



REPORT FOR ACTION

Authority to Enter Into a Service Agreement with the Canadian Red Cross for Emergency Social Services

Date: January 9, 2020

To: Executive Committee

From: Director, Toronto Office of Emergency Management and Chief Purchasing Officer, Purchasing and Materials Management Division

Wards: All

SUMMARY

The purpose of this report is to correct issues related to the delegation of authority for the delivery of emergency social services by granting the Director, Toronto Office of Emergency Management the authority to enter into a service agreement with the Canadian Red Cross for the provision of emergency social services.

In 2010, City Council authorized the General Manager, Shelter, Support and Housing Administration to enter into an agreement with the Canadian Red Cross for the provision of emergency social services (formerly referred to as emergency human services). At the same time, City Council authorized the Deputy City Manager and Chief Financial Officer to establish a non-program account to fund and track costs related to providing emergency social services, as well as a reserve to receive annual surpluses from the non-program account and supplement funding in years that the non-program account has a deficit.

In early 2013, the City transferred the Emergency Planning Unit within Shelter, Support and Housing Administration—which was responsible for delivering emergency social services—to the Toronto Office of Emergency Management. The City made this organizational change to consolidate emergency management services within Infrastructure and Development Services (formerly Cluster B). In October 2013, City Council authorized the transfer of staff and funding for salaries, benefits and administrative costs. As a result of this organizational change, formal authority now needs to be provided to the Director, Toronto Office of Emergency Management to negotiate agreements with the Canadian Red Cross and pay for the costs detailed in those agreements. This report recommends that authority be granted to the Director, Toronto Office of Emergency Management to enter into a service agreement with the Canadian Red Cross.

RECOMMENDATIONS

The Director, Toronto Office of Emergency Management and the Chief Purchasing Officer, Purchasing and Materials Management Division recommend that:

1. City Council authorize the Director, Toronto Office of Emergency Management to provide emergency social services for curbside incidents and emergencies.
2. City Council authorize the Director, Toronto Office of Emergency Management to negotiate and enter into a service agreement with the Canadian Red Cross for the provision of emergency social services for curbside incidents and emergencies on the following terms:
 - a. the Canadian Red Cross is responsible for costs within the first 72 hours of a curbside incident;
 - b. the City is responsible for costs incurred by the Canadian Red Cross for curbside incidents that go longer than 72 hours and for emergencies;
 - c. the City pays the Canadian Red Cross an annual contribution of up to \$198,000 in order to build and maintain the organization's capacity to deliver emergency social services;
 - d. the service agreement be for a one (1) year term, with an option to renew the agreement for four (4) additional 1 year periods (for a total of five (5) years) at the discretion of the Director, Toronto Office of Emergency Management;
 - e. the total value of the agreement annually is \$1.5 million; and
 - f. on such other terms and conditions satisfactory to the Director, Toronto Office of Emergency Management and in a form satisfactory to the City Solicitor.

FINANCIAL IMPACT

Since 2013, the Toronto Office of Emergency Management has paid the Canadian Red Cross \$5,765,529 to deliver emergency social services. Table 1 provides a breakdown of the Canadian Red Cross's costs charged to the City by year. The Toronto Office of Emergency Management anticipates that costs for 2019 will be significantly higher than listed in Table 1 given the City's engagement of the Canadian Red Cross to support residents evacuated from 235 Gosford Avenue on November 15, 2019. Also note that for some incidents, the Toronto Office of Emergency Management pays the Canadian Red Cross for costs in the year after they were incurred (i.e., the City paid for the costs incurred by the Canadian Red Cross during the December 2013 ice storm in 2014).

Table 1. Emergency social service costs from the Canadian Red Cross by year

<i>Year</i>	<i>Costs paid from the Emergency Human Services Expense Account (\$)</i>	<i>Costs paid from other non-program accounts (\$)</i>	<i>Total (\$)</i>
2013	226,260		226,260
2014	219,131	204,036	423,167

<i>Year</i>	<i>Costs paid from the Emergency Human Services Expense Account (\$)</i>	<i>Costs paid from other non-program accounts (\$)</i>	<i>Total (\$)</i>
2015	167,122		167,122
2016	191,242		191,242
2017	300,625		300,625
2018	576,584	3,155,410	3,731,994
2019 (as of August 1, 2019)	725,119		725,119
Total			5,765,529

The Toronto Office of Emergency Management tracks and pays the Canadian Red Cross's costs for delivering emergency social services using the Emergency Human Services Expense Account and, when the Expense Account is in a deficit, from the Emergency Human Services Reserve. For larger, more complex emergencies (i.e., 2013 ice storm, 650 Parliament Street evacuation in August 2018), the Toronto Office of Emergency Management tracks and pays the Canadian Red Cross's costs using a non-program account that the City establishes at the time of the event.

The 2019 Budget for the Emergency Human Services Expense Account is \$500,000 and has been increased by \$100,000 in the 2020 Staff Recommended Operating Budget to \$600,000. The current balance in the Emergency Human Services Reserve is \$2,252,000.

The Toronto Office of Emergency Management is requesting approval from Council to spend up to \$1.5 million per year to pay the Canadian Red Cross for the delivery of emergency social services. This amount is based on the Toronto Office of Emergency Management's assessment of increasing costs over the years as per Table 1. As well, the Toronto Office of Emergency Management anticipates that the need to provide emergency social services will continue to grow due to the increased probability of severe weather events caused by climate change, as well as the increased probability of critical infrastructure failure in the City's aging apartment building stock.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

The City transferred the resources and functions of the Emergency Planning Unit to the Toronto Office of Emergency Management in order to capitalize on organizational synergies between these two offices. The physical transfer of staff occurred in early

2013, with the operation of the role of the Emergency Planning Unit coming under the control of the Director, Toronto Office of Emergency Management. On October 8, 9, 10 and 11, 2013, City Council adopted item EX34.19, entitled Operating Variance Report for the Six Month Period Ended June 30, 2013, that authorized the transfer of staff and funding for salaries, benefits and administrative costs from Shelter, Support and Housing Administration to Policy, Planning, Finance and Administration.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX34.19>

In May 2012, the Ombudsman presented the findings of her investigation into the City's response to the 2010 fire at a high-rise building at 200 Wellesley Street East. As part of this investigation, she recommended that the City clarify roles and responsibilities between the Emergency Planning Unit, Shelter, Support and Housing Administration and Toronto Office of Emergency Management, Policy, Planning, Finance and Administration.

www.ombudsmantoronto.ca/OmbudsmanToronto/media/Documents/Annual%20Report/Ombudsman-Report-200-Wellesley-Street-Fire-May-2012.pdf?ext=.pdf

On May 11 and 12, 2010, City Council adopted item EX43.3, entitled Caring for Toronto Residents Displaced as a Result of Neighbourhood Emergencies: Review of Recent Events and Proposed Strategies, that proposed policies and financial strategies to guide the services provided to residents displaced as a result of emergencies. In doing so, Council adopted a number of recommendations including:

- authorizing the Deputy City Manager and Chief Financial Officer to:
 - establish a non-program account (the Emergency Human Services Expense Account) with annual funding of \$500,000 to be used for expenditures incurred for the provision of emergency human services;
 - establish an Emergency Human Services Reserve to receive annual surpluses from the Emergency Human Services Expense Account and to supplement funding in the Emergency Human Services Expense Account in years in which it has a deficit;
- authorizing the General Manager, Shelter, Support and Housing Administration, in consultation with the Director, Toronto Office of Emergency Management, to negotiate, finalize and enter into service contracts or MOU's as appropriate with community and private sector partners including the Canadian Red Cross, Salvation Army, St John Ambulance, the Greater Toronto Hotel Association and the Greater Toronto Apartment Association, detailing service agreements and/or the terms and conditions under which the City would request their assistance in providing emergency human services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX43.3>

COMMENTS

Emergency Social Services

During emergencies ranging from small, simple incidents to larger, more complex events, individuals may find their normal support systems disrupted, leading to difficulty meeting basic needs. The City works with its partners to provide emergency social services (formerly referred to as emergency human services) to help meet these basic

needs, such as registration and inquiry, food, clothing, lodging, personal services (e.g., mental health support, pet services, first aid) and family reunification.

The City focuses its coordination of emergency social services on individuals who do not have sufficient personal resources to provide for themselves following an emergency. The City also encourages a recovery-focused approach by connecting individuals with existing longer-term services as quickly as possible. These existing services may include alternative housing assistance, income support, health care supports and other services to assist individuals with the fastest possible transition back to an independent standard of living.

The Toronto Office of Emergency Management coordinates the delivery of emergency social services in response to events that range from small-scale personal disasters (curbside incidents) to larger-scale emergencies.

Curbside incidents

The Toronto Office of Emergency Management supports the delivery of emergency social services for small incidents that result in 25 or fewer emergency-affected individuals or substantial damage to 10 or fewer dwelling units, most often caused by a residential fire. The Toronto Office of Emergency Management refers to these events as "curbside incidents" as it delivers emergency social services in close proximity to the emergency-affected address (i.e., "at the curb"). Although it is a personal disaster for affected residents, a curbside response is not of a scale requiring the City to initiate the policies, authorities and organization structure outlined in its Emergency Plan. The Toronto Office of Emergency Management works with other City divisions, agencies, corporations and partners to resolve curbside incidents using more routinely available response capacity.

The Toronto Office of Emergency Management coordinates the delivery of emergency social services for curbside incidents on a relatively frequent basis. For example, in 2018, the Toronto Office of Emergency Management received 75 calls to its 24/7 Stand-by phone number, resulting in 60 curbside responses. This number has seen consistent growth since the resources and functions of the Emergency Planning Unit were transferred to the Toronto Office of Emergency Management in 2013.

Residents living at an emergency-affected address are eligible to receive emergency social services for the first three days following an emergency. Based on the results of a detailed needs assessment, individuals may also be eligible to receive social services for up to 14 days following the emergency and in some cases, beyond the first 14 days.

Emergencies

As per Ontario's [Emergency Management and Civil Protection Act](#), an emergency is defined as "a situation or impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise".

From an emergency social services perspective, the City considers an event to be an emergency when it involves a larger number of evacuees and more complexity than a curbside incident (i.e., more than 25 emergency-affected individuals or substantial damage to more than 10 dwelling units). Emergencies typically require the City to provide emergency social services at an emergency reception centre, usually set-up at one or more of the City's community recreation centres depending on the scale of the event. During an emergency, the City activates the policies, authorities and organization structure outlined in its Emergency Plan to manage response and recovery efforts. This includes activating the Control Group, an executive-level body that provides strategic direction for the City's response and recovery efforts, and the Emergency Operations Centre, a central location for the interagency coordination of resources and information across the City's divisions, agencies, corporations and partners.

The types and duration of emergency social services provided during an emergency depend on the complexity of the hazard, available resources and individual needs. The City initially provides all individuals with assistance, information and referrals to community services. For individuals who register with the City, some of them may be eligible to receive emergency social services for up to 14 days following the emergency. Based on the results of a detailed needs assessment, some individuals may be eligible to receive assistance beyond the first 14 days.

Canadian Red Cross

The Canadian Red Cross is the largest non-profit humanitarian organization in Canada. It has the resources and expertise to assist and support the delivery of emergency social services in response to events ranging from small, personal disasters (curbside incidents) to more complex, larger emergencies. The Canadian Red Cross works in all municipalities, provinces, and territories in Canada, as well as with the federal government, to help individuals and communities affected by emergencies, ranging from individual house fires, power outages and floods to wildfires and hurricanes, which can disrupt entire regions.

The Canadian Red Cross is the only entity capable of supporting the City to provide comprehensive emergency social services given its large pan-Canadian roster of paid staff and trained volunteers, 24/7 response capacity, and expertise.

In 2010, City Council authorized the General Manager, Shelter, Support and Housing Administration to enter into an agreement with the Canadian Red Cross in order to confirm the terms and conditions under which the City would request their assistance in providing emergency social services. After the City transferred responsibility for delivering the emergency social services program from Shelter, Support and Housing Administration to the Toronto Office of Emergency Management, the Director, Toronto Office of Emergency Management used this 2010 authority to enter into a service agreement with Canadian Red Cross in 2014. However, it has recently come to the City's attention that the authority granted to the General Manager, Shelter, Supporting and Housing Administration in 2010 may not be sufficient to provide the Director, Toronto Office of Emergency Management with the authority to negotiate agreements with the Canadian Red Cross.

This report aims to correct issues related to the delegation of authority for the delivery of emergency social services by granting the Director, Toronto Office of Emergency Management the authority to enter into a service agreement with the Canadian Red Cross. The service agreement will outline how the Canadian Red Cross supports the City to deliver emergency social services, including roles, responsibilities, terms and conditions. As the Canadian Red Cross provides emergency social services for free for the first 72 hours of a curbside incident, the Canadian Red Cross will only invoice the City for curbside incidents that require assistance for longer than 72 hours and for emergencies. Costs that will be reimbursed by the City include direct aid, operational costs (e.g., personnel, responder travel, and shelter operation expenses) and an administrative fee of 12 percent of total costs to cover the Canadian Red Cross's overhead. The service agreement will also outline the City's annual contribution of up to \$198,000 to the Canadian Red Cross to enable them to maintain response capacity in the City of Toronto.

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