SUMMARY

At its meeting on March 1, 2010, the Executive Committee referred the Member Motion (February 1, 2010) titled “Disaster Relief – Haiti”, to the City Manager and requested staff to report with respect to the City’s International Disaster Relief Policy and how it could be applied to Chile and Haiti.

Further, City Council on March 31 and April 1, 2010, in response to a Member Motion (March 31, 2010) titled "Providing Earthquake Relief to Chile", requested staff to report on the appropriate assistance and response for the City of Toronto, to provide earthquake relief for Chile, in keeping with the City of Toronto’s International Disaster Relief Policy.

This report provides a recommendation for action to aid earthquake relief in Haiti and Chile, and further information about the International Disaster Relief Policy to aid consideration of the member motions. An update is provided about the current status of earthquake relief efforts by the governments of Ontario, Canada and the Federation of Canadian Municipalities (FCM) as it relates to the City response. The International Disaster Relief Policy has been effective to date and served the City well. Staff will evaluate international programs in the next term of Council to assess their effectiveness and update the policy frameworks, as required.

RECOMMENDATIONS

The City Manager recommends that:

1. Council request the Government of Canada to significantly increase the $2 million set aside for earthquake relief in Chile, and specifically that the Federal Government match the money of private donations to relief efforts.
**Financial Impact**

This report has no financial impact.

**DECISION HISTORY**

In 2006, Council adopted an International Disaster Relief Policy to guide the City’s response to communities in need following a disaster.  

In 2002, City Council adopted an International Policy Framework to guide the City’s consideration for requests for technical partnerships and twinning.  

In 2005, Council approved a set of partnership and friendship cities through the International Alliance Program (IAP), and established criteria and a methodology for assessment.  

**ISSUE BACKGROUND**

Member Motion EX 41.9 “Disaster Relief – Haiti”  
(Councillor Walker, seconded by Councillor Cho)  

Summary of motion:

1. The City to contribute $1 million dollars for Haiti earthquake relief.
2. The City to establish an online donation tool on the City’s website.
3. Council to deem this contribution in the interests of the municipality.
4. Council to distribute the notice of motion to municipalities with populations greater than 50,000.

*see complete Member Motion in Appendix B of this report.

Member Motion MM 47.10 “Providing Earthquake Relief for Chile”  
(Councillor Palacio, seconded by Deputy Mayor Pantalone)  

Summary of motion:

1. City Council recognize and assist Chile CAN Rise to aid relief efforts.
2. City Manager to report on the feasibility of twinning or establishing a technical partnership with the City of Lota in Chile.
3. Council urge the federal government to increase earthquake relief to Chile and match money raised by Chilean Canadians' private donations.

4. City to urge the Federation of Canadian Municipalities (FCM) to adopt the motion, and take action to recognize the City of Lota for technical support, as it relates to CIDA.

*see complete Member Motion in Appendix C of this report.

The recent earthquake in Haiti destroyed many basic services and resulted in catastrophic casualties. Current UN estimates are up to 300,000 deaths as a result. The earthquake and tsunami in Chile caused widespread damage to the country’s infrastructure and caused over 500 casualties. Both countries are embarking on a long-term recovery process to restore services and to re-build damaged infrastructure.

The Federation of Canadian Municipalities (FCM) is the designated coordinator of the Canadian municipal response to international disasters. City of Toronto staff are working closely with FCM for Haiti and Chile. FCM’s work is guided by coordinated planning within the international community. Efforts are underway to develop a ten-year plan for Haiti. This initiative, led by the United Nations with various donor countries and Haiti, aims to establish a clear and common vision for the early recovery and longer-term reconstruction of Haiti. Through these efforts, each donor country’s particular sectors of intervention are being established. FCM representatives are involved in these planning processes and will in turn engage Canada's municipalities in the implementation.

COMMENTS

The City is engaged in the international effort to assist those affected by the disasters in Haiti and Chile. Following the earthquake in Haiti, assistance was provided to help Haitians Canadians to repatriate back to Canada. The City’s Office of Emergency Management (OEM) immediately began assessing the appropriate City response under the terms of the International Disaster Relief Policy (2006) for both Haiti and Chile. These efforts are ongoing in close cooperation with other orders of government and relevant partner organizations.

City Response under Council's International Disaster Relief Policy ("The Policy")

The Policy states that the City will not undertake certain actions in response to international disasters, due to the challenges presented in terms of cost, effectiveness and logistics. The Policy states that the City will not self-deploy staff, directly donate funds, collect funds on behalf of agencies, or donate excess vehicles or equipment.

The Policy sets out a process for Toronto’s response to international disasters including participating in immediate first response on request by the Province of Ontario. The provincial Emergency Management Ontario (EMO) did not request the City's assistance in immediate emergency response in Haiti or Chile.
The Policy provides for Toronto to participate in longer term rebuilding and construction efforts under the auspices of the Federation of Canadian Municipalities (FCM). The City is working closely with FCM as it assesses the longer-term requirements, in conjunction with the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian International Development Agency (CIDA). FCM plans to have detailed information available shortly and anticipates that its efforts will be focused on the region around the City of Leogane outside of Port au Prince. Chile has not at this time requested formal assistance for longer term efforts from Canada or through FCM.

FCM anticipates two main phases of work in Haiti over the next two years. Following its detailed assessment (expected to be completed by the end of May) FCM will communicate formally with Canadian municipalities to request specific assistance as set out below. Assistance may include volunteer deployment of staff to participate in technical missions or formal technical partnership agreements, depending on the specific needs identified.

- Phase 1 (2010): Capacity building assistance to local mayors and officials to ensure a co-ordinated and planned local approach ahead of rebuilding activities. It is expected that local expertise will be required in areas such as urban planning, architecture, public works and engineering, among others.

- Phase 2 (2011 and beyond): Capacity building assistance to local mayors and officials regarding governance systems, structures, roles and responsibilities, and public engagement activities.

Other Matters Raised in the Member Motions

Chile CAN Rise

As stated above, Toronto has not been formally requested, either by the provincial Emergency Management Office (EMO) or by FCM, to participate in relief efforts in Chile. City Council has not in the past officially recognized a particular local organization for relief efforts, as proposed in the Member motion put forward by Councillor Palacio and Deputy Mayor Pantalone. The Policy does provide for the City to work with local organizations, like Chile CAN Rise, to provide assistance to aid donation efforts including actively encouraging Torontonians to donate, communicating local fundraising efforts and providing free space for fundraising events. For the Haiti and Chile disasters, the City has actively encouraged Torontonians to donate through the Red Cross for relief efforts. This is an appropriate avenue for donations as the Red Cross is in a position to provide emergency relief immediately following a disaster. In the case of Haiti, the federal government is matching private donations to registered charitable organizations, such as the Red Cross, on a dollar to dollar basis up to $50 million dollars. Donations by governments are not eligible for matching dollars under the initiative.
Government of Canada - increase in Chilean earthquake relief funds

The federal government has allocated $2 million in humanitarian assistance for Chile. Unlike the Haiti relief effort, the federal government is not matching private donors contributions for Chile. The City Manager through this report is recommending that Council communicate to the Government of Canada that it raise the $2 million amount it has set aside for humanitarian assistance for those affected by the earthquake, and specifically ask the Federal Government to match the money raised by Chilean Canadians private donations to relief efforts.

City Twinning or Technical Partnership with Lota, Chile – feasibility

As noted, and set out in the Policy, the City enters into technical partnerships only when identified as part of formal assessment and deployment efforts under the auspices of FCM.

City twinning is not a disaster relief response outlined under the Policy. It is an economic development initiative undertaken in certain circumstances for the purposes of economic and cultural exchange. Twinning initiatives are guided by the International Policy Framework approved by Council in 2002. Council approved a set of partnership and friendship cities through the International Alliance Program (IAP) in 2005, and established criteria and a methodology for assessment. Due to fiscal constraints, the City is not currently considering any new twinning initiatives. The City Manager has consulted with the General Manager, Economic Development and Culture (EDC) and determined that a twinning initiative is not an effective response immediately following a disaster. Further, Chile and Haiti have not requested this type of assistance and are concentrating on more immediate needs.

The City's Office of Emergency Management continues to monitor the situations in both Haiti and Chile, and will work with other orders of government and partner organizations to respond within the parameters of Council's International Disaster Relief Policy.

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LIST OF ATTACHMENTS:

Appendix A – International Disaster Relief Policy
Appendix B – Member Motion EX 41.9 “Disaster Relief – Haiti”
Appendix C- Member Motion MM 47.10 “Providing Earthquake Relief for Chile”

SIGNATURE

_______________________________
Joseph Pennachetti
City Manager
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, cleanup 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.
Disaster Relief – Haiti

Committee Decision
The Executive Committee referred the Member Motion (February 1, 2010) from City Council, titled "Disaster Relief – Haiti", to the City Manager for a report to the Executive Committee for its May 17, 2010 meeting, with respect to the City’s Disaster Relief Policy and how it could be applied to Haiti and Chile.

Recommendations
Councillor Walker, seconded by Councillor Cho, recommends that:

1. Toronto City Council approve a contribution of one million dollars on behalf of the citizens of Toronto for efforts to rebuild Haiti’s infrastructure to acceptable international standards.

2. The City of Toronto establish an online donation tool for residents and visitors of the City’s website, www.toronto.ca, to directly contribute to this rebuilding effort.

3. City Council deem this donation to be in the interests of the municipality.

4. City Council distribute a copy of this Notice of Motion to all municipalities with a population greater than 50,000.

Origin
(February 1, 2010) Member Motion from City Council

Summary
On January 12, 2010, a catastrophic 7.0 magnitude earthquake struck the island nation of Haiti, followed by a series of aftershocks with magnitudes ranging from 5.0 to 5.9. The International Red Cross estimates that approximately three million of the ten million inhabitants were affected by the earthquake with the Haitian Interior Minister reporting upwards of 200,000 dead.

In the nation’s capital, Port-au-Prince, most major landmarks were significantly damaged or destroyed, including the buildings of the finance ministry, the ministry of public works, the ministry of communication and culture, the Palace of Justice, the Superior Normal School, the
National School of Administration, the Institut Aimé Césaire, Parliament, the Presidential Palace, the National Assembly building, the Port-au-Prince Cathedral, the main jail as well as most hospitals in the area.

The headquarters of the United Nations Stabilization Mission in Haiti (MINUSTAH) in Port-au-Prince collapsed and the Mission’s Chief, Hédi Annabi, his deputy, Luiz Carlos da Costa, and the acting police commissioner have all been confirmed dead. Since the government administrative structures in Haiti have been destroyed, Elisabeth Byrs of the UN is calling this the worst disaster the United Nations had ever experienced.

Scattered reports of looting and violence have escalated the devastation, and the magnitude of this disaster will be amplified by an inevitable public health epidemic due to lack of clean water, food, proper sewage disposal, and health care.

On January 13, 2010, Her Excellency, the Right Honourable Michaelee Jean, Canada’s Governor General and a refugee from Haiti, gave the following statement:

"Now more than ever, it is time for us to show our solidarity with the most vulnerable people in the Americas, our brothers and sisters in Haiti, whose courage is once again being so harshly tested…Yesterday, fate once again turned against the people of Haiti, who had only just begun to see a glimmer of hope…Like me, Haitian communities across Canada are heartbroken and overwhelmed by the magnitude of this catastrophe. The images and news reports are unbearable to watch -- so much distress, suffering and loss. I salute the friendship and solidarity being demonstrated all across Canada and throughout the international community."

Canada has a large population of Haitian immigrants, most particularly in Montreal and Toronto. This is an international disaster requiring immediate and aggressive international intervention. Together, the sister nations in the Americas must work together to rebuild this shattered nation to a level of international standards. Ensuring that Haitian citizens and residents have access to clean drinking water, hospitals and schools is of paramount importance if we are to stop the cycle of poverty in a nation that scarcely has resources of its own.

(Submitted to City Council on January 26 and 27, 2010 as MM45.3)

**Background Information**

Disaster Relief y Haiti

Fiscal Impact Statement - Notice of Motion MM45.1
Providing Earthquake Relief for Chile - by Councillor Palacio, seconded by Deputy Mayor Pantalone

City Council Decision
City Council on March 31 and April 1, 2010, adopted the following:

1. City Council request the City Manager to consider the following proposals in his report to the May 17, 2010 meeting of the Executive Committee on the appropriate assistance and response for the City of Toronto in keeping with the City of Toronto’s International Disaster Relief Policy:

   a. That City Council recognize Chile CAN Rise as the official collective organization for the Chilean relief efforts in Toronto, and that the report outline how City Council may assist them and other organizations in the Chilean-Canadian community in their efforts.

   b. That the City Manager, as requested by Chile CAN Rise, report on the feasibility of Toronto twinning or having a technical partnership with the City of Lota. The City of Lota is largely at an economic disadvantage, and has been tremendously affected by the earthquake and tsunami on the Pacific coast.

   c. That the City of Toronto urge the Government of Canada to increase significantly the $2 million set aside for earthquake relief, specifically that the Federal Government be requested to match the money raised by Chilean Canadians private donations to relief efforts.

   d. That the City of Toronto urge the Federation of Canadian Municipalities (FCM) to adopt this Motion, and take whatever action it deems necessary to recognize the City of Lota for technical support, as it may relate to CIDA.

Background Information (City Council)
Member Motion MM47.10
(http://www.toronto.ca/legdocs/mmis/2010/mm/bgrd/backgroundfile-28799.pdf)

Communications (City Council)
(March 31, 2010) Letter from Patricio F. Powell, Consul General of Chile in
Toronto (MM.New.MM47.10.1)