

Consolidated Clause in Policy and Finance Committee Report 7, which was considered by City Council on September 25, 26 and 27, 2006.

16

**International Disaster Relief Policy and  
Federation of Canadian Municipalities (FCM) - Technical  
Partnership between the City of Toronto and Banda Aceh  
(Indonesia) and Batticaloa (Sri Lanka)**

*City Council on September 25, 26 and 27, 2006, adopted this Clause without amendment.*

---

The Policy and Finance Committee recommends that City Council:

- (I) adopt the following staff recommendations contained in the Recommendations Section of the report (September 8, 2006) from the City Manager, entitled “International Disaster Relief Policy”:
- “(1) the international disaster relief policy outlined in Appendix A of this report be approved;
  - (2) a capped annual fund be established to support the City’s capacity to respond, if required, in an amount not to exceed \$50,000.00 starting in 2007;
  - (3) a \$50,000 gross expenditure, net zero (funded from the proceeds of auction) be included in the Non-Program Operating Budget submission, for consideration with the 2007 Operating Budget process; and
  - (4) the appropriate City officials be authorized to take the necessary action to give effect thereto;” and
- (II) adopt the following staff recommendations contained in the Recommendations Section of the report (September 1, 2006) from the City Manager, entitled “Federation of Canadian Municipalities (FCM) – Technical Partnerships between the City of Toronto and Banda Aceh (Indonesia) and Batticaloa (Sri Lanka)”:
- “(1) the City of Toronto enter into technical partnerships with the municipality of Banda Aceh (Indonesia) and Batticaloa (Sri Lanka) through the International Municipal Partnership Program of the Federation of Canadian Municipalities, with the goal of assisting these communities with the long-term rehabilitation of the community infrastructure affected by the 2004 tsunami; and

- (2) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.”**

**The Policy and Finance Committee submits the report (September 8, 2006) from the City Manager, entitled “International Disaster Relief Policy”.**

Purpose:

To recommend a policy to guide the City of Toronto’s response to international disasters.

Financial Implications and Impact Statement:

If Council approves the proposed international disaster relief policy an annual capped fund of \$50,000 will be established to provide the City with flexibility within the context of this policy if unforeseen circumstances arise. The source of funds will be the proceeds at auction from the sale of excess vehicles and equipment beginning in 2007. This funding request will be included for consideration in the Non-Program 2007 Operating Budget submission, reflecting \$50,000 gross expenditure and zero net.

The Deputy City Manager and Chief Financial Officer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) the international disaster relief policy outlined in Appendix A of this report be approved;
- (2) a capped annual fund be established to support the City’s capacity to respond, if required, in an amount not to exceed \$50,000.00 starting in 2007;
- (3) a \$50,000 gross expenditure, net zero (funded from the proceeds of auction) be included in the Non-Program Operating Budget submission, for consideration with the 2007 Operating Budget process; and
- (4) the appropriate City officials be authorized to take the necessary action to give effect thereto.

Background:

On April 11, 2006, the Policy and Finance Committee considered the City Manager’s April 5, 2006 report providing an update on the City of Toronto’s tsunami relief activities and the development of a City of Toronto Disaster Relief Policy. The Committee approved the following:

“the City Manager develop a disaster relief policy based on the elements outlined in Appendix “E” and report back to the Policy and Finance Committee in July 2006”.

The proposed elements considered by the Policy and Finance Committee in April 2006, are attached as Appendix B.

The development of the international disaster relief policy was also informed by an April 2005, referral from the Community Services Committee to the City Manager to develop a policy and protocol for all surplus City equipment and vehicles which are appropriate for donation consideration. In addition, at its meeting of October 20 and 21, 2005, the Policy and Finance Committee considered a motion regarding a cash donation by the City of Toronto for relief efforts related to Hurricane Katrina in the Southern United States. The Policy and Finance committee referred the motion to the City Manager and Deputy City Manager and Chief Financial Officer and requested a report on “a policy for the handling of disasters of this nature in the future and establishment of a fund to provide relief to those affected by such disasters”.

#### Comments:

Relationship of this Policy to the Report re: FCM Technical Partnership between the City and Banda Aceh (Indonesia) and Batticaloa (Sri Lanka):

Related to this report, the Policy and Finance Committee is also considering on September 18 a report which recommends that the City enter into technical partnerships with Banda Aceh (Indonesia) and Batticaloa (Sri Lanka). The proposed technical partnerships are an example of one type of response this policy proposes for international disaster relief.

#### Rationale for the Development of an International Disaster Relief Policy:

Council directed staff to develop a disaster relief policy in October 2005, to ensure that the City approaches disaster relief with consistency, transparency and the proper coordination. The policy is attached as Appendix A. The proposed policy applies only to international disasters - existing emergency management policies and protocols for domestic disasters will continue to guide domestic response. Additional background about previous City responses and the roles of other governments is attached as Appendix C.

#### Evolution of Approach Since April 2006:

Following the April 2006, meeting of the Policy and Finance Committee, the elements proposed to guide the policy were further analysed by City divisions and through discussions with other orders of government and agencies. The proposed policy reflects the elements provided in April 2006, with two exceptions. Since the City already has policy and protocols in place to respond to domestic disasters, this policy now applies only to international disasters. As a result the definition of disaster provided in the policy has changed to better reflect international incidents. Another change is the approach to donating excess vehicles and equipment based on input received from experts in disaster relief. The policy proposes using the proceeds from auction of surplus vehicles and equipment to establish a fund to provide the City with additional flexibility in providing international disaster relief rather than donation of such goods.

### Approach to Policy Development:

To develop this policy all orders of government were consulted. In the federal government the policy was informed by discussions with officials from the Canadian International Development Agency and Public Safety and Emergency Preparedness Canada. Provincially, Emergency Management Ontario (EMO) was consulted to clarify roles and responsibilities and to ensure that the proposed policy did not conflict with their existing protocols. EMO is supportive of the proposed policy and stressed the importance of not self-deploying, but rather coordinating first response with them.

Other municipalities were also consulted. GTA municipalities and other big cities in Canada were asked if they had an international disaster relief policy in place and what kind of approaches they have employed, if any, to respond in the past. Most municipalities do not have formal policies and do not support cash donations directly from municipalities to affected areas or regions. Many municipalities emphasized that international disaster relief was not within municipal jurisdiction and they did not have the financial means to provide relief.

The Federation of Canadian Municipalities (FCM) and the Red Cross were consulted due to their expertise in providing on the ground assistance both in long-term capacity building and immediate response. Discussions with FCM and the Red Cross confirmed challenges associated with donating equipment, vehicles and supplies directly to affected areas. Both also indicated that while the donation of funds is helpful, relief efforts typically fall short in the availability of skilled people to assist with efforts.

This policy was developed in consultation with City staff from: corporate finance, financial planning, strategic communications, purchasing and materials management, fleet services, facilities and real estate, tourism (special events), parks, forestry and recreation, Office of Emergency Management, and Emergency Medical Services. The proposed policy is recommended to maximize the effectiveness of the City's response on the affected community while recognizing the financial and human resources constraints of the City.

### Overview of the International Disaster Relief Policy:

The policy provides principles to guide the City's response, definitions and examples of disasters, how the City will respond, criteria for determining the response, protocols for when a disaster strikes and roles and responsibilities. The policy recognizes that the jurisdiction for providing international disaster relief resides primarily with the federal and provincial governments, not municipalities. Although the City does not have a formal responsibility to provide disaster assistance, the policy lays a foundation for action that is consistent with the City's International Policy Framework. The policy reflects the strength of a diverse and highly skilled City workforce that could be of assistance when an international disaster strikes. It also recognizes the financial limitations of the City.

### Principles to Guide City Responses:

The following principles will guide the City response to international disasters:

- (i) consistency with the City of Toronto's International Policy Framework;
- (ii) coordination of response;
- (iii) effectiveness of response;
- (iv) flexibility and adaptability of response; and
- (v) focused targeted approach.

### Definition of Disaster:

Since the City is not in a position to respond to every international disaster the following definition from the International Red Cross is used to define the type of disaster the City will consider:

“A disaster is a calamitous event resulting in loss of life, great human suffering and distress, and large scale material damage.”

Examples of types of disasters appropriate for City response include, but are not limited to:

Natural disasters – severe weather: earthquakes, floods, hurricanes, blizzards, tornadoes, food or human health emergencies; and  
Human-caused Events and Accidental Hazards –i.e., civil disorder and war.

### Criteria to Determine City Response:

The following criteria must be met for the City to deploy staff to assist with long-term capacity building efforts or immediate first response:

- (a) national governments and international relief organizations have issued an appeal for disaster relief;
- (b) the disaster is large-scale and particularly severe;
- (c) the disaster has caused extensive loss of life and physical damage;
- (d) the private and non-profit voluntary sector is involved in providing disaster relief assistance;
- (e) the Government of Canada and its agents are involved in the provision of disaster relief;
- (f) the City at the time of the disaster has the fiscal and human resources capacity to respond;
- (g) there are community ties between Toronto and the affected disaster-stricken areas overseas;

- (h) for immediate first response, the Province of Ontario has requested the City assist in the provision of disaster relief; and
- (i) for long-term community rebuilding, the Federation of Canadian Municipalities (FCM) is coordinating rebuilding efforts.

The policy also outlines actions the City will not undertake due to the challenges they present in terms of cost, effectiveness and logistics.

- (i) the City will not self-deploy staff to an affected region;
- (ii) the City will not donate funds to an affected area or agency;
- (iii) the City will not collect funds on behalf of an agency; and
- (iv) the City will not donate excess vehicles or equipment.

#### City Approaches to International Disaster Relief:

The policy proposes three types of responses to disaster relief: immediate first response, long-term capacity building and the establishment of a fund.

#### Immediate First Response:

At the request of Emergency Management Ontario (EMO) or the Federation of Canadian Municipalities (FCM) the City will consider deploying staff to assist with immediate needs such as search and rescue, clean-up and rebuilding. The City has been requested in the past to assist by sending staff from fire, ambulance and police services to assist with rescues, or in the case with the 2004 Tsunami deploy staff to assist with solid waste disposal issues and water sanitation. The policy also enables the City to assist community organizations by communicating any local fundraising efforts and by providing them space at no charge, subject to availability, for local fundraising events.

#### Long-Term Capacity Building:

Using the principles and criteria outlined in this policy the City will consider deploying staff to assist with longer-term capacity building projects if the project is coordinated by the Federation of Canadian Municipalities (FCM). As the City does not have a general mandate to provide international relief and has limited funds at its disposal, it is preferable to participate in efforts where the majority of the costs are borne by other governments. Council approval will be required for this type of disaster relief response.

#### Establish an International Disaster Relief Fund:

The City will establish a fund, capped annually in the amount of \$50,000 to provide the City with flexibility to respond to disasters should unforeseen circumstances arise. The preference for the use of the funding is to supplement unexpected costs in our long-term capacity building partnerships. An example an unforeseen cost may include hosting delegations as part of our technical partnerships. The source of funds will be a portion of the proceeds generated at auction from the sale of excess fleet and equipment.

Conclusion:

This report has proposed an international disaster relief policy for the City of Toronto with the goal of ensuring consistency, transparency and effectiveness in the City's response. The policy builds on the City's strengths while recognizing its financial limitations.

Contact:

Sherri Hanley, Strategic and Corporate Policy Division  
Tel: 416-392-1086 / Fax: 416-696-3645  
Email: [shanley@toronto.ca](mailto:shanley@toronto.ca)

List of Attachments:

Appendix A – International Disaster Relief Policy  
Appendix B – Disaster Relief Policy – Proposed Elements (April 2006)  
Appendix C – Additional Background Information

---

Appendix A

International Disaster Relief Policy

Section 1 – Purpose:

This policy framework provides a basis for the City's response to international disasters. The City will continue to follow existing protocols and practices for response to domestic disasters. This policy will ensure that any response the City undertakes is meaningful to the affected region and is consistent and transparent in application.

The policy recognizes that the jurisdiction for providing international disaster relief resides primarily with the federal and provincial governments, not municipalities. Although the City does not have a formal responsibility to provide disaster assistance, this policy lays a foundation for action that is consistent with the City's International Policy Framework. The International Policy Framework strives to ensure that Toronto is recognized worldwide as a global city that among other traits is compassionate and caring. It builds on the many international ties the City has. The International Policy Framework has guided the City's decision to enter into twinning partnerships with cities from around the world and in some cases more extensive municipal technical exchange partnerships.

This international disaster relief policy builds on the strengths of the International Policy Framework and the international ties of the residents of Toronto, and it does so in a way that is fiscally responsible and builds on the strengths of the City.

The policy provides:

- (i) principles to guide City responses;
- (ii) a definition of disaster;
- (iii) criteria for determining City response;
- (iv) City response in the short and long-term;
- (v) protocols; and
- (vi) roles and responsibilities.

## Section 2 – Principles to Guide City Responses:

While the City does not have a formal role in providing international disaster relief, the City receives many requests to respond. When deciding on whether the City will respond or how to tailor its response, the City will adhere to the following principles:

### Consistency with the City of Toronto's International Policy Framework:

Any City response to an international disaster should be consistent with the goals and objectives of the International Policy Framework. This includes the goal of being a caring and compassionate City as well as recognizing the importance of the City's active Municipal Technical Exchange Partnerships.

### Coordination of response:

The City of Toronto will develop its response to disasters in close cooperation with other orders of government and relevant organizations in order to achieve maximum impact and avoid overlap and duplication in providing disaster relief.

### Effectiveness of response:

The City of Toronto maintains excellence in the provision of municipal services, such as water treatment, fire services, police services, housing, health promotion and prevention etc. It will provide assistance which draws upon Toronto's unique expertise in providing the essential municipal services necessary for the basic function of the community.

### Flexibility and adaptability of response:

The City of Toronto will tailor its response to disasters in order to best meet the needs of communities affected by the disaster. A tailor-made response may involve a multi-tiered response strategy which provides assistance to the affected community in the immediate, medium and long-term. In other cases, the City of Toronto's response may focus exclusively on one particular phase in the disaster recovery process and rehabilitation.



Focused targeted approach:

The City of Toronto has limited financial and human resources to provide disaster relief. The City will limit its provision of disaster relief to large-scale disaster incidents, while ensuring the financial implications are carefully considered.

Section 3 – Definition of Disaster:

The City is not in a position to respond to every international disaster that occurs. It is for this reason that the following definition from the International Red Cross will be used to define the type of disaster the City will consider responding to:

“A disaster is a calamitous event resulting in loss of life, great human suffering and distress, and large scale material damage.”

Examples of types of disasters appropriate for City response include, but are not limited to:

Natural disasters – severe weather: earthquakes, floods, hurricanes, blizzards, tornadoes, food or human health emergencies; and

Human-caused Events and Accidental Hazards –i.e., civil disorder and war.

Section 4 – Criteria to Determine City Response:

The City will assess its international disaster relief response against the following criteria:

- (i) national governments and international relief organizations have issued an appeal for disaster relief;
- (ii) the disaster is large-scale and particularly severe;
- (iii) the disaster has caused extensive loss of life and physical damage;
- (iv) the private and non-profit voluntary sector is involved in providing disaster relief assistance;
- (v) the Government of Canada and its agents are involved in the provision of disaster relief;
- (vi) the City at the time of the disaster has the fiscal and human resources capacity to respond;
- (vii) there are community ties between Toronto and the affected disaster-stricken areas overseas;
- (viii) for immediate first response, the Province of Ontario has requested the City assist in the provision of disaster relief; and

- (ix) for long-term community rebuilding, the Federation of Canadian Municipalities (FCM) is coordinating rebuilding efforts.

Notwithstanding this policy framework the City will continue to face pressure to provide assistance in many ways that are problematic for the City. The following actions therefore will not be taken by the City:

The City will not self-deploy staff to an affected region. Self-deployment often results in additional people to feed and shelter causing problems on the ground for the government or agency coordinating the relief effort. Self-deployment without coordination with partners could place City staff in unsafe conditions or impede relief efforts on the ground.

The City will not donate funds to an affected area or agency. Experts and agencies indicate that they often receive sufficient funds yet lack access to skilled people to assist with rebuilding efforts. In lieu of donating funds the City will encourage residents to do so, and as appropriate deploy staff to assist in affected regions when the criteria are met.

The City will not collect funds on behalf of an agency.

The City will not donate excess vehicles or equipment. Significant challenges arise with shipping costs, compatibility of the donated goods with local infrastructure and repairing the donating goods.

#### Section 5 – City Approaches to International Disaster Relief:

When a disaster strikes immediate first response needs as well as longer term capacity building must be assessed. The City has been involved in the past in both types of responses, and using the criteria outlined in this policy, will continue to do so as appropriate.

##### 5.1 Immediate First Response:

When a disaster first strikes there are immediate needs such as search and rescue, clean-up and rebuilding. The City has been requested in the past to assist by sending staff from fire, ambulance and police services to assist with rescues, or in the case with the 2004 Tsunami deploy staff to assist with solid waste disposal issues and water sanitation.

At the request of Emergency Management Ontario (EMO) the City will consider deploying staff to assist with immediate, short-term assistance. The City will not self-deploy staff as this often causes more challenges on the ground in the disaster stricken area. The City will seek to recover any costs associated with providing this assistance from EMO.

As the 2004 Tsunami demonstrated additional requests in the short-term may emerge from organizations like the Federation of Canadian Municipalities for specialized staff to assist with specific projects. The City will consider these requests using the principles and criteria provided in this policy.

Staff deployed on City authorized relief efforts, consistent with this policy, will continue to receive their full salary and benefits.

As part of immediate first response this policy also enables the City to assist the community with local fundraising efforts by providing space to organizations at no charge, subject to availability and by providing assistance with communicating the fundraising events to the public.

## 5.2 Long-Term Capacity Building:

Using the principles and criteria outlined in this policy the City will consider deploying staff to assist with longer-term capacity building projects. If the Federation of Canadian Municipalities (FCM) becomes involved in long-term rebuilding efforts, the City will consider participating in the FCM program. The City will only engage in rebuilding efforts if FCM is involved since FCM is recognized by the United Nations for its approach to international development and its extensive network of project officers will ensure the safety of City staff. Participation through FCM will also ensure many of the costs associated with travel and accommodations of staff are provided for through federal funding. As the City does not have a general mandate to provide international relief and has limited funds at its disposal, it is preferable to participate in efforts where the majority of the costs are borne by other governments. Council approval will be required for this type of disaster relief response. Staff deployed on City authorized relief efforts, consistent with this policy, will continue to receive their full salary and benefits.

## 5.3 Establish an International Disaster Relief Fund:

The City will establish a fund, capped annually in the amount of \$50,000 to provide the City with flexibility to respond to disasters should unforeseen circumstances arise. The preference for the use of the funding is to supplement unexpected costs in our long-term capacity building partnerships. The source of funds will be a portion of the proceeds generated at auction from the sale of excess fleet and equipment.

## Section 6 – Protocol for the Immediate Assessment of Disaster:

The following protocols will only come into effect if the disaster:

- (i) is particularly severe and is consistent with the definition outlined in Section 3;
- (ii) has caused extensive loss of life and physical damage;
- (iii) has occurred in a region where the City has community ties; and
- (iv) has gained international/national media attention.

6.1 Staff in each the Office of Emergency Management (OEM) and the City Manager's Office (CMO) will take initial steps by communicating through their networks. OEM will as appropriate contact Emergency Management Ontario (EMO) to obtain information from the province and the City Manager's Office will contact the Federation of Canadian Municipalities (FCM) for the federal perspective.

- 6.2 OEM will send a brief situation report to the City Manager's Office and the CMO will update the Mayor, City Manager and Deputy City Managers on the current status and recommended response by the City.
- 6.3 Once the CMO has completed the assessment appropriate actions will be undertaken in accordance with this policy.

#### Section 7 – Roles and Responsibilities:

##### 7.1 Role of the Mayor:

As appropriate, the Mayor will convey condolences on behalf of City Council and staff in the event of a disaster. If requested, the Mayor will meet with any officials, such as Consuls General. This policy will be the basis for any commitments the City makes.

##### 7.2 Role of the City Manager's Office (CMO):

The City Manager's Office in cooperation with the Office of Emergency Management will be responsible for providing a situation report to the Mayor, Deputy City Managers and appropriate City divisions when a disaster strikes. The CMO will use this policy to assess a disaster and determine appropriate action. The CMO will also work closely with the Mayor's Office and Strategic Communications to develop a communications strategy. If the appropriate action is deemed to be a long-term capacity building exercise the CMO will seek Council approval for this approach and coordinate the project with FCM.

##### 7.2 Role of the Office of Emergency Management (OEM):

The Office of Emergency Management will assist to develop a situation report on the status of the disaster that has taken place. This will include communications between the City and Emergency Management Ontario (EMO). Additionally if EMO requests that the City deploy staff to assist in first response, OEM will coordinate the involvement of City staff in cooperation with the appropriate City divisions. OEM will also coordinate the recovery of costs associated with deployment from EMO.

##### 7.3 Role of Strategic Communications:

Working with the City Manager's Office, the Mayor's Office and the City's partners in providing disaster relief, Strategic Communications will develop a communications strategy that ensures the City response is communicated to the public, members of Council and staff. As appropriate, Strategic Communications will also assist community organizations in communicating community-based fundraising initiatives.

##### 7.4 Role of Facilities and Real Estate and Parks, Forestry and Recreation:

If a disaster occurs that meets the criteria outlined in this policy and there is a request from a community organization to use City space to host a fundraising event, the appropriate divisions will provide the space to the community group at no charge. The

provision of space will be subject to availability. Any costs incurred in addition to the provision of space will be the responsibility of the organization hosting the event (i.e., additional staffing requirements, additional security, audiovisual costs, refreshments etc.).

#### 7.5 Role of Divisions Participating in Disaster Relief Efforts:

City divisions participating in disaster relief efforts will be required to report their activities to the City Manager's Office. Additionally divisions will need to take the appropriate steps to ensure that their corporate responsibilities continue to be met. City divisions will not self deploy.

#### Section 8 – Monitoring and Evaluation:

The policy will be monitored and evaluated for effectiveness and relevance as well as the financial and human resources impact over time.

The City's response will be monitored and evaluated in two phases. The first phase will require staff who participate in disaster relief efforts to report on the work they have undertaken and its impact on the affected region. The information gained from staff will be used to tailor future responses.

The second phase of evaluation will be to closely examine the financial and human resources impact of the policy on the City measured against its effectiveness. A formal evaluation will be undertaken every four years.

---

### Appendix B

#### Disaster Relief Policy - Proposed Elements (April 2006)

##### Introduction:

- (i) The policy will be used to shape both international and domestic responses to disasters.
- (ii) The policy will provide an annex with additional information (roles of federal and provincial governments, non-governmental organizations, and previous Toronto policy).

##### How to Assess the Disaster:

- (i) The policy will outline clear definitions and criteria to determine if it is within the City's policy to respond to the current disaster.

- (ii) The following criteria could guide the City's decision making:
- (1) the disaster has caused extensive loss of life or physical damage;
  - (2) the Government of Canada and its agents, including the Canadian International Development Agency and Foreign Affairs, are involved in the provision of disaster relief;
  - (3) the Province of Ontario is involved in the provision of disaster relief;
  - (4) In the case of an international disaster the Federation of Canadian Municipalities (FCM) is involved in disaster relief efforts; and
  - (5) The private and non-profit voluntary sector is involved in providing disaster relief assistance.
- (iii) In accordance with the City of Toronto Office of Emergency Management's definition of disasters, for the sake of this policy, disasters could be defined as:
- (i) Natural Events – severe weather, floods, blizzards, tornadoes, food or human health emergencies.
  - (ii) Human-caused Events and Accidental Hazards – incidents intended to do harm to public safety and security, civil disorder, war, bomb threats, improvised explosive and dispersal devices.
  - (iii) Technological and Infrastructure Disruptions – incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failures, building or structural collapse or critical resource shortages.
  - (iv) The magnitude of a disaster can be assessed by its overall impact on the affected community. Factors in this assessment include size of the geographical area devastated, number of people affected (dead, injured, homeless), number of buildings, road, railways, bridges and airports damaged and destroyed, disruption of public services (telephone, electricity, gas, water and sewage system), spread of communicable diseases, loss of crops and livestock, commercial, social and psychological effects.

#### How the City will Respond:

- (1) Guiding principles could include:

##### Flexibility and adaptability of response:

The City of Toronto will tailor its response to disasters in order to best meet the needs of communities affected by the disaster. A tailor-made response may involve a multi-tiered response strategy which provides assistance to the affected community in the immediate,

medium and long-term. In other cases, the City of Toronto's response may focus exclusively on one particular phase in the disaster recovery process and rehabilitation.

Effectiveness of response:

The City of Toronto maintains excellence in the provision of municipal services, such as water treatment, fire services, police services, housing, etc. It will provide assistance to communities stricken by disasters which draw upon Toronto's unique expertise in providing these essential municipal services necessary for the basic function of the community.

Coordination of response:

The City of Toronto will develop its response to disasters in close cooperation with other orders of government and appropriate organizations in order to create the maximum impact of its disaster relief response and avoid overlap and duplication in providing disaster relief.

Focused targeted approach:

The City of Toronto has limited financial and human resources to provide disaster relief. The City will have to limit its provision of disaster relief to large-scale disaster incidents, while ensuring the financial implications are carefully considered.

- (ii) The policy will outline the need to work through established networks - through the Federation of Canadian Municipalities (FCM) internationally and Emergency Management Ontario (EMO) domestically.
- (iii) The policy will clearly outline how to handle requests from the community for communication assistance and the collection of items etc. This will ensure that policy is transparent and that the public is aware of the City's policy. It will also assist staff in various City divisions when they receive requests from the public.

How City Response will be Funded:

- (i) To minimize cost to the city and maximize the effectiveness of response, wherever possible we will only deploy staff through established missions of EMO or FCM.
- (ii) Relief missions may also be enhanced through funds generated from the sale of excess fleet or office equipment, or by donating excess fleet or equipment to the affected areas if appropriate.

Roles, Responsibilities and Human Resources Considerations:

- (i) the policy will clearly outline the roles and responsibilities of various city divisions; and
- (ii) human resources considerations for staff deployment will also be incorporated into the policy.

Monitoring and Evaluation:

- (i) to ensure that the policy is effective and relevant, it will be monitored and evaluated;
- (ii) the policy will require the reporting back of staff that have been deployed outlining the work they have undertaken and its impact on the affected region; and
- (iii) the policy will also require the analysis of the financial and human resource impact of the policy over time.

---

Appendix C

Additional Background Information

Previous City Approaches to Disaster Relief:

The City of Toronto has a long established history of providing assistance to disaster-stricken areas focusing both on immediate emergency assistance and on long-term rehabilitation of areas affected by disasters. For example, in 1998, the City of Toronto coordinated the collection of emergency relief funds for victims of Hurricane Mitch which struck communities in El Salvador, Guatemala, Honduras and Nicaragua. The City of Toronto's Emergency Services provided assistance to their US counterpart as part of the response to the September 11 terrorist attacks on the US. The City is also committed to assisting cities in long-term capacity building. For example, the City of Toronto manages two technical exchange programs under the auspices of the Federation of Canadian Municipalities. These include the City of Toronto's partnership with Soyapango (El Salvador) and with the Municipality of South East District (Botswana). As noted in this report, it is anticipated that Toronto will enter into a formal long-term Municipal Partnership as part of FCM's tsunami rehabilitation and reconstruction programs in Sri Lanka and Indonesia.

The City's approach to disaster relief has been to determine involvement on a case-by-case basis. In 1990 the former Municipality of Metropolitan Toronto introduced a disaster relief policy in an attempt to address its ad-hoc approach to disaster assistance. The policy was part of a broader International Policy Framework. In addition to providing technical aid or human resources assistance as appropriate, the policy incorporated the provision of \$50,000 to domestic or international relief efforts based on specific criteria. The \$50,000 was exclusive of technical aid or human resources assistance.



### Current Responsibilities for Disaster Assistance:

When it comes to responding to disasters there are varied responses among all orders of government and non-governmental organizations (NGOs). Currently there is not a consistent approach among governments, except that most point to the crucial role of NGOs in delivering immediate relief.

The Government of Canada takes the lead in providing international disaster relief to communities abroad. The lead departments in formulating and mobilizing Canada's response are Foreign Affairs with its networks of overseas consulates and the Canadian International Development Agency (CIDA). Upon an assessment of the disaster, these lead departments mobilize the necessary resources and seek the involvement of other relevant federal departments in disaster relief. For example, the Canadian Government involved a significant number of federal government departments in the tsunami relief effort – these included Citizenship and Immigration Canada, National Defence, Health Canada, International Trade, Canadian Revenue Agency, Canadian Heritage, Natural Resources, Public Health, Royal Canadian Mounted Police and Social Development Canada. The Department of Public Safety plays a large role in emergency preparedness planning domestically in cooperation with the provinces and territories. The Government of Canada also works in close cooperation with international relief organizations, such as the Red Cross, the United Nations and its agencies.

The Province of Ontario responds to disasters through Emergency Management Ontario (EMO). EMO is an organization under the Ministry of Community Safety and Correctional Services (MCSCS). Its primary function is to build capacity in emergency management and preparedness in the province. EMO works very closely with municipal governments to ensure they have emergency plans and trained personnel to respond to emergencies. EMO also has a coordinating function across the province to respond to an emergency through its Provincial Emergency Operations Centre (PEOC). EMO has taken a coordinating role in international disaster relief. The province waits for the federal government to respond and requests that municipal governments do not respond to a disaster until receiving a request from the province. The Ministry of Municipal Affairs and Housing (MMAH) also plays a role in disaster relief funding in the province.

The Federation of Canadian Municipalities (FCM) through its International Centre for Municipal Development (ICMD) has a long history of working in partnership with municipalities to build local capacity. Since the Tsunami in 2004, FCM has been working closely with the Canadian International Development Agency (CIDA) to deploy teams of municipal experts to affected communities to assist with rebuilding efforts. FCM's ICMD has developed unique expertise in municipal partnership projects internationally and has been recognized by the United Nations for its approach.

There are numerous relief agencies that exist that fundraise year-round to cover the costs of shelter, food, clothing, and first aid during disasters. These agencies also train volunteers to respond to emergencies and disasters.

**The Policy and Finance Committee also submits the report (September 1, 2006) from the City Manager, entitled “Federation of Canadian Municipalities (FCM) – Technical Partnership between the City of Toronto and Banda Aceh (Indonesia) and Batticaloa (Sri Lanka)”.**

Purpose:

To recommend that the City of Toronto enter into a technical partnership with Banda Aceh (Indonesia) and with Batticaloa (Sri Lanka) under the auspices of the municipal capacity building program of FCM’s International Centre for Municipal Development for the period from 2007-2009. These two proposed partnerships are designed to assist Banda Aceh and Batticaloa with the long-term rehabilitation of the physical and community infrastructure which was destroyed by the tsunami in 2004.

Financial Implications and Impact Statement:

The direct costs associated with outbound and inbound technical exchange missions are covered by FCM’s International Centre for Municipal Development.

The City of Toronto’s contribution to the partnerships will be in-kind through staff time for the recruitment of technical experts and the participation of technical experts in the inbound and outbound missions. It is estimated that the City of Toronto will make an estimated in-kind contribution up to \$300,000 in staff time to these two technical partnerships in 2007.

Since the 2008 and 2009 mission plans have not yet been developed, it is not possible to provide an estimate for the in-kind contribution of the City of Toronto for future years.

The Deputy City Manager and the Chief Financial Officer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

- (1) the City of Toronto enter into technical partnerships with the municipality of Banda Aceh (Indonesia) and Batticaloa (Sri Lanka) through the International Municipal Partnership Program of the Federation of Canadian Municipalities, with the goal of assisting these communities with the long-term rehabilitation of the community infrastructure affected by the 2004 tsunami; and
- (2) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Background:

City Council at its meeting of February 2005, approved the City's tsunami relief strategy (February 1 to 3, 2005 Council, Policy and Finance Report 1, Clause 1, City of Toronto's Contribution to Tsunami Disaster Relief). This strategy called for the City of Toronto to work with both the Government of Canada and the Province of Ontario to determine the City's contribution of staff expertise and financial assistance required to address the reconstruction and rebuilding needs of tsunami-stricken areas.

It also recommended the City of Toronto enter into a technical exchange partnership with a city determined to be most effectively helped by Toronto under the auspices of the Federation of Canadian Municipalities (FCM) Technical Exchange Program. In addition, City Council at its meeting of July 2005, directed that "...the City Manager be authorized to participate in a 'technical exchange partnership' with the city that is determined to be the most affected by the tsunami, such as the Urban Centre of Banda Aceh, under the auspices of the FCM Technical Exchange Program and CIDA" (July 19, 20, 21 and 26, 2005, Policy and Finance Report 7, Clause 11, Status of Tsunami Relief Activities).

In April 2006, City Council received a detailed status update on the City of Toronto's support in diagnostic and technical exchange missions to both Sri Lanka and Indonesia. Since this last update, Senior Project Engineer Mr. Muttiah (Ed) Yathindra participated in May 2006, in a technical mission focused on water drainage to Batticaloa, Sri Lanka. Ms. Paulette den Elzen, Senior Communications Coordinator (Solid Waste and Water) represented Toronto on a technical mission on waste collection and recycling education to Trincomalee, Sri Lanka. Mr. Craig Barlett, Municipal Senior Waste Manager, took part in the first technical mission to Banda Aceh, Indonesia, in July 2006.

Both the Canada/ Sri Lanka Municipal Cooperation Program (MCP) and the Canada/ Aceh Local Government Assistance Program (CALGAP) have now reached a stage for formalizing official technical partnerships between Canadian municipalities and communities in Sri Lanka and Indonesia. Appendix A describes the features of these two programs for reference purposes.

Comments:

The Federation of Canadian Municipalities has prepared work plans outlining specific project activities for the tsunami-affected areas in communities in both Sri Lanka and Indonesia for the time period from 2007 to 2009.

The work plan for Batticaloa (Sri Lanka) is focused on five areas of activities, including the establishment of medium-term development priorities and fiscal frameworks, the organization and modernization of accounting practices, the improvement of library services for adults and children, the improvement of surface water drainage and the implementation of a Community Support Fund (CSF). This fund is a small community fund which will allow local government in Batticaloa to respond directly to community-identified priorities for capital investment in service provision or small-scale infrastructure. The administration of the fund will provide the opportunity for local government and community organizations to work together on the

reconstruction process. The work plan for 2007-2009 envisions 13 technical exchange mission to Batticaloa (Sri Lanka).

The work plan for Banda Aceh for the fall of 2006 until May 2007, focuses on improvements to solid waste management and public education about effective waste reduction and recycling. The plan envisions three outbound missions of two weeks each for the waste management and the public education stream. FCM is currently in negotiation with local program coordinators and municipal staff finalizing work plans until 2009.

An overview of the work plans is attached as Appendix B to this report.

#### Work Plan Delivery Methods:

##### Team-based Approach:

The implementation of FCM's work plan in Sri Lanka and Indonesia will continue to utilize teams of technical experts from different rural and urban communities across Canada. This strategy will ensure that communities in the tsunami-affected areas can benefit from a broad spectrum of technical knowledge geared both to the needs of smaller communities and larger cities. In addition, this approach opens up avenues for increased cooperation and knowledge exchange between and among municipal staff in Canadian municipalities and ensures effective coordination of FCM-led project initiatives.

It is expected that the lessons learnt in a particular work plan area can be transferred from one community to another. For example, the technical experts will work on the computerization and modernization of the accounting system in all of the four communities under the MCP program in Sri Lanka. The knowledge gained in enhancing financial management systems in Batticaloa can be used as the foundation for project work in Trincomalee. The two proposed technical partnerships between the City of Toronto and Batticaloa and between the City of Toronto and Banda Aceh will have spin-off effects for capacity-building initiatives in other communities in Sri Lanka and Indonesia.

#### Risk Management:

The Department of Foreign Affairs advises against non-essential travel to Sri Lanka at this time due to civil unrest in the country. FCM is examining how it can best provide assistance to the communities of Galle, Kalmunai, Trincomalee and Batticaloa while ensuring the safety of technical experts. FCM will monitor the political situation in Sri Lanka on a continuous basis and determine whether or not any given mission to Sri Lanka is feasible. If that is not the case, FCM will organize capacity building training sessions with Canadian experts and Sri Lankan experts in a third country, such as India, or it will bring Sri Lankan municipal staff for training sessions to Canada. For example, a group of Sri Lankan librarians will participate in a technical mission to Canada in September 2006, involving technical experts from the City of Kitchener. Toronto Public Library Services will also participate in this mission.

The political situation in Banda Aceh is stable and there are no travel restrictions for Canadians to Indonesia at this point in time.

### Operational Plans:

Staff in the City Manager's Office will work in close cooperation with the Federation of Canadian Municipalities in developing a detailed operational plan initially for 2007 and subsequently for the remaining two years of the two partnerships outlining the number and types of missions, monitoring results and communicating achievements.

### Conclusions:

This report seeks Council authority for the City of Toronto to enter into technical partnerships with Banda Aceh (Indonesia) and Batticaloa (Sri Lanka) for the time period from 2007 to 2009 under the auspices of the Federation of Canadian Municipalities. This report thus implements the City of Toronto's decision to contribute to the long-term rehabilitation of tsunami-affected communities through FCM-led technical partnerships.

This report has been prepared in consultation with project management staff at the Federation of Canadian Municipalities as well as senior management staff at the City of Toronto whose staff will be involved in the two proposed technical partnerships. Senior management staff at the City of Toronto have expressed their support for these two technical partnerships.

### Contacts:

Joan Taylor, Corporate Issues and Council Liaison, Executive Office  
Phone: 416-392-4995, E-mail: jtaylor2@toronto.ca

Hilda Briks, Senior Corporate Policy and Management Consultant, Strategic and Corporate Policy, Phone: 416-392-9716, E-mail: hbriks@toronto.ca

### List of Attachments:

Appendix A: Overview of the Canada/ Sri Lanka Municipal Cooperation Program (MCP) and the Canada/ Aceh Local Government Assistance Program (CALGAP)

Attachment B: Batticaloa Activities from September 2006 – March 2009 and Banda Aceh Activities from September 2006 - May 2007

(Copies of Appendices 'A' and 'B' referred to in the foregoing report was forwarded to all Members of Council with the September 18, 2006, agenda of the Policy and Finance Committee and a copy thereof is also on file in the Office of the City Clerk, City Hall.)