

Clause 11 in Report No. 1 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on January 26, 2017.

11

Emergency Preparedness in Social Services –
Partnering with the Canadian Red Cross

Committee of the Whole recommends adoption of the following recommendations contained in the report dated December 15, 2016 from the Commissioner of Community and Health Services:

1. The Commissioner of Community and Health Services be authorized to execute a Memorandum of Understanding with the local municipalities for the coordination and delivery of emergency social services.
2. The Commissioner of Community and Health Services be authorized to execute an agreement with the Canadian Red Cross for the coordination and delivery of emergency social services for a term of three years with the option to renew for two additional three-year terms.
3. The Regional Clerk circulate this report, for information, to the local municipalities and the Canadian Red Cross.

Report dated December 15, 2016 from the Commissioner of Community and Health Services now follows:

1. Recommendations

It is recommended that:

1. The Commissioner of Community and Health Services be authorized to execute a Memorandum of Understanding with the local municipalities for the coordination and delivery of emergency social services.
2. The Commissioner of Community and Health Services be authorized to execute an agreement with the Canadian Red Cross for the coordination

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and delivery of emergency social services for a term of three years with the option to renew for two additional three-year terms.

3. The Regional Clerk circulate this report, for information, to the local municipalities and the Canadian Red Cross.

2. Purpose

This report seeks Council approval to establish a redeveloped emergency social services program based on two arrangements. The first is a Memorandum of Understanding with the local municipalities to acknowledge the shared responsibilities of emergency social services. The second is an agreement with the Canadian Red Cross that seeks to build capacity for the provision of disaster relief services within the Region.

3. Background

Emergency social services involves the coordination of essential services to individuals who are evacuated during an emergency

An emergency is defined as a situation or impending situation that constitutes a danger of major proportions that can 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. Some emergencies may require impacted communities to evacuate to safety.

Emergency social services are delivered to meet the basic survival needs of evacuees and assist their recovery. Emergency social services is composed of six basic services:

1. Registration and Inquiry – Collection and management of evacuees' personal information and inquiries regarding evacuees' safety. Also responsible for family reunification.
2. Emergency Feeding – Provision of meals, snacks, and beverages to evacuees without food or food preparation facilities.
3. Emergency Lodging – Provision of safe and temporary lodging to evacuees, including overnight sleeping arrangements.
4. Emergency Clothing – Provision of clothing and footwear until regular sources of supply are available.

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5. Personal Services – Provision of additional supports to evacuees are more specialized (e.g. mental health support, pet services, first aid, etc.).
6. Management of reception centres – Set-up and operation of Reception Centres, a one-stop service site where Registration and Inquiry, Emergency Feeding, Emergency Lodging, Emergency Clothing and Personal Services are provided.

York Region’s Community and Health Services Department is responsible for coordinating emergency social services in collaboration with local municipalities and external partners

Emergency social services are identified in York Region’s Emergency Plan as a coordinated response between the Region and local municipalities to relieve the suffering and hardship of citizens during an emergency event. There is no federal or provincial legislation that explicitly defines who is responsible for the delivery of emergency social services. Emergency social services have been historically coordinated and pre-planned between the Region and local municipalities.

Emergency social services also depend on collaborating with external partners. These are often non-profit groups and businesses that provide a specific service to evacuees during an emergency. Examples of these services may include provision of emergency feeding, first aid, and emotional care. The Canadian Red Cross is an external partner that provides a range of services to evacuees in partnership with the Region and local municipalities.

York Region and local municipalities have faced some challenges with the delivery of emergency social services

The 2009 Vaughan Tornado, 2011 Sutton Fire and the 2013 Ice Storm are recent emergency incidents that highlighted challenges in delivering emergency social services. Trends identified from both events included:

- Unclear roles and responsibilities between the Region, local municipalities, and external partners
- Difficulty in securing ideal facilities to deliver emergency social services
- Difficulty in procuring and sustaining trained response personnel and emergency resources
- No formal arrangements with external partners (e.g. Canadian Red Cross, local municipalities) to deliver emergency social services

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- Lack of regional and local municipal staff’s capacity to both deliver emergency social services, while continuing to also deliver mandated regional and local municipal services

To address these challenges, York Region collaborated with each local municipality to determine responsibilities for emergency social services

In 2015, York Region coordinated a community consultation session with each of the nine local municipalities. During these sessions, key municipal staff were asked to assess the six core functions of emergency social services and determine whether or not it should be a Regional responsibility, municipal responsibility, or external partner responsibility.

From these sessions, a number of trends were identified across all local municipalities. These included the increased ownership and responsibilities of the local municipalities such as:

- Activation of emergency social services
- Selection and operation of the facilities to be used as a reception centre
- Relaying information on available services to evacuees

The Canadian Red Cross was identified as a key external provider able to provide a range of emergency social services.

Other external partners were also identified as being of assistance and in the months following the consultations, were contacted and assessed for their willingness and ability to be involved in an emergency social services response.

Through these discussions, the roles and responsibilities of the Region, the local municipalities, the Canadian Red Cross and other external partners were confirmed (see Attachment 1).

4. Analysis and Implications

A Memorandum of Understanding between the Region and local municipalities will clarify emergency social services roles and responsibilities

A Memorandum of Understanding between York Region and each of the nine local municipalities will clearly outline who will be responsible for what emergency social services between the Region, the local municipalities and

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external partners. This will also provide the groundwork for more refined incident notification and communication protocols between the local municipalities and Region when requesting emergency social services. These responsibilities will be reflected in the Region's Emergency Plan under Annex 7- Emergency Social Services.

A Memorandum of Understanding will also include procedures on how to activate and best leverage the services of external partners, including the Canadian Red Cross. The ongoing development of a more comprehensive emergency social services program means greater coordination of key external partners who may play significant roles in assisting evacuees.

Emergency social services planning is coordinated between the Region, local municipalities and external partners

This coordinated planning will include joint training of response staff, pre-positioning of resources (e.g. Canadian Red Cross trailers, ready kits) and maintenance of agreements with external partners.

The process of pre-identifying and assessing facilities to be used as reception centres will now become a defined and coordinated effort between the Region, local municipalities, and Canadian Red Cross. The Region is encouraging local municipalities to select municipally-owned community centres as the facilities for reception centres as their flexible space, trained staff and community prominence make them ideal. In addition, having all partners present during the assessment has been a historically beneficial process as it promotes networking and communication before an incident that may require emergency social services.

An agreement with the Canadian Red Cross will enhance coverage across the Region

The Canadian Red Cross has staff and volunteers available to respond as requested 24 hours a day, 365 days a year and can mobilize quickly in an emergency situation.

The Canadian Red Cross provides trained volunteers and material resources needed to deliver and sustain "frontline" emergency social services directly to evacuees.

An agreement with the Canadian Red Cross will include specific provisions that will help the Canadian Red Cross build the necessary capacity within York Region to provide timely and dedicated response personnel and resources. Examples of capacity building include:

- Material resources (e.g. cots, blankets, hygiene kits)

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- Vehicles needed for timely response and transport of material resources
- Recruitment strategies and campaigns to build the human resource capacity and volunteer base in York Region

Under the Agreement, the Canadian Red Cross will collaborate and partner with the Region and local municipalities in preparedness activities, including assessments of facilities for reception centres, joint training, and the delivery of personal preparedness workshops to community groups upon request.

5. Financial Considerations

York Region will pay the annual contribution to the Canadian Red Cross to build capacity

For each year of the initial three-year term of the agreement, York Region will make an annual contribution of \$103,252.40 to the Canadian Red Cross that will allow them to build response capacity in York Region. This figure is based on the Region's approximate population according to the 2011 Census and is the sum of \$0.10 CDN per capita. This cost will be accommodated within the Community and Health Services department operating budget.

Local municipalities will reimburse the Canadian Red Cross for the cost of services provided during an emergency

The Canadian Red Cross will only invoice local municipalities for large scale incidents in which over 25 individuals and/or 10 households are affected, or if the response requires assistance longer than 72 hours.

Following an incident in which Canadian Red Cross services are requested by a local municipality, the Canadian Red Cross will provide a detailed invoice for the services provided. The amount being invoiced is only to recover costs incurred by the Canadian Red Cross to deliver services during the event. As an example, the Canadian Red Cross has indicated costs of its services for one week during an emergency would be roughly \$45,295 to assist 50 residents or \$103,992 for 200 residents. The local municipality will be responsible for covering these costs. This allows the local municipality some autonomy to activate Canadian Red Cross services and determine the nature of the response. This would be done in consultation with the Region. This approach is consistent with the direction of local municipalities staff provided through consultations.

Personal disaster assistance for small scale incidents will continue to be a free service provided by the Canadian Red Cross in partnership with local municipal fire departments.

6. Local Municipal Impact

A Memorandum of Understanding will allow for clarification of roles and responsibilities of emergency social service between the Region and local municipalities. An agreement with the Canadian Red Cross gives authority to request assistance to the local municipality.

Both arrangements give more ownership and control to local municipalities in assessing the extent of assistance they may require from the Region and external partners. Looking forward, the Region's development of emergency social services is a resource for local municipalities to use, as needed. Appropriate facilities, external partners and level of service from the Canadian Red Cross are designed to meet the specific needs of their affected communities.

7. Conclusion

The Region's emergency social service planning stands to benefit from a proposed Memorandum of Understanding with the local municipalities as well as a service agreement with the Canadian Red Cross. A successful emergency social services program is dependent on a high level of coordination and planning between government and external partners. Both arrangements strengthen these partnerships and establish clear roles and responsibilities so we are prepared to help residents in a moment of need.

For more information on this report, please contact Lisa Gonsalves, Director, Strategies and Partnerships at 1-877-464-9675 ext. 72090.

The Senior Management Group has reviewed this report.

December 15, 2016

Attachment (1)

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Accessible formats or communication supports are available upon request

EMERGENCY SOCIAL SERVICES SERVICE DELIVERY CHART

Essential Services	Service Component	Delivery Agency LM = Local Municipality Activates Agency YR = Region Activates Agency
Registration and Inquiry	Information - Ensure accurate up-to-date information is available and communicated to evacuees	Local Municipality
	Registration - Register evacuees, take inquiries about people's safety and assist in reuniting families	Canadian Red Cross (LM)
	Referrals - Connect evacuee to community-based services such as utilities and services needed for recovery	Local Municipality York Region – Access York
Emergency Lodging	Onsite Lodging - Provide short-term temporary housing for evacuees at a centralized location	Canadian Red Cross (LM)
	Offsite Lodging - Provide short-term temporary lodging in a motel/hotel for single evacuees or family	Canadian Red Cross (LM)
	Shelter - Provided an immediate safe haven (on or offsite) to protect evacuees from hazards or adverse weather until establishment of Reception Centre	York Region Transit (LM)
Emergency Feeding	Onsite Meals - Provide healthy and nutritious meals within the Reception Centre, including any allergy or dietary restrictions	Canadian Red Cross (LM) Salvation Army (YR)
	Offsite Meals - Provide gift cards or vouchers for the purchase of meals from restaurants or groceries to be prepared by evacuees	Canadian Red Cross (LM) Salvation Army (YR)

Essential Services	Service Component	Delivery Agency LM = Local Municipality Activates Agency YR = Region Activates Agency
Emergency Clothing	Clothing - Provide essential clothing (including outerwear), blankets, footwear, and personal hygiene items for evacuees	Canadian Red Cross (LM) Salvation Army (YR)
Personal Services	Assistive Devices - Provide referrals to replace assistive devices including scooters, walkers, wheelchairs, canes, eyeglasses, or dentures as needed	Community Care Access Centre (only if client is in existing program) (YR) Canadian Red Cross - Health Equipment Loan Program (LM)
	Unattended Children - Receive children that arrive to a Reception Centre without a parent or guardian	York Region Police (YR)
	Emergency Medical - Provide emergency medical response, triage, transportation, and pre-hospital acute care	York Region - Paramedic Services (via 911) (YR)
	Emotional Support - Provide access to psychosocial supports and other community crisis intervention programs	Victims Services of York (YR) Salvation Army Spiritual Care (YR)
	Financial Aid - Provide referrals for immediate financial support to evacuees to provide the necessities of life	York Region – Access York
	First Aid - Provide immediate basic first aid within the Reception Centre	St. John Ambulance (YR)
	Insurance - Provide access to insurance adjustors, services, and education on the claims process	Insurance Bureau of Canada or other local provider (YR/LM)

Essential Services	Service Component	Delivery Agency LM = Local Municipality Activates Agency YR = Region Activates Agency
	Multicultural - Provide services to accommodate cultural needs specific to interpretation/translation services, religious resources, and other cultural needs	Interpretation/Translation Services - York Region - Access York Prayer Rooms- Local Municipality/Canadian Red Cross Dietary Needs - Canadian Red Cross/Salvation Army
	Ontario Works/ODSP Support - Connect existing clients impacted by an emergency to case management support	York Region – Access York
	Pet Services - Provide for the health and welfare of domesticated animals, including sheltering, feeding, and immediate medical needs	Ontario SPCA (YR/LM)
	Prescriptions - Facilitate access for the replacement medications by referral to a pharmacy, clinic, or doctor	York Region – Access York (does not authorize prescriptions)
	Recreation Services - Provide evacuees with access to physical or recreational programs at the Reception Centre or other facility	Local Municipality
	Continuing Care - Provide continued access to services to support evacuees who may have physical, medical, or a cognitive disability	Community Care Access Centre (YR)
	Transportation - Provide for the transportation needs of evacuees including bus passes and taxi vouchers	York Region Transit (LM) Canadian Red Cross (for taxi) (LM)
Reception Centre Management	Management - Responsibility for managing the operations of the Reception Centre	York Region
	Assessments - Responsibility for conducting onsite review of facilities to be used as Reception Centres before opening	Local Municipality York Region Canadian Red Cross

Essential Services	Service Component	Delivery Agency LM = Local Municipality Activates Agency YR = Region Activates Agency
	Cost Recovery - Responsible for pursuing recovery of costs associated with operation of a Reception Centre	Local Municipality
	Donations Management - Responsible for overseeing financial donations to support evacuees directly	Local Municipality
	Food, Water and Sanitation - Provide qualified staff to inspect food, water safety, and sanitation within the Reception Centre	York Region – Public Health
	Infection Prevention and Control – Respond to infection prevention and control concerns within a Reception Centre	York Region – Public Health
	Maintenance - Responsible for the opening, operation, and maintenance of a Reception Centre	Local Municipality
	Security - Provide trained personnel to ensure the security of the Reception Centre facility, evacuees, and staff	York Region Police (for initial opening) External Security Provider (via Local Municipality)
	Technology - Responsible for managing the overall technical and telecommunications needs within the Reception Centre	Local Municipality