

**ATTACHMENT 1**

**City of Toronto Emergency Plan**

**OPERATIONAL SUPPORT FUNCTION**  
***Emergency Human Services***

***Shelter, Support and Housing Administration***

***Version 4.0***  
***October 17, 2012***

# Table of Contents

1.0	Introduction .....	i
1.1	Purpose .....	i
1.2	Scope .....	ii
2.0	Concept of Operations .....	ii
2.1	General.....	ii
2.2	Notifications .....	iv
2.3	Incident Management System (IMS) .....	v
2.4	Services Provided.....	v
2.5	Eligibility and Length of Support Provided .....	vi
2.6	Vulnerable Populations.....	vii
3.0	Roles and Responsibilities.....	viii
3.1	Shelter, Support and Housing Administration .....	viii
3.2	Supporting Agencies / Divisions .....	viii
3.2.1	Toronto Employment & Social Services.....	viii
3.2.2	Children’s Services .....	ix
3.2.3	Toronto Public Health .....	ix
3.2.4	Long-Term Care Homes and Services (LTCHS) .....	ix
3.2.5	Office of Emergency Management .....	ix
3.2.6	Municipal Licensing and Standards Division.....	x
3.2.7	Parks, Forestry & Recreation.....	x
3.2.8	Facilities Management.....	x
3.2.9	Strategic Communications.....	x
3.2.10	311 Toronto .....	xi
3.2.11	Toronto Office of Partnerships.....	xi
3.2.12	Purchasing and Materials Management .....	xi
3.2.13	Transportation Services.....	xi
3.2.14	Information & Technology.....	xi
3.2.15	Toronto Building .....	xi

3.2.16	Toronto Public Library.....	xi
3.2.17	Toronto Transit Commission.....	xii
3.2.18	Toronto Emergency Medical Services .....	xii
3.2.19	Toronto Police Services.....	xii
3.2.20	Toronto Fire Services .....	xii
3.3	External Supporting Agencies .....	xii
3.3.1	Canadian Red Cross .....	xiii
3.3.2	Salvation Army .....	xiii
3.3.3	Toronto Emergency Communications Group (ARES/EMCOMM).....	xiii
3.3.4	Insurance Bureau of Canada.....	xiii
3.3.5	Children’s Aid Society of Toronto .....	xiii
3.3.6	Catholic Children’s Aid Society of Toronto.....	xiii
3.3.7	Jewish Family & Child Services of Toronto.....	xiii
3.3.8	Native Child and Family Services of Toronto.....	xiii
3.3.9	Greater Toronto Hotel Association .....	xiii
3.3.10	Canada Post.....	xiii
3.3.11	Toronto District School Board.....	xiii
3.3.12	Toronto Central Community Care Access Centre.....	xiii
3.3.13	Centre for Addiction and Mental Health .....	xiv

Attachment: Vulnerable Populations Protocol

## **Operational Support Function** ***Emergency Human Services***

**Primary / Lead Agency / Division:** Shelter, Support and Housing Administration (SSHA)

**Supporting Agencies / Divisions:  
(ABCD's)**

- Toronto Employment & Social Services
- Toronto Children's Services
- Toronto Public Health
- Long-Term Care Homes and Services
- Office of Emergency Management
- Municipal Licensing and Standards Division
- Parks, Forestry & Recreation
- Facilities Management
- Strategic Communications
- 311 Toronto
- Toronto Office of Partnerships
- Purchasing and Materials Management
- Transportation Services
- Information & Technology
- Toronto Building
- Toronto Public Library
- Toronto Transit Commission
- Toronto Emergency Medical Services
- Toronto Police Services
- Toronto Fire Services

**External Supporting Agencies:**

- Canadian Red Cross
- Salvation Army
- Toronto Emergency Communications Group
- Insurance Bureau of Canada
- Children's Aid Society of Toronto
- Catholic Children's Aid Society of Toronto
- Jewish Family & Child Services of Toronto
- Native Child and Family Services of Toronto
- Greater Toronto Hotel Association
- Canada Post
- Toronto District School Board
- Toronto Central, Central, Central West,  
Mississauga Halton and Central East  
Community Care Access Centres  
Centre for Addiction and Mental Health

## **1.0 Introduction**

In times of public emergencies and disasters there can be extensive physical and environmental damage that disrupts the material and economic well-being of the City. The real toll, however, is the effect of an emergency on the people who may be displaced from their homes and communities.

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 incident. The primary services provided as part of Emergency Human Services include providing emergency accommodation, food, clothing, registration and inquiries, personal support services and operation of a Reception Centre for residents evacuated from their homes or who are otherwise affected by an emergency ("evacuees"). These services are provided to assist evacuees to make plans and arrangements to look after themselves.

During an emergency, evacuees can experience a range of reactions. These may limit their capacity to cope effectively and seek out and get the help they need during an emergency. Most evacuees are able to make plans and arrangements to look after themselves in a short period of time. However, some people may not be able to make plans to look after themselves and they may be unable to access services without assistance. The Emergency Human Services response also includes a Vulnerable Populations Protocol which outlines how vulnerable people who cannot access the services that are provided during an emergency will be assisted. The Vulnerable Populations Protocol is attached and forms an integral part of this Operational Support Function.

The City of Toronto is committed to providing an accessible environment in which all individuals have access to the City's services and programs in a way that respects the dignity and independence of people of all abilities. These include physical limitations, cognitive impairments, mental health issues, substance use issues, intellectual or developmental disabilities and learning disabilities. The goal is to provide equity in access to programs and services and to achieve equitable outcomes for all. At times, different treatment is necessary to obtain equitable results.

### **1.1 Purpose**

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. This Operational Support Function (OSF) outlines the response provided to residents who are displaced or otherwise affected by an emergency, and provides information on the role of each of the partner agencies involved in providing the Emergency Human Services response.

## **1.2 Scope**

This OSF is intended to guide the emergency human services response provided to evacuees during Level 1 Minor Incidents up to Level 3 Emergency Incidents (as defined in the Emergency Level Notification OSF). EHS takes an 'all hazards' approach to emergency planning, where the response is flexible in order to provide services to evacuees in a wide range of types of emergency situations. Services provided will be adjusted to respond to the scale and nature of the emergency as required. Emergency Human Services focuses on the initial response to meet the urgent needs of people and their pets (this includes service animals) affected by an emergency. The assistance is temporary. The length of time services will be provided depends on the scale and scope of the emergency up to 14 days. An income assessment is completed to assess eligibility for services beyond 14 days. Assistance is not intended to replace existing services available. Where appropriate, assistance will be provided for emergency accommodation and income supports through regular service operations.

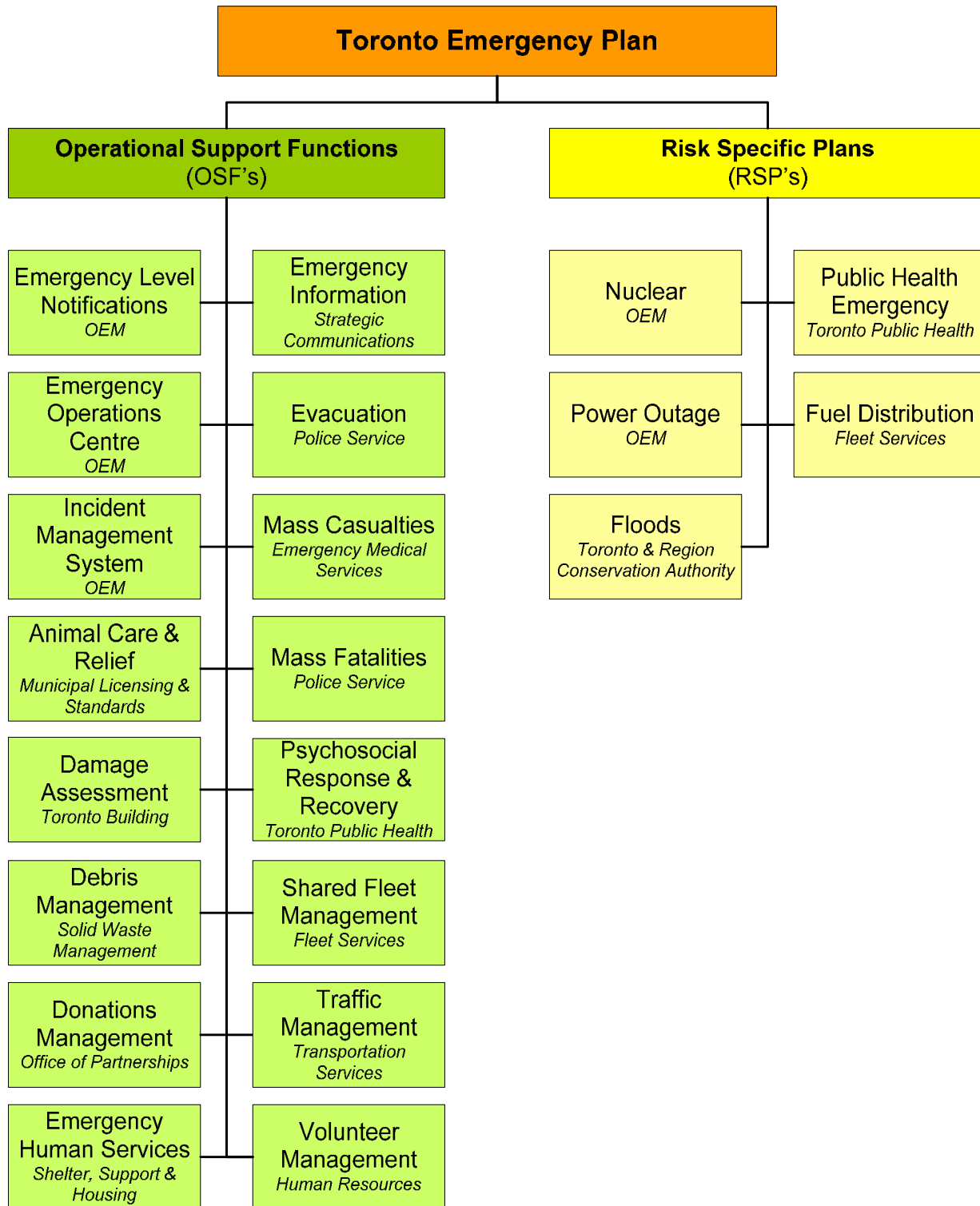
This OSF does not include services for people who require immediate medical care. When evacuees who need immediate medical assistance are identified and assisted, those services are provided by Toronto Emergency Medical Services through 911 calls and other procedures. Long-term housing is also outside the scope of this OSF.

## **2.0 Concept of Operations**

### **2.1 General**

OSFs are supporting documents to the City of Toronto Emergency Plan (COTEP). They contain the structure and framework for integrated support by lead and supporting Agency, Board, Commission, and Divisions in the most frequently grouped operational functions responding to emergencies. Figure 1 illustrates the relationship between the Toronto Emergency Plan, this Emergency Human Services OSF, and the other OSFs and Risk Specific Plans (formerly Emergency Operating Procedures – EOPs).

**City of Toronto – Emergency Plan**  
**Operational Support Functions and Risk Specific Plans**  
**Identification of Lead Agencies**



**Figure 1**

## 2.2 Notifications

The notification and activation process for the Emergency Human Services response is as follows:

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.

Upon notification, 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.
- Establish Emergency Human Services Incident Command at the Emergency Human Services site.
- Report to the Site Incident Commander and become part of the Unified Command Structure at the site, in accordance with the Incident Management System.

The Emergency Human Services Response, led by the EHS Incident Commander, includes:

- Delivery of immediate curb-side assistance as required.
- Contact of appropriate supporting Divisions and community organizations and activate related Operational Support Functions to deploy staff and assist with response through the established notification process for curbside and/or Reception Centre services. Notification lists are tested and updated frequently.
- Contact of the local Councillor to provide information on the incident in accordance with the existing policy for Councillor Notification and Roles in an Emergency.
- Coordination as required with appropriate lead personnel from emergency responder Divisions regarding evacuees.
- Establishment of Reception Centres for evacuees, 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.



- Activation of the Shelter Support and Administration Divisional Operations Centre (SSHA DOC) when required.

In addition, there are two other OSFs currently in place that relate to notification protocols to deal with a Level 1 – Minor Incident to a Level 3 – Emergency Incident as defined in the City of Toronto's Emergency Level Notifications OSF. The EHS response and notification procedures above are coordinated with these OSFs, as required.

- **Emergency Level Notification OSF (Office of Emergency Management)**  
The purpose of this OSF is to describe the methodology by which the City's Office of Emergency Management notifies the Toronto Emergency Management Program Committee (TEMPC) and its emergency management partners of an emergency incident as described in the City of Toronto Emergency Plan.
- **Emergency Information and Media Relations OSF (Strategic Communications)**  
The purpose of this OSF is to disseminate accurate, timely and clear information to the public and City staff. In the event of a Level 2 or 3 Emergency Incident, messaging will be centralized through Corporate Strategic Communications within the Toronto Emergency Operations Centre (EOC) in accordance with the Emergency Information OSF.

## **2.3 Incident Management System (IMS)**

The Emergency Human Services response uses the provincially recognized and City of Toronto adopted Incident Management System to organize services provided during an Emergency Human Services response. During an emergency, staff from various Divisions come together to provide services curbside or at a Reception Centre. Use of the Incident Management System ensures that there is one organizational and decision making structure in place for the emergency response. In the IMS, the EHS Incident Commander is the single point of decision-making authority for Emergency Human Services responses where the services are provided. The EHS IMS structure fits within the overall IMS structure that may be established by OEM in the case of Level 2 or 3 Emergency Incidents, as specified in the Incident Management System OSF.

An SSHA Divisional Operations Centre (DOC) may be established to coordinate services provided, depending on the scale and scope of the response. The role of the DOC is to both support the operations of the Division at site, including coordination of the Emergency Human Services response, and to ensure effective continuity of operations within the Division's normal day-to-day operations.

## **2.4 Services Provided**

Services provided during an emergency are provided using the same customer service approach as those provided in non-emergency situations. SSHA is committed to

ensuring that all customer service contacts are provided in a courteous, fair and timely manner.

There are five key services provided as part of the Emergency Human services response:

- Emergency shelter/lodging, including 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 food and water provided through various sources and methods and appropriate to the particular environment and conditions.
- Registration of evacuees and response to inquiries, including family reunification.
- Personal services, which include care of unattended children, recreation services, emergency pet services (including for service animals), psychological first aid, and assessment for emergency financial aid and transportation assistance.
- Reception Centre operation.

Additional services are provided curbside and/or at Reception Centres as appropriate:

- Coordination with emergency services for the retrieval of vital medication, important documents, pets requiring rescue, and other items as necessary.
- Coordination and communication of information about the emergency incident, status of event, condition of homes, using the 'residents first' principle.
- Emergency clothing or referral for clothing, as necessary.

## **2.5 Eligibility and Length of Support Provided**

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

All evacuees who have registered 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. Evacuees will be encouraged to make other arrangements or to stay with friends and family wherever possible.

In order to receive accommodation and other supports, evacuees 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 and transfer of service to private insurance coverage, if appropriate.

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

## **2.6 Vulnerable Populations**

Vulnerable populations are assisted by three response strategies, documented in the Vulnerable Populations Protocol, attached as part of this OSF: coordination of a service response, identification of people with special needs and the nature of the services needed, through functional assessments, and delivering services through partnerships.

- Service coordination ensures that vulnerable people are getting the help they need to access services in the following ways:
  - Recognizing and meeting the needs of vulnerable persons during an emergency response
  - Connecting vulnerable persons with pre-existing support services as soon as possible
  - Ensuring there is bridging from temporary services to ongoing support services following the end of the emergency response
  - Notifying all service providers about changes in accommodation arrangements and the termination of the emergency response
  - Liaising with service partners to ensure vulnerable persons are receiving assistance to access and use Emergency Human Services
  
- A functional assessment is used to identify the barriers that prevent individual evacuees from accessing services. Five functional categories have been defined in assessing the barriers that would prevent an individual from accessing emergency human services: Communication, Medical, maintaining functional Independence, Supervision and Transportation (C-MIST).
  
- A joint response of various service providers from City services and volunteer agencies and other non-governmental agencies is recognized as an effective tool to assist vulnerable people to access services during an emergency. A range of City divisions, provincially mandated organizations and community agencies have the capacity and expertise to assist vulnerable people during an Emergency Human Services response. Each of their contributions strengthens the overall response.
  
- The policy and procedures that serve to operationalize the Vulnerable Populations Protocol are contained in the Emergency Human Services Policies and Procedures Manual, Section 2.1. These guidelines ensure that people who require assistance to access Emergency Human Services have the additional supports they require.

### **3.0 Roles and Responsibilities**

#### **3.1 Shelter, Support and Housing Administration**

As the Lead Division, SSHA Emergency Planning Unit is responsible for coordinating the Emergency Human Services policy and responses. SSHA divisional staff outside of the Emergency Planning Unit are also responsible for providing strategic and tactical supports to site operations in the Emergency Human Services response, under the direction of the EHS Incident Commander. These supports include but are not limited to:

- Providing staffing for curbside assistance as required
- Assisting with setup and operation of the Reception Centre
- Providing staff support at Reception Centres as required
- Assisting evacuees to access emergency accommodation
- Assisting evacuees to find alternate housing, if required
- Assisting with registration and eligibility assessments
- Communication, notification and outreach to evacuees as required, including development of information materials
- Providing personal support to evacuees as needed, including referrals to other support services/agencies
- Providing supports as specified in the Vulnerable Populations Protocol
- Establishing and operating the SSHA DOC.
- Participation in de-activation of reception centre
- Participation on advisory bodies and working groups regarding Emergency Human Services

#### **3.2 Supporting Agencies / Divisions**

##### **3.2.1 Toronto Employment & Social Services**

Under the direction of the EHS Incident Commander, Toronto Employment & Social Services will be responsible for the following:

- Assisting with setup, operation and coordination of the Reception Centre
- Providing staff support at Reception Centres as required
- Assisting with registration and eligibility assessments
- Assessing for emergency financial assistance
- Issuing financial assistance and/or assistance in kind which may include the issuance of vouchers, drug cards, TTC tickets
- Communication, notification and outreach to evacuees as required
- Providing personal support to evacuees as needed, including referrals to other support services/agencies
- Providing supports as specified in the Vulnerable Populations Protocol
- Liaising with community partners to support evacuees
- Participation in de-activation of reception centre

### **3.2.2 Children's Services**

Under the direction of the EHS Incident Commander, Children's Services will be responsible for the following:

- 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 supports as specified in the Vulnerable Populations Protocol
- Providing staffing for provision of food at Reception Centres

### **3.2.3 Toronto Public Health**

Under the direction of the EHS Incident Commander, Toronto Public Health will be responsible for the following:

- 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
- Coordinating the Psychological First Aid response and mental health referrals for evacuees and responders in accordance with the Psychosocial Response & Recovery OSF
- Providing supports as specified in the Vulnerable Populations Protocol
- Participating in the Emergency Incident Building Repair Committee

### **3.2.4 Long-Term Care Homes and Services (LTCHS)**

Under the direction of the EHS Incident Commander, Long-Term Care Homes and Services will be responsible for the following:

- Providing supports as specified in the Vulnerable Populations Protocol
- Providing staffing for provision of food at Reception Centres

### **3.2.5 Office of Emergency Management**

The Office of Emergency Management is curator of the City of Toronto's Emergency Plan and subsequently will be responsible for the following:

- Curator of this Operational Support Function (OSF) document
- For Level 1 – Minor Incidents, OEM support is available 24/7 through the 'On-Call' Coordinator
- For Level 2 – Major Incidents, OEM will attend the site in a liaison function to assist with the facilitation of an integrated IMS structure, at the request of the EHS Incident Commander. The Toronto Emergency Operations Centre may also be activated.

- For Level 3 – Emergency Incidents, OEM will attend the site in a liaison function to assist with the facilitation of an integrated IMS structure, at the request of the EHS Incident Commander or at the direction of the OEM Director. The Toronto Emergency Operations Centre will always be activated.
- Assisting Shelter, Support and Housing Administration when updating this OSF based on current City of Toronto Emergency Plan, emergency management training, exercises and policies
- Ensuring that the Emergency Human Services OSF complies with the City's Emergency Plan, and all other Operational Support Functions (OSFs), Risk Specific Plans and other relevant City of Toronto, Provincial and Federal emergency management legislation
- Providing supports as specified in the Vulnerable Populations Protocol

### **3.2.6 Municipal Licensing and Standards Division**

Under the direction of the EHS Incident Commander, Municipal Licensing and Standards will be responsible for the following:

- Assisting in delivering a pet care plan, including for service animals, for Reception Centres in accordance with the Animal Care & Relief OSF
- Participating in the Emergency Incident Building Repair Committee

### **3.2.7 Parks, Forestry & Recreation**

Under the direction of the EHS Incident Commander, Parks, Forestry & Recreation will be responsible for the following:

- 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

### **3.2.8 Facilities Management**

Under the direction of the EHS Incident Commander, Facilities Management will be responsible for the following:

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

### **3.2.9 Strategic Communications**

Under the direction of the EHS Incident Commander, Strategic Communications will be responsible for the following:

- Developing and implementing a communications plan to provide updates to evacuees, stakeholders and the media. This will include tenant advisories, evacuee bulletins, media releases, and media relations services.
- Coordinating with 311

### **3.2.10 311 Toronto**

Under the direction of the EHS Incident Commander, 311 will be responsible for the following:

- Providing information and responding to inquiries from evacuees and the general public as required.

### **3.2.11 Toronto Office of Partnerships**

Under the direction of the EHS Incident Commander, Toronto Office of Partnerships will be responsible for the following:

- Assisting with coordination and distribution of financial donations in accordance with the Donations OSF.

### **3.2.12 Purchasing and Materials Management**

Under the direction of the EHS Incident Commander, Purchasing and Materials Management will be responsible for the following:

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

### **3.2.13 Transportation Services**

Under the direction of the EHS Incident Commander, Transportation Services will be responsible for the following:

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

### **3.2.14 Information & Technology**

Under the direction of the EHS Incident Commander, Information & Technology will be responsible for the following:

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

### **3.2.15 Toronto Building**

Under the direction of the EHS Incident Commander, Toronto Building will be responsible for the following:

- Inspecting and assessing building and coordination of remedial actions required to remove unsafe conditions
- Participating in the Emergency Incident Building Repair Committee

### **3.2.16 Toronto Public Library**

Under the direction of the EHS Incident Commander, Toronto Public Library will be responsible for the following:

- Making available public libraries 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
- Providing staff support at Reception Centres as required
- Providing supports as specified in the Vulnerable Populations Protocol

### **3.2.17 Toronto Transit Commission**

Under the direction of the EHS Incident Commander, Toronto Transit Commission will be responsible for the following:

- Providing buses to act as temporary shelter from the elements and/or transportation of evacuees to the Reception Centre, emergency shelter and hotels
- Providing transportation of evacuees to the Reception Centre, emergency shelter and hotels, as required

### **3.2.18 Toronto Emergency Medical Services**

Using the Unified Command approach, Emergency Medical Services will be responsible for the following:

- Providing supports as specified in the Vulnerable Populations Protocol

### **3.2.19 Toronto Police Service**

Using the Unified Command approach, Toronto Police Services will be responsible for the following:

- Assisting with security at Reception Centres
- Providing supports as specified in the Vulnerable Populations Protocol, related to supervision of unattended children

### **3.2.20 Toronto Fire Services**

Using the Unified Command approach, Toronto Fire Services will be responsible for the following:

- Providing supports as specified in the Vulnerable Populations Protocol, related to retrieval of medication and other related items
- Participating in the Emergency Incident Building Repair Committee

## **3.3 External Supporting Agencies**

Where any external supporting agency, such as a non-governmental organization or private sector organization, assists the City to provide delivery of EHS services, the



external supporting agency will operate under the Incident Management System and will operate under the direction of the EHS Incident Commander at all times.

### **3.3.1 Canadian Red Cross**

- Provides trained volunteers to assist with staffing of Reception Centres, as requested
- Provide assistance to set-up and/or distribute equipment and supplies, as requested

### **3.3.2 Salvation Army**

- Provides on-site food services, as requested.

### **3.3.3 Toronto Emergency Communications Group (ARES/EMCOMM)**

- Provides use of radios

### **3.3.4 Insurance Bureau of Canada**

- Provides assistance for evacuees in contacting their insurance companies

### **3.3.5 Children's Aid Society of Toronto**

- Lead agency in providing assistance for any unaccompanied children

### **3.3.6 Catholic Children's Aid Society of Toronto**

- Provides assistance for any unaccompanied children

### **3.3.7 Jewish Family & Child Services of Toronto**

- Provides assistance for any unaccompanied children

### **3.3.8 Native Child and Family Services of Toronto**

- Provides assistance for any unaccompanied children

### **3.3.9 Greater Toronto Hotel Association**

- Provides assistance in coordinating access to available hotel rooms for use as temporary shelter

### **3.3.10 Canada Post**

- Provides coordination of mail services for evacuees

### **3.3.11 Toronto District School Board**

- Makes available schools as reception/evacuation centres
- Establishes and provides ongoing maintenance and housekeeping to Reception Centres
- Provides assistance to evacuees with school age children

### **3.3.12 Toronto Central, Central, Central West, Mississauga Halton and Central Community Care Access Centres**

- Provides supports as specified in the Vulnerable Populations Protocol

- Provides access to Long-Term Care beds and supports for evacuees needing additional supports

### **3.3.13 Centre for Addiction and Mental Health**

- Provides supports as specified in the Vulnerable Populations Protocol