

Caring for Toronto Residents Displaced as a Result of Neighbourhood Emergencies: Review of Recent Events and Proposed Strategies

Date:	March 30, 2010
To:	Executive Committee
From:	General Manager, Shelter, Support and Housing Administration Deputy City Manager and Chief Financial Officer
Wards:	All
Reference Number:	

SUMMARY

In the past two years, a number of neighbourhood-level emergencies have occurred which have required the City to respond to people who have been displaced from their homes for weeks or months. The emergency response provided involves assisting with emergency accommodation, food, personal support services and operation of a Reception Centre for residents displaced from their homes. Such incidents would be considered Level 1 or Level 2 emergencies in the City of Toronto Emergency Plan and do not usually result in the formal activation of the Emergency Operation Centre or the City of Toronto Emergency Plan response.

This response to neighbourhood-level emergencies has occurred in the absence of any clear policy direction from Council. Notwithstanding this, staff have come together across Divisions and in partnership with community agencies, coordinated by Shelter, Support and Housing Administration Division, to provide services to help people under great stress in a time of crisis.

The purpose of this report is to review the response provided during the neighbourhood-level emergencies where evacuation was required that have arisen over the past two years, reflect on lessons learned, and based on these experiences propose policies and financial strategies to guide the services provided to residents displaced as a result of any future emergency.

RECOMMENDATIONS

The General Manager, Shelter, Support and Housing Administration, and the Deputy City Manager and Chief Financial Officer recommend that:

1. Council approve the Emergency Human Services policy substantially as written in Appendix A regarding the type, scope and length of services to be provided by the City to residents displaced during an emergency, and such policy to guide the Emergency Human Services Operational Support Function in the City's Emergency Plan;
2. the Deputy City Manager and Chief Financial Officer annually establish a non-program account, called the Emergency Human Services Expense Account, in the amount of \$500,000 to fund and track expenses related to providing Emergency Human Services, and that:
 - a. at the recommendation of the General Manager, Shelter, Support and Housing Administration, the City Manager authorize the Emergency Human Services Expense Account to be accessed during an emergency incident for expenses related to providing the services outlined in Appendix A;
 - b. an Emergency Human Services Reserve be established to receive annual surpluses from the Emergency Human Services Expense Account and to supplement funding in the Emergency Human Services Expense Account in years in which it has a deficit as set out in Appendix B;
 - c. in any year in which a surplus remains in the above noted non-program account that any funds remaining in the account at year-end be transferred to the Emergency Human Services Reserve; and
 - d. leave be granted for the introduction of any necessary bills in Council to give effect thereto;
3. the "Mass Care" Operational Support Function in the City's Emergency Plan be renamed and referred to as "Emergency Human Services";
4. the provincial Ministry of Community and Social Services, the Ministry of Municipal Affairs and Housing and the Ministry of Health and Long-Term Care be requested to clearly articulate what funding and supports for Emergency Human Services are available to assist the City in responding to Toronto residents displaced as a result of emergencies;
5. Legal Services, in consultation with the General Manager, Shelter, Support and Housing Administration and Corporate Finance, develop policies and protocols to

- seek to recover costs related to Emergency Human Services provided during an emergency from tenants' and homeowners' insurance coverage;
6. all non-union employees (excluding those in Emergency Medical Services and Fire Services) providing Emergency Human Services to displaced residents be eligible for remuneration as per the Standby/Call In/Emergency Situations Pay policy;
 7. the Human Resources Division review Standby/Call In and Emergency Pay provisions for non union staff and report back to the Employee and Labour Relations Committee with any recommendations;
 8. Division Heads from supporting Divisions as identified in Appendix A, at the request of the General Manager, Shelter, Support and Housing Administration, redeploy staff as required to support Emergency Human Services responses and to back fill as necessary in their own Divisions for the staff who have been redeployed, and such expenses to be charged to the Emergency Human Services Expense Account;
 9. the General Manager, Shelter, Support and Housing Administration, in consultation with the Director of the Office of Emergency Management, be authorized to negotiate, finalize and enter into service contracts or MOU's as appropriate, and on terms and conditions satisfactory to the General Manager, Shelter, Support and Housing Administration and in a form satisfactory to the City Solicitor, with community and private sector partners including the Canadian Red Cross, Salvation Army, St John Ambulance, the Greater Toronto Hotel Association and the Greater Toronto Apartment Association, detailing service agreements and/or the terms and conditions under which the City would request their assistance in providing Emergency Human Services; and
 10. the General Manager, Shelter, Support and Housing Administration, report back to Executive Committee in one year on implementation of the policy and any issues arising.

Financial Impact

Any cost incurred in 2010 up to \$500,000 for a neighbourhood-level emergency response will be funded from within Non Program - Emergency Human Services Expense Account included in the 2010 Recommended Operating Budget. In any year in which a surplus remains (actual expenditures less than \$500,000) in the above noted account, the remaining funds will be contributed to the Emergency Human Services Reserve to fund future neighbourhood-level emergencies. Funds may be recovered from other orders of government, insurance providers and other parties, where possible.

The 2010 Recommended Operating Budget for the Emergency Planning Unit of SSHA is \$1,045,300 Gross and \$591,400 Net. There are sufficient resources in this budget to implement the training and education initiatives outlined in this report.

Equity Impact

The proposed Emergency Human Services Policy aims to provide effective and appropriate services to Toronto's diverse residents during an emergency, including residents with varying needs as a result of their cultural and linguistic backgrounds, as well as mental or physical health challenges, ability and disability. The proposed policy addresses informational and financial barriers faced by multilingual and low-income residents by offering translation services at emergency response centres, continuing supports for low-income residents beyond 14 days, providing specialized assistance and support to vulnerable residents, including seniors and people with disabilities, and integrating access and equity issues into training for emergency response staff.

DECISION HISTORY

This is the first report that addresses strategies for caring for Toronto residents displaced as a result of neighbourhood-level emergencies.

Council at its meeting of September 24 and 25, 2008 referred Motion MM24.2 entitled 'Creation of a Disaster Relief Reserve Fund' to the Executive Committee and the Executive Committee at its meeting of November 10, 2008 referred said motion to the City Manager for a report thereon to the Executive Committee. The recommendations of the motion were:

1. the City establish a 'Disaster Reserve Fund';
2. a levy of \$1.00 be charged against all property tax bills, both residential and business, and the monies be allocated to this Reserve Fund; and
3. the City Manager be directed to provide a report, to be approved by Council, through the Executive Committee, on the terms of reference for the management and operation of said fund.

This report also responds to the above motion.

COMMENTS

Report Overview

This report is intended to provide an overview of the issues related to providing an Emergency Human Services response to displaced residents and establish a clear policy direction regarding the type, scope, and length of services to be provided during future emergencies. The report contains:

1. issue background and definitions
2. an overview of previous emergency response events
3. description of the services currently provided during a neighbourhood-level emergency and service improvements to date
4. analysis of the issues arising as a result of the experiences over the past two years
5. a proposed set of policies and financial strategies to be approved by Council to guide the way forward for future responses
6. equity analysis

1. **Issue Background**

Several significant neighbourhood-level emergencies have occurred in the past two years which have involved traditional emergency responders such as EMS, Police and Fire Services, but have also required the City to care for individuals, families and pets who have been displaced. The response required has not just been short term, but has involved providing support for residents who have been displaced from their homes for weeks or sometimes months.

The response provided has been based on the Mass Care response developed as part of the City of Toronto's Emergency Plan, which 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 situation. For close to twenty years Mass Care has been a part of the City of Toronto's Emergency Plan, which is activated during a major public emergency.

The Mass Care response is delivered by pre-identified City divisions and agencies with pre-determined roles that come together in times of emergencies to deliver the response while still maintaining regular services. This includes Employment and Social Services, Children's Services, Public Health, Long-Term Care Homes and Services, Municipal Licensing & Standards, Parks, Forestry and Recreation, as well as other community agencies and partners. The planning and management of this response is coordinated by Shelter, Support and Housing Administration Division (SSHA), on behalf of the City, to provide services to residents under great stress in a time of crisis.

Definitions

An emergency is defined in the City of Toronto's Emergency Plan as a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease, or other health risk, an accident or an act whether intentional or otherwise.

A major public emergency is described in the City of Toronto’s Emergency Plan as any emergency that will likely strain the City’s capabilities and require a broad range of assistance.

Mass Care is the name currently given to one of the Operational Support Functions in the City’s Emergency Plan which has been coordinated by SSHA. Mass Care is an organized response that meets the urgent needs of people and their pets once they are out of immediate danger of a disaster or emergency situation either declared or undeclared.

Emergency Human Services is the proposed new name for the response and Operational Support Function coordinated by SSHA during Level 1, 2 and 3 emergencies to provide services to affected residents, as outlined in this report. “Emergency Human Services” will replace the name “Mass Care.”

The term “neighbourhood-level emergency” is used in this report to describe an emergency which is smaller in scope than a major public emergency but which results in residents being displaced from their homes, and requiring emergency accommodation and other supports. For example this could include a neighbourhood fire, widespread power outage, gas leak, or other public health threat. Such incidents would be considered Level 1 or Level 2 emergencies in the City of Toronto Emergency Plan and do not usually result in the formal activation of the Emergency Operation Centre or the City of Toronto Emergency Plan response (see Appendix C).

Role of SSHA’s Emergency Planning Unit

As noted above, the original role of the Emergency Planning Unit in SSHA was to plan for and coordinate services to respond to the urgent needs of people and their pets in the event of a major public emergency, such as a nuclear incident or extreme weather event like a hurricane, as part of the official City of Toronto Emergency Plan.

The intended primary role of this response is to provide an urgent, short-term response to an immediate, large-scale emergency situation, and connect residents to existing mainstream services for longer-term needs. However all of the incidents referred to in this report were not major public emergencies as defined in the City’s Emergency Plan, but were neighbourhood-level emergencies in which a large number of residents were displaced from their homes and required emergency accommodation and other supports. Over the last several years the role of SSHA’s Emergency Planning Unit has expanded, out of necessity and in response to Councillor and resident expectations, to include responding to neighbourhood-level emergencies with longer term emergency accommodation, services and supports for displaced residents.

2. Previous Emergency Response Events

In the past two years, the Emergency Planning Unit of SSHA has been called for response or notified to be on stand by for more than 40 different emergencies of varying

sizes. Of these, seven were major incidents in which an Emergency Human Services response was provided for a sustained period of time:

- Feb 20, 2008, Queen Street West (Ward 20) - A 6-alarm fire which destroyed six buildings on Queen Street West, displacing 46 residents and several businesses. A Reception Centre was opened for two days.
- July 20, 2008 - 2 Secord Ave (Ward 31) – A major fire and explosion in the parking garage of a 293 unit apartment building which displaced residents for seven weeks. A Reception Centre was established for 50 days and provided services to 465 people.
- Aug 10, 2008 - Sunrise Propane blast (Ward 9) - An explosion at a propane facility causing the evacuation of approximately 12,000 people. A Reception Centre was established for three days, where 294 people registered to receive services.
- January 16, 2009 - West End Blackout – Extended power outage during extreme winter cold weather to a large section of the City from Queen Street to St. Clair Avenue and Spadina Avenue to Jane Street, affecting 22,000 households, in some cases for more than 24 hours. Seven Reception Centres were opened for people to stay warm.
- March 19, 2009, 3640-3650 Kingston Rd. (Ward 36) - Electrical room explosion causing structural damage to a 274 unit condominium complex which displaced residents for twelve weeks. A Reception Centre was opened for 87 days, providing services to 615 people. After approximately six weeks, the Reception Centre was relocated to a nearby Toronto Employment and Social Services office.
- March 19, 2009, 2369 Lakeshore Blvd. W. (Ward 6) - Electrical fire causing serious damage to the electrical system of an 87 unit apartment building which displaced residents for eight weeks. A Reception Centre was opened for 58 days, providing services to 126 people. After approximately six weeks, the Reception Centre was relocated to a nearby Toronto Employment and Social Services office.
- April 4, 2009, 56 Maitland Street (Ward 27) - Building fire resulting in structural damage to a 47 unit apartment building which displaced residents for four weeks. A Reception Centre was opened for 24 hours, providing services to 60 people, and was then relocated to a nearby Toronto Employment and Social Services office.

The costs of providing Emergency Human Services during these incidents were absorbed into supporting Divisions' existing budgets, with the exception of 2 Secord and the Sunrise propane blast where non-program accounts were established after the incidents occurred. Without specific cost centres in place, it is difficult to determine the exact financial impact to the City of these incidents, in both direct and staffing related costs.

However, estimates of the gross costs associated with the seven incidents above are available and range from approximately \$12,000 up to \$2.3 million. These are the costs which could be determined after the fact, and are likely underestimates of the actual costs. The total gross cost of all seven incidents is estimated to be \$3.1 million. After accounting for close to \$1 million in funds recovered through provincial hostel per diems, the net cost to the City is estimated at \$2.1 million.

3. Services Provided

The primary services provided to displaced residents which have been coordinated by SSHA during these neighbourhood-level emergencies are emergency accommodation, food, registration and inquiry, personal support services and operation of a Reception Centre for residents displaced from their homes. This includes:

- providing on-site curbside assistance at the scene to assist residents to contact friends and family, provide transportation to an alternate location, and coordinate with emergency services for retrieving medication and pets left behind
- establishing and operating a Reception Centre as a one-stop service site where displaced residents are received and provided with services
- establishing a registration service to collect information about and coordinate services to displaced individuals and families
- arranging for safe, temporary lodging
- providing meals or food vouchers to people without food or food preparation facilities
- providing assistance to access transportation, including TTC or taxis
- providing emergency clothing or referrals to clothing services
- relaying information from emergency responders about the status of the emergency and residents' homes
- arranging for emergency financial assistance
- managing volunteers and donations
- arranging for pet care
- providing emergency child minding services
- providing psychosocial support and referrals to counselling services
- aiding in family reunification
- providing assistance to access applicable insurance benefits
- liaising as required with employers and schools
- organizing for mail delivery at alternate locations
- assisting in accessing and replacing identification

- assisting with medication replacement, glasses, wheelchairs and other assistive devices
- providing referrals to other community services as needed

Service Improvements to Date

After the Queen St. fire in February 2008, the local Councillor worked with the residents affected by the fire to identify how the City could provide a better response capability for future emergencies. These issues were detailed in a letter to the Mayor, which identified areas for improvements. A great deal of progress has been made by staff in improving the response provided to displaced residents during neighbourhood-level emergencies as a result of the lessons and experience gained through the responses in the past two years, and the particular recommendations in the local Councillor's letter were helpful in this regard.

Today, the Emergency Planning Unit at SSHA is much more integrated into the emergency response command structure and has a stronger and more collaborative working relationship with Emergency Medical Services, Toronto Police Service and Toronto Fire Services. SSHA has worked closely with the three emergency response partners to ensure that their staff have a better understanding of the response provided by SSHA to affected residents, including the capabilities to assist, the structure of the response, and its value. There is now widespread acknowledgement that this is an integral part of emergency response.

The situation at 2 Secord Ave was a good example of how this unified response has progressed. All services worked together in a joint command centre, collaborating in the step-by-step planning, and gaining an insight into how the activities of each group fit together. SSHA was part of the Unified Command Structure using the Incident Management System (IMS).

Strategic Communications has also been integrated into the response to improve communication with affected residents and has become an important partner. A "residents first" policy was adopted where residents were provided with new information before it was released publicly and all information, media, staff scripts for phone messages, and resident advisories were coordinated through the Reception Centre. The City's website was also used to provide information. An information line for residents remained active long after everyone returned home.

Standard information handouts have been developed with key information about where to go for service and who to contact for ongoing information. At the time of an emergency, more specific event related information is also developed and distributed.

Visibility is important for all City emergency responders. SSHA has new brightly coloured vests that identify them to affected residents as City of Toronto emergency response staff (see Appendix D). Designated SSHA staff are also mobile and available

24/7, and are being trained to support Emergency Planning staff as the first responders on scene.

SSHA has been working on the issue of registration of displaced residents and the privacy issues related to sharing information regarding affected residents with other service providers and people making inquiries.

To ensure quick set up of Reception Centres, SSHA has agreements with Parks, Forestry and Recreation and Long Term Care Homes and Services to provide immediate access to community centres to be used as reception centres where support services can be provided to affected residents. Toronto Public Library provides access to their facilities with staff support if needed and a Memorandum of Understanding (MOU) is also in place with the Toronto District School Board for use of their facilities as required.

Community partners are also important contributors to any response. At the request of the City, the Red Cross provides volunteers to assist with registration and overnight accommodation at Reception Centres, where appropriate. The Salvation Army provides meal services and clothing at the Reception Centres. St John's Ambulance provides First Aid and mobility assistance, Community Care Access Centre (CCAC) partners identify vulnerable clients in the evacuation area, and Amateur Radio Emergency Service (ARES) provides backup communication systems, as needed. Private sector partners such as the Greater Toronto Apartment Association and the Greater Toronto Hotel Association are also key partners and have provided important in-kind supports.

Toronto Employment and Social Services (TESS) assists with operation of the Reception Centre and provides emergency financial assistance. Children's Services provides emergency child minding and assists in staffing Reception Centres. Toronto Public Health (TPH) provides inspectors at Reception Centres to ensure a healthy safe environment by monitoring sleeping areas, food handling, and infection control. As well, TPH provides psychosocial response and referrals. Municipal Licensing provides animal care and relief services. Toronto Police Service provides uniformed officers to assist with safety and crowd control. Emergency Medical Services (EMS) provides medical support on-site.

To meet the needs of vulnerable people, the Long Term Care Homes and Services Division (LTCHS) provides assistance and support to affected residents with special needs. This includes the provision of transportation through the use of the homes' buses and/or facilitating access to transportation using taxi services or Wheel Trans. LTCHS also provides short-term care and accommodation in designated homes until longer-term arrangements can be made with affected residents' families and/or the Community Care Access Centre. LTCHS has also established a telephone hotline in a recent power outage, so that affected seniors could call a dedicated line to receive information and get access to interim services if required. A vulnerable populations protocol developed in partnership with the Central Community Care and Access Centre is in place to locate and provide immediate emergency services to vulnerable populations, such as those with

disabilities. Reception Centre staff now have access to the Language Line which provides translation services in 150 languages.

Committees are in place to oversee various aspects of the response. For example, the Children's Committee has representation from Toronto Children's Services, the four child protection agencies in the city, as well as the Toronto District School Board, and the Toronto Catholic District School Board and provides guidance related to issues such as children's safety, emergency child minding, and unattended children. A Food Services Committee has representation from all Divisions with food service staff including SSHA, LTCHS, TPH, Children's Services and the Salvation Army to ensure a safe and nutritious food program is provided at times of emergencies.

4. Issues Arising

As a result of providing services to residents displaced by these emergency situations over the past two years, a number of issues have emerged. These issues need to be addressed in order for the City to continue to meet the needs of displaced residents during any emergency by providing effective services which are within a prescribed scope of service and a more predictable budget situation.

Length and Scope of Services Provided

During the emergencies that SSHA has responded to in the past two years, there has been an expectation from local Councillors that the City will provide services to everyone affected, on a 24/7 basis until they are able to return to their homes, regardless of how long that may take. It is understandable that residents who are in crisis will expect the City to step in and support them. It is also understandable that local Councillors will advocate strongly on behalf of their constituents for the highest possible level of service and expect the City to deliver it for as long as required. However, with an increasing number of neighbourhood-level emergencies involving large numbers of residents displaced for longer periods of time, the question that needs to be answered is what services should the City realistically be providing, for how long and to whom? Further, there should also be discussion on the cost of providing this level of service and the source of funds to pay for it. There is currently no designated budget or reserve fund available to cover the costs of providing this Emergency Human Services response. With no formal Council approved policy on these matters, staff are often in the difficult position of having to manage these expectations within the often limited existing resources available.

Homeowners and Renters

It is frequently assumed that renters need greater assistance in an emergency than homeowners. However, this is often not the case. In an emergency situation, a homeowner who is displaced from their home for an unknown period of time due to a crisis situation faces as much trauma and uncertainty as a tenant. Not all homeowners are high-income households with the resources to assist themselves in an emergency – a key example is seniors on fixed incomes who are homeowners. Additionally, tenants have a

greater degree of mobility than homeowners. In many cases, displaced tenants are able to move out of their apartment and relocate with greater ease than a homeowner who must continue to pay their mortgage even if they are unable to occupy their own home due to a fire or other disaster.

While some displaced tenants and homeowners will be able to rely on families and friends to support them during a time of crisis, the experience to date is that there are large numbers of displaced individuals and families who have limited financial resources and/or fragile social networks to help them. Even where families and friends are supportive they may have limited physical space in their own home to shelter them or it becomes unrealistic for supports to be provided by family and friends when the “temporary” displacement lasts for a longer period.

Insurance

Although some residents have coverage through their insurance policies to access and pay for temporary accommodation and supports during an emergency incident, this is frequently not the case. Many people do not have insurance coverage to begin with, either because they have let their coverage run out or it is too difficult to get. For some tenants, because of the age or structure of the building they live in, they cannot qualify for insurance coverage. In some cases, insurance will not cover costs associated with particular emergencies. For example, this was the case with the grow-op located in some units in the building at 2369 Lakeshore, or in cases where there is structural damage to the building but not the individual units like at 3640-3650 Kingston Rd. In other cases, expenses for emergency accommodation are only eligible for a two week period or the total expenses that can be claimed are capped at a level that is quickly exceeded when an event goes on for a longer period of time.

To date, the City has provided services and borne the costs of emergency accommodation and support for displaced residents. However, there is no protocol in place to recoup costs for these services from residents’ insurance companies, where these services would have otherwise been covered by their policies. Some residents displaced during previous emergency incidents have indicated that they feel that if they were not personally responsible for the incident, they should not be asked to claim against their insurance. Many also felt they did not want to have to pay a deductible or have their premiums go up because of a claim. In many cases it is difficult for staff to even get information regarding residents’ insurance, as they may be reluctant to disclose information and a signed waiver is required for staff to speak to the adjusters.

Who Pays

In the event of a major public emergency, the provincial Emergency Response Plan recognizes the importance of providing accommodation and supports to affected residents, and the Ministry of Community and Social Services and the Ministry of Municipal Affairs and Housing are designated to provide assistance to municipalities in providing emergency accommodation, clothing and food; evacuee registration and inquiry services; personal services; and short and long term housing assistance. A major

public emergency is generally one where damages exceed the municipalities' ability to cope. However, all of the incidents referred to in this report were not major public emergencies.

During neighbourhood emergencies where the City provides emergency accommodation and food, the Province pays 80.6% of a fixed emergency shelter per diem of \$42.50. The Province has concurred that the emergency accommodation provided during an emergency response for displaced residents is equivalent to emergency shelter generally provided for homeless families and individuals and have agreed to pay per diem subsidies.

In addition to the direct costs of services provided to residents, such as emergency motel accommodation, food and transportation, there is also the cost of the staff response. In two of the previous emergencies, at 2 Secord and Sunrise Propane, approval was given for overtime and other expenses to be paid through the creation of a non-program account. However, this operates on a case by case basis, and staff are not aware of whether they will be granted overtime pay until after the emergency response is over. As well, during an emergency response there is significant redeployment of staff from within existing Divisions which may negatively impact home budgets with the cost of backfilling some of these positions.

Human Resources Policies

Non-union employees who respond to emergencies are often required to work extended hours and current policy does not allow for overtime pay for all Divisions. Redeployment for emergency response to a specific unplanned incident is a management right where staff can be reassigned work as required in positions that may not reflect their regular position and duties. However, unless staff are compensated for their extraordinary time and efforts, the City is left in a vulnerable position and possibly in contravention of employment standards legislation.

Donations

During emergency incidents, many businesses and members of the community want to assist residents who have been affected by providing donations of food, supplies, clothing, and cash. During previous emergency responses, the Toronto Office of Partnerships (TOP) has provided important support in receiving and coordinating donations. Going forward, clear policies and protocols are needed to determine how donations should be collected and how they should be distributed fairly and equitably among affected households.

Speed of Repairs

When there is significant damage to a building which prevents residents from returning to their homes for long periods of time, residents often experience uncertainty and confusion due to a lack of information about the status of repairs and a lack of coordination to ensure repairs are completed in a timely manner. Toronto Building has

the authority under the Building Code Act to issue an order to remedy unsafe or emergency situations; however this order cannot compel a building owner to undertake all repairs necessary to allow occupants back into their homes. Various other City Divisions and Agencies have responsibilities for ensuring various components of the repair process are underway, such as utilities, transportation, and licensing. Without a mechanism for coordination between Divisions and agencies or clear responsibility for ensuring repairs are completed, recovery from the emergency incident for displaced households may be delayed.

5. The Way Forward

Given the increasing frequency of neighbourhood-level emergencies involving displaced residents, the long duration for which residents are being displaced from their homes and the increasing costs to the City, it is important that a formal policy be established to guide the City's response to neighbourhood-level emergencies. The efforts of staff from Divisions across the City to respond to the significant incidents over the past two years, and to provide coordinated, professional services to displaced residents in crisis has been exemplary. However, it is now time to establish the principles and policies that will enable staff to provide an even more effective emergency response in the future, within a more predictable cost framework and clear expectations about the scope of service provided.

Service Name

To date, the response provided by SSHA during neighbourhood-level emergencies has been based on the Mass Care response of the City of Toronto Emergency Plan. Although Mass Care is a commonly known term in the emergency planning lexicon, it is not commonly known or understood by the general public. In some jurisdictions, this service is referred to as Emergency Social Services. However, at the City of Toronto, this term has a different meaning, as social services refers to employment and income supports offered through Toronto Employment and Social Services. During an emergency, it is important that the public understand what services are available to them and who is able to provide those services. It is therefore recommended that the name of this function be changed to "Emergency Human Services" which is a more intuitively understandable description of the services provided.

Policy to Guide Emergency Human Services

While staff from across the City have done an exemplary job to date in providing accommodation and support services to Toronto residents displaced during neighbourhood-level emergencies without a formal policy in place, it is important that residents have a clear understanding of what services the City will provide to them during an emergency, what they can expect, and for how long. This report recommends that Council approve the policy substantially as outlined in Appendix A regarding the scope and timelines of Emergency Human Services provided during an emergency.

The key features of this policy are:

- Service will be coordinated by the SSHA Emergency Planning Unit, with assistance from an Emergency Human Services Coordination Committee and supporting Divisions from across the City.
- The primary aim of the Emergency Human Services policy is to provide immediate, temporary services in response to an urgent emergency situation, and connect residents to existing mainstream services for longer-term needs.
- Services provided will be adjusted to respond to the scale and nature of the emergency as required.
- All displaced residents will be provided with assistance, information, and referrals to community agencies at the Reception Centre.
- Displaced residents who are not able to make other arrangements and who register for services will be eligible for a range of supports, including temporary accommodation, food and transportation assistance, for up to 14 days. After 14 days, households which meet assessed low-income criteria will be eligible for continued accommodation and related supports.
- In order to receive accommodation and other supports, residents will be required to provide information and complete all necessary documents regarding their insurance coverage within the first three days for the purpose of cost recovery.
- Reception Centres will be operated to provide a safe location for residents affected by an emergency to congregate and access services. Only in exceptional circumstances will a Reception Centre remain operational for more than 14 days.
- The Emergency Human Services policy will guide the Emergency Human Services Operational Support Function of the City's Emergency Plan.

Emergency Human Services Response Vehicle

When an emergency occurs, a safe and suitable location and building to coordinate services for affected residents is not always immediately available. An Emergency Human Services response vehicle will provide a staging area for City staff to coordinate resources, community partners, and provide curbside assistance to displaced residents. The Emergency Human Services response vehicle will provide a location that is highly visible and easily identified by both emergency responders and displaced residents as a place to access critical services and information, with consistent and reliable information technology and communication systems, and a location for staff to report to and work from safely. The response vehicle will have storage for necessary equipment and supplies that meet the urgent needs of the displaced residents and will allow the responders to move from the emergency site to support the Reception Centre

once it is established. Funding for an Emergency Human Services response vehicle was approved in the SSHA Capital Budget for 2010.

Stand-by/Call In/Emergency Situations Pay Policy

Non-union employees from Divisions across the City should be compensated for their time and effort in responding to emergencies, which often require them to work long hours outside of regular work hours to ensure that appropriate services are provided to displaced residents. Responding to emergencies is an extraordinary job duty for these staff who are temporarily redeployed from their base position, in addition to their regular workload, and to date staff have provided exceptional public service because of their high level of dedication and commitment to Toronto residents. However, appropriate compensation for emergency response has been an outstanding issue and without staff compensation, the City is left in a vulnerable position and possibly in contravention of employment standards legislation.

Currently, non-union employees in Long Term Care Homes and Services, Toronto Employment and Social Services, Shelter, Support and Housing Administration, Children's Services and Social Development, Finance and Administration are exempt from the Stand-by/Call In/Emergency Situations Pay Policy.

This report recommends that all non union employees (excluding those in Emergency Medical Services and Fire Services) providing Emergency Human Services to displaced residents be eligible for remuneration as per the Standby/Call In/Emergency Situations Pay policy.

Any unionized staff involved in an Emergency Human Services response are remunerated according to the provisions of the appropriate collective agreement.

Non-Program Account

It is recommended that a non-program account be established annually in the amount of \$500,000, called the Emergency Human Services Expense Account, to fund and track expenses related to providing Emergency Human Services. Currently there is no simple way to fund and track expenses across Divisions related to such services to allow for proper accounting of costs to the City and to facilitate reimbursement of eligible expenses from the Province or private insurers. This process would be similar to accounts set up to track and pay for the costs related to unexpected events affecting a range of Divisions, such as a labour disruption.

At the recommendation of the General Manager of SSHA, the City Manager will authorize the Emergency Human Services Expense Account to be accessed during an emergency incident for expenses related to providing the services outlined in Appendix A. Once an incident is deemed by the City Manager as eligible for funding from the non-program account, special cost centres will be set up to track the expenses for that event and these will be funded by the non-program account. Costs related to emergency incidents may be recovered from other orders of government, insurance providers and

other parties, wherever possible and these funds will be used to pay for expenses charged to the Emergency Human Services Expense Account.

The \$500,000 annual budget for the Emergency Human Services Expense Account is based on estimates of costs incurred during emergency incidents over the past two years, and the estimated costs associated with the proposed new Emergency Human Services policy service levels. The budget is based on the cost associated with two medium sized emergencies (involving approximately 50 households displaced in each) and one larger emergency (involving a high rise type apartment with 150 households displaced). Although it is impossible to predict how many incidents of what size may occur in any given year, this is a reasonable estimation based on the experiences of the previous two years.

Emergency Incident Building Repair Committee

Once the initial emergency situation has been dealt with and the immediate safety of residents has been ensured, the process of recovery begins. In order to provide a coordinated City response to ensure a speedy resolution to building repairs, this report recommends that an Emergency Incident Building Repair Committee, chaired by SSHA, be established immediately during each neighbourhood-level emergency incident. The committee membership will include, at a minimum, SSHA, the Fire Marshal, Toronto Fire Services, Toronto Building, Municipal Licensing and Standards, Legal Services, Toronto Public Health, and other relevant stakeholders.

Education Campaign

There is a clear need for greater understanding among Toronto residents of the important role of insurance generally, and insurance during an emergency in particular. An education campaign will be developed by SSHA and OEM to inform residents about the importance of maintaining up to date home insurance for both tenants and homeowners, and about the importance of understanding exactly what coverage is provided by their insurance policies in relation to unexpected emergencies. This will be developed with the participation of the insurance industry and will build upon the existing emergency personal preparedness education campaign.

An education campaign will be developed by SSHA and OEM to inform landlords and property managers about the importance of emergency preparedness, their responsibilities during an emergency and how the City can help them to support residents displaced from their buildings.

SSHA will also develop a training module for staff who may be redeployed to assist during an emergency to make them aware of the Emergency Human Services policy and the role they may be asked to play in such a response.

Insurance Cost Recovery

Where City services provided during an emergency would regularly be covered by a tenant or homeowner's insurance policy, the report recommends that Legal Services, in consultation with SSHA and Corporate Finance, develop policies and protocols to seek to recover costs related to services provided during an emergency from tenants' and homeowners' insurance coverage.

Donations

SSHA staff will work with the Toronto Office of Partnerships to review current policies and procedures regarding the collection and distribution of donations during an emergency response and further develop City policies and protocols. This will include principles and criteria for distribution regarding equity, timelines and accountability for in-kind and financial contributions, as well as the establishment of donation accounts at financial institutions.

Neighbourhood Profiles

As a tool to provide effective and appropriate services to residents, SSHA will work with Social Development, Finance and Administration and the Planning Division to ensure that neighbourhood profiles are available to Emergency Human Services response staff which show the demographics, languages, and cultural backgrounds of the neighbourhoods affected by an emergency incident.

Role of Community Agency and Private Sector Partners

As noted, community agency and private sector partners are often requested to assist the City in providing Emergency Human Services to residents who are displaced during an emergency. They are important partners in the response effort. On occasion there have been instances where better coordination between the City's efforts and those of its community partners could have occurred. This report recommends that the General Manager of SSHA, in consultation with the Director of the OEM, negotiate service contracts or MOU's as appropriate with community and private sector partners including the Canadian Red Cross, Salvation Army, St Johns Ambulance, Greater Toronto Hotel Association and the Greater Toronto Apartment Association, detailing service agreements and the terms and conditions under which the City would request their assistance in providing Emergency Human Services. This will provide greater certainty and clarity for both the City and our partners regarding roles and expectations and will improve the coordination and delivery of these important services to assist residents during emergencies.

Role of Councillors

During an emergency, the local councillor plays a very important role in representing the needs of their constituents during a time of crisis. Councillors' participation in briefings for displaced residents is very important as the councillor is a recognizable leader in the

community. It is important that Councillors are aware of the services that are provided by the City and that information provided to residents is coordinated between City staff and Councillors' staff. Information being provided to residents by Councillors and by City staff needs to be consistent and accurate, or this can create confusion and distress for displaced residents.

During an emergency, SSHA staff are responsible for keeping City Councillors updated on Emergency Human Services issues and work with the Councillors' offices to provide referrals for residents to appropriate local community services. A single key contact will be identified for Councillors and their staff during an emergency response in order that referrals can be made directly from the Councillor's office when they receive inquiries of this nature.

An information session on the Emergency Human Services policy and the services available to residents will be developed for Councillors and their staff, and information sessions will be delivered to all Councillors and their staff in the first half of 2011.

6. Equity Analysis

Toronto is home to a diverse group of residents, many of whom face barriers to accessing information due to language. In order to reduce language barriers, Reception Centre staff have access to the Language Line which provides translation services in 150 languages. Where appropriate, staff will work towards making information handouts and educational materials available in multiple languages. Any telephone information line put in place to provide information and service referrals related to an emergency response will be maintained in coordination with 311 and will also offer support in multiple languages.

Emergencies may disproportionately impact low-income residents, as not all renters or homeowners have sufficient levels of income to assist themselves in an emergency. The proposed Emergency Human Services Policy is intended to assist these residents during a time of crisis, and households which meet assessed low-income eligibility criteria will also be eligible for continued supports beyond 14 days if required.

Seniors and people with disabilities can be particularly vulnerable during an emergency. Local community centres, which are all accessible, are the first choice for locating a Reception Centre and wherever possible, efforts will be made to use accessible buildings. To meet the needs of vulnerable people, LTCHS provides assistance and support to affected residents with special needs, including the use of Wheel Trans for transportation services. There is also a vulnerable population plan currently under development to identify additional supports required by vulnerable seniors and people with disabilities, in partnership with CCACs.

In order to provide effective and appropriate services to residents, it is important to understand the varying needs of particular neighbourhoods. SSHA will work with SDFA and the Planning Division to ensure that neighbourhood profiles are available to Emergency Human Services response staff. Neighbourhood profiles will include

demographic information such as languages and cultural and ethnic backgrounds of the neighbourhoods affected by an emergency incident.

Staff will be reviewing best practices in other jurisdictions in relation to access, equity and emergency response. Findings will be used to develop policy and provide training and information for emergency response staff. SSHA is also working with Inclusive Emergency Preparedness Canada (IEPC) a partnership between March of Dimes Canada, the Canadian Red Cross, and The Inclusive Preparedness Center to develop training resources for emergency response staff related to providing emergency response services for people with disabilities at Reception Centres.

Staff will continue to monitor implementation of the EHS policy and assess outcomes related to providing service to diverse groups (e.g. seniors, people with disabilities and mental health challenges, residents with multiple language needs, new immigrants/refugees, etc.) and make service improvements as required. Results of implementation and any issues arising will be included in the report to Council in one year.

CONTACT

Laural Raine, Policy, Planning and Project Consultant
Shelter, Support and Housing Administration
Phone: 416-392-0546; E-mail: lraine@toronto.ca

Elaine Smyer, Manager, Emergency Planning
Shelter, Support and Housing Administration
Phone: 416-397-1384; E-mail: esmyer@toronto.ca

Donald Altman, Manager, Corporate Financial Strategies
Corporate Finance
Phone: 416-397-4220; E-mail: daltman@toronto.ca

SIGNATURE

Phil Brown
General Manager
Shelter, Support and Housing Administration

Cam Weldon
Deputy City Manager and Chief Financial Officer

ATTACHMENTS

- Appendix A: Proposed Emergency Human Services Policy
- Appendix B: Emergency Human Services Reserve
- Appendix C: City of Toronto Emergency Plan Level Classification
- Appendix D: SSHA Logo

Appendix A

Proposed Emergency Human Services Policy

Emergency Human Services (EHS) 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 situation. The primary services provided as part of Emergency Human Services include providing emergency accommodation, food, registration and inquiries, personal support services and operation of a Reception Centre for residents evacuated from their homes. The Emergency Human Services response is coordinated by Shelter, Support and Housing Administration (SSHA) 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.

1. Scope

An emergency is defined in the City of Toronto's Emergency Plan as a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease, or other health risk, an accident or an act whether intentional or otherwise. A major public emergency is any emergency that will likely strain the City's capabilities and require a broad range of assistance.

Emergency Human Services are also provided in an emergency which is smaller in scope than a major public emergency but which results in residents being displaced from their homes and requiring emergency accommodation and other supports. For example this could include a neighbourhood fire, widespread power outage, gas leak, or other public health threat. Such incidents would be considered Level 1 or Level 2 emergencies in the City of Toronto Emergency Plan and do not usually result in the formal activation of the Emergency Operation Centre or the City of Toronto Emergency Plan response.

This Emergency Human Services Policy is intended to guide the emergency response and services provided to residents during both small and large scale emergency situations. Services provided will be adjusted to respond to the scale and nature of the emergency as required. Where appropriate, assistance will be provided for emergency accommodation and income supports through regular service operations.

2. Relation to the City of Toronto Emergency Plan

This policy will guide the Emergency Human Services Operational Support Function of the City of Toronto's Emergency Plan.

3. Relation to the Rooming House Emergency Response Plan

The City also has a Rooming House Emergency Response Plan to respond to sudden or imminent closures of rooming houses where the emergency relocation of residents may

be required. Through this plan, a Follow-up Relocation and Support Worker is responsible for assisting residents during a closure and helping them to find new housing, and for sudden closures, the Canadian Red Cross provides 72 hours of emergency services including accommodation, food etc. When requested under the terms of the plan, or at the discretion of the General Manager of SSHA, the Emergency Human Services Policy will be activated to provide additional assistance.

4. Coordination

The Emergency Planning Unit of the Shelter, Support & Housing Administration Division is responsible for coordinating all aspects of the Emergency Human Services policy.

Where appropriate, SSHA will convene an Emergency Human Services Coordination Committee immediately following the establishment of the Reception Centre, with representation from all of the Divisions involved in providing the response. The Committee will meet periodically to coordinate logistics related to staffing and operations of the Reception Centre and provide advice and guidance related to services provided to affected residents.

5. Notification and Initial Response

SSHA will be notified of the requirement for Emergency Human Services response by the Public Safety Unit of Toronto Police Service or Toronto Fire Services, or through the established emergency notification system by the lead service as appropriate. Information will be provided regarding the nature of the emergency, location, health and safety considerations, the number of people involved and the estimated duration of the evacuation.

SSHA Emergency Planning Unit will:

- Respond to the site, assess the situation and determine the level of service required. The deployment of staff and resources will be dependent on the size and scope of the emergency.
- Report to the Incident Commander and become part of the Unified Command Structure at the site.
- Begin to deliver immediate curb-side assistance as required.
- Contact appropriate supporting Divisions and community organizations to deploy staff and assist with response through the established notification process. Notification lists are tested and updated frequently.
- Contact the local Councillor to provide information on the incident.

- Coordinate as required with appropriate lead personnel from emergency responder Divisions regarding affected residents.
- Establish Reception Centres for displaced or affected residents, as necessary, in existing facilities. A facility may be any available City facility, community centre, school, library, or any building which is deemed suitable to support the response and is outside the affected area.

6. **Registration**

Upon arrival at the reception centre, residents will be requested to register their names and address. The purpose of registration is:

- To provide a screening process to ensure that services are available and provided to only people affected by the emergency and to maintain privacy and security for displaced residents
- To reunite family members who may become separated in an emergency, assist with missing person reports and may be used by hospitals to locate family members
- To allow the City of Toronto to communicate with and provide information to displaced residents whether they remain at the centre or have accommodation elsewhere
- To determine staffing levels, meals, and levels of service

Only if consent is given can information about registered residents affected by the emergency be provided to friends, family or others.

7. **Services Provided at Reception Centres**

The following services will be provided as appropriate:

- Water and food provided through various sources and methods and appropriate to the particular environment and conditions. If appropriate, on-site meal services will be provided through partnership with the Salvation Army.
- Immediate overnight accommodation as well as assistance to access temporary alternate accommodation (including motels and hotels), if no other accommodation is available to them.

- Emergency kits with emergency personal care supplies (soap, toothbrush, socks, etc.) provided to residents.
- Emergency clothing or referral for clothing, as necessary.
- Land lines and/or cell phones available at reception centres for use by residents to contact friends and family.
- Coordination with emergency services for the retrieval of vital medication, important documents and pets requiring rescue.
- Coordination and communication of information about the emergency situation, status of event, condition of homes, using the 'residents first' principle. Standard information handouts will be provided to residents with key phone numbers for services and supports. At the time of an emergency more specific event related information sheets will also be developed and distributed. Information will also be provided through resident meetings where appropriate.
- Meal service, or meal vouchers if required for registered households.
- Assistance to find alternate housing or referral to housing help services for longer term housing solutions if relocation is required.
- Assistance to contact residents' insurance provider. As soon as possible following the emergency incident, the Insurance Bureau of Canada will be requested to notify their members of the emergency incident and those insurance companies involved will be encouraged to meet with their clients at the Reception Centre where space will be made available for this purpose.
- Care of unattended children and emergency pet care.
- Emotional support, crisis support and referrals will be provided by Toronto Public Health.
- Assessment for emergency financial aid will be provided by Toronto Employment and Social Services.

8. **Eligibility and Length of Support Services**

The primary aim of the Emergency Human Services policy is to provide immediate, temporary services in response to an urgent emergency situation, and connect residents to existing mainstream services for longer-term needs.

All affected residents will be provided with assistance, information and referrals to community services at the Reception Centre.

All registered residents are eligible to receive a range of supports, including temporary accommodation, food, and transportation assistance, for up to 14 days following the emergency incident, if required. Residents will be encouraged to make other arrangements or to stay with friends and family wherever possible.

In order to receive accommodation and other supports, residents will be required to provide information and complete all necessary documents regarding their insurance coverage within the first three days for the purpose of cost recovery.

Households which meet assessed low-income eligibility criteria will be eligible for continued supports, including accommodation, food and transportation assistance, after 14 days.

An assessment form will be filled out by residents to determine eligibility for accommodation and related supports after 14 days. These supports will not be provided where it is clear that residents have sufficient resources to look after themselves.

9. Reception Centre Operation

The operation of a Reception Centre is intended to provide a safe location for residents to congregate and access services immediately following an emergency incident. Longer-term information sharing and service provision, if required, may be provided through a variety of other mechanisms.

After the first 24 hours following the emergency incident, the hours of operation of the Reception Centre may be reduced based on assessed need, at the discretion of the General Manager of Shelter, Support and Housing Administration.

Following resolution of the immediate evacuation and initial registration of displaced residents, the Reception Centre may remain operational for up to 14 days after the emergency incident, as needed, to provide information, service referrals and conduct needs assessments for continued supports.

If fewer than 20 residents per day attend the Reception Centre for two or more consecutive days, the Reception Centre may be closed, or scaled back to an alternate location, at the discretion of the General Manager of Shelter, Support and Housing Administration.

In exceptional circumstances, the Reception Centre may remain operational for more than 14 days, at the discretion of the General Manager of Shelter, Support and Housing Administration.

Once the Reception Centre is closed, a telephone information line will be maintained, in coordination with 311, to provide information and service referrals to displaced residents until they are able to reoccupy their homes.

10. Emergency Incident Building Repair Committee

An Emergency Incident Building Repair Committee will be established by SSHA, as required, immediately during an emergency incident to oversee a coordinated City response to ensure a speedy resolution to building repairs and allow residents to return to their homes. The committee will be chaired by SSHA and involve, at a minimum, Toronto Fire Services, the Fire Marshal's Office, Toronto Building, Municipal Licensing and Standards, Legal Services, Toronto Public Health, and representatives from other relevant organizations as required.

11. Roles of Supporting Divisions

Shelter, Support and Housing Administration

SSHA Emergency Planning Unit is responsible for coordinating the Emergency Human Services policy and response and coordinating operation of the Reception Centre. SSHA divisional staff outside of the Emergency Planning Unit also play a supporting role in the Emergency Human Services response and are responsible for providing services which include but are not limited to:

- assisting with setup and operation of the Reception Centre
- staffing Reception Centres as required
- assisting displaced residents to access emergency accommodation
- assisting displaced residents to find alternate housing, if required
- assisting with registration and eligibility assessments
- communication, notification and outreach to affected residents as required
- providing personal support to affected residents as needed, including referrals to other support services/agencies
- participation in de-escalation of reception centre
- participation on advisory bodies and working groups regarding Emergency Human Services

The Emergency Human Services response would not be possible without collaboration and support from SSHA's many partners. Other City Divisions will participate on advisory boards and working groups regarding Emergency Human Services, as appropriate. In addition, they are responsible for providing services which include but are not limited to the following:

Employment and Social Services

- assisting with setup, operation and coordination of the Reception Centre
- staffing Reception Centres as required

- assisting with registration and eligibility assessments
- issuing financial assistance and/or assistance in kind which may include the issuance of vouchers, drug cards, TTC tickets
- communication, notification and outreach to affected residents as required
- providing personal support to affected residents as needed, including referrals to other support services/agencies
- liaising with community partners to support affected residents
- participation in de-escalation of reception centre

Children's Services

- developing and delivering child minding and/or emergency child care services at Reception Centres, as required
- communicating and liaising with child protection agencies
- assisting with developing and delivering recreation programs for young children
- providing staff support at Reception Centres as required
- providing staffing for provision of food at Reception Centres, coordinated by the Food Services Committee

Toronto Public Health

- providing advice and instruction on health and safety matters
- monitoring for health hazards, food safety, potable water and sanitation
- ensuring infection control measures are in place to prevent or control communicable diseases
- providing psychosocial interventions for displaced residents and responders

Long -Term Care Homes and Services (LTCHS)

- providing immediate short-term care and accommodation (including personal care and overnight accommodations) for displaced seniors in one of the long-term care homes, through the LTCHS-EMS-CCAC voluntary agreement, and working with the affected persons' families and Toronto area CCACs to search out longer term solutions for displaced seniors who need ongoing care on the next CCAC business day
- providing staff support to the Reception Centre if individuals are not admitted to short-term accommodation at LTCHS through the above-noted voluntary agreement
- providing and/or assisting to arrange transportation for vulnerable populations who need to utilize short-term services, care and/or accommodation
- liaising with CCACs and other long-term care and retirement organizations affected by the emergency to assist in finding the best short-term and long-term solutions for affected residents
- providing staffing for provision of food at Reception Centres, coordinated by the Food Services Committee

Municipal Licensing & Standards

- developing and delivering a pet care plan for Reception Centres

Parks, Forestry and Recreation

- making available community centres as reception/evacuation centres
- establishing and providing ongoing maintenance and housekeeping to Reception Centres
- providing staff as required to maintain centres when in use
- assisting with the provision of recreation activities for Reception Centres

Strategic Communications

- developing and implementing a communications plan to provide updates to residents, stakeholders and the media. This will include tenant advisories, media releases, and media relations services.

Toronto Office of Partnerships

- assisting with coordination and distribution of donations.

311 Toronto

- providing information and responding to inquiries from residents as required.

Purchasing and Materials Management

- providing emergency purchasing on a 24/7 basis and ensuring City purchasing policies and procedures are followed in emergency situations.

Facilities Management

- providing logistical support related to the operation of Reception Centres as required.

Transportation Services

- providing vehicles and staffing for logistical support in moving supplies and equipment and set-up and take-down of Reception Centres.

Information & Technology

- providing hardware and support in establishing work stations and network capacity at Reception Centres.

Toronto Building

- responsible for the inspection and assessment of building and coordination of remedial actions required to remove unsafe conditions.

Appendix B Emergency Human Services Reserve

Location Within the Consolidated Reserves/Reserve Funds Schedule

Schedule # 3 – Stabilization Reserves

Statement of Purpose

The purpose of the reserve is to receive annual surpluses from the Emergency Human Services Relief Expense Account and to supplement funding in the Emergency Human Services Expense Account in years in which it has a deficit.

Service Area or Beneficiary Program

The General Manager, Shelter, Support and Housing Administration shall have primary responsibility for the account.

Initial Contribution

NA

Contribution Policy

Year-end surpluses in the Emergency Human Services Expense Account shall be transferred to this reserve.

Withdrawal Policy

Year-end deficits in the Emergency Human Services Expense Account shall be funded from this reserve upon the approval of Council.

Review Cycle

The account will be reviewed in three years to determine its effectiveness.

Appendix C
City of Toronto Emergency Plan Level Classification

Emergency Levels	Event/Situation
Normal	Daily Operations
One	Level 1 emergencies are managed by the Emergency Services at the site; may include the establishment of site command post(s) but do not require the establishment of a Joint Operations Centre (JOC), the activation of the Emergency Operations Centre (EOC) or support from the Office of Emergency Management (OEM).
Two	<p>A Level 2 emergency exceeds the routine response of the Emergency Services and may require assistance from other City Departments and/or emergency response partners.</p> <p>Response to this scale of emergency can successfully be managed through the use of Emergency Services command post vehicles at an inner perimeter line and a JOC located in a safe area to include all additional responding agencies in the operational management functions required to deliver their services.</p>
Three	A level 3 emergency is one of major proportions as described in the Emergency Management and Civil Protection Act i.e. a situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property that is caused by the forces of nature, a disease or other health risk, an accident or act whether intentional or otherwise.

Appendix D
SSHA Logo

SSHA

