework for creating built heritage resource floodplain management plans.

Guideline	Description
1. Establish the Project Context and Scope, and Formulate a Multidisciplinary Planning Team	Define scope, goals, and criteria of floodplain management plan, considering the widest scope to include all potential flood-related risks.
	Determine time horizon for risk analysis and management and allow for periodic evaluation and updates in the time horizon.
	Identify the responsible parties and organizations, their mandates, goals, and objectives regarding heritage asset conservation and preservation.
	Determine relevant policies, procedures, and legal contexts governing built heritage resource management and floodplain management.
	Assess the financial context, including budget allocation and responsible parties/organizations for management and implementation.
	Develop a “value pie” or similar quantification method (e.g., tables, graphs, etc.) to quantify the relative value and extent of heritage assets, aiding in the establishment of conservation and preservation priorities.

*This guideline was adapted from Canada’s ABC Method step one “Getting Started” and UNESCO’s Resource Manual step one “Getting Started”






“Disasters can damage and destroy cultural heritage places, but they also initiate a strong emotional response in the community immediately affected by the events. Some of this response is geared toward memorials and some toward the management of property in a damaged state.”

David W. Look and Dirk H.R. Spennemann, 2001, 4

The loss of cultural heritage is more than the loss of material fabric!

Ontario  Franglais Menu

[Home](#) > [Law and safety](#) > [Emergency management](#)

Emergency management program resources

Find resources to support emergency management planning and programming in Ontario.

On this page

1. Overview	5. Incident Management System
2. Emergency planning	6. Hazard identification and risk assessment
3. Emergency exercises	7. Critical Infrastructure Assurance Program
4. Public education	

Overview

Emergency Management Ontario (EMO) provides resources for the development and implementation of emergency management programs to support effective emergency management and response activities.

Related

- [Emergency management in Ontario](#)
- [Emergency preparedness](#)

Emergency Management and Civil Protection Act

R.S.O. 1990, CHAPTER E.9

CURRENT Consolidation period: July 1, 2023 - e-Laws currency date (December 31, 2024)

Last amendment: [2022, c. 11, Sched. 1](#).

Municipal emergency management programs

2.1 (1) 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. 2002, c. 14, s. 4.

Same

(2) The emergency management program shall consist of,

- (a) an emergency plan as required by section 3;
- (b) training programs and exercises for employees of the municipality and other persons with respect to the provision of necessary services and the procedures to be followed in emergency response and recovery activities;
- (c) public education on risks to public safety and on public preparedness for emergencies; and
- (d) any other element required by the standards for emergency management programs set under section 14. 2002, c. 14, s. 4.

Municipal emergency plan

3 (1) Every municipality shall formulate an emergency plan governing the provision of necessary services during an emergency and the procedures under and the manner in which employees of the municipality and other persons will respond to the emergency and the council of the municipality shall by by-law adopt the emergency plan. 2002, c. 14, s. 5 (1).

(2) Repealed: 2002, c. 14, s. 5 (1).



Hazard and risk assessment and infrastructure identification

(2) In developing an emergency management program, every minister of the Crown and every designated agency, board, commission and other branch of government shall identify and regularly monitor and assess the various hazards and risks to public safety that could give rise to emergencies and identify the facilities and other elements of the infrastructure for which the minister or agency, board, commission or branch is responsible that are at risk of being affected by emergencies. 2022, c. 11, Sched. 1, s. 2.

Same, identification of necessary goods, services and resources

(2.1) The emergency management program must include an identification of the necessary goods, services and resources that would be required to respond to the hazards and risks identified under subsection (2) and the availability and readiness of those necessary goods, services and resources. 2022, c. 11, Sched. 1, s. 2.

Same, provision upon request

(2.2) Every minister of the Crown and every designated agency, board, commission and other branch of government shall provide information on the hazards and risks identified under subsection (2) and the related information described in subsection (2.1) to the Chief, Emergency Management Ontario annually and at any other time requested by the Chief. 2022, c. 11, Sched. 1, s. 2.



Status of Ontario's Heritage Management/Master Plans

Heritage Master/Management Plans (or Strategies) are not required in Ontario, although municipalities are encouraged to develop “proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.” (PPS 2024, Policy 4b)

Most municipalities do not have a HMP.

Of thirteen examined only two had explicit references to emergency/risk management or climate change.

One did identify a risk from tourism (touching things...)

Saugeen Shores (Draft)


Recommendation:

Emergency procedures for impacted heritage sites or Ancestors (i.e., Indigenous ancestral remains such as burials)

5.4.3 A Strategy for Climate Change
Halton Hills' Climate Change Adaptation Plan (“CCAP”), 2020, identifies climate change as a key emerging threat that will require increased resilience and mitigation in the coming decades. Growing risks including extreme weather, higher temperatures, and increased precipitation and flooding.



There are 444 municipalities in Ontario. Only two have 'publicly' available heritage emergency protocols: Hamilton and Kitchener

 **Staff Report**
Community Services Department www.kitchener.ca

REPORT TO: Heritage Kitchener
DATE OF MEETING: November 1, 2016
SUBMITTED BY: Brandon Sloan, Manager of Long Range & Policy Planning,
519-741-2200 x7648
PREPARED BY: Leon Bensason, Coordinator, Cultural Heritage Planning,
519-741-2200 x7306
WARD(S) INVOLVED: All
DATE OF REPORT: October 14, 2016
REPORT NO.: CSD-16-074
SUBJECT: Heritage Best Practices
Built Heritage Emergency Management Policy

RECOMMENDATION:
That the Built Heritage Emergency Management policy as outlined in Appendix 'A' of Community Services Department report CSD-16-074, be adopted.

BACKGROUND:
On December 14, 2015 City Council approved eight heritage best practice measures for implementation in the immediate, short and long term. One such measure instructed City staff to draft a protocol that would outline the course of action to be adopted for the management of built heritage resources during an emergency, as follows:
That City staff use the City of Hamilton Built Heritage Emergency Management Protocol as a model to start drafting a similar protocol for Council consideration, and that staff use the directory maintained by the Canadian Association of Heritage Professionals or the list developed by the Ontario Heritage Trust in identifying one or more pre-qualified professional engineers who may be used by the City in emergency situations affecting heritage property.

Appendix A to Report PD05122
Page 1 of 19

**Built Heritage Emergency
Management Protocol**

February, 2005.

Heritage and Urban Design
Community Planning and Design Section
Development and Real Estate Division
Planning and Development Department
February 2005

City of Hamilton

Collingwood will be the third and most expansive



So, What Can be Done?

- Identify the risks
- Identify the current issues
- Mitigate – what is the necessary information and tools (policies and processes)?
- Coordinate - is heritage a consideration?
- How can the municipality respond? (cost sharing, heritage emergency roster, new policies/processes)



Several municipalities have started to require **Temporary Protection Plans or Building Protection Plans**. Many have implemented HIAs but these documents tend to be focused on proposed interventions for a specific project.



Heritage Building Protection Plan: Terms of Reference

1. INTRODUCTION

1.1 Intent of the Heritage Building Protection plan (HBPP)

All significant heritage buildings identified for retention on lands where a planning application is anticipated shall be maintained and secured at all times, particularly if the subject building is vacant or where vacancy is anticipated.

A Heritage Building Protection Plan (HBPP) is required to ensure that reasonable and prudent security measures are evaluated and consistently applied to protect vacant heritage buildings.

A HBPP is also required to ensure that critical stabilization and repair measures, necessary to delay or halt deterioration of building envelope and heritage fabric, are executed in a timely manner – regardless of occupancy status.

1.2 Guiding Principles

The guiding principles for the preparation of Heritage Building Protection plans are respect for documentary evidence, original location, historic materials, original building fabric, building's history, reversibility, legibility and maintenance.

2. SCOPE

A HBPP is required if a heritage resource is present on the lands subject to a development application and shall be applied to:

- a) any designated heritage buildings and structures pursuant to Section 27 (1.1) of the *Ontario Heritage Act*; or



Next Steps

1

**Review of Feedback
from survey, staff
meetings and this
meeting**

- **Incorporate into the draft Plan**

2

**Prepare and Finalize
the CHEMP**

- **Council adoption**



We welcome any feedback, comments, or questions you may have.

<https://www.scienceofpeople.com/category/conversation/page/3/>



Workshop Questions



1. Who is in the room today?
2. What **types** of emergencies/disasters or risks have you seen or experienced in the community? Have you ever had issues with insurance?
3. Where do you go **for information** on disaster and risk management issues?
4. What would **assist** you as a property owner or renter **to better prepare and respond** to potential disasters?



5. Would you be willing to allow your property to be **documented** in detail to establish its condition before and/or after disaster/emergencies?
6. Do you have a **personal emergency plan** for your property?
7. Would a **cost-sharing program** for heritage experts to assist with restoration work be helpful?
8. Should a **grants program** be expanded to included preventative works for disaster and risk managements?



For **Project updates and information** please visit the Engage Collingwood project page:

<https://engage.collingwood.ca/projects/heritage-emergency-management-policy>

