



# **TORONTO** STAFF REPORT

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January 13, 2005

To: Policy and Finance Committee

From: Shirley Hoy, Chief Administrative Officer  
David C. Kaufman, Acting Commissioner, Works and Emergency Services

Subject: City of Toronto's Contribution to the Tsunami Disaster Relief

Purpose:

To report on the City's contribution to the Canadian relief effort to aid regions affected by tsunamis in South-East Asia on December 26, 2004.

Financial Implications and Impact Statement:

At this stage, the specific financial implications are not yet available. However, based upon the preliminary numbers of expected newcomers from the affected regions and the City's past experience of working with settlement and support for immigrants and refugees, we can anticipate the City's contribution to be in the range of \$3.3 to \$5 million over a six to twelve month period.

Staff will report back to Policy and Finance Committee on the financial impact of the City's contribution once specific details are available around the number of volunteers the City will deploy, a confirmed number of newcomers expected as a result of the disaster, and a better estimate of the need for public health related and other City services required to assist the newcomers. The City's financial implications will be impacted by the Federal Government's commitment to assist municipalities such as Toronto with funding for refugee settlement costs arising from the disaster.

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

## Recommendations:

It is recommended that:

- (1) the City of Toronto continue to work with both the Government of Canada and the Province of Ontario to determine the City's contribution of staff expertise and financial assistance required to address the reconstruction and rebuilding needs of tsunami-stricken communities;
- (2) the City of Toronto enter into a technical exchange partnership, with a city determined to be most effectively helped by Toronto, under the auspices of the Federation of Canadian Municipalities (FCM) Technical Exchange Program and the Chief Administrative Officer report back on any related costs to participate in this program;
- (3) the Chief Administrative Office report back on the specific financial contribution of the City for the settlement and integration of refugee and immigrants from the tsunami affected regions, once it is fully known;
- (4) the Federal Government be requested to work in partnership with municipalities, through the Federation of Canadian Municipalities Big City Mayor's Working Group on Immigration, on the development and implementation of the federal policy response to the tsunami disaster;
- (5) the call for staff volunteers be extended to the City's Agencies, Boards and Commissions;
- (6) the Chief Administrative Officer report through the Budget Advisory Committee for any requests for immediate settlement assistance that are related to the tsunami emergency;
- (7) The Chief Administrative Office and the Acting Commissioner of Works and Emergency Services be directed to provide regular updates on the City's response to the tsunami disaster; and
- (8) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

## Background:

On December 26, 2004, a major earthquake was recorded, measuring 9 on the Richter scale, off Sumatra in South-East Asia. The earthquake triggered massive tsunamis (tidal waves) that destroyed villages, towns and tourist resorts on coastal areas of Indonesia, Thailand, Maldives, Sri Lanka and India. There were also casualties and internally displaced people in Somalia, Seychelles, Malaysia and Myanmar. Over 150,000 deaths are reported, and numerous persons are missing or displaced. United Nations officials estimate that 1.8 million survivors in tsunami-hit areas will need food and other aid in order to survive dehydration, disease and hunger. Appendix 1 provides details of the number of dead and displaced persons by country.

Immediate relief efforts were launched by the United Nations, non-governmental organisations such as the Red Cross, World Vision, Oxfam, UNICEF and the international community including Canada. On December 27, Mayor Miller appealed to the public for cash donations to relief agencies working in the affected regions. To expedite public donations, Toronto Police Service stations across the city accepted cash on behalf of relief agencies. Toronto Fire Services partnered with the Canadian Red Cross to receive donations directly from the public at four Fire

Stations. At January 11, a total of \$583,458 was collected by the Toronto Police Service (\$563,458) and Toronto Fire Services (\$20,000) for humanitarian aid.

On December 31, the City offered water treatment supplies that will provide one month of safe drinking water for up to 100,000 survivors of the tsunami in Sri Lanka. The City of Toronto is also supporting the efforts of Toronto Emergency Medical Services paramedic, Rahul Singh. Mr Singh has gone to Sri Lanka in his role as Director of Emergency Programs for the David McAntony Gibson Foundation. He will work with other members of the Foundation to provide clean water and restore water supplies in the region. In addition, two more paramedics will be leaving for Sri Lanka this weekend. Dave Hutcheon has volunteered for the next three weeks to assist Rahul Singh and his team. Carl Rottman will also be working with Health Partners International of Canada and Rahul Singh. Both of these paramedics have requested lieu time and vacation to cover their attendance which has been approved by Toronto EMS.

Comments:

1.0 Current Canadian Tsunami Relief Efforts and the Role of Canadian Governments

1.1 Coordination of Canadian Relief Efforts

The City is coordinating its emergency relief response with the Federal and Provincial governments as part of an overall Canadian relief effort. The Canadian International Development Agency (CIDA) has been identified as lead agency from the Government of Canada to co-ordinate Canadian contributions for long term recovery and reconstruction efforts for the affected regions. CIDA will direct requests for assistance through Emergency Management Ontario (EMO) to the Province and municipalities. EMO is Ontario's single point of provincial contact with the federal government and will use its network of contacts to solicit resources from municipalities once it is known what skills and expertise will be required for the re-construction of devastated communities.

As a significant number of Torontonians, many of south Asian descent, have been affected by this disaster, on January 3<sup>rd</sup> Mayor Miller activated the City of Toronto's Office of Emergency Management to co-ordinate the City's response to requests for assistance. The Office of Emergency Management manages the City's emergency plans and activities as outlined in the Emergency Management Act and Chapter 59 of the Municipal Code. The Act requires municipalities to have emergency programs and plans to prevent, prepare for, respond to and recover from major emergencies.

The Mayor asked that all City relief efforts be co-ordinated through the Office of Emergency Management to ensure that appropriate staff, equipment and expertise are sent to regions stricken by the tsunamis, as they are needed. The City's Office of Emergency Management is in Enhanced Monitoring status and in daily contact with Emergency Management Ontario to co-ordinate relief efforts with the Government of Canada. Since the activation of the Office of Emergency Management, there have been regular briefings with senior officials from the Ministry of Municipal Affairs and Housing and Ministry of Community Safety and Correctional

Services to discuss what and how contributions may be offered. These briefings are expected to continue twice weekly.

In ongoing discussions with the Federal and Provincial governments, it was agreed that the most significant and appropriate contributions from the City will be based on the medium to long term needs that are identified by federal agencies for the restoration and reconstruction of regions devastated by the tsunamis. Federal agencies that are already in the affected regions are expected to provide assessments of the immediate, medium and long-term needs of stricken communities. The City has been informed that under the coordination of the UN, the international agencies such as CIDA have been dealing with the immediate needs identified. Assistance from municipalities will be required for the reconstruction and rebuilding phase. Accordingly, it is recommended that City Council endorse the approach that its contribution of staff expertise and financial assistance be based on the medium to long term needs for the restoration and rebuilding of tsunami-stricken communities, as identified by the Federal Government.

### 1.2 The Federal Government's Role and Contribution

Current international relief efforts have focused on immediate needs such as basic survival, search for missing persons and identifying remains. The Federal Government has donated \$80 million to direct relief, recovery and longer term reconstruction. On January 10<sup>th</sup>, the Prime Minister announced this will increase to \$425 million over five years. They have agreed to match donations one to one made to Non-Governmental Organizations. As well, the Public Health Agency of Canada and CIDA have offered support and expertise in dealing with serious public health implications of this disaster.

A Canadian Multi Disciplinary Assessment Team, with representatives from National Defence, Foreign Affairs, the Public Health Agency of Canada and Canadian International Development Agency has assessed the situation in the affected regions. The Assessment Team has not yet issued a full needs assessment. At this time, however, we are informed that Sri Lanka and Sumatra in particular will require additional Canadian assistance. Entire communities have been lost or severely damaged. Homes, roads, bridges, markets, workplaces, water supply systems, telecommunications, electricity systems, schools, hospitals, public health and medical infrastructure have been destroyed or significantly weakened. Many children are reported to have been orphaned. Rebuilding and reconstructing these communities will be required in the medium to long term, after immediate survival needs are met.

### 1.3 The Province of Ontario's Role and Contribution

Once the federal needs assessments are available, CIDA will direct requests for assistance through Emergency Management Ontario (EMO) to the Province and municipalities. Regional and municipal staff have skills and knowledge in social services, public health, emergency management, water and waste water management, road construction, engineering and in other areas that may be required to redevelop municipal infrastructures that have been lost. The Province of Ontario has activated a toll-free telephone number to take offers of assistance from private and public sector volunteers. The Province will provide the names of volunteers to the

Canadian International Development Agency once federal departments have determined what resources are required.

The Provincial role in immediate relief and assistance has been focused on forensic identification led by Dr. James Young and his team.

#### 1.4 The City of Toronto's Current Role and Contribution

After several discussions with the Provincial EMO, the City of Toronto issued a call for volunteers on January 10. A registration form is now available on the City's Intranet to take offers of help from City staff. A roster of skills required will be developed, then matched with the expertise required for the medium to long term needs of the affected communities, as identified by the federal government. The City's Office of Emergency Management is also developing a list of critical equipment and resources that may be sent to the devastated regions if required. It is recommended that this call for volunteers be expanded to include the City's Agencies, Boards and Commissions.

Toronto Public Health is monitoring public health needs in the affected communities through the Ontario Ministry of Health and Long Term Care. The Ministry receives information from representatives of the Public Health Agency of Canada and Canadian military who have been dispatched to the emergency sites.

The Province of Ontario has indicated it will continue to pay salaries and benefits of provincial staff who may be sent to assist in rebuilding and restoration efforts at the affected regions. The Province is in the process of confirming that the federal government will cover other staff expenses such as transportation, accommodation, meals, overtime, additional insurance if applicable, cost of supplies etc. The City of Toronto supports this approach as part of its financial contribution to the overall Canadian relief effort. There will be reports to Council on the status of the City's contribution when there are further developments.

#### 2.0 Coordinating Municipal Involvement Nationally and Internationally

Over the past two weeks, the Mayor and City of Toronto staff have been in contact with its international partners, including the United Cities and Local Governments Organization (UCLG), the World Association of Major Metropolises (Metropolis) and the International Council for Local Environmental Initiatives (ICLEI). In addition, Mayor Miller is in ongoing discussions with Mr. Delanoe, Mayor of Paris, as the co-president of UCLG, and Mr. Joan Clos, Mayor of Barcelona and head of Metropolis, about how world cities can closely coordinate their contribution to the disaster relief efforts.

#### 2.1 Immediate Actions with International Partners

The Federation of Municipalities has asked Mayor Miller to represent the Canadian municipal sector at an emergency meeting on January 15, 2005 in Paris, France which is designed to coordinate UCLG's relief efforts. This meeting called and organized by the Mayor of Paris will bring together twenty-five of the European Mayors, the Mayor of Tshwane (Pretoria), the Mayor

of Washington, United Nations Officials, Ambassadors of the various countries affected by the tsunami, and representatives from the National League of Cities and the Federation of Canadian Municipalities. This meeting will examine what the most immediate needs of the disaster area are and how cities can engage in concrete tasks that fall within their area of expertise and will have an immediate positive impact on people in the disaster-stricken areas.

At the moment, the UCLG and ICLEI are canvassing their membership to see what actions cities have undertaken so far. These immediate relief contributions cover a broad range of assistance, from monetary donations to the donation of water treatment supplies and the provision of medical supplies. UCLG is maintaining an updated website identifying the immediate relief contributions made by cities.

UCLG has asked the President of UCLG's Asia Pacific Section to assess what contributions local governments can ideally make to the long-term reconstruction phase.

The International Council for Local Environmental Initiatives (ICLEI) is currently working with its Asian partners to get a better understanding of what is most needed in the region and what long-term initiatives would be beneficial. ICLEI has also received responses from 26 member local governments who have expressed an interest in contributing to the relief efforts. ICLEI sees its strength as being able to mobilize long-term, city-to-city sustainable and resilient redevelopment efforts in the region. ICLEI will act as a broker matching relief offers to needs.

## 2.2 The Role of the Federation of Canadian Municipalities (FCM)

All orders of government have recognized the important role that municipalities will play in assisting with the long-term reconstruction and recovery of the region. In response, the FCM has developed a two-part plan to coordinate municipal government efforts to help tsunami affected communities rebuild. Through its International Centre for Municipal Development (ICMD) it will work with its international partners and the Canadian Government to coordinate municipal relief and reconstruction assistance. The first step of FCM's plan is to coordinate, with CIDA, the deployment of a reconstruction advance team to travel to the region, assess the needs and propose long-term community construction plans. The team, comprised of a small number of municipal professionals, will be created in the coming weeks. The second step is a mobilization of municipal professionals. FCM has invited interested municipalities to register if they are interested in providing long-term support to the reconstruction effort.

FCM is uniquely positioned to be the central coordinating agency in this respect, since it has long-standing expertise, knowledge and skills through its work in developing countries. The ICMD at FCM has a track record of establishing successful technical assistance partnerships between cities in the developed and developing world. FCM has worked in close cooperation with the Government of Canada, specifically CIDA as the major funder for these initiatives and the Department of Foreign Affairs. ICMD has worked for almost two decades in South-East Asia and has the tools to provide long-term sustainable support for communities in this region.

As the Federation of Canadian Municipalities' main emphasis lies in meeting the long-term needs of the disaster-stricken area such as the provision of basic municipal services, including

water and sewer systems, local transportation, solid-waste management, and public health infrastructure, it is looking to create specific partnerships between Canadian cities and Asian cities in the affected areas. Government Officials in Ottawa have indicated that they will identify Asian partners most in need of help as part of their needs assessment of the disaster zone. FCM has also proposed to assemble a team of municipal experts who will participate in a field assessment of the region together with Federal Government Officials. Canadian cities are currently joining the long-term relief efforts coordinated by FCM.

#### FCM's Technical Exchange Program

The City of Toronto is interested in creating a technical assistance partnership with an Asian city in the disaster-stricken area under the auspices of the ICMD's international technical assistance program. The City has been successful with these types of partnerships in the past. We are currently actively involved in two technical partnerships under this program – a partnership with Soyapango (El Salvador) focused on taxation and information systems issues and a partnership with the South-East District (Botswana) focused on HIV/AIDs.

Most of the expenditures related to FCM's traditional partnerships will be covered under the technical assistance partnership program of FCM, including hotel, airfare, local transportation, etc. However, there are some incidental costs which are not reimbursed under this program.

### 3.0 Tsunami Related Service Issues and Impacts in Toronto

On January 2, Citizenship and Immigration Canada (CIC) announced that they are fast-tracking existing applications of Family Class applicants under the Immigration and Refugee Protection Act who have been and continue to be affected by the disaster and who have immediate family members in Canada. Priority is being given to spouses, common-law partners, conjugal partners and dependent children. Processing fees will be waived. Minister Sgro will be consulting ethnic communities across Canada to ensure that all necessary assistance is provided to affected persons applying.

There are currently three distinct types of activities taking place to respond to the tsunami relief in Toronto: 1) fundraising efforts; 2) community crisis intervention and supports to Toronto residents who have lost family or friends and for residents recently returned from Tsunami affected countries; and 3) service planning to prepare for the influx of immigrants and refugees over the next three months

#### Fundraising Efforts

Many community based organizations are undertaking fundraising efforts to provide direct financial assistance to tsunami affected communities and individuals. A number of the City's Association of Community Centres (AOCCs) are directly involved in fundraising efforts including Ralph Thornton Centre and Scadding Court.

## Community Crisis Intervention and Support Activity

The Toronto Public Health Community Crisis Intervention and Support Team (CCIST) is coordinating support for both City and Community Agency staff providing crisis support and information to affected residents. Activities to date include:

- Responding to 100+ calls from ethno/racial agencies looking for information and support for community members
- Liaison and coordination with the Psychosocial Emergency Response and Recovery Services network (including: TDSB, Distress Centres, Bereaved Families of Ontario, CAMH, Mt. Sinai, Sunnybrook/WCH, Family Services Association, TCDSB, CAS/CCAS, Emergency Chaplains' Assoc.)
- Contacted 30+ Tamil, Indonesian and Thai associations and faith communities to co-ordinate support services
- Planning for service delivery to Torontonians returning from affected areas
- Will be providing staff information sessions week of Jan 10<sup>th</sup> to help staff better support their community contacts
- Community Health Officers are providing support to community based agencies dealing with affected communities and individuals

Over the next 4 to 8 weeks Toronto Public Health (TPH) anticipates increased requests for CCIST psychosocial support services as the full impact is felt by affected community members, and the City staff working to assist them. TPH through the CCIST Citywide Coordinator will continue to direct and co-ordinate the partnership of human service agencies and organizations and provide ongoing reports on the status of response activities.

## Service Planning for anticipated Influx of Immigrants and Refugees

The federal government has not specified the details of the fast-tracking of applicants, the expected time lines, or the supports to be provided to organizations to provide assistance to the newcomers. As a result of the briefing with the Provincial EMO on January 10<sup>th</sup>, it is anticipated that the focus will be on family classes of immigrants. Minister Sgro will make a report to the Prime Minister on January 11<sup>th</sup> with additional information. At this time it is estimated that approximately 2100-2200 immigrants and refugees will arrive in the GTA over the next three to six months. Given that South Asia is the second largest source population for Toronto, the expectation is that many of the fast-tracked applicants will settle in Toronto, resulting in increased demand for service.

Although the settlement organizations have received few details from CIC, they are in the process of reviewing Immigrant Settlement Adjustment Program (ISAP) funded resources and attempting to coordinate how programs can be expanded to support the newcomers. The long-term impact will be felt by agencies that provide services in areas such as housing, health, employment, education, family reunification, trauma counselling, and literacy.

The Scarborough Civic Action Network (SCAN) has initiated a collaborative project to plan for the impact of fast-tracked family class immigrants. Health care, mental health, housing,

recreation, youth program, ESL, and employment will be considered. As requested by the community, a Community Development Officer from the City has been assigned to support this initiative.

### 3.1 The City of Toronto's Role in Responding to Impact of Tsunami Disaster in Toronto

The City will continue to provide support to community based agencies and networks in their planning efforts. In the coming weeks, the City will assess whether there is a need to play a leadership role in initiating service collaboration efforts such as the Scarborough Civic Action Network in other immigrant settlement neighbourhoods (i.e. St. Jamestown). Toronto Public Health has estimated that the need for psychosocial intervention services may double with the arrival of immigrants from affected countries.

The City will also continue to work with the federal government to expand its residential settlement system rather than relying on the expansion of the municipal shelter system. In November 2004 the FCM's Big City Mayor's Caucus established a Working Group on Immigration with Mayor Miller as Chair. This Working Group provides an immediate mechanism for the Federal Government to work in partnership with municipalities on the development and implementation of its immigration policy response to the tsunami disaster. In order to effectively plan for the anticipated influx of immigrants and refugees, it is recommended that the Federal government utilize the FCM's Big City Mayor's Caucus to facilitate this work in an expeditious manner.

Once the scope of the Federal Government's request for assistance is known and it is clear what role they will play in funding and assisting the settlement of newcomers to Toronto, we will begin to better understand the scope of the City's overall contribution to the relief effort. It is recommended that the Chief Administrative Officer report back on the financial contribution of the City's participation in the FCM's technical exchange program and the settlement and integration of refugees and immigrants from the tsunami affected regions when this additional information is available.

#### Conclusion:

The tsunami disaster that hit South-East Asia in December has had and will continue to have far reaching impacts in the countries most ravaged by the tidal waves. The impact of this disaster will also continue to be felt in Toronto. Toronto's response and contribution to this unprecedented disaster must be two-fold. As recognized by the Governments of Canada and Ontario, as well as the Federation of Canadian Municipalities, the essential contribution of municipalities is to assist in the medium and long-term relief effort to rebuild and reconstruct the tsunami-stricken communities. The City is preparing to do this in consultation with the Provincial EMO and the immediate call for volunteers in targeted areas, as well as through the City's participation in the FCM's technical exchange program.

The other major contribution the City can make is to assist organizations and service agencies as they prepare for an influx of newcomers. The City will continue to provide support to community based agencies and networks in their planning efforts. It will continue to liaise with

these organizations and work with the Federal Government, through the FCM's Big City Mayor's Working Group on Immigration to develop and implement their immigration policy and response to the tsunami disaster.

At this stage, the specific financial implications are not yet available. However, based upon the preliminary numbers of expected newcomers from the affected regions and the City's past experience of working with settlement and support for immigrants and refugees, we can anticipate the City's contribution to be in the range of \$3.3 to \$5 million over a six to twelve month period. Staff will report back to Policy and Finance Committee on the financial impact of the City's contribution once specific details are available.

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David C. Kaufman  
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## Appendix 1

At January 10, 2005, the numbers of people affected by the tsunamis are:

<b>Country</b>	<b>Dead</b>	<b>Missing</b>	<b>Displaced</b>
Indonesia	104,055	10,088	655,144
Sri Lanka	30,721	4,951	545,492
India	10,136	5,630	Not available
Thailand	5,301	3,570	Not available
Somalia	150	Not available	5,000
Maldives	82	26	21,663
Myanmar	60-80	Not available	Not available
Malaysia	68	6	8,000
Seychelles	2	Not available	Not available
<b>Total</b>	<b>150,595</b>	<b>24,271</b>	<b>1,235,299</b>

(Source: United Nations Office for the Co-ordination of Humanitarian Affairs as provided by the Emergency Management Office)