Alberta Government

Building on the Basics
Resource Guide

PLANNING FOR RECREATION IN EMERGENCY RESPONSE AND RECOVERY

August 2017

MINISTER'S MESSAGE

While Canadians have been tested by a number of challenges over the past few years, we never fail to rise to the occasion. Time and again we have heard amazing stories of courage, generosity, compassion and service that continue to inspire and give hope to communities currently facing challenges.

The nature of a disaster often means it can strike without warning and at a scale we are not always ready for, despite the diligence, expertise, commitment and co-operation of our incredible network of first responders, agencies and supporting organizations. While preparing for the worst will always be a challenge, preparing for what comes next is critical.

The work to restore basic needs and essential infrastructure is often the primary concern in disaster recovery, but how we administer to the mental, physical and social well-being of individuals coping with tragedy and loss is equally important. In this regard, the benefits of recreation cannot be overstated. We have seen the recreation sector take its place alongside our incredible network of first responders, agencies and supporting organizations. Recreation can offer people a brief respite during the recovery process, a moment of peace to help them reconnect with themselves, their families and their communities.

The Building on the Basics resource guide highlights the significance of recreation to the recovery process and gives municipalities the tools to proactively include recreation in emergency management planning. Drawing from the experiences of those who have lived through, and continue to recover from, the disasters Alberta has faced in recent years, it also highlights the recreation sector's role as collaborative leader in our municipalities. The strategies, tools and success stories included in the guide are an important resource not only for our province, but all provinces and jurisdictions preparing for and dealing with crises, be they large or small in scale.

The spirit that created this guide and workbook, and what will carry it on in the future, is communities supporting each other. To the contributors from communities across Alberta, thank you for your thoughts, stories and work in developing this essential planning tool. To readers and users of the guide, I hope you find it to be an invaluable source of information and helpful in creating your emergency management plans. While disasters may be unavoidable, having thoughtful plans that consider the entire cycle of disaster recovery is vital to reducing their impacts and helping life return to normal.

Ricardo Miranda, *Minister of Culture and Tourism*

FORWARD

In recent years, Alberta has experienced a number of natural disasters, from local states of emergency to some of the largest evacuations in Canadian history. In just five years, Alberta faced three large scale events which forced tens of thousands of people from their homes. These events have highlighted the courage and resilience of Albertans, and have also shown how the recreation sector can help individuals, families and communities through such difficult times.

Recreation staff and volunteers consistently step up during emergencies, transforming their organizations and facilities to provide safe shelter and other basic needs. Coordinated, well prepared, and effectively managed recreation services can move beyond these basic needs to provide essential supports for people to manage stress, cope with challenges, and reconnect with their communities.

Alberta Culture and Tourism would like to acknowledge the participation and contributions of representatives from the municipalities, non-profit recreation and service providers, funding organizations, and school boards who shared their experiences and insights throughout the development of this resource guide and the accompanying report.

Special thanks to the Regional Municipality of Wood Buffalo Community Services Department and the Recovery Task Force representatives, along with the Regional Recreation Corporation of Wood Buffalo, who graciously co-hosted the forum which initiated this project and who have generously provided their time to share their ongoing experiences of the recovery process.

Further thanks to KPMG for their contribution to the greater part of the content for this Resource Guide.

The Building on the Basics report and resource guide are intended to be a base for recreation practitioners and others in complementary fields to continue this critical conversation of how to intentionally use recreation to support those impacted in emergencies. As these conversations take place and further guidance and tools are contributed, the resource guide will continue to be refined over time.

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INTRODUCTION

Purpose and Scope of the Resource Guide

This guide is intended to provide tools and resources to plan for recreation opportunities during and after an emergency. This guide provides suggestions and considerations rather than requirements, and is not intended to replace planning that is already in place. Every emergency situation is different and every community in Alberta is unique in its strengths, assets, resources and challenges. Each person's experience and response to these situations will also be unique.

While the role of the recreation sector in emergencies is often focused primarily on providing a staging area for first responders or shelter to people who have been displaced, there is also strong evidence that providing recreation services to those impacted by the emergency has significant benefits. Recreation services in an emergency can help those impacted to cope with the situation and can support their overall wellbeing.

In a time of emergency, the capacity of the recreation sector is often strained, so planning ahead for simple, impactful recreation services can help both service providers and participants. This guide provides:

- Background information on emergency management and recreation in Alberta (Section 1)
- Information, considerations and guidance for planning for the use of recreation in emergency response and recovery (Sections 2-8)
- Resources that provide information on the leading practices that were used to develop this resource guide (Section 9)
- A workbook to guide users through the planning process

The purpose of this resource guide is to support planning recreation services for those impacted by an emergency during and after the emergency. This resource guide is not intended to:

- Address the overall response to an emergency,
- Address normal recreation services, and
- Address business continuity of the recreation sector during an emergency.

How to Use the Resource Guide

This resource guide is intended to help you think through how your organization, and your partners, might provide recreation services to people affected by an emergency situation. You may be supporting members of your own community, or people coming from another part of the province. You may be hosting evacuees in your own facilities or providing recreation services where people are being housed in a dormitory or camp space. If your community is directly impacted, you may be working through the recovery process over the long-term and your recreation services will evolve and change as your community reconnects and rebuilds.

The information, tools, and resources in this guide can be tailored to suit your local context and customized to fit with your organizational needs and capacity. The resource guide itself provides information and considerations for how to develop a plan for providing recreation services during and after an emergency. The workbook provides example templates for building components of a recreation services emergency plan. Planning is an ongoing process and plans should be reviewed and exercised annually and updated as appropriate.

Throughout this resource guide, scenarios are used to show what recreation practitioners might consider when planning for recreation in emergency response and recovery. They are a small selection from a wealth of experience, expertise and innovative work of communities across the province.

The Importance of Recreation in Emergency Response and Recovery

Research shows that recreation can provide immense benefits to individuals, families and communities.[1] For example, recreation helps people grow and be healthy by improving their mental and physical wellbeing which contributes to their self-esteem and life satisfaction. Through recreation activities, neighbours can keep in touch, develop relationships and take on leadership roles that make neighbourhoods strong.

The experiences of recreation practitioners in Alberta, as well as around the world, show that these benefits are not just found in good times, when people have time and energy to pursue activities for enjoyment or a challenge. Remarkably, these benefits carry through during the most difficult or traumatic events individuals, families and communities can face.[2] When people are forced to evacuate their homes because of a natural disaster or other emergency situation, this displacement affects all aspects of their wellbeing - physical, emotional and social. Lives are uprooted, social supports are disrupted, and everyday routines, comforts and familiar places are lost.

Recreation is important to re-establishing people's ability to cope with the challenges of the emergency situation and its aftermath.[3] At first, recreation can provide opportunities for people to escape their situation, connect with family or neighbours and know their children are in a safe environment.

As people return to their homes, recreation activities can help people reconnect with their communities, including the places that may have been damaged or changed by the disaster.

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1. See the Framework for Recreation in Canada 2015: Pathways to Wellbeing for a discussion of the benefits of recreation.

2. Research has found positive effects across cultures and disaster situations. For example, see Kinoshita and Woolley's *Children's Play Environment after a Disaster: The Great East Japan Earthquake* (2015); and Thornley's *Building Community Resilience: Learning form the Canterbury earthquakes.* (2015).

3. See Judi Frank's Resiliency, Recovery, Recreation presentation at the 2016 ARPA Conference and Energize Workshop for lessons learned by the Canadian Red Cross about recreation's benefits in recent disasters in Alberta.

Recreation helps people return to a sense of normalcy by providing familiar routines and activities. Over the long-term, as communities rebuild and recover, recreation can continue to support community development and resiliency.[4]

Recreation supports, like all other supports used in psychosocial interventions, must be suited to meet the needs of those impacted, both during the initial response as well as through the recovery process. It is also important to recognize that recreation staff may be as impacted by the emergency as those they are trying to support. Planning in advance to deliver recreation services, alongside emergency management planning and business continuity planning, is critical to being able to deliver recreation supports to an affected community.

Partnerships, coordination and collaboration are key to this work. Emergency situations cut across sectors, organizations, governments and regions. By working together to plan ahead, communities can increase resiliency and be better prepared for future emergency situations.

In Alberta, as with other provinces and territories, municipalities are required to have a Municipal Emergency Plan and are responsible for any local emergency or disaster situation. The provincial government only coordinates additional support when the situation is beyond a municipality's capacity to manage. At the same time, municipalities are the primary recreation service providers in Alberta, often in partnership with local non-profit recreation service providers. This combination creates a unique opportunity to integrate recreation planning into local emergency management planning.

> During the whole [recovery] process, I was contacted in regards to the 2016 Baseball Canada Cup which was to be hosted in Fort McMurray in August. Our chairs reached out to see if we were still interested in hosting the event. The response was a resounding 'yes' from all members. As a committee member, the whole event was a real point of emotional pride and civic pride for Fort McMurray and myself as we were able to pull off the event with minimal hiccups. Coming out of such an emotionally challenging situation such as the fire, reconnecting with community and recreation was critical to me and my health. The praise received from all parties involved was overwhelming. It proved to me and to our community that even in the most challenging of circumstances, recreation, volunteering and dedication to bettering our community creates an impact that is beyond measure.
>
> ~ David Hutchinson, Fort McMurray resident and volunteer leader

4. See Daniel Aldrich's *Building Resilience: Social Capital in Post-Disaster Recovery* (2012) for an in-depth exploration of community resiliency and social capital.

1. UNDERSTANDING EMERGENCY MANAGEMENT

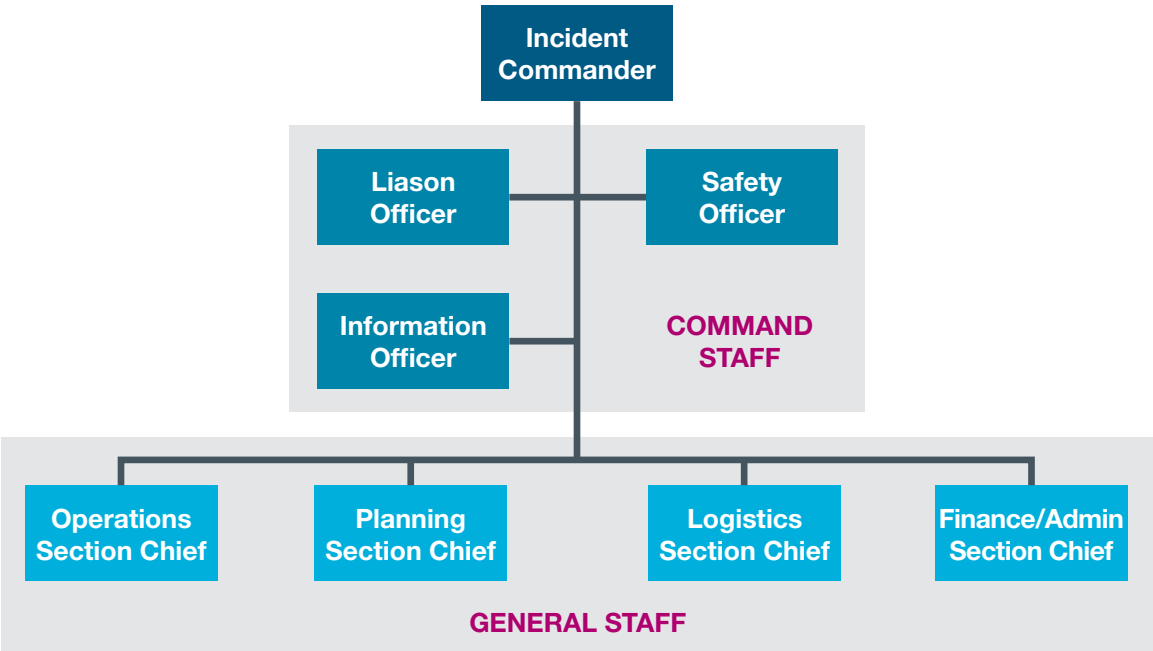
The following provides a brief introduction to emergency management; the information presented here is not comprehensive. Links are provided in the resources section to additional sources of information about emergency management.

What are the International Standards for Emergency Management?

With the growing numbers of serious emergency events occurring worldwide, standards and frameworks have been developed to support emergency recovery and response. For example, in Canada, the Incident Command System (ICS) is the widely accepted framework for structuring teams and communications when responding to emergency situations, and is used by all levels of government, industry, first responders, and others to support a coordinated response. It is important for the recreation sector to have a high level understanding of ICS, as it is the model local authorities would likely use to support incident response.

What is ICS and Why is it Important to the Recreation Sector?

ICS is based on 14 operating characteristics (e.g. unified command, information and intelligence management, incident facilities and locations, etc.) and a modular organizational structure.



The structure is designed around five major management activities, called Sections:

- Command Section - Sets objectives and priorities, has overall responsibility at the incident or event.
- Operations Section - Conducts tactical operations to carry out the plan, develops the tactical objectives, organization, and directs all resources.
- Planning Section - Develops the action plan to accomplish the objectives, collects and evaluates information. Maintains resource status.
- Logistics Section - Provides support to meet incident needs, provides resources and all other services needed to support the incident.
- Finance/Administration Section - Monitors costs related to incident, provides accounting, procurement, time recording, and cost analyses.

More information about ICS and emergency planning is available on the Alberta Emergency Management Agency website at www.aema.alberta.ca

Recreation fits within the Operations or Logistics Section of a local authorities' ICS structure, depending on how they organize it. It is important for recreation professionals to understand the structure of their local emergency organization and have a key contact in the relevant section during an emergency.

Recreation organizations can also apply the full ICS structure within their organization as they respond to an emergency, setting up their own unified command, as well as appropriate management sections.

Questions to consider

- Have any of your staff taken ICS or Basic Emergency Management training?
- Who/which positions should have ICS and/or Basic Emergency Management training?
- Who/which positions require more advanced training in Emergency Management?
- Do any of your staff have other Emergency Management training?

What are the Phases of an Emergency?

The following framework for the emergency lifecycle is based on recognized emergency management, response, and recovery standards[5]. These phases are widely used to guide emergency planning and to assess emergency responses.

Figure 1: Phases of the emergency lifecycle

The prevention and preparedness phases of the emergency lifecycle include ongoing efforts to mitigate the potential risks of an emergency situation and to prepare for responding to, and recovering from, a potential emergency. Response and recovery are time-bound phases tied to a specific emergency event. However, while emergency response may last a few days or months, it takes many years for a community to recover from a major emergency.

5. Standards referenced include the International Organization for Standardisation (ISO) 22320:2011 (Societal security – Emergency Management – Requirements for Incident Response Standard), Incident Command System (Canada), the Alberta Emergency Management Framework, the Alberta Provincial Recovery Framework; An Emergency Management Framework for Canada, and the Provincial Emergency Social Services Framework.

How does the Alberta Emergency Management Model Work?

The Emergency Management Act sets out the framework for emergency response in Alberta. Local authorities, including municipalities, First Nations reserves and Métis settlements, are responsible for managing the first response to an emergency event. The province is available to the local authority to help as requested. The coordination of the provincial response is led by the Alberta Emergency Management Agency through the Provincial Operations Centre, and is supported by Provincial Emergency Social Services.

The province can declare a State of Emergency at the provincial level to take over management of an emergency when needed (for example, if the emergency is impacting more than one municipality, or requires a high level of provincial coordination), but in most situations the local authority manages the emergency response. For most local authorities in Alberta, there is an emergency management department or team within the municipal government's organization responsible for planning and preparing for emergency situations. This includes completing a Municipal Emergency Plan, ensuring staff emergency and ICS training, holding emergency practice exercises and being prepared to operate the local Emergency Operations Centre (EOC).

The recreation sector ties into emergency management in Alberta in two key ways:

- At the provincial level, where Alberta Culture and Tourism's Recreation and Physical Activity Division works within the Alberta Emergency Management framework to support the Provincial Operations Centre and other province-wide initiatives to address needs in and after emergency situations; and
- At the municipal level, where the recreation sector can (1) support municipal plans to use facilities and staff to meet basic needs during response as part of emergency social services; and (2) provide recreation opportunities for those impacted by the emergency, through the response phase and well into recovery.

What are Provincial Emergency Social Services?

Emergency social services in Alberta are guided by the Provincial Emergency Social Services (PESS) Framework, published in 2016 by Community and Social Services (previously Alberta Human Services), in partnership with key stakeholders. Alberta's PESS defines Emergency Social Services (ESS) as "the supports that meet the basic essential needs of individuals, households and communities affected by emergencies." They are provided as part of response and recovery from emergencies.

Recreation has a role in each of the objectives and policies outlined in the PESS framework:

- Participating with local authorities in emergency planning
- As part of the local authority response as well as the network of ESS supports
- Contributing toward stability and self-reliance

The PESS framework sets out outcomes and guidelines for social services in emergency situations. The framework emphasizes the importance of providing emergency social services at the municipal level, with appropriate support from the province as requested. The PESS framework states a requirement for local authorities to include an Emergency Social Services plan as part of their emergency management planning. The framework also notes that during emergencies, local authorities are responsible for initiating contact and maintaining communications with ESS at the local level to coordinate service, which would include recreation sector representatives as appropriate. The PESS framework sets out the following objectives and policies for the phases of the emergency lifecycle:

Preparedness	**Objective:** Local authorities, provincial government organizations and other ESS partners are prepared to respond to emergencies that require ESS. Planning for ESS is integrated with the overall emergency management planning process for all partners. **Policy:** Local authorities, the Government of Alberta and other ESS partners should proactively address ESS as a core component of their overall emergency preparedness. The Government of Alberta will provide consistent and accessible information and resources to support ESS planning and preparedness.
Response	**Objective:** Local authorities are supported to maintain the lead for providing ESS. When a local authority exceeds its capacity to respond independently, they are able to quickly and consistently access a coordinated network of ESS supports. **Policy:** Consistent with Alberta's broader emergency management system, local authorities lead the response to emergencies, including ESS. When local resources are insufficient to meet needs, local authorities should activate agreements with ESS partners as appropriate.
Recovery	**Objective:** Individuals, households, and communities are enabled to transition toward a state of self- reliance and stability. Local authorities also experience planned and orderly transitions away from reliance on external services. Partners have a shared understanding of how ESS contributes to the recovery phase and how their roles and responsibility may change as the focus shifts from meeting immediate needs to supporting the transition toward stability and self-reliance. **Policy:** Recovery operations should begin alongside response. While response operations focus on dealing with the immediate needs of those affected, recovery operations look at long-term needs and the transition back to stability and self-reliance. ESS may support both response and recovery phases depending on the size and impact of the emergency. Local and provincial ESS organizations and personnel must work with the broader emergency management system and the community to plan services that facilitate a smooth transition to longer term supports.

How do Municipalities Fit into the Emergency Response Model?

When a municipality calls a local State of Emergency, the authority to deal with the emergency passes from the municipal mayor and council to the local Emergency Operations Centre (EOC). The EOC is staffed by the municipality according to the ICS framework and the municipal emergency plan. While the State of Emergency is in place, the EOC manages the response to the emergency, including addressing the incident itself (e.g. fire, flood, etc.), providing direction to the public, initiating social services, etc. It is the primary source of information and coordination in an emergency.

The EOC is supported by municipal departments and service providers, including the recreation sector, to meet the basic and psychosocial needs of people impacted by the emergency. For the recreation sector, a member of the EOC's Operations or Logistics Section should be the primary contact for information about the emergency, and for coordinating services.

How Does Recreation Fit into the Emergency Response Model?

Recreation is defined by the Framework for Recreation in Canada as the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

In the context of emergency response, the Psychosocial Centre of the International Federation of the Red Cross and Red Crescent Societies describes recreation and physical activity in its broadest possible sense to promote psychosocial well-being. Examples of activities include fitness, swimming, traditional and international games, relaxation techniques, martial arts, gymnastics, and dancing. Some sport and physical activities are organized; others are not. Some are competitive; others are played in teams or as individuals.

This guide is organized around four components of the recreation sector: facilities, programs and services, staff and volunteers, and partnerships.

Facilities

Recreation and sport infrastructure includes indoor spaces such as arenas, indoor pools, community centres and halls, cultural centres, and seniors and youth centres. Outdoor recreation spaces include parks, campgrounds, playing fields, play-structures, trails, outdoor pools, splash parks, waterfronts, outdoor courts and rinks, and golf courses.

All types of recreation infrastructure can play a role in emergency response and recovery. While recreation facilities such as indoor arenas, pools, community centres and halls are often used in emergency management plans as evacuation/reception centres or staging areas for first responders, other types of recreation infrastructure can also play a significant role through all stages of the emergency lifecycle. Parks and playgrounds for example can be community gathering spaces through the course of recovery.

Programs and Services

Recreation programs and services are designed opportunities for social, emotional, intellectual and physical development, through theme or skill focused recreational activities. The term "program" is a broad concept, including activities, events or services. These can be structured or unstructured, targeted or available to all; they may be a single activity such as a bike ride, or a class meeting over several weeks.

Appropriate recreation services can help communities prepare for emergencies by strengthening their community resilience, cope with emergencies while they are happening, and support recovery and community rebuilding.

Staff and Volunteers

Recreation staff can be paid staff, as well as volunteers or community groups, engaged in the recreation sector. Staff and volunteers are responsible for a wide range of activities including recreation programming, facility operations, and supporting overall coordination efforts.

Partnerships

The recreation sector is strengthened by partnerships among recreation organizations and between recreation organizations, municipalities, and others outside the sector. These partnerships may be formal or informal, encompassing specific activities or driving to common long-term outcomes.

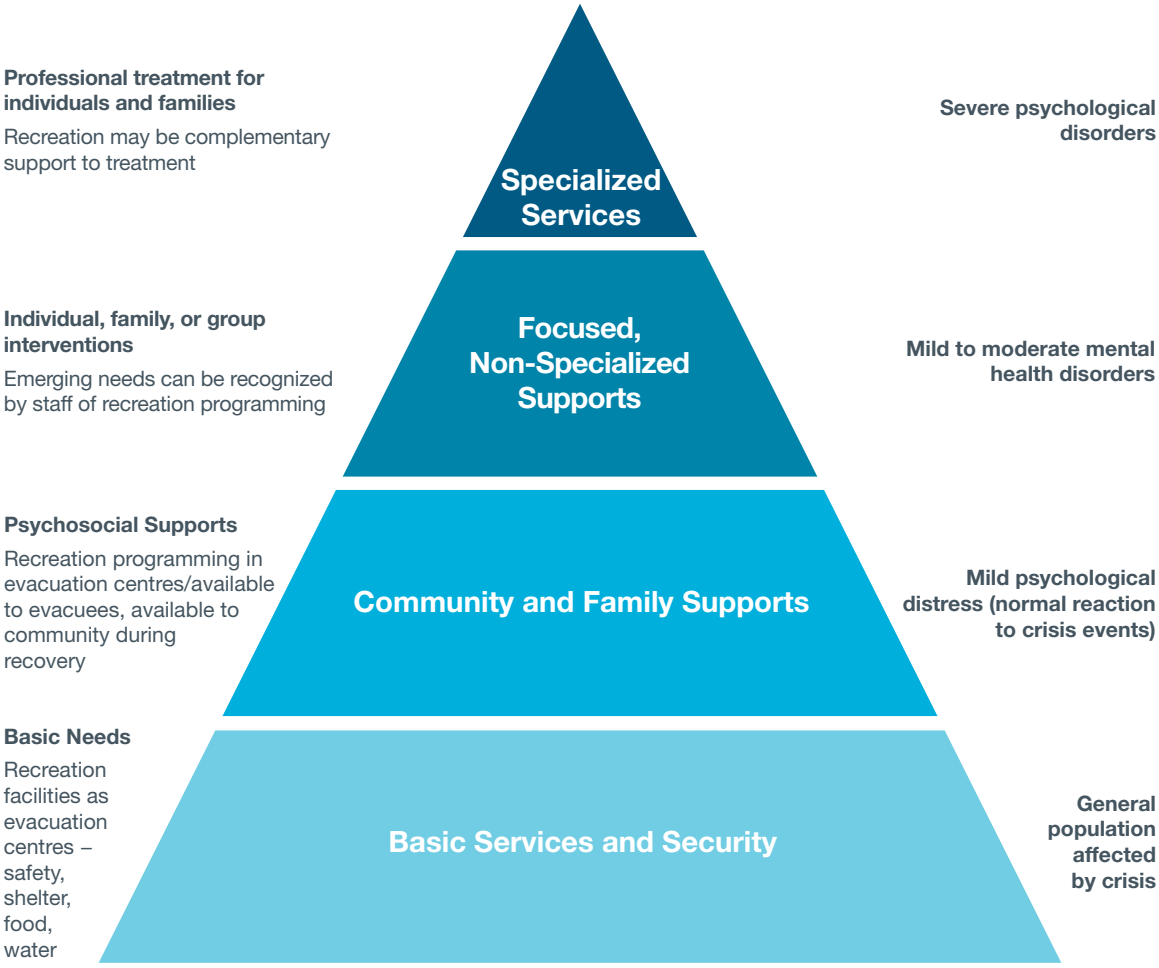
Questions to consider

- In your community, are recreation facilities and staff part of the overall emergency plan?
- Does your community's Emergency Social Services plan include recreation programming as part of preparation, response and/or recovery? If so, what is it?
- Are your staff aware of the potential roles or impact that they, their facilities and programs and services can have in an emergency?
- Are your partners and volunteers included in your Emergency Social Services planning? Do they understand what might be asked of them during an emergency?
- Do you have partnerships with organizations that extend beyond your community's borders?

What are Psychosocial Supports and What is Recreation's Role?

Psychosocial supports use community resources to rebuild coping capacities of individuals and families affected by disasters, enhancing their resilience, or inner strength, responsiveness, and flexibility in the face of high levels of stress and traumatic events. Evidence shows that recreation, sport and physical activity can help to support psychosocial wellbeing in times of hardship.

The work of the recreation sector strongly supports the psychosocial needs of those impacted by an emergency. This diagram, adapted from the International Federation Reference Centre for Psychosocial Support's *Handbook of psychosocial interventions*, illustrates how, within a layered system of complementary supports, recreation has a role to play at multiple levels. This guide is focused on the second layer where recreation can help meet psychosocial needs of individuals and families experiencing mild psychological distress resulting from the emergency situation they find themselves part of.



Adapted from the International Federation Reference Centre for Psychosocial Support's Handbook of psychosocial interventions (2009)

Questions to consider

- In your community is there a common understanding of how recreation can be a tool to enable psychosocial supports?
- In your organization/community, at which level(s) is recreation included in emergency plans?
- At which level(s) does your organization have the capacity to support?

2. GETTING STARTED

Guiding Principles

The first step in planning for recreation during and after an emergency is identifying guiding principles; no plan can cover every contingency and no amount of training can prepare staff and volunteers for every situation. Your guiding principles identify the values by which you will operate and provide direction in ambiguous or rapidly changing circumstances.

Below are examples of guiding principles to consider incorporating into your plan.

- **Safe** – Create safe and supportive environments for all those receiving services, particularly for children and youth.
- **Trauma Informed** – Utilize a trauma informed approach when working with people affected by the emergency and when setting up supports or programming[6].
- **Inclusive** – Consider the needs of those from different cultural backgrounds or potentially marginalized populations.
- **Flexible and Adaptive** – Consider how plans may need to change depending on the nature of the emergency, how needs change over time, and how different individuals and families will respond differently to their circumstances.
- **Outcome Driven** – Ensure the services provided are working toward achieving specific outcomes for those affected by the emergency.
- **Relevant** – Ensure the services provided are relevant both to the normal functions of the recreation organization/facility, but also to the specific needs of the community.
- **Coordinated and Collaborative** – Work closely with emergency management, service provider partners and neighbouring communities to provide coordinated services and make efficient use of resources.
- **Needs Based** – Consider the range of needs and expectations of individuals and families impacted differently by the emergency; from those impacted directly who may have lost their home, school and/or place of work, to those not directly impacted in any way.
- **Informative** – Consider the communication and information needs of those affected by the emergency and what must be in place to support recreation staff on the front lines of facilities and evacuation centres.

6. In trauma-informed care, the goal is to treat people in ways that create physical and emotional safety. It is about giving people choice and control over decisions that affect them so they can build feelings of control and empowerment. See Alberta Health Services' online course: What is Trauma Informed Care for more information.

The workbook includes a section for identifying the principles to guide the use of recreation in and after emergencies.

Questions to consider

- What principles currently guide your recreation services?
- What principles currently guide your emergency planning?
- Looking at your current guiding principles through an emergency response and recovery lens for recreation, what fits, what might be missing, what is not relevant?

Potential Roles for Recreation

Once you have identified your guiding principles, consider what roles your organization may be willing to take on, or are required to take on, as identified in your municipality's municipal emergency plan or regional emergency plans. Work with the department responsible for emergency planning in your municipality to participate in the planning as appropriate, and understand where your organization and assets (e.g. facilities) fit into that plan.

Depending on the emergency situation and the capacity of your organization, consider realistically what roles the recreation sector in your community or region can have in response and recovery. Also consider where you may need to reach out beyond your community, and where you can offer support to neighbouring communities. The tables below outline potential roles for the recreation sector and considerations for planning what roles to take on. A blank table is included in the workbook.

	Prevention and Mitigation	Preparedness	Response	Recovery
Facilities	Provide a gathering place for communities to build connections and resilience	Prepare facilities for potential emergency roles	Offer opportunities for active recreation to manage stress Shelter those impacted by an emergency in evacuation or reception centres Serve as a staging area or shelter for first responders Be a site for donation collection and management	Transition back to regular recreation roles, potential role as information or welcome centre as community stabilizes Provide gathering place for community to rebuild community connections

Considerations for providing recreation services:

How much physical space is anticipated to be available in an emergency, in addition to any planned sheltering or staging services?

If none, consider:

- Recreation that uses nearby outdoor space
- Partnering with other service providers
- Keeping focus on sheltering/staging services
- Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)

If some space is available, then consider:

- Recreation services that could be offered using the available space
- How safety and access for evacuees or first responders can be maintained when using the space as both a shelter/staging area and a recreation facility

	Prevention and Mitigation	Preparedness	Response	Recovery
Staff and Volunteers	Build understanding of recreation's role in community resilience	Train staff as appropriate in emergency response, ICS, psychosocial supports, child development, etc.	Staff and volunteers administer programs and services, manage facility, donations, etc. Staff often become familiar faces and contact points for community members/ evacuees. They must be equipped with the information and resources necessary to help people find the supports they need Support staff through relief, overtime, policies and procedures, mental health supports, etc.	Staff and volunteers administer programs and services, manage facility, etc. Support staff through relief, overtime, policies and procedures, mental health supports, etc.

Considerations for providing recreation services:

How much staff and volunteer capacity is anticipated to be available in an emergency, after the capacity required to support any planned sheltering or staging services? Consider staff and volunteers who need to recover from the disaster themselves and incorporate time and supports so they can take care of themselves and/or their families into your planning.

If none, then consider:

- Partnering with other service providers
- Keeping focus on sheltering/staging services
- Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)

If some, then consider staff training and experience to:

- Address trauma, and to provide appropriate psychosocial supports
- Work with children and youth
- Provide inclusive services

	Prevention and Mitigation	Preparedness	Response	Recovery
Programs and Services	Encourage participation in recreation activities and community connectedness to build community resilience	Participate in both local authority and organization/ facility level emergency planning	Provide evacuees supportive environments and opportunities for movement, exercise, being outside, etc. Encourage and provide recreation opportunities for responders Provide safe environments for children and youth impacted by the emergency, and provide development activities, child minding, etc. Encourage and provide opportunities to access mental health supports and psychosocial wellbeing, use trauma-informed approaches, etc. Facilitate inclusion, provide culturally sensitive supports, accurate information sharing, community connectedness, etc. Provide information about the emergency and available resources and services	Transition programs and services toward longer term recovery services Encourage and provide access to community events and gatherings Provide a psychosocial focus to recreation activities Encourage participation in recreation activities and community connectedness to build community resilience

	Prevention and Mitigation	Preparedness	Response	Recovery
Programs and Services	***Considerations for providing recreation services:*** If appropriate facility space and staff and volunteer capacity are in place, consider: • Municipal government planning and direction about emergency social services • Adapting the types of services normally provided, where appropriate • Available facilities, equipment and resources • Relevant staff training • The population groups that are most likely to require recreation services (e.g. children and families, immigrants and refugees, etc.) • Providing psychosocial supports • Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)			

	Prevention and Mitigation	Preparedness	Response	Recovery
Partnerships	Build partnerships with emergency management organizations, recreation and services providers, and other local authorities	Build partnerships with local authority emergency management organizations, other potential support organizations, and regional municipalities	Collaborate and coordinate with other service providers, orders of government and emergency management organizations	Work with local authority and other service providers to rebuild community connectedness and support individual wellbeing Build informal connections created during the response into more formal partnerships

Considerations for forming partnerships:

To support all of the above, consider partnering with other service providers to meet needs. In particular, potential partners could include:

- Other recreation organizations
- Children and youth support services
- Mental health services
- Community organizations and non-profits (e.g. donations management, Red Cross, organizations that serve vulnerable populations, etc.)
- Other municipalities in the region

This could be through informal arrangements or formalized mutual aid agreements.

Do you have formal agreements (e.g. mutual aid agreements or MOU's) with any of these organizations already in place and do they address the type of services and needed delivery levels? Consideration should be given to:

- Staffing
- Equipment
- Facilities
- Resourcing (including the potential for re-imbursement)

3. BUILDING A PLAN

Planning for recreation in emergency response and recovery does not need to be substantially different than planning for other recreation services. Setting outcomes and developing logic models help identify the outcomes you are hoping to achieve and how they might be achieved.

Setting Outcomes and Performance Measures

Outcomes and performance measures help to drive programs and to measure success. In this case, outcomes are the specific changes in recreation participants' behavior, knowledge, skills, status and level of functioning that you want to achieve. When planning for recreation programing in and after an emergency, consider all three levels of outcomes:

- **Short term outcomes** - Changes in individual awareness, knowledge, access.
- **Medium term outcomes** - Changes in individual behaviour, skills, state.
- **Long-term/societal outcomes** - Systemic changes.

National level goals such as those from the Framework for Recreation in Canada can provide guidance for planning even in the context of an emergency to local and regional recreation outcomes.

- Active Living: Foster active living through physical recreation.
- Inclusion and Access: Increase inclusion and access to recreation for populations that face constraints to participation.
- Connecting People and Nature: Help people connect to nature through recreation.
- Supportive Environments: Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.
- Recreation Capacity: Ensure the continued growth and sustainability of the recreation field.

The outcomes of a more active Alberta identify systemic long term changes for the recreation, sport and physical activity sectors in Alberta. They are:

- Active Albertans: More Albertans, are more active, more often.
- Active Communities: Alberta communities are more active, creative, safe and inclusive.
- Active Engagement: Albertans are engaged in activity and in their communities.
- Active Outdoors: Albertans are connected to nature and able to explore the outdoors.
- Active Coordinated System: All partners providing recreation, active living and sport opportunities to Albertans work together in a coordinated system.
- Pursuit of Excellence: Albertans have opportunities to achieve athletic excellence.

Examples of potential outcomes for the use of recreation in emergencies could include:

Example Short-term Outcomes	
Preparedness	Emergency management organizations are aware of the benefits of recreation in an emergency
Response	Individuals and families affected by the emergency: • have a safe place to sleep and live • are aware of the recreation opportunities available to them • are aware of the benefits of recreation to them and their community • have access to recreation facilities or outdoor space • have access to appropriate psychosocial and mental health supports Staff and volunteers • know how to operate within the emergency management context in Alberta • understand the benefits of the recreation to the community • have access to recreation opportunities to manage their psychosocial needs
Recovery	Individuals and families affected by the emergency: • are aware of the recreation opportunities available to them • are aware of the benefits of recreation to them and their community • have access to recreation facilities or outdoor space

Example Medium-term Outcomes	
Preparedness	Local emergency management organizations: • include recreation in their planning • collaborate with the recreation sector

Example Medium-term Outcomes	
Response	Individuals and families affected by the emergency: • feel safe and supported • participate in recreation activities • build relationships with others in their community • experience psychosocial and mental wellbeing Staff provide, and are provided, appropriate supports through recreation activities Recreation service delivery partners work together to meet needs effectively and efficiently
Recovery	Individuals and families affected by the emergency: • participate in recreation activities • build relationships with others in their community • experience psychosocial and mental wellbeing Staff provide appropriate supports through recreation activities Recreation opportunities return to pre-emergency service levels

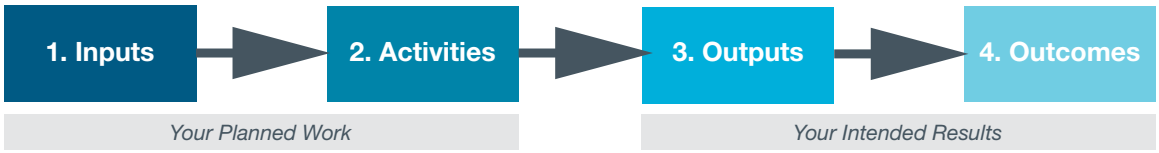
Example Long-term Outcomes	
Prevention and Recovery	Communities are resilient and experience psychosocial wellbeing Outcomes of an active Alberta • Alberta communities are more active, creative, safe and inclusive. • Albertans are engaged in activity and in their communities.
Response	PESS Framework related outcomes • ESS partners are more effective at collectively mitigating impacts of emergencies to victims within Alberta

It is important to note that while a recreation program may contribute to these outcomes, no single program or organization is solely responsible for the achievement of long-term and societal outcomes. Long-term, societal change, such as more resilient communities or recovery after a disaster, occurs through the combined efforts of organizations and governments across sectors. Identifying outcomes and performance measures can help to coordinate and guide the approach to such complex issues.

Logic Models

Logic models can be a useful tool to think through the types of recreation services that could be offered in an emergency and through recovery, and the potential impacts they could have. The W.K. Kellogg Foundation's Logic Model Development Guide defines logic models as a picture of how your organization does its work – the theory and assumptions underlying the program. A program logic model links outcomes (short- medium- and long-term) with program activities and the theoretical assumptions and principles of the program.

The standard components of a logic model include:



Inputs include the human, financial, organizational, technological, and community resources a program has available to direct toward doing the work. In the case of the recreation sector, this would also include facilities, equipment, outdoor spaces, etc.

Activities are what the program does with the resources. Activities are the processes, tools, events, and actions that are an intentional part of the program implementation. These interventions are used to bring about the intended program changes or results. In this case, activities would include the recreation services provided and are based on the roles identified starting on page 23.

Outputs are the direct products of program activities and may include types, levels and targets of services to be delivered by the program.

Outcomes are the specific changes in program participants' behavior, knowledge, skills, status and level of functioning. Short-term outcomes should be attainable within one to three years, while longer-term outcomes should be achievable within a four to six-year timeframe. The logical progression from short-term to long-term outcomes should be reflected in impact occurring within about seven to 10 years.

The process of mapping these components into a logic model can help organizations think about how their inputs contribute to their activities, and how their activities can drive at the outputs and outcomes they are hoping to achieve, in order to create a full picture of the program and the impact it can have. An example logic model is provided below and a logic model template is included in the workbook.

Inputs	Activities	Outputs	Outcomes
Facilities • Recreation centre • Outdoor space **Staff and Volunteers** • 2 facility staff • 5 program staff • 5 volunteers **Partnerships** • Municipal Emergency Management Department • Mental health organization **Funding** • $$ Funding dollars	**Response** Plan stress management, mental health and psychosocial activities. For example, plan yoga classes and walking groups and use psychosocial principles and trauma-informed approaches in planning. Schedule yoga classes and walking groups and communicate schedule to potential participants. Hold yoga classes and walking groups. Partner with mental health provider to bring in counsellors for those impacted by the disaster.	Yoga classes Walking groups Counselling sessions	Individuals and families affected by the emergency: • are aware of the potential benefits of recreation • are aware of the recreation opportunities available to them • have access to recreation facilities or outdoor space Individuals and families affected by the emergency: • feel safe and supported • participate in recreation activities • experience psychosocial and mental wellbeing All Albertans, no matter their abilities, age or circumstances, have the opportunity to participate in a wide range of activities in many different settings. Albertans are connected to nature and able to explore the outdoors.

Using Performance Measures

Once your intended program outcomes have been identified, it is time to think about how they can be measured. There are several kind of measures, often called performance measures, which can be used to understand the extent to which a program is having the desired impact. These can include:

- **Outputs** – Generally calculated in numbers, outputs include the number of programs offered, attendance rates, etc. Outputs are important to paint a picture of a program, but they indicate what work was done, not what the impact of that work was.
- **Client satisfaction** – Client satisfaction is an important measure of how effectively individuals feel they are being served, but it also does not show the impact the program has had on the individual/community.
- **Knowledge** – Performance measures can test or ask about what a client is aware of or knows, and are useful for measuring short-term outcomes and for illustrating changes over time.
- **Impact** – Measures of impact show how the program has influenced individuals or communities, and do more to show how outcomes have been achieved.

Information about these measures can be collected through several data sources, including organizational usage statistics, publically available data, participant surveys, face to face participant interviews, participant focus groups, etc. However, given the limited resources and competing priorities of most recreation organizations, usage data, publicly available data, and participant surveys are an efficient and effective way of gathering performance information.

Indicators are intended to be concise statements that point to the information that you need to gather in order to measure performance. Outcomes, indicators, and data sources can be mapped together into a framework to show how they link together. The following table provides an example of a performance measurement framework. Data sources should make as much use as possible of information that is already being collected. A blank table is included in the workbook to help in developing a performance management framework for the use of recreation in an emergency.

	Example Performance Measurement Framework			
	Outcome	Indicator	Data Source	
			Outputs	Qualitative data
Short-term outcomes	Individuals affected by the emergency are aware of the recreation opportunities available to them	• Participants self-report awareness of available recreation opportunities • Coordinated information source for recreation opportunities provided	• Marketing activities conducted • Communication releases, social media and events	Participant survey
	Individuals affected by the emergency are aware of the benefits of recreation to them and their community in and after an emergency	• Participants self-report awareness of benefits to recreation in an emergency • Participants self-report awareness of benefits to recreation in community recovery • Examples of benefits to participants	• Marketing activities conducted	Participant survey
	Staff are prepared to support impacted citizens during and after an emergency	• Staff participation in emergency training	• Training activities conducted	Staff perception of training effectiveness

	Example Performance Measurement Framework			
	Outcome	Indicator	Data Source	
			Outputs	Qualitative data
Medium-term outcomes	Individuals affected by the emergency participate in recreation activities	• Participation in recreation activities (self-report or attendance records) • Participants self-report satisfaction with recreation activities • Availability of parks and recreation facilities	• Recreation usage statistics (facility and program administration data) • Marketing activities conducted • Status of parks following an emergency • Status of recreation facilities following an emergency	Participant survey
	Individuals affected by the emergency build relationships with others in their community	• Participants self-report building relationships with others in the community • Examples of community relationships built through recreation	• Community events held	Participant survey

	Example Performance Measurement Framework			
	Outcome	Indicator	Data Source	
			Outputs	Qualitative data
Medium-term outcomes	Individuals affected by the emergency experience psychosocial and mental wellbeing	• Participants self-report psychosocial wellbeing • Mental health support usage numbers decrease over time • Participation in recreation activities increases over time	• Mental health clinic and ER visit statistics	Participant survey
	Staff and volunteers supporting those impacted by the emergency experience psychosocial and mental wellbeing	• Staff and volunteers self-report psychosocial wellbeing • Mental health support usage	• Secondary trauma mitigation and support activities	

	Example Performance Measurement Framework			
	Outcome	Indicator	Data Source	
			Outputs	Qualitative data
Long-term outcomes	Members of our community experience psychosocial wellbeing	• Participation in recreation activities increases over time • Participants self-report psychosocial wellbeing	• Recreation statistics (facility and program administration data) • Mental health statistics	Resident survey
	Communities are resilient	• Participants self-report community connections • Mental health support usage numbers decrease over time • Participation in recreation activities increases over time	• Recreation statistics (facility and program administration data) • Mental health statistics	Resident survey

Performance measures can be gathered and compiled into a report and compared against outcomes to determine the extent to which outcomes have been met. They can be used to show changes over time when data is compared to data from previous months or years. In the case of community recovery, they can show milestones or markers over the process of recovery, which can take months and even years. They can also be used to illustrate the success of the program(s) to funders, government, and participants. Information on performance measures and outcomes can inform recreation planning for the future as your community revises and refines its emergency management plans.

4. CONSIDERATIONS FOR FACILITIES

How Might Facilities Be Used?

Recreation facilities have long been integral components of emergency management plans to provide shelter and other basic needs. As you build your plan consider what types of uses may be required of your facilities and what how those different uses change what will be needed.

When responding to an emergency, recreation facilities can become:

- Staging areas for responders, providing shelter, food services, recreation and other supports for those working to manage the emergency event
- Evacuation centres, providing shelter, food services, pet care, and other living accommodations for people displaced by a disaster event
- Reception centres, acting as a hub where information, resources, and emergency social services are available

Donations Management

Though collection and distribution of donated items is part of the overall emergency management process and not necessarily recreation's role, recreation personnel and facility operators across the province have noted that donations management can pull staff resources away from other duties. Without information to the contrary, people will bring (or send) items to donate to evacuation centres or reception centres.

Work with emergency planners to identify who will be responsible for donations management, what space is available for sorting, storage and distribution, and how information will be communicated to people wishing to make a donation.

Over the course of community recovery, recreation facilities can be:

- Welcome centres for people returning to their communities
- Community hubs where people can access information and resources, and reconnect with others impacted by the disaster
- A place to begin to return to normalcy and eventually, regular recreation services

Inventory Facilities, Space and Resources for Going Beyond Basic Services

Having an inventory of space and resources will help to get your facility set up to respond to an emergency quickly and efficiently. Knowing what space and resources are available can also help communities recognize where there are opportunities to provide recreation supports for affected individuals and families during a disaster, and where it isn't going to be possible. With this information, recreation providers can seek out alternatives and partnerships where there are identified gaps in their ability to provide recreation opportunities.

When planning for providing recreation services at an evacuation centre or shelter, other questions to consider include:

- Is there a way to organize the accommodation arrangements so that part of the space can still function for recreation? For example, if there are arenas and gymnasium space, can people be accommodated in the arenas and so that the gymnasium is open for recreation programming for the evacuees?
- Are there recreation spaces that can be set aside specifically for children and youth?
- Are there outdoor spaces in your community that people could use if the weather is good? Are there walking trails, parks, or playgrounds near the facility identified as evacuation centres?
- Consider if and when the facility can be open to offer regular services to your community while also operating as an evacuation centre. Think about access, safety and staffing levels when determining whether or not to operate both.

At the 2017 Alberta Association of Recreation Facilities Personnel Conference, presenters described transforming their recreation facility from regular day to day operations and offerings into an evacuation and reception centre to deliver basic services. Learning from their experience of setting up and then operating as a shelter and reception centre, they suggest the following questions for recreation facility operators to consider:

- Do you know what facilities are listed in your emergency management plan (yours and your neighbouring communities)?
- Do your neighbouring communities have your facilities listed in their plan?
- Can you support lodging and mass food service?
- What is the best layout to support hosting evacuees at your facility?
- How many people can you support at your facility?
- How long can your current staff operate 24 hours a day?
- Do you have a list of vendors to support the materials and goods you would need in an emergency response?

Scaling Up and Scaling Down

Emergency planning involves considering how to transform a recreation facility into a reception centre or evacuation centre, and scale up the services required depending on the circumstances (see the Resources section for an example of Operational Guidelines for an evacuation centre). However, few plans give as much consideration to scaling back down and transitioning back to regular services, hours, staffing levels, etc.

Consider including recreation when preparing supplies for basic needs. For example, in addition to cots and blankets, include games, books, sports equipment etc. Consider a variety of toys for all ages (from infants to youth) as well as items of interest for adults, families and seniors. This could even include providing athletic clothing, such as runners or swimsuits, or having partners able to provide these articles quickly as many people won't have these items packed with them.

A local recreation centre serves a large town as well as residents from the surrounding region. The centre includes arenas, a gymnasium, an aquatic centre, a fitness centre and a large multipurpose room. When called upon to accommodate residents evacuated from a nearby town, the recreation centre had a plan in place and was able to divide the spaces between basic needs and recreation opportunities. Sleeping areas, meals and other emergency social services were placed in the arenas and multipurpose room while the gymnasium was designated for recreation purposes. A third area was set aside as a children's play space. Staff also made sure that evacuees were aware of outdoor recreation spaces such as a nearby park and playground.

By designating areas for recreation in the planning and preparation processes recreation opportunities for evacuees were integrated into the operation of the facility as an evacuation centre.

After the immediate need for emergency shelter in the first few days of an evacuation, many people find alternative accommodation arrangements, for example they may stay with family or friends nearby. The need for recreation supports does not disappear once they have moved out of the temporary shelters. Consider how you might continue to offer recreation opportunities as people disperse into the community.

Best Practices to Create Safe Shelters

There are comprehensive resources and guidelines for establishing safe and supportive shelters for people who have been displaced from their homes. As recreation facility operators, this is an important component of emergency planning, however this guide is more focused on planning for recreation beyond providing shelter and other basic needs. For guidelines on responsibilities, space requirements, sanitation standards, equipment, etc. needed for providing emergency shelter, the Public Health Agency of Canada's website has resources including the:

- Emergency Lodging Service Manual

For additional information, these two guides may be particularly useful:

- The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters
- Protecting Children in Disasters: A guide for parks and recreation professionals

In essence, facilities must meet basic human needs such as sanitation, water, food, electrical power and communications (as much as possible), and medical support. They must also ensure

safety and security for all individuals, families, staff and volunteers. Because evacuated individuals can be diverse, it is important to plan shelter arrangements that meet specialized needs (e.g. language barriers, dietary restrictions, cultural norms). In some cases, it may be inappropriate to house individuals with special needs with the general evacuated populations in your facility. Those individuals could include nursing home residents, persons with physical disabilities or mobility limitations, those with mental health concerns and individuals with legal restrictive status, such as those with restraining orders against them. Alternative accommodations for such individuals should be identified in the overall emergency planning process of your municipality (e.g. the municipal emergency management plan).

Simple, low-cost and no-cost strategies in the design and location of emergency evacuation centres have been found to dramatically improve the safety and well-being of children and adults who utilize them. Although these sites are temporary, addressing and improving residents' quality of life is important.

Save the Children's *Protecting Children in Disasters: A Guide for Parks and Recreation Professionals* recommends the following for shelter dormitory design:

- Designate a clearly delineated physical area where children can play and interact with other children. It is required that the space be supervised by two or more trained, background-checked adults. * Ensure that children of all abilities can use the space.
- When the area for children is located in the dormitory area, surround the designated area for children by a family sleeping area, then by single women, then single men, and then others with more extensive needs.
- To minimize the risk to young children and infants, who may be sleep walkers and/or at risk of Sudden Infant Death Syndrome, provide age-appropriate sleeping items such as portable cribs.

**In Alberta, few children's play areas have been set up as child care spaces. Instead, parents have been required to stay with their children in, or near, the play area. If your emergency plan includes staff-supervised child care at the evacuation centre, carefully consider questions such as who can pick children up from the play area, and how staff will verify their identity. These are questions any recreation or child care program must manage, but given the disruption of an evacuation centre, be sure to incorporate them into your planning up front.*

Communications

With regards to facilities, communication should be focused on what services and supports are available, and where and when people can access them. Consider what mechanisms will be useful to identify which facilities or areas of a facility are being used for different purposes. For example, what signage might be required if a gymnasium is closed to the public because it is the sleeping area for evacuees but a nearby arena is open as a donations management area?

Communication planning around facilities could also include consideration for where best to locate information resources on recreation opportunities.

5. CONSIDERATIONS FOR STAFF AND VOLUNTEERS

Staffing Models

When determining how staff and volunteers can be used during an emergency, there are several considerations:

- Whether staff with specific training, backgrounds, or skill sets will be brought in for specific roles
- Ensuring enough staff to appropriately rotate to make sure all staff have appropriate breaks and rest
- Lending staff to partner organizations or borrowing staff from partner organizations

In response to a nearby emergency situation, a large multi-surface recreation facility was closed to the public and set up as a staging area for the response. Because it had been closed to the public, no frontline staff were part of the team that stayed to keep the facility operational. Many of the amenities were made available to first responders in between shifts and they ended up using the pools and hot tubs for a chance to relax or get some exercise. Depending on how your facility is being used, and ensuring staff and user safety, consider what roles may be required, such as lifeguards if people are using the aquatics area.

A note about staffing through recovery: Communities that have been severely impacted by a disaster event, like Slave Lake and Fort McMurray, have found that a significant proportion of their recreation staff chose not to return to work and have seen higher staff turnover rates, particularly in the first one to three years. Planning, preparation and resiliency-building prior to an event may help mitigate these effects, however it is likely any community significantly impacted by a disaster will face these challenges.

Staff and Volunteer Policies and Procedures

Staff policies and procedures should consider the following to address all phases of the emergency lifecycle:

- Ensuring appropriate mental health supports for staff during and after an emergency
- Training requirements and processes
- Understanding the of role of recreation in building community resilience and psychosocial wellness, before, during and after an emergency situation

- Understanding of staff roles in implementing the emergency plan and in supporting recovery
- Understanding the emergency management context
- Ensuring appropriate space and regular relief for staff to ensure they are supported and do not suffer from burn out, given that staff take on new, demanding roles in highly stressful circumstances
- Addressing overtime and other human resources impacts during an emergency
- Communicating to staff in emergencies

Staff and Volunteer Mental Health

Emergency mental health policy should focus on ensuring the appropriate supports are in place to identify and address staff mental health concerns during and after an emergency. The policy and supporting strategies should be focused around the specific mental health needs likely to be a problem during and following an emergency, particularly secondary trauma. Mental health policies can address prevention, identification and support for secondary trauma and other mental health challenges.

There are several Alberta-based, online resources for learning about secondary trauma and how to prevent it and to support those impacted, including through PolicyWise for Children and Families and Alberta Community and Social Services.

Alberta Health Services also provides guidelines on developing mental health policy, which could be adapted to plan for an emergency situation.

Training for Staff and Volunteers

To support the implementation of the emergency plan and the provision of appropriate support services, staff training will need to be considered. Depending on the intended roles, training topics for staff could include:

- Emergency management and use of emergency plans
- Staff roles and decision making authorities in an emergency
- Management training to cover off for operational staff
- Psychosocial supports
- Trauma sensitivity and trauma-informed care
- Child and youth development
- Secondary trauma
- Cultural sensitivity and inclusion of vulnerable populations (e.g. cultural sensitivity, non-violent crisis intervention, LGBTQ sensitivity, etc.)

The Alberta Emergency Management Agency (AEMA) provides access to online training courses on basic emergency management, emergency training exercise design, ICS 100, and emergency social services. Information on these courses can be found on the AEMA website.

The National Child Traumatic Stress Network and World Health Organization offer information and resources about psychosocial support for individuals and families impacted by an emergency, including:

- **Psychological First Aid** – an evidence-informed approach for assisting children, adolescents, adults, and families in the aftermath of disaster and terrorism. Psychological First Aid is used during the response phase.
- **Skills for Psychological Recovery (SPR)** – an evidence-informed modular intervention that aims to help survivors gain skills to manage distress and cope with post-emergency stress and adversity. SPR is appropriate to use in the recovery phase by mental health professionals and other emergency recovery workers.

Links to additional information about Psychological First Aid and Skills for Psychological Recovery are included in the resource section.

In one municipality, Family and Community Support Services (FCSS) staff were identified as the lead group to set up and operate the reception centre at the local recreation centre. Their expertise in community supports and services enabled them to quickly identify and provide Emergency Social Services to evacuees. However, they did not have the training or knowledge to operate the facility and evacuees required shelter over many days. The situation was quickly addressed by bringing recreation facility operators back onto the core team operating the evacuation centre. Going forward, the emergency plan includes integrating FCSS and recreation staff to form the evacuation centre team. Ideally, each group will have at least basic training in the other's area of expertise in order to further connect the work.

Training does not necessarily need to be accredited or formalized. Working together as a team to read through, understand, and discuss application of appropriate best practices or lessons learned from previous emergencies can also be a form of staff training. The mental health online sessions noted above are also useful and important training opportunities.

Additional training considerations should include:

- Funding available for training, and eligibility requirements for use of training funds
- Management responsibility for ensuring staff participate in appropriate training
- Requirements for staff to participate in training, including mandatory vs optional training, timing, incentives, etc.
- Training requirements for staff vs. volunteers

Training requirements and options should be documented in the emergency policies and procedures.

In one larger urban centre, the municipality has focused staff training on general skill sets for emergency management (e.g., ICS) and their guiding principles for delivering recreation to evacuees impacted by an emergency rather than role specific knowledge. This helps address the risk of staff burn out by preparing a larger pool of staff to fill a variety of roles. It also helps to address the need for adaptability and flexibility in challenging and quickly changing circumstances. They found that, "no matter what you think you'll be doing, you'll end up doing something else," and staff needed clear guiding principles and a broad base of skills to manage the situation.

Communications

The communications plan could include:

- Responsibility for communications during an emergency – identify which role has primary responsibility for communications and which roles cover for the primary role
- Communication procedures – detail procedures, which could include issuing an initial emergency alert, providing regular updates, communicating expectations to staff, obtaining information about staff location and wellbeing, providing direction on programs and services, ending the emergency, etc.
- Mechanisms for communicating with staff – consider the most appropriate mechanisms for communicating with staff, including phone, text, email, intranet, etc. It is likely better to choose more than one mechanism of communication, and is important to clearly communicate to staff what to expect prior to an emergency
- Recreation staff are often looked to for information by those impacted by an emergency, or those wondering why regular services have been disrupted. Equipped with information on where people can go to get updates or find more information, staff can become valuable communications resources throughout response and recovery. However, if staff are not equipped with good information and supports, this role can lead to additional stress and increase the potential for miscommunication
- Staff emergency contact information – keep an updated list of staff contact information based on the selected communication mechanisms
- Approval processes – make processes for developing and approving key messages as efficient as possible
- Preparatory pre-approved messaging – develop messaging that recreation staff could utilize for rapid communications
- Links to external – identify external stakeholders and/or partners and document how the organization will communicate with them. These may include the Emergency Management Department or Emergency Operations Centre, Emergency Social Service partners and other community supports
- It is better to communicate early and often so response organizations are already aware of the potential for needs of your community and provides supporters preparation and lead time should it be needed

6. CONSIDERATIONS FOR RECREATION PROGRAMS AND SERVICES

Scope of Services

The scope of recreation services that could be provided before, during, and after an emergency is broad. Careful consideration will be needed about your organizational capacity to take on recreation roles in addition to any essential emergency service roles already being provided, such as sheltering or serving as a staging area. The intent is not for you to take on more than is reasonable or appropriate given your organizational capacity.

For ideas on different activities, the Moving Together guide offers descriptions, rules, adaptations, and reflection points for psychosocial awareness for nearly 30 different activities.

Some activities are more labour intensive, while others are more straightforward to implement. Some can make use of courts, gyms, pools and/or equipment, or can be done without additional resources. Consider what could be reasonably managed given staff and facility capacity in an emergency situation. It is also useful to consider potential partnerships for providing recreation services when your own staff and facilities are helping to provide essential services and basic needs.

If evacuees are being sheltered in other facilities such as post-secondary dorms, camps or campgrounds, consider what types of services might be provided. In some cases, recreation workers may come in and provide programming on site or, services such as transportation might be provided so that people can access programming away from where they are being housed.

Several new communities in a medium sized town were evacuated to a recreation centre on the opposite side of town in response to an emergency situation. The demographics of these communities were primarily families with school aged children.

At the evacuation centre, staff arranged a wide range of recreation services for all ages. The multiuse room was set up with games and equipment for children under 12 years old while the gymnasium was opened for youth and set up with equipment for basketball and ball hockey.

Because the facility was operating 24 hours a day, volunteers were recruited to help run community programs later in the evenings. This enabled parents and older youth to access recreation opportunities even later at night. Consideration was also given to having the recreation spaces open as early as 4:00am for volunteers or first responders who were working a variety of shifts due to the 24hour operations of the emergency response.

Over time, programs and services can change to meet the evolving needs of the community, or as your organization winds down from providing essential emergency services, freeing up additional recreation capacity.

Approaches and Types of Services

Inclusive Services

It is important that everyone – men, women, children, youth, older people, persons with disabilities and the socially marginalized – are able to play and participate in sport and physical activities. Beyond reducing barriers for these populations, opportunities for active participation can be enhanced by working with those impacted by the disaster to identify and adapt recreation programming to ensure sensitivity to their different needs and circumstances. Individuals and families may all respond differently to dealing with the challenges of an emergency situation. Inclusive services need not be complicated to have impact.

Questions to consider

- What are the demographics of your community? (Average age, languages, education levels, average income, etc.)
- What are the demographics of neighbouring communities? Are there communities in your region with more diverse populations, or older demographics?
- What barriers are preventing people in your community from participating in recreation? (cost, time, location, etc.)
- How can you plan to work with those you host to provide appropriate and engaging recreation supports?
- How might recreation programs and services change over the course of response and recovery?

When planning recreation services during longer term recovery, consider who may already be marginalized, at risk or face barriers to participation, and who may face new challenges to participating. Are there additional wrap-around services that could help?

A note about financial barriers and subsidized services: Disasters can have serious economic impacts on individuals and families, and time-limited subsidies and low or no cost services can help to reduce financial barriers to participation. However, providing free or

In one town where all residents were affected in one way or another by a disaster situation, recreation staff partnered with other local agencies to host regular community dinners over the course of several months. Dinners were free and residents could drop in as they chose. In addition to the meal activities, like crafts or games, were available through the evenings. These dinners helped to reduce social isolation by providing a way for residents to begin to reconnect with their community.

subsidized recreation services can establish unrealistic community expectations, particularly when there is a lack of clarity around why free and low-cost opportunities have been available over the longer term, where the funding came from, and how long it will be in place. Consider which services to provide at low or no cost, the time frames to provide them, and the potential for a phased approach to restoring normal fee structures. Also consider how you will communicate the information above to manage expectations in both the short and long-term. In addition, you might communicate which programs have benefited from community recovery funding.

A staged approach to subsidizing community recreation services could involve:

Year 1: Many, if not all, programs and drop in activities are provided free of charge to all residents, or to residents most severely impacted.

Year 2: Programs and activities are no longer free of charge, but remain significantly subsidized for all residents, or to residents most severely impacted.

Year 3: Return to regular fee structure for recreation programs and activities, as well as a return to the pre-disaster subsidy program for low-income residents.

Child and Youth Friendly Services

Children and youth are especially vulnerable during disaster events. In addition, children process trauma differently than adults and need extra reassurance that they are safe. A disaster can leave children feeling scared, insecure, sad and angry. It is normal for children to show some changes in their behaviour, thoughts and feelings during and after such events. The Canadian Red Cross' Guide to Wildfire Recovery for Parents and Caregivers describes the common reactions children and youth may have to an emergency situation, and how best to support them.

As children participate in your programs, you may notice changes in their behaviour or emotional expression; they may have difficulty separating from their parents or guardians, they may be more aggressive or withdrawn, or they may tend to cry or become upset easily.

UNICEF's Guide for Developing Child Friendly Spaces recommends that children engage in activities that they know to further provide a sense of familiarity and that, as much as possible, programs are structured to create a sense of normalcy and routine.

In a community that had been affected by wildfires the previous spring, a children's indoor soccer practice was taking place when the facility fire alarm sounded. While the incident was a false alarm, many of the children became extremely upset, remembering back to when they had last heard an alarm and had been evacuated because of the wildfires. Over the course of recovery, be aware that these types of reactions can occur and consider what might be done to support the children in your programs.

It is worth noting that often more supports and programs are put in place for young children than youth. Adolescents may be strongly affected by natural disasters and even indirect exposure through media coverage and social media may challenge their coping skills. Though teenagers might behave as if they are invulnerable, they can be scared, confused, worried and in need of support. Consider how you might balance programs and service offerings to meet the needs of different age groups.

> Recreation programs can be a tangible source of normalcy and hope for children and adults whose lives have been uprooted. From Saturday soccer to afterschool programs, parks and recreation agencies provide families, children and staff with a stable, familiar environment around which to center and organize life.
>
> The routine and regular contact with leaders, coaches and friends helps children re-establish a sense of safety and security. Parks and recreation professionals' dedication, compassion and skills are needed most following a disaster.
>
> ~ Protecting Children in Disasters: A Guide for Parks and Recreation Professionals, Save the Children

Psychosocial Supports

The types of sport and physical activities that are used in psychosocial responses to crisis must be carefully considered and matched to the needs and circumstances of those affected by the disaster. For example, in a community impacted by severe flooding, going swimming may shift from what was once a positive activity to one that reminds people of the possible dangers and destructive potential of water.

Some activities encourage excitement or promote certain physical abilities. Other activities focus on relaxation, trust-building, connectedness, communication or collaboration. They also help to develop psychosocial skills that can lead to better management of stress, emotions, and social relations. They can be powerful vehicles for bringing people together in relaxed, enjoyable settings, and provide a helpful way of handling stress reactions following crises.

It is important that the chosen games are both inclusive and carried out in ways that make all participants feel comfortable and secure. Facilitators of sport and physical activities, especially when used in psychosocial support interventions, must take care to adapt activities so that they are inclusive and allow all participants to improve their wellbeing. In this context it is often very helpful to ensure that movement is the main aim of the activity, rather than winning or losing a game. Personal progress is the focus and positive feedback is the basis for success.

To further explore recreation and psychosocial supports, refer to the International Federation of Red Cross and Red Crescent Societies' Moving Together: Promoting psychosocial wellbeing through sport and physical activity.

Communications

Clear, coordinated communication with those looking for recreation opportunities is important to reduce information overload for people already in challenging circumstances and help them access what is available. Consider how best to provide information about:

- Informal opportunities such as nearby playgrounds, parks or walking trails
- On-site programming or services in evacuation centres, such as a children's play area or a schedule of games and activities for youth in the gym
- Free entry to local facilities and/or amenities, such as leisure centres, pools or arenas
- Additional supports that are available, such as swimsuits for families who want to go to the pool

People will be in unfamiliar places and may not have access to their usual sources of information (phone plans only cover so much data and there will be other priorities for information). Make information as quickly and easily accessible online as possible and consider having hard copies of information at evacuation centres, or even designating a staff member onsite to reach out and provide the information.

When planning for communication, it is also important to communicate with regular clients and/or participants. Those not directly impacted by an event may not fully understand the resources required to support and shelter evacuees and wonder why regular service levels have been impacted. Regular channels of communication, such as a program or facility webpage, can be used to provide information on closures, timelines, etc.

In recent emergency situations recreation providers across the province have generously opened up their facilities and programs to evacuees. With so many different opportunities being offered people have commented on information overload and the need for a central, coordinated hub of information.

Rather than creating new sites or information sources, consider how information about your recreation programs and services can be made available or coordinated with existing communication mechanisms for the overall emergency response.

As communities move into recovery, consider how to communicate information on specialized programming to support community stabilization and recovery, such as day camps for children who have been directly impacted or community dinners to help neighbours reconnect. Are there social media pages created during the evacuation which could be used to advise people of these new programs or services?

At the same time consider a longer term communications plan to manage expectations and help residents understand the services available through recovery programs, such free or subsidized recreation programming, and the return to regular fee structures.

7. CONSIDERATIONS FOR PARTNERSHIPS

Potential Partners

Building and sustaining partnerships is a strength of the recreation sector and strong partnerships can help facilitate a coordinated response from the sector. As you plan for recreation in emergency response and recovery, start by looking at your existing partnerships through the lens of emergency management.

- Who else may be a potential partner in an emergency?
- Are there local organizations that can provide recreation resources and services when your capacity is being used to provide shelter and other basic needs?
- Are there organizations or municipal departments who have the expertise to provide basic needs and other psychosocial supports so that your staff can utilize their expertise in providing recreation programming?

Potential partners could include:

- Non-government recreation service providers
- Local social service agencies
- Other municipal departments (e.g. Family and Community Support Services)
- School divisions
- Post-secondary institutions
- Funding partners
- Neighbouring municipalities and First Nations communities

The workbook includes an External Partner Information form as an example of the types of information to collect regarding partners' capacity and resources.

If there is a possibility in your community that evacuees will be housed in places that are not your recreation facilities, such as camps or post-secondary dorms, consider what a partnership might look like with those organizations. Identify the organizational positions (rather than individuals) that will be the lead contact for all partners.

Partnership Readiness Checklist

In preparing to partner with other service provider organizations, there are several key factors that should be considered:

- Rationale for the partnership
- Internal knowledge, attitudes and skills
- Scope alignment with potential partner(s) – where are the gaps and overlaps
- Scope of potential partnership and how roles and responsibilities will be divided
- Development of an agreement template

The workbook provides an example readiness assessment checklist.

Neighbouring Municipalities

Municipalities in Alberta are encouraged to establish regional Mutual Emergency Aid Agreements. These agreements include Emergency Services such as firefighting or rescue operations and enhance emergency response capabilities by allowing for sharing of resources such as personnel and equipment.

Recreation services do not generally fall within Mutual Emergency Aid Agreements, however recreation facilities, staff, and services in neighboring municipalities can be, and have been, essential supports when Alberta communities have faced disaster situations.

Consider what type of agreements are in place between your municipality and others. Work together to understand what capacity they have to support you and what you might be able to spare if they need support.

Communications

Clear, timely communications, particularly in emergency situations, will be important to successful partnerships. Partners should clearly establish:

- Which roles will serve as the key contacts within each organization
- How often communications (including standing meetings and updates) will be held in normal situations and in emergency situations
- Mechanisms that will be used to communicate during an emergency

This could be documented as part of a Partnership Agreement or even a Mutual Emergency Aid Agreement.

8. RECREATION OVER THE COURSE OF RECOVERY

In communities directly impacted by a large scale emergency event, recovery can be a long term process. While the communities that hosted evacuees deactivate their emergency shelters and return to normal operations, those returning home likely face continuing challenges and need ongoing support. Recovery is not a linear process, nor does it occur uniformly for the individuals, families or communities impacted. That being said, for your planning purposes, there can be two broad phases to recovery services:

- **Stabilization** – includes the processes of cleaning up from the emergency, stabilizing infrastructure and recreation organizations, and planning for and supporting residents upon re-entry.
- **Community recovery** – can take several years depending on the impact of the emergency. While recreation services will begin to return to normal during the recovery phase, recreation can also be focused on community events and psychosocial supports to contribute to recovery efforts.

As much as possible, recovery planning should take place during the emergency so that there can be a smooth transition to stabilization and then community recovery. It is important to identify stabilization and community recovery leaders and partners, as they will not always be the same as the leaders and partners as in the response phase.

Stabilization

There are two broad roles for the recreation sector during stabilization:

- Continue to provide recreation services to those impacted by the emergency until they have returned to their homes.
- Stabilize affected recreation infrastructure (whether it was impacted by the emergency itself or from providing services to evacuees) to transition to long-term recovery services.

The transition from stabilization to community recovery will occur over time and be different for different organizations and communities.

Community Recovery

Community need for recovery recreation services will depend on the length and intensity of the emergency. For example, a small emergency may only require a few months of targeted services, whereas a major emergency involving mass evacuations over a long period of time may require multiple years of recreation recovery services.

Considerations for the use of recreation in long-term recovery planning could include:

- Flexibility to meet the evolving needs of the community and align with the local municipality's recovery plan and timelines.
- Understanding the extent of the trauma experienced by the community.
- Understanding the extent of damage to infrastructure and/or resources.
- Incorporating opportunities to "build back better" than before.[7]
- Promoting opportunities to build community resilience.
- Transitioning to a pre-emergency or mainstream level of service.

Where recovery services are tied to pre-existing recreation organizations, the transition from recovery to mainstream services will be minimal. The focus of recreation services can gradually transition from psychosocial supports to ongoing community development and resilience. The transition should consider sustainable funding arrangements and maintaining partnerships and communication.

Community Resilience and Recovery

Recovery efforts provide an opportunity to strengthen community resilience in preparation for any future emergencies. A strong recovery process can in fact increase community capacity and resilience by encouraging individuals, households and communities to learn from their experiences and consider the consequences of future events.

The resilience of a community includes factors that can impact the recreation sector, such as people's pride in their community and the willingness of local organizations to work together. At the same time, recreation services can help build community resilience by encouraging connections between community members. Through recreation activities, neighbours can keep in touch, develop relationships and take on leadership roles that make neighbourhoods strong. The greater the social capital in a community, the better they will be able to weather and recover from the emergency.

When planning for recreation services over the course of recovery, consider the types of activities and resources that support community resilience. Recreation activities that reduce isolation and encourage connections between community members, programs or

Emergency recovery funds may be available from the following organizations:

- Government of Canada
- Government of Alberta
- Local municipalities
- Canadian Red Cross
- Industry
- Businesses
- Non-governmental organizations

7. The United Nation's Sendai Framework for Disaster Risk Reduction recommends facilitating the link between response, recovery and community resilience by using opportunities during the recovery phase to develop capacities that reduce disaster risk. This can include sharing expertise, knowledge and lessons learned, as well as integrating post-disaster reconstruction into the economic and social sustainable development of affected areas.

services that build individual and family capacity to cope with challenges, and opportunities to develop local leadership can all help to build strong, adaptable and resilient communities.

A note on emergency recovery fund and sustainability: Emergency recovery funds are often available following a large scale emergency event to assist in recovery and while the funds may not target recreation specifically, recreation services can help achieve a variety of desired outcomes.

Emergency recovery funding is generally made available for a limited time however, community recovery can be a long term process. Recreation planning should consider available short- and long-term funding while at the same time identify options for long-term sustainability. For example, consider what proportion of available funding might be used later in the recovery process or what scenarios might impact the timeline to return to regular fee structures.

9. RESOURCES

Leading Practices

There are a variety of documented leading practices around the use of and benefits from recreation during and after emergencies. Use the following resources to develop and review your plans and ensure they meet the needs of the individuals, families and communities you will be supporting during and after an emergency.

Alberta Emergency Management Agency – Government of Alberta	**Canada**
The Alberta Emergency Management Agency (AEMA) leads the coordination, collaboration and co-operation of all organizations involved in the prevention, preparedness and response to disasters and emergencies. Free online training courses are available through their website including Basic Emergency Management and Incident Command System (ICS) 100.	
Website: www.aema.alberta.ca/training	

Australian Emergency Management Handbook Series Community Recovery Handbook 2 – Australian Emergency Management	**Australia**
This handbook provides a comprehensive guide to community recovery in Australia. It is intended for use by planners, managers and those involved in working with communities to design and deliver recovery processes, services, programs and activities. It sets out principles and approaches for recovery, including taking a community-led approach. The handbook is supported by the National Principles for Disaster Recovery and A Monitoring and Evaluation Framework for Disaster Recovery.	
Australian Emergency Management Handbook Series Community Recovery Handbook 2 National Principles for Disaster Recovery A Monitoring and Evaluation Framework for Disaster Recovery Website: www.aidr.org.au	

Building Resilience: Social Capital in Post-Disaster Recovery – Daniel Aldrich	United States
Using case studies from around the world, Aldrich highlights the critical role of social capital in the ability of a community to withstand disaster and rebuild both the infrastructure and the ties that are at the foundation of any community. In addition to quickly disseminating information and financial and physical assistance, communities with an abundance of social capital were able to minimize the migration of people and valuable resources out of the area.	
Aldrich, D. P. (2012). *Building Resilience: Social Capital in Post-Disaster Recovery.* Chicago: University of Chicago.	

Calgary Emergency Management Agency – City of Calgary	Canada
The Calgary Emergency Management Agency works closely with 30 city departments and a number of external organizations and service providers to prepare for and respond to emergency situations. The Municipal Emergency Plan documents the roles and responsibilities of internal, external, and support agency representatives during all phases of an event. Calgary Neighbourhoods, the City of Calgary's business unit tasked with addressing the social needs of the individuals and communities, is also represented in the governance structure if the Municipal Emergency Plan is activated.	
Website: Calgary Emergency Management Agency	

The Campus Recreation Facility as a Disaster Relief Shelter - SportRisk	United States
Based on the experiences of the Student Relief Centre's supports for victims of Hurricane Katrina in 2005, the University of Alabama identified a checklist of preparatory steps that a recreation facility can undertake to prepare to shelter evacuees in a disaster situation.	
The Campus Recreation Facility as a Disaster Relief Shelter Website: www.sportrisk.com	

Child Friendly Spaces in Emergencies - UNICEF	International

UNICEF notes that Child Friendly Spaces (CFS) are used in emergencies to respond to children's needs during the crisis, as well as to serve as a transition to long-term recovery. Following established principles, Child Friendly Spaces can be established quickly to protect children and meet their needs. The specific objectives are to: (1) mobilize communities around the protection and well-being of all children, including highly vulnerable children; (2) provide opportunities for children to play, acquire contextually relevant skills, and receive social support; and (3) offer inter-sectoral support for all children in the realization of their rights. The commonly established principles of Child Friendly Spaces include:

1. Take a coordinated, inter-agency, and multi-sectoral approach
2. Use CFSs as a means of mobilizing the community
3. Make CFSs highly inclusive and non-discriminatory
4. Ensure that CFSs are safe and secure
5. Make CFSs stimulating, participatory, and supportive environments

UNICEF provides a practical guidebook for implementing a Child Friendly Space, however it encourages organizations to create their own participatory methodology. This practical guide could be leveraged and adapted as a component of the resource guide.

A Practical Guide for Developing Child Friendly Spaces

Guidelines for Child Friendly Spaces in Emergencies

Website: UNICEF Publications

Community and Psychological Responses to Disaster - Dr. Rob Gordon	Australia

Dr. Rob Gordon's report on disaster recovery explores the psychological effects of a disaster and the importance of returning to normalcy as part of recovery. He describes the tasks of recovery, what he described as the "Third Stage", including to reconstruct the fabric of life and identity, recapture social involvements, and rebuild disposable energy for recreation supports. He also notes that counselling supports are often targeted around medical mental health rather than naturally within organizations affected people would normally access, such as schools and recreation centres, leading to under-utilised medical model services

Community and Psychological Responses to Disaster

Community Disaster Recovery: A Guide for BC Local Authorities and First Nations – Province of British Columbia	Canada
The Recovery guide describes community disaster recovery as community actions to limit losses, reduce suffering, and restore the psycho-social and economic viability of the community. The guide includes an approach for community disaster recovery management, as well as a sample plan and community recovery aids.	
Community Disaster Recovery: A Guide for BC Local Authorities and First Nations	

Community Resilience Manual - Canadian Centre for Community Renewal	Canada
A resilient community is one that takes intentional action to enhance the personal and collective capacity of its citizens and institutions to respond to and influence the course of social and economic change. The resilience of a community includes factors that impact recreation, including people's pride in their community, and the willingness of local organizations to work together.	
The Community Resilience Manual	
Website: Canadian Centre for Community Renewal	

Essential Elements of Immediate and Mid-Term Mass Trauma Intervention – Hobfoll et. al.	International

A worldwide panel of experts on the study and treatment of those exposed to disaster and mass violence to extrapolate from related fields of research, and to gain consensus on intervention principles. The panel identified five empirically supported intervention principles that should be used to guide and inform intervention and prevention efforts at the early to mid–term stages. These are promoting: 1) a sense of safety, 2) calming, 3) a sense of self and community efficacy, 4) connectedness, and 5) hope. Of these five, they describe uses particularly relevant to recreation facilities in promoting:

- Sense of Safety – includes bringing people to a safe place and making it clear that they are safe.
- Calming – offer direct approaches in anxiety management including stress inoculation training, yoga, imagery and music, involvement in uplifting activities not associated with the trauma (e.g. exercise), etc.
- Connectedness – treat temporary housing and assistance sites as villages, including sports fields, recreation activities, places for teens to congregate under supervision, mentoring services, community solidarity activities, etc.

Hobfoll, Stevan E., et al, *Five Essential Elements of Immediate and Mid-Term Mass Trauma Intervention: Empirical Evidence,* Psychiatry 70(4), pages 283-305

Guide to Wildfire Recovery for Parents and Caregivers – Canadian Red Cross	Canada

A guide for parents and caregivers with information about common reactions children may have to emergency evacuations and how to help. The guide also includes resources for parents and caregivers to access additional supports.

Guide to Wildfire Recovery for Parents and Caregivers

The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters - Camp Coordination and Camp Management Cluster	United States

The MEND document notes that it is important to plan shelter arrangements that meet specialized needs, particularly in cases where it may be inappropriate to house such individuals with the general evacuated population. Examples of individuals who may require tailored accommodations include:

- Nursing home residents;
- The physically disabled and other individuals requiring continual and/or comprehensive medical support;
- Mentally ill;
- Prisoners and/or individuals with legal restrictive status, such as those with restraining orders against them.

The MEND document also outlines suggestions about communication information to evacuees, as well as gathering important information from evacuees, such as the original location of evacuees and kinds of assistance they needed.

The MEND Guide: Comprehensive Guide for Planning Mass Evacuations in Natural Disasters

Website: Global CCCM Cluster

Moving Together – Psychosocial Centre International Federation of Red Cross and Red Crescent Societies	International

Well-designed sport activities offer a safe and friendly space for expressing and addressing problems and fears, and help participants gain resilience, coping skills and hope. The handbook explains the theoretical framework for sport and physical activities in psychosocial support interventions, and how to implement such activities, based on the Hobfoll essential elements of mass trauma intervention. It outlines the STEP model, which helps facilitators think through the modifications to space, tasks, equipment, and people needed for a psychosocial intervention using sport and physical activities. It also includes activity cards that can be adapted to suit different situations.

Moving Together: Promoting psychosocial wellbeing through sport and physical activity

Moving Together Training Guide

Website: Psychosocial Centre

Protecting Children in Disasters: A Guide for Parks and Recreation Professionals – Save the Children	International

Save the Children provides a guideline for parks and recreation professionals in protecting children during disasters. It emphasizes the important role of recreation centres in protecting children: "Parks and recreation professionals are on the front lines of ensuring children's safety every day. They provide the structures and programs that help children learn, play and thrive in safe and familiar environments where they feel protected… When disaster strikes, the role of parks and recreation agencies is often transformed instantaneously, transitioning from a program provider to a community stronghold."

The Save the Children guide provides specific direction around setting up shelters in a way that maximizes child safety and comfort. The guide also provides templates and suggestions for how recreation centres can support public preparedness for emergencies, including tip sheets for how to prepare for and how to respond in different types of emergencies.

Protecting Children in Disasters: A Guide for Parks and Recreation Professionals

Website: Save the Children

Sendai Framework for Disaster Risk Reduction – United Nations	International

The Framework outlines the need for ongoing supports and services to prevent and reduce exposure and vulnerability to disasters, increase future preparedness for response and recovery, and thus strengthen resilience. One of the four priorities is to enhance disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction. Disasters provide communities with the opportunity to "Build Back Better" if they properly plan for, and prepare for disaster risk reduction ahead of the disaster. Important to this is: the review and update of disaster preparedness plans periodically, considering the changing conditions and relevant stakeholders in emergency management; maintenance of investments in disaster forecasting, monitoring, and warning systems; promotion of resilience in new and existing critical infrastructure (across all sectors); continued promotion of public awareness for emergency preparedness; and preparing the workforce, including volunteers, to participate in emergency responses.

Sendai Framework for Disaster Risk Reduction

Website: The United Nations Office for Disaster Risk Reduction

Sport and Physical Activity in Post-Disaster Intervention – International Council of Sport Science and Physical Education (ICSSPE/CIEPSS)	International
The handbook developed for ICSSPE's Sport in Post-Disaster Intervention seminar provides an introduction to: Disaster and Disaster Relief; Psycho-social Responses to Disaster; Sport in Post-Disaster Intervention; A Practical Guide to Psycho-social Sport Programs; and Reference Material and Further Resources.	
Sport and Physical Activity in Post-Disaster Intervention Website: The International Council of Sport Science and Physical Education	

Training Courses

Emergency Management

The following courses are available online through the Alberta Emergency Management Agency at no cost for anyone interested in learning more about emergency management in Alberta.

- Basic Emergency Management (BEM)
- Exercise Design 100
- Incident Command System 100

The Public Health Agency of Canada also offers free online training courses for emergency management, including an Emergency Social Services Basic course.

Mental Health and Wellness

Alberta Health Services, and others such as the National Child Traumatic Stress Network (USA) and World Health Organization offer information and resources about psychosocial support for individuals and families impacted by an emergency, including:

- **Psychological first aid** – an evidence-informed approach for assisting children, adolescents, adults, and families in the aftermath of disaster and terrorism. Psychological First Aid is used during the response phase of the emergency lifecycle.
  - Alberta Health Services: Psychological First Aid After a Disaster or Emergency
  - The National Child Traumatic Stress Network: Psychological First Aid
  - Psychological First Aid: Guide for Field Workers
- **Skills for Psychological Recovery (SPR)** – an evidence-informed modular intervention that aims to help survivors gain skills to manage distress and cope with post-emergency stress and adversity. SPR is appropriate to use in the Recovery Phase by mental health professionals and other emergency recovery workers.
  - Alberta Health Services: Skills for Psychological Recovery
  - The National Child Traumatic Stress Network: Skills for Psychological Recovery

10. GLOSSARY

The following terms are used throughout the resource guide:

Alberta Emergency Management Act – addresses the province's emergency preparedness and response authority at both the municipal and provincial level.

Alberta Emergency Management Agency (AEMA) – a coordinating agency accountable and responsible to the provincial government and to Albertans for effectively ensuring the protection of people, their property, their communities and industry, and their environment from the effects of emergency events.

Communications – the process of transmission of information through verbal, written, or electronic means.

Community Resilience – communities that take intentional action to enhance the personal and collective capacity of its citizens and institutions to respond to and influence the course of social and economic change.

Coordination – the integration of multi-agency efforts and available capabilities, which may be interdependent, in order to achieve defined objectives.

Critical Infrastructure – assets, systems, and networks vital to a municipality. Their incapacitation or destruction would have a debilitating effect on the economy, environment, public health or safety, or any combination thereof. For example, power lines, medical centres, wastewater services.

Disaster – an event that results in serious harm to the safety, health or welfare of people or in widespread damage to property.

Disaster Lifecycle – the disaster lifecycle sets out the phases of a disaster, which include prevention, preparedness, response, and recovery.

Emergency – an event that requires prompt coordination of action or special regulation of persons or property to protect the safety, health, or welfare of people or to limit damage to property.

Emergency Management – the management of emergencies concerning all-hazards, including all activities and risk management measures related to prevention, preparedness, response, stabilization, and recovery.

Emergency Operations Centre (EOC) – the physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place.

Emergency Social Services (ESS) – a planned emergency response program intended to meet the immediate and long-term survival and psychological needs of individuals impacted by an emergency or disaster.

Evacuation – the organized, phased, and supervised withdrawal, dispersal, or removal of individuals from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Incident Command System (ICS) – a standardized, on scene, all hazard incident management concept. ICS allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple incidents without being hindered by jurisdictional or political boundaries.

Local Authority – a municipality, Métis settlement, or First Nations community in Alberta.

Municipality – a city, town, village, summer village, municipal district or special area that includes the area comprising an Indian reserve where an agreement is entered into with the Government of Canada in which it is agreed that the band council is a local authority for the purposes of the Emergency Management Act.

Municipal Emergency Plan (MEP) – the master document which outlines the policy, operations, and roles and responsibilities for the corporation and the agency members when the MEP is activated.

Provincial Operations Centre (POC) – serves as a communication and response coordination centre which is manned 24 hours a day, 7 days a week by Provincial Duty Officers (PDO). The POC is responsible for coordinating the initial response and maintaining support for a response to a natural or man-made disaster.

Psychosocial Supports – use community resources to rebuild coping capacities of individuals affected by disasters, enhancing their resilience, or inner strength, responsiveness, and flexibility in the face of high levels of stress and traumatic events.

Recovery Plan – a plan developed to restore an affected area or community.

Re-entry – the systematic return of individuals back to the emergency-affected area based on direction of local authorities.

Recreation – the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.

Recreation Sector - includes stakeholders and providers from the non-profit, private, and public sectors; including volunteers, paid staff, community groups, educators, research, organizations, and governments working collectively to provide opportunities and enhance individual and community wellbeing. In Alberta, municipalities are the primary public providers of direct recreation services, often in cooperation with community-based, non-profit organizations.

Resident – a person who resides within a municipality such as the Regional Municipality of Wood Buffalo or the Town of Okotoks.

Resources – all the assets, people, skills, information, technology, premises, and supplies and information that an organization has to have available to use, when needed, in order to operate and meets its objectives

WORKBOOK

Workbook Introduction

This workbook provides templates and tools for building components of a recreation services emergency plan. The resources can be tailored to suit your local context and customized to fit your organization. As with all emergency preparedness, this type of planning is an ongoing process; plans should be reviewed and exercised annually and updated as appropriate.

Many of these examples and tools come directly from municipalities across the province. If you have other tools or resources that help in your planning processes, consider sharing them with other municipalities and recreation service providers. Alternatively, if there is a tool or resource that you require to help your planning process, reach out to other municipalities. The knowledge and expertise of both the recreation sector and emergency preparedness field in Alberta are second to none. This resource guide and workbook can be a base from which to strengthen connections and spark conversations in order to learn from past experience and help ensure all Albertans have access to the benefits of recreation in times of crisis.

1. Guiding Principles

The following guiding principles set the tone for the way recreation services are provided during and after an emergency.

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2. Roles Considerations

Considerations for providing recreation services:

1. How much physical space is anticipated to be available in an emergency, in addition to any planned sheltering or staging services?

If none, consider:

- Recreation that uses nearby outdoor space
- Partnering with other service providers
- Keeping focus on sheltering/staging services
- Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)

If some space is available, then consider:

- Recreation services that could be offered using the available space
- How safety and access for evacuees or first responders can be maintained when using the space as both a shelter/staging area and a recreation facility

2. How much staff and volunteer capacity is anticipated to be available in an emergency, after the capacity required to support any planned sheltering or staging services?

If none, then consider:

- Partnering with other service providers
- Keeping focus on sheltering/staging services
- Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)

If some, then consider staff training and experience to:

- Address trauma, and to provide appropriate psychosocial supports
- Work with children and youth
- Provide inclusive services

3. If appropriate facility space and staff and volunteer training are in place, consider:

- Municipal government planning and direction about emergency social services
- Adapting the types of services normally provided, where appropriate
- Available facilities, equipment and resources
- Relevant staff training
- The population groups that are most likely to require recreation services (e.g. children and families, immigrants and refugees, etc.)
- Providing psychosocial supports

- Encouraging informal recreation activities or other available activities (e.g. free attractions during an emergency)

To support all of the above, consider partnering with other service providers to meet needs. In particular, potential partners could include:

- Other recreation organizations
- Children and youth support services
- Mental health services
- Community organizations and non-profits (e.g. donations management, Red Cross, organizations that serve vulnerable populations, etc.)

This could be through informal arrangements or formalized mutual aid agreements.

Based on your guiding principles and the considerations above, list the roles that may be provided by your organization, before, during and after an emergency. The due diligence column can note the work that was done to address the considerations above to determine if that role is appropriate and feasible for the organization. The alignment column can note how that role aligns with the guiding principles listed above.

Emergency Lifecycle	Role(s)	Due Diligence	Alignment with Principles
Prevention			
Preparedness			
Response			
Recovery			

3. Outcomes

For each role, indicate the outcomes you are hoping to achieve for those you are serving. Each role does not need to drive toward its own medium or long-term outcome – many roles can contribute to the achievement of one or a small number of outcomes.

Emergency Lifecycle	Role(s)	Outcomes		
		Short-term	Medium-term	Long-term
Prevention				
Preparedness				
Response				
Recovery				

4. Logic Model

The following model provides a structure to identify how your inputs and activities contribute to intended outputs and outcomes. An example is provided on page 27.

Inputs	Activities	Outputs	Outcomes

5. Performance Measurement Framework

The following table provides an outline for mapping the outcomes identified in the previous section with indicators and data sources to measure performance over time.

	Example Performance Measurement Framework		
	Outcome	**Indicator**	**Data Source**
Short-term			
Medium-term			
Long-term			

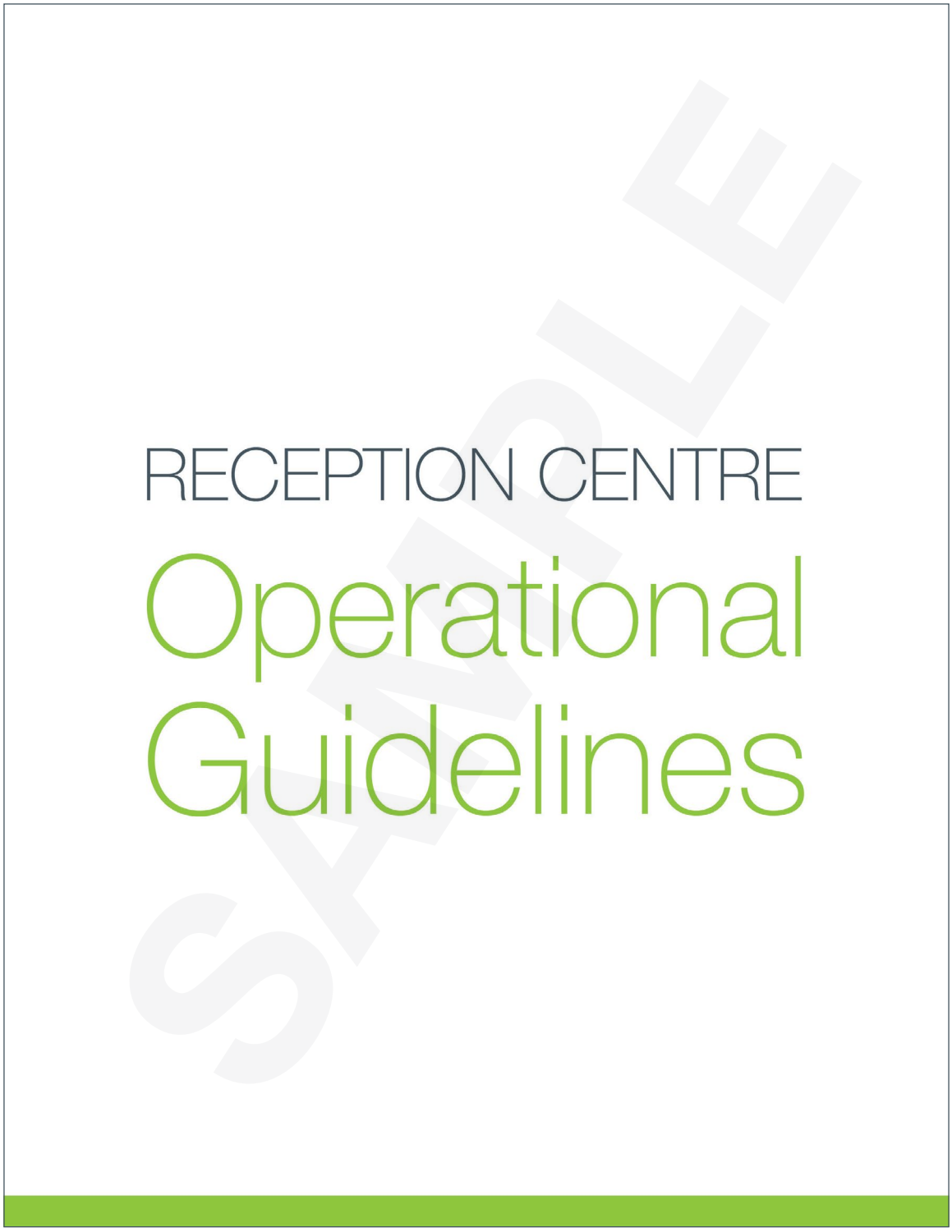
6. Example Participant Survey

The following survey questions are examples that capture information about the extent to which intended outcomes have been achieved. These questions could be altered, or additional/alternate questions could be used, depending on the intended outcomes and needs of the organization. A survey could be used on a biannual or annual basis to inform normal recreation services, and to serve as a baseline in emergencies. Emergency-specific survey questions could be used during and after an emergency.

	Outcome	Example survey questions *(Agree / Neutral / Disagree)*
Short-term Outcomes	Individuals and families affected by the emergency are aware of the recreation opportunities available to them	I know what recreation opportunities are available to me and my family I know where to go for information about recreation opportunities available in my community
	Individuals and families affected by the emergency are aware of the benefits of recreation to them and their community in and after an emergency	I understand the benefits of recreation to my physical and mental health, and that of my family, in coping with an emergency I understand the benefits of recreation to my physical and mental health, and that of my family, in recovering from an emergency I know where to go for information about the benefits of recreation to me and my family during and after an emergency
Medium-term Outcomes	Individuals and families affected by the emergency participate in recreation activities	I enjoy participating in recreation activities
	Individuals and families affected by the emergency build relationships with others in their community	I have participated in meetings or activities with voluntary organizations or associations like school groups, churches or temples, community centers, ethnic associations, recreation centres, etc. in the past 12 months
	Individuals and families affected by the emergency experience psychosocial and mental wellbeing	I feel comfortable asking for help when I need it I know where to go for help I use positive coping strategies

	Outcome	Example survey questions *(Agree / Neutral / Disagree)*
Long-term Outcomes	Members of our community experience psychosocial wellbeing	Members of my community feel comfortable asking for help when they need it Members of my community know where to go for help
	Communities are resilient	I can depend on people in my community to come to my assistance in a crisis I believe in the ability of my community to overcome an emergency situation

7. Example Reception Center Operational Guidelines



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SAMPLE

Emergency Social Services

If a community is evacuated due to flood, toxic spill, wildfire, earthquake, or similar calamity where do people go? Who will provide food and temporary accommodation for them when it is unsafe for them to be in their home or community? How will family members find each other? Where will people get the necessary information and support they need?

In Canada, planning and providing care for evacuees and emergency response workers is called Emergency Social Services.

Definition of Emergency Social Services

Emergency Social Services are those services that are provided to preserve the emotional and physical well-being of evacuees and support workers in emergency situations. Physical needs are supported with the provision of food, clothing, lodging, or first aid. ESS workers provide emotional support of evacuees by actively listening to the concerns and needs of evacuees; assisting people to contract their loved ones, and providing accurate and timely information about the disaster situation.

ESS Pre-Disaster Planning

Identifying sites to be used for Reception Centres is one of the responsibilities of the team during the pre-disaster phase. When an evacuation is ordered, people will need a safe place to gather to receive vital information about the disaster (e.g. How long they can expect to be out of their homes, how to access services, are there any health implications to be aware of, clean up procedures, etc.). This safe place for evacuees to gather is called a Reception Centre.

What Are Reception Centres

Reception Centres are locations designated by the local ESS teams. It is a safe gathering place for people displaced from their homes as a result of an emergency or disaster. At the Reception Centre, individuals can register and receive Emergency Social Services as well as receive information about the emergency situation.

Named Reception Centres

1. Reception Centre #1 – Town Centre Recreation Centre

- Capacity of Arena 1:
- Capacity of Arena 2:
- Capacity of Gymnasium:
- Capacity of Curling Rink:

2. Reception Centre #2 – Centennial Arena

- Capacity

DRAFT

Services Provided at a Reception Centre

The services that may be provided at a Reception Centre may include some or all of the following:

- Emergency Food
- Emergency Clothing
- Emergency Lodging / Group Lodging
- Reuniting of family members
- Emotional support
- Assisting persons with special needs
- First aid and health services
- Multicultural services
- Pet care
- Others as needed

Reception Centres: The Staff

Emergency Social Services is based on "functions" – the provision of food, temporary accommodation, clothing and personal care items, etc. In some situations, one or two workers can do these functions, and in some disasters it may require 10 or 200 ESS workers to provide these same services.

SAMPLE

1.0 INTRODUCTION

1.1 Purpose

The purpose of this document is to provide guidance on the operation of a Reception Centre during an emergency. These operational guidelines may be adjusted as needed depending on the particulars of the facility and the requirement of the Emergency Social Services (ESS) response.

1.2 Scope

This document includes an overview of the operations, organization, roles and responsibilities, function descriptions, and function aids for fully expanded Reception Centre responsibilities.

The Reception Centre Operational Guidelines are divided into three parts:

Section 1: Introduction

Section 2: Positions Descriptions

Section 3: Function Aids

These guidelines do not apply to the ESS response within the Emergency Coordination Centre, Volunteer Management, or Donations Management.

1.3 Assumptions

- A Reception Centre is typically open for up to 72 hours to provide the immediate basic needs of evacuees until those services can transition to existing community resources
- The selected Reception Centre can handle the capacity of evacuees and has been vetted in advance as an appropriate location
- The Reception Centre facility has the required utility services required to function (e.g. restrooms, power, potable and waste water, etc.)
- Emergency Social Services is not the only source of assistance available to people during an emergency. The following are also considered as resources:
  - Insurance
  - Personal financial resources
  - Family and friends
  - Other government and non-government agencies
  - Community groups

SAMPLE

2.0 POLICIES

1. The first individuals arriving to the Reception Centre will begin the physical set up, regardless of position.
2. If required, external agencies manage the training and equipping of their own staff and volunteers. When responding to a request for assistance, these organizations will send fully-trained and equipped personnel.
3. Unsolicited volunteers and donations will not be accepted at the Reception Centre.
4. Reception Centre personnel shall respect the confidentiality of all incidents and related information. All public information releases will be authorized under the direction of the Information Officer at the Emergency Coordination Centre.
5. Reception Centre personnel will contribute to an environment of mutual respect and dignity, free from discrimination or harassment.
6. Once deactivated, the Reception Centre facility must be returned to its original state.

SAMPLE

3.0 CONCEPT OF OPERATIONS

3.1 Activation

The Director of Emergency Management for the Town authorizes the activation of a Reception Centre. This may be in response to an incident within the community or when residents of another community are evacuated into the community

The Emergency Social Services Director and Reception Centre Manager determine the activation level for a Reception Centre based on the number of people affected, expected duration of the emergency, and services required.

The activation of a Reception Centre will include the following steps

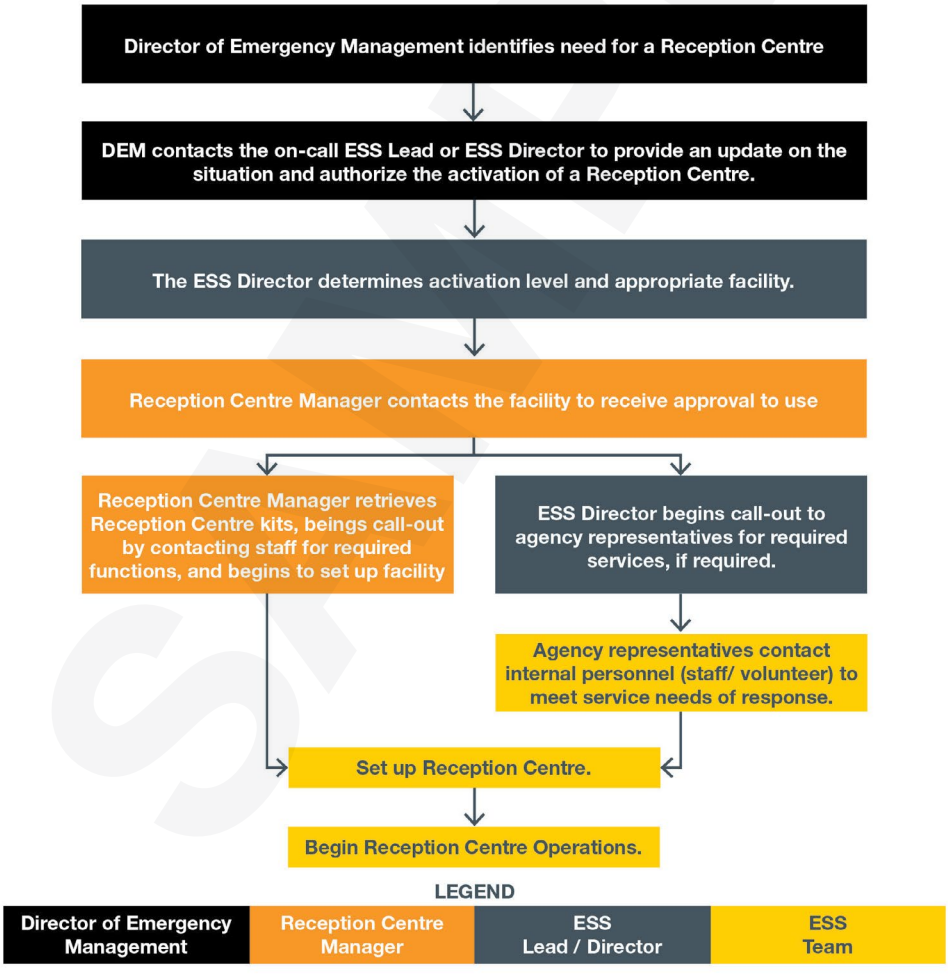


Table 1: Activation Levels

Activation Level	Description	Typical Function	Staff #'s	Location
Stage One	Localized event with minimal number of people requiring lodging / services. Limited to moderate duration. Minimal impact to properties and / or fully insured event where evacuees have alternative housing options. A Reception Centre may not be required. The Emergency Coordination Centre may not be established.	Reception Centre Manager Operations Section Chief Health Services Branch Coordinator Logistics Chief Primary Services Branch Coordinator	5-10	
Stage Two	Moderate event with substantial number of people requiring lodging and / or services Will require additional resource support. Transitional housing may be required A Reception Centre is open and providing services; may not require 24hr services depending on the needs of the emergency The Emergency Operations Centre is established	Reception Centre Manager Operations Section Chief Primary Services Branch Coordinator Health Services Branch Coordinator Specialized Services Branch Coordinator Logistics Section Chief	10-30	
Stage Three	Full Scale Event Multiple incident locations External assistance required Extensive resource support required	Full Reception Centre Activation	30-75	

SAMPLE

3.2 Shift Schedule

A full service Reception Centre operates on a 24-hour basis. Ideally this involves 3 shifts (morning, afternoon, and graveyard) ten hours in duration to overlap with oncoming shift. Staffing requirements may vary between shifts depending on the service and activity level.

During initial Reception Centre activation response, shifts may deviate from the schedule due to the time of the activation and personnel available. The shift rotation will be implemented as soon as possible to prevent staff burnout.

Ideal Shift Schedule

Shift	Hours
Morning Shift	6:00 – 16:00 (6am-4pm)
Afternoon Shift	14:00 – 0:00 (2pm-12am)
Graveyard Shift	22:00 – 8:00 (10pm-8am)

SAMPLE

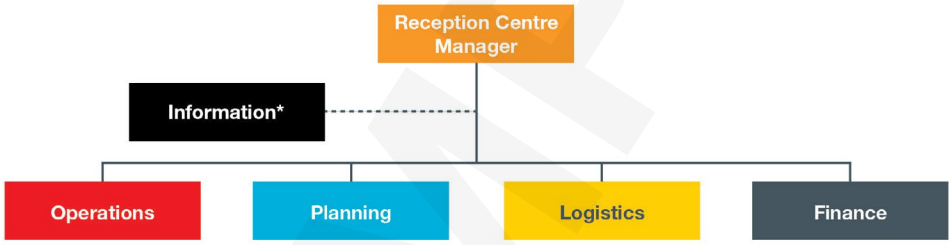
4.0 ORGANIZATION

The Reception Centre organizational structure is based on the Incident Command System and uses its guiding principles. There is an orderly line of authority established within the ranks of the organization; all personnel report to and receive direction from one supervisor. Each supervisor maintains a reasonable span of control ranging between three to seven subordinates (optimal span of control is five).

The scope and scale of the emergency will determine which functions are required; few emergencies will require every possible function. The organization structure is flexible and will expand or contract as needed. Once an individual can no longer manage all responsibilities of a particular function, some authority is delegated to a subordinate position.

Below are sample organizational charts for each activation stage (the Reception Centre Manager will activate required functions based on the emergency and evacuee needs).

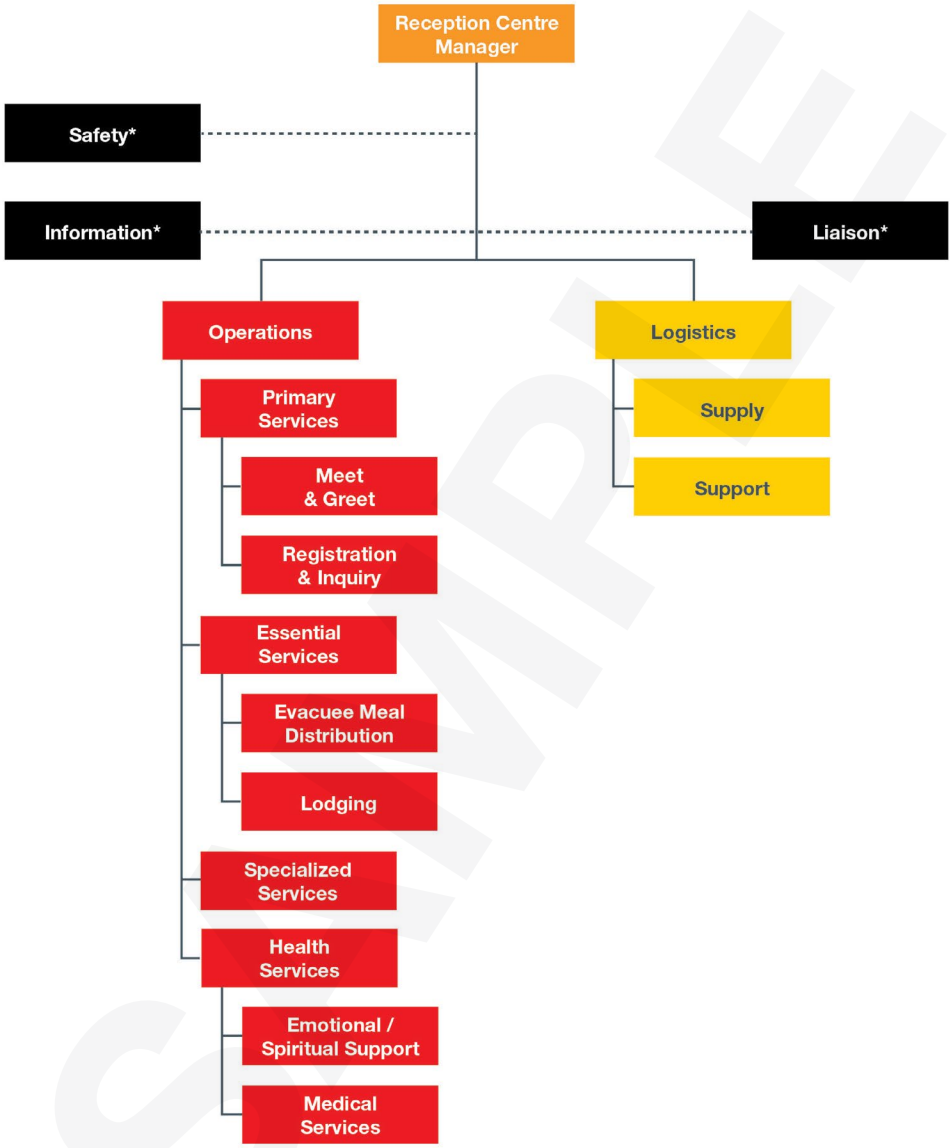
Stage One



**Functions based out of the ECC*

SAMPLE

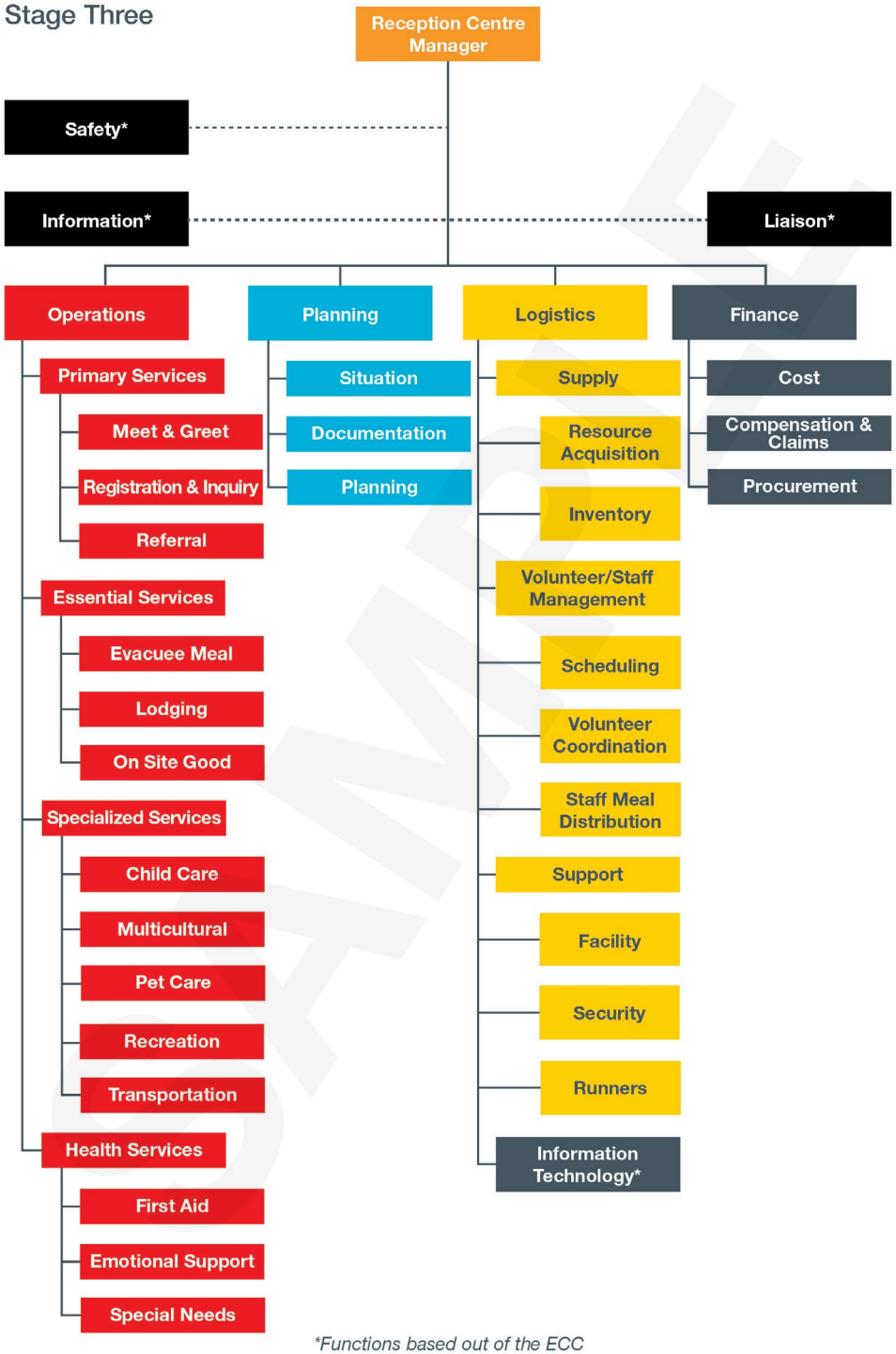
Stage Two



**Functions based out of the ECC*

SAMPLE

Stage Three



*Functions based out of the ECC

SAMPLE

5.0 ROLES AND RESPONSIBILITIES

5.1 Reception Centre Management Team

The Reception Centre Management Team consists of the Reception Centre Manager and the General Staff. The General Staff is composed of the section chiefs whom report directly to the Reception Centre Manager and are responsible for the function of and service delivery within the Reception Centre.

Reception Centre Manager (Green Vest)

The Reception Centre Manager reports directly to the ESS Director. This position is responsible for the overall management of the Reception Centre and ensuring that all required functions are activated and carried out. At a minimum, an activated Reception Centre requires a Reception Centre Manager.

It is recommended that two Reception Centre Managers are assigned at the start of any incident. Once the Reception Centre is operational only one Reception Centre Manager is required per shift.

Operations Section Chief (Orange Vest)

The Operations Section Chief runs the Reception Centre response and oversees the direct delivery of services to evacuees at the Reception Centre.

Planning Section Chief (Blue Vest)

Oversees the gathering and analysis of all data regarding Reception Centre activities, the organization, retention of records, and takes the lead for planning service transition and demobilization.

Logistics Section Chief (Yellow Vest)

The Logistics Section Chief is responsible for sourcing, procuring, receiving, and distributing any resources required by the Reception Centre to function.

Finance Section Chief (Grey Vest)

The Finance Section Chief is responsible for monitoring Reception Centre costs, identifying areas for efficiencies and cost savings, and for filling and maintaining all financial records for the Reception Centre.

SAMPLE

5.2 Service Delivery Function

The Reception Centre Manager will adjust the delivery of services to meet the needs of evacuees. These services will depend on the nature and duration of the emergency, available resources within the community/region, and support from stakeholders.

The following is a description of typical services that may be provided within a Reception Centre. The services have been grouped into four categories to manage span of control for the Operations Section.

5.2.1 Primary Services

Meet & Greet

Meet & Greet is the first point of contact for evacuees entering a Reception Centre and provides a critical service in setting the tone for the evacuees experience in the Reception Centre and orienting evacuees to where specific services are located.

Registration & Inquiry

Registration is the process in which evacuees fill out registration forms with their names, addresses, and contact information. This allows the Reception Centre to track and account for evacuees to help determine service needs and to provide support and information to evacuees about the emergency

Inquiry is the process in which individuals looking for information on friends/family make a formal request to find out if specific people have registered at the Reception Centre

Referral

Referral is the process in which Reception Centre personnel conduct a needs assessment with evacuees to determine specific needs for services (e.g. food, lodging, transportation etc.) Referral personnel work with agencies inside and outside the Reception Centre to connect evacuees to the services they require

5.2.2 Essential Services

Meal Distribution

Meal Distribution provides meals, snacks, drinks, or other refreshments to evacuees and Reception Centre personnel.

Lodging

Lodging provides immediate accommodation to evacuees without another option. Ideally, this service is provided for up to 72 hours before transitions or long-term accommodation can be secured.

SAMPLE

On-Site Good Distribution

On-site good distribution provides basic necessities (e.g. clothing, comfort food, blankets, comfort kits, recreation centre tickets, etc.) to evacuees. Typically, this service is based on donations but can be supplemented with purchase for urgent needs. This function works with the Information Officer to send out appropriate messaging to the public about what donations are and are not required.

5.2.3 Health Services

Emotional / Spiritual Support

Emotional / Spiritual Support provides for the emotional and spiritual needs of evacuees and workers at a Reception Centre, including mental health needs. If required, this function can connect individuals with trained professionals for additional support.

First Aid

First Aid provides first aid services (treatment of minor injuries and illnesses) to evacuees and workers.

Medical Services (Alberta Health Services)

Medical Services identifies and provides for the physical health of evacuees and workers at a Reception Centre. This function establishes a triage process and takes lead on any on-site medical emergencies. In addition, this function identifies and provides for special medical needs.

5.2.4 Specialized Services

Child Care

Child Care providers care for unattended children who arrive at the Reception Centre until a parent/ guardian is located and supervises children while parent(s) and or guardian(s) receive services at the Reception Centre.

Multicultural Services

Multicultural Services oversees the provision of specialized services that may be required due to language barriers and cultural / or religious requirements. This can include coordinating translators, ethnic foods, or specific clothing / sleeping arrangements.

Pet Services

Pet Services provides care for pets that were evacuated with their owners and cannot be housed elsewhere. Pets are not permitted in the Reception Centre. Accommodation for pets will be provided by a partnering organization/agency.

SAMPLE

Recreation

Recreation determines the need for / interest in recreational activities among evacuees and develops suitable activities for the age groups and available space. This is not a child care service but is provided to support the wellbeing of evacuees.

Transportation Services

Transportation Services coordinates transportation for evacuees to get to locations where various Emergency Social Services are being provided.

5.3 Supporting ECC Staff

The ESS Branch Director, Safety Officer, Information Officer, and Liaison Officer are located at the Emergency Coordination Centre. These positions work with the Reception Centre Manager and ESS Director to support the response of the Reception Centre.

ESS Director

The ESS Director advocates for the needs of the ESS response and its support centres to ensure that ESS is integrated into all Emergency Coordination Centre processes. This position is a function of the Operations Section in the Emergency Operations Centre.

Safety Officer

The Safety Officer monitors incident operations and advises the Incident Commander on all matters relating to operational safety, including health and safety of emergency responder personnel. The Safety Officer has emergency authority to stop and /or prevent unsafe acts during incident operations. A Safety Officer Assistant may be assigned to the Reception Centre to help manage the workload of the Safety Officer

Information Officer

The Information Officer is responsible for interfacing with the public, media, and/or with other agencies with incident-related information requirements. An Information Officer Assistant may be assigned to the Reception Centre to help manage the workload of the Information Officer.

Liaison Officer

The Liaison Officer is the point of contact for representatives of other governmental agencies, nongovernmental organizations, and /or private entities. A Liaison Officer Assistant may be assigned to the Reception centre to help manage the workload of the Liaison Officer.

SAMPLE

8. Staff Policy Template

The following template for a personnel policy can be used for developing policies for staff during an emergency situation. This is not intended to replace existing policy formats. In some cases existing policies may be updated to consider providing recreation services during and after an emergency without creating new policies.

Statement of Intent	
Philosophy *The why explains beliefs and values*	
Outcome *The desired impact of the policy*	
Expectations *For board and staff*	

Regulations	
Restrictions and requirements *Limitations and required actions*	
Procedure guidelines *Direction for procedures*	

Procedures	
Method and actions *Support restrictions and requirements*	

9. Partnership Readiness Checklist

The following partnership readiness assessment was developed based on a United Way Toolkit for Collaboration and a WorkInCulture Partnership Potential Checklist.

ASSESSING PARTNERSHIP POTENTIAL	
	DOCUMENTS
	Up-to-date Mission or Mandate
	Business Plan (or equivalent, e.g., planning information)
	WHY PARTNER
	Know what you want (e.g., funds, knowledge, expertise, profile, facilities)
	Know why for a WIN-WIN (e.g., avoid duplication, share knowledge or skills)
	KNOWLEDGE, ATTITUDES, SKILLS
	Training - knowledge and skills for collaboration and partnering
	Culture - track record of teamwork and collaboration
	Buy-in and Support, Champions for collaboration
	Communications ability (internal, external)
	Knowledge of potential resources and requirements
	Skills, knowledge and capacity to contribute to community resilience, response and/or recovery
	PREPARING FOR THE NEXT STEPS
	Scope and direction of potential partnership project (simple or complex)
	List of potential partners and approach (e.g., draft of letter)
	Assess for alignment with your organization
	Contact person(s) for potential funding (e.g., grant officers)
	Template for partnership agreement
	Useful models and resources
	LEAD PARTNER
	Eligible for lead, including for grant or financial responsibility (and to mitigate risk)

10. Example External Partner Information Form

1. Agency Information

Agency Name: _____

Agency Street Address: _____

Contacts	Primary	Alternate
First and Last Name		
Title		
Physical Address		
Primary Phone #	W WC H PC	W WC H PC
Secondary Phone #	W WC H PC	W WC H PC
Email		

Indicate if this is a Work (W), Work Cell (WC), Home (H) or Personal Cell (PC).

2. What is your agency's mandate?

3. In case of emergency, how many staff could work at an Emergency Reception Centre?

4. Types of Services: Please indicate, as many staff as available for the categories below in the case of an Emergency Reception Centre or recovery situation:

Meet & Greet Welcome evacuees and direct them to the appropriate service area.		**Child Care** Provide therapeutic play for children (criminal record check required).	
Registration, Inquiry & Referrals Worker Register evacuees, take inquiries about friends and family members, and provide referrals for services required.		**Pet Services** Register, feed, exercise, and care for domestic pets.	
Resource Acquisition Acquire and manage sources of food, clothing and lodging.		**Transportation** Assist with driving if licensed and insured.	
Emotional Support Services Provide emotional support for evacuees and ESS responders. Please specify in question 5.		**First Aid** Please specify certification in question 6.	
Special Needs Assist people with special needs, e.g. frail elderly, people with disabilities.		**Information Technology** Computer technical skills, amateur radio.	
Food Services Provide meals and refreshments for evacuees.		**Recreation** Provide activities for all ages and special needs groups.	
Volunteer Services Recruit, train, assign and support volunteers.		**Runner** Pick up and deliver supplies from one station to another.	
Administrative Services Clerical support including data entry.		**Other:**	

5. Emotional Supports Certifications

If you answered yes to being able to offer emotional supports, please specify staff certifications and services that can be offered.

6. First Aid Certifications

If you answered yes to being able to offer first aid, please specify staff certifications and services that can be offered.

7. Resources the agency has that may be helpful in an emergency situation (e.g. Cots, blankets, vehicles, satellite radios, etc.):

8. In an emergency situation, would there be a cost for your services? If so, what is the rate?

9. Sharing of contact information and signature

I have given consent to share my contact information in the ESS Plan, to be used only in the case of an emergency.

_____ _____

Primary Alternate

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