Comox Valley Regional Emergency Program

Public Plan

Date created: September 27, 2018

Acknowledgement

This document was developed by the Mid Island Emergency Coordinators and Managers (MIECM).

It is understood that an effective emergency plan is a 'living' document and as such there will be a need for revision and updating on a continuing basis. This document is designed to be the foundation of information on local authorities' emergency management in the event of a disaster. Local Authorities should insert their individual documents to complete their plan (i.e. insert local applicable bylaw, authorities, jurisdictional boundaries and specific agency plans such as the communication plan).

This document is offered to other local authorities with the proviso that you obtain MIECM permission prior to incorporating any part into your community's emergency plan.

A word version of the plan is available via download for a nominal fee.

For information regarding this plan, please contact your local Emergency Manager:

Phone: (250) 746-2560 or 1-800-665-3955
Fax: (250) 746-2563
Email: ep@cvrd.bc.ca

Disclaimer

Every reasonable effort has been made to ensure the accuracy of this Emergency Plan for public release. Local Authorities assume no responsibility and disclaim any liability for any injury or damage resulting from the use or effect of the information specified in the plan.

Introduction

The Comox Valley Emergency Program (CVEP) is a regional service that utilizes the Emergency Management BC (EMBC) four emergency management pillars for planning: prevention, preparedness, response and recovery.

It references both operational guidelines and response plan in the approach to large emergency or disaster events. Disasters are calamities that threaten or effect extraordinary loss of life and or property as determined by the hazard, risk and vulnerability analysis (HRVA) completed for each Local Government and in consultation with K'ómoks First Nation in the Comox Valley.

This plan is not intended to deal with day-to-day emergency situations (see Levels of Response section of this plan) handled by emergency response agencies. Most disasters will create demands that exceed the normal capacity of any one organization. The intent of this plan is to facilitate and coordinate response to, and recovery from, disaster by implementing common management strategies for both public service and private sector agencies. The tactics and strategies outlined are to be considered as guidelines. To meet unusual situations, the use of unconventional methods, tempered by sound judgment and past experience can be invaluable.

It is imperative that each agency and department responding have its' own response Operational Guidelines (OG) that outlines their particular tasks within the framework of the Local Authority Emergency Plan and dovetails with the response activities of all.

The overall emergency plan provides for not only the Electoral Areas A, B, and C, but also the municipalities within the Comox Valley Regional District, including the City of Courtenay, the Town of Comox, and the Village of Cumberland. Standardization, coordination and familiarization with planning strategies by all participants will ensure an effective response.

The Comox Valley emergency management organization system is made up of an Executive Committee which is responsible for the direction and control of the regional emergency response and the preparation of emergency plans respecting preparation for, response to and recovery from emergencies and disaster. This committee must also appoint an Administrative Committee, usually consisting of the Chief Administrative Officers from each Local Government in the service and the Emergency Program Coordinator. (See *Emergency Program Act* part 4 section 6).

The Administrative Committee will administer the program and make recommendations to the Executive Committee. The Planning Committee (made up of the heads of all responding agencies) will help develop and maintain the program and the plan. The program is made up of two stages: a planning stage to take care of mitigation and preparedness before an emergency or disaster and an operational stage during response and recovery efforts.

Comox Valley Emergency Management
Comox Valley Regional District
600 Comox Road, Courtenay BC PH: 250-334-6000

Regional Emergency Program Office PH: 250-334-8890

Plan Administration

This Emergency Management Plan may undergo revisions whenever appropriate:

Amendments will be documented in section 1.2 Record of Amendments. The plan will be made available to public upon request or on Local Governments' web site.

The Emergency Program Coordinator (EPC) will be the point of contact for any revisions.

The EPC is responsible to ensure that the emergency plan, annexes and appendices are reviewed and amended when required. Any amendments that are policy or financial and not just operational, may require presentation to local council or board.

Distribution
This Emergency Management Plan will also be distributed in whole or in part to internal departments and external agencies as deemed appropriate (see Appendix 3 for a complete list).

Acronyms/Abbreviations

BCEMS	British Columbia Emergency Management System
DFA	Disaster Financial Assistance
DOC	Department Operations Center
EMBC	Emergency Management British Columbia
EOC	Emergency Operations Center
EPA	Emergency Program Act
ESS	Emergency Social Services
EPC	Emergency Program Coordinator
HRVA	Hazard, Risk, and Vulnerability Analysis
ICS	Incident Command System
ISC	Indigenous Services Canada
MOE	Ministry of Environment
MoTI	Ministry of Transportation and Infrastructure
PECC	Provincial Emergency Coordination Centre
PREOC	Provincial Regional Emergency Coordination Centre
SAR	Search and Rescue

Record of Amendments

Date:	Changes:	Pages to Replace:

Table of Contents

Emergency Management Plan Overview

Purpose and Objectives

The purpose of the Emergency Management Plan is to outline the structure and organization required to effectively coordinate response and recovery to emergencies within the Comox Valley.

This plan does not provide operational guidelines for emergencies which are coordinated at the site by first responder agencies or internal to the emergency operation centre.

The Emergency Management Plan is designed to align the local authority with the British Columbia Emergency Management System, a comprehensive framework to help ensure a coordinated, organized and effective approach to emergencies and disasters.

The Province of British Columbia's *Emergency Program Act (1996)* (EPA) places certain requirements on local authorities with regards to maintaining emergency management programs and plans. In addition to the EPA, the Local Authority Emergency Management Regulation (1995) (LAEMR) exists outlining more specifically what is required of Local Authorities. Below is a table which outlines a few of the emergency planning requirements (Planning Guide for Local Authority Emergency Management, page 10*).

• A local authority is required to have an emergency plan	EPA 6(2)
• A local authority is required to establish and maintain an emergency management organization • A local authority may appoint committees and a coordinator for the emergency management organization	EPA 6 (3)
• A local authority may delegate any of its powers and duties under the EPA to committees or a coordinator except the power to declare a state of local emergency	EPA 6 (4)
A local authority emergency plan must reflect the following: o The potential emergencies and disasters within its jurisdiction o Their relative risk of occurrence and potential impact on people and property o Procedures for accessing resources such as personnel, equipment, facilities, and finance o Procedures for implementing the plan o Procedures to notify affected peoples of an impending disaster o Procedures to coordinate the provision of food, clothing, shelter, transportation, and medical services o Priorities for restoring essential services provided by the local authority and by other service providers o A training and exercise program for staff and agencies assigned responsibilities in the plan o Establish a procedure for periodic review and update of the plan. o Procedures for how guidance and direction is provided to the emergency management organization	LAEMR 2
Local authorities may also: o Enter into mutual aid agreements with other authorities o Develop agreements with non-government organizations	LAEMR 3

The objectives of the plan include:
   • Summarize the potential hazards and risks present within the local authority jurisdiction;

- establish a procedure for a periodic review and update of the plan;
- outline the procedures for implementing the plan;
- identify internal and external communications procedures of notification of an impending disaster;
- identify how provision of food, clothing, shelter, transportation, and medical services are provided to people affected by emergencies;
- identify how the needs of vulnerable population groups will be addressed during an emergency;
- identify the functional roles and responsibilities of internal and external stakeholders;
- identify the logistical support and resource requirements necessary for implementing the plan;
- identify the priorities for restoring essential services provided by the local government and by external service providers;
- outline any mutual aid agreements; and
- outline a training and exercise program for staff assigned responsibilities in the plan.

Authority for the Plan

COMOX VALLEY MUNICIPAL BYLAWS

and

SERVICE AGREEMENT

DATE	BY-LAW #	COMOX VALLEY REGIONAL DISTRICT
1991	1341	To establish an extended emergency service
1993	1583	Amendment to # 1341
1996	1816	Agreement with Courtenay, Comox, Cumberland to jointly exercise power
2000	2257	Amendment to # 1583
2013		Emergency Providing Assistance Agreement 2012-Nov. 30, 2017 with Courtenay, Comox and Cumberland.
2017		Emergency Providing Assistance Agreement 2017-Dec 31, 2021 with Courtenay, Comox and Cumberland

CITY OF COURTENAY

2012		Emergency Providing Assistance Agreement 2012-Nov. 30, 2017 with Comox, Cumberland, CVRD.
2017		Emergency Providing Assistance Agreement 2017-Dec 31, 2021 with Comox, Cumberland, CVRD.

TOWN OF COMOX

2012		Emergency Providing Assistance Agreement 2012-Nov 30,2017 with Courtenay, Cumberland, CVRD.
2017		Emergency Providing Assistance Agreement 2017-Dec 31, 2021 with Courtenay, Cumberland, CVRD.

VILLAGE OF CUMBERLAND

1984	537	Emergency Services Bylaw
2012		Emergency Providing Assistance Agreement 2012-Nov. 30, 2017 with Courtenay, Comox, CVRD.
2017		Emergency Providing Assistance Agreement 2017-Dec 31, 2021

COMOX VALLEY EMERGENCY PROGRAM
Program Administration Service Agreement

2012   CVEP Policy Agreement 2012- May 31, 2017 between:
- CVRD Areas A, B and C

Emergency powers are vested by the following:

1. *Local Government Act*, Revised Statutes of BC, 1996, Chapter 323
2. *Emergency Program Act*, Revised Statues of BC, 1996, Chapter 111
3. Emergency Program Management Regulation, BC Regulation 477/94
4. Local Authority Emergency Management Regulation, BC Regulation 380/95
5. *Indian Act*, Section 81(a)

Authority to Activate the Emergency Plan

The plan may be activated, in whole or in part, if an emergency has occurred or appears imminent that may require action and coordination beyond normal operation procedures. It may also be activated to assist in the planning and coordination of major events.

The following have the authority to implement the plan:
- Emergency Program Coordinator
- Chief Administrative Officer
- Mayor or Designate/Chair or Designate/Chief or Designate

Note: Activation of the plan does not necessarily mean the Emergency Operations Centre (EOC) will be activated nor does it require a State of Local Emergency to be declared.

British Columbia Emergency Management System

The British Columbia Emergency Management System (BCEMS) is a comprehensive framework that helps ensure a coordinated and organized approach to emergencies and disasters. It provides a structure for a standardized approach to developing, coordinating, and implementing emergency management programs across the province.

BCEMS evolved from and expands on the framework previously in place across the province – the BC Emergency Response Management System (BCERMS). BCERMS utilized the structure and fundamentals of the Incident Command System (ICS) which has been widely adopted by first responders and emergency management programs throughout North America.

In 2016 BCEMS was introduced to incorporate the four phases of emergency management.
BCEMS views emergency management as a continuous process consisting of four interconnected phases: mitigation, preparedness, response, and recovery.

The Local Authority is committed to using the BCEMS framework. The Local Authority regularly reviews the Hazard, Risk and Vulnerability Analysis to ensure that it is current and clearly identifies priorities for mitigation, preparedness, response and recovery.

Emergency Management Phases

Phase	What it means
Mitigation	• Steps are taken to identify, prevent, eliminate, or reduce the risk and impact of hazards. • Purpose is to protect lives, property, and the environment; reduce economic and social disruption; and improve response capabilities. • Covers structural measures (e.g., construction of floodways and dikes, earthquake retrofitting) and non-structural measures (e.g., building codes, land-use planning, tax and insurance incentives).
Preparedness	• Action is taken to prepare for emergency response and recovery. • Plans are created to support the continuity of emergency operations and other mission critical services. • Individuals, families, and neighbourhoods implement measures to prepare for and cope with the immediate impact of a disaster. • Activities include: emergency and continuity planning, volunteer management, training, exercises, maintenance and continuous improvement, and public/stakeholder education.
Response	• Action is taken in direct response to an imminent or occurring emergency/disaster in order to manage its consequences. • The plan for continuity of emergency operations is activated, if necessary. • This phase involves measures to limit loss of life, minimize suffering, and reduce personal injury and property damage associated with disasters. Examples include emergency public/stakeholder information, fire-fighting, search and rescue, emergency medical assistance, evacuation, site support, and agency coordination.
Recovery	• Steps are taken to repair a community affected by a disaster and restore conditions to an acceptable level or, when feasible, improve them. (Note: The term "community" refers to everyone who is or could be affected by an emergency/disaster. This includes all levels of government, agencies, not-for-profit organizations, businesses, and individuals.) • This phase consists of several stages and works toward disaster risk reduction to minimize future damage to the community and environment. • It includes measures such as the return of evacuees, provision of psychosocial support, resumption of impacted businesses and services, provision of financial assistance, conduct of economic impact studies, and reconstruction. These measures are taken after an emergency/disaster in as timely a manner as possible.

British Columbia Emergency Management System Fact Sheet

Essentials of BCEMS

Vision
Resilient communities across British Columbia.

Mission
To facilitate the use of a proactive, collaborative, and integrated approach to emergency management to minimize loss and promote effective response and recovery in BC.

Purpose
BCEMS is a comprehensive framework that helps ensure a coordinated and organized approach to emergencies/disasters. It provides a structure for a standardized approach to developing, coordinating, and implementing emergency management programs across the province.
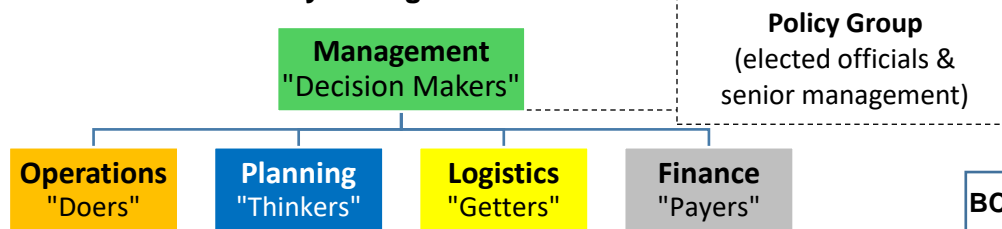
Guiding Principles
- Health and safety
- Shared responsibility
- All-hazards approach
- Collaboration and stakeholder engagement
- Common approach
- Clear communication
- Continuous improvement

BCEMS Response Goals
1. Ensure the health and safety of responders
2. Save lives
3. Reduce suffering
4. Protect public health
5. Protect infrastructure
6. Protect property
7. Protect the environment
8. Reduce economic and social losses

Five Primary Management Functions

Management "Decision Makers"

Policy Group (elected officials & senior management)

Operations "Doers" | **Planning** "Thinkers" | **Logistics** "Getters" | **Finance** "Payers"

Emergency Management Cycle

BCEMS Response Levels
Provincial Emergency Coordination Centre (PECC)

Provincial Regional Emergency Operations Centre (PREOC)

Emergency Operations Centre (EOC – site support)

Incident (Fire / Flood / ESS) (site)
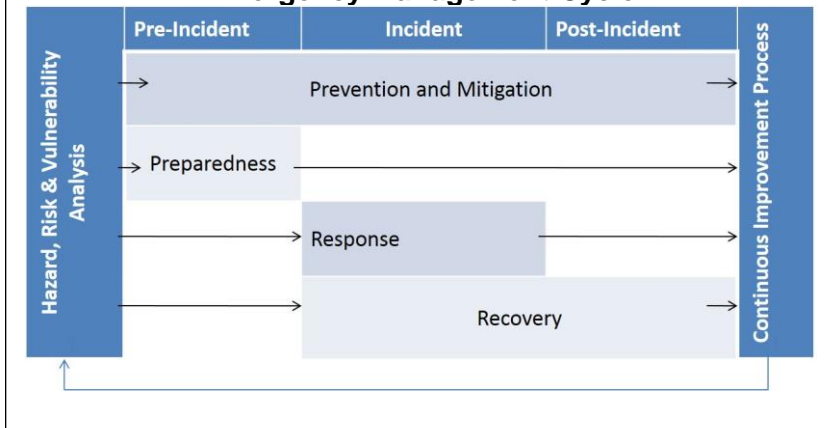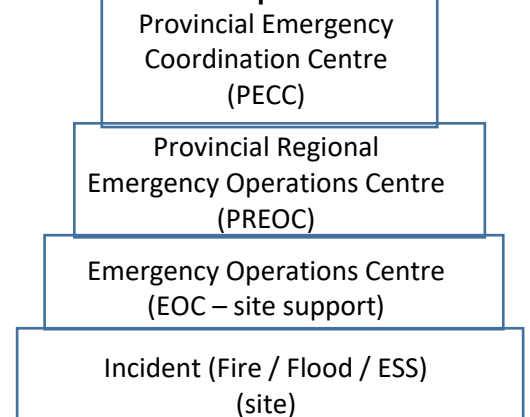
Be Prepared! Help Others! Together we are so much more!

Hazards, Risks and Vulnerabilities

The purpose of Hazard, Risk and Vulnerability Analysis (HRVA) is to help a community make risk-based choices to address vulnerabilities, mitigate hazards, and prepare for response and recovery from disasters.

Hazard, Risk, and Vulnerability Summary

Hazard = events, phenomena or human activities that may result in consequences such as:
- Loss of life
- Injuries
- Damage to community infrastructure
- Impact to community services

Risk = Probability X Consequences

Vulnerability = susceptibility of people, animals, property, infrastructure and environment to potential harm.

Impacts that need to be considered include:
- Health and safety of community
- Critical facilities
- Lifelines (water, electricity, gas, etc.)
- Community infrastructure
- Environmental, economic and social systems

HRVA Matrix:

Zone 1 Cumberland	Risk Scores			
Hazard	**Likelihood**	**Severity**	**Total**	
Earthquake	4	3.7	14.8	
Wildfire	4	2.1	8.1	
Power Outage **Extend?**	4	1.4	5.6	Severe Weather - Wind Storm Snow
Zone 2 Courtenay East				
Earthquake	4	3.7	14.8	
Flooding	6	2.3	13.8	Severe Weather - Rain, Dam Failure
Air Crashes	3	2	6	
Zone 3 Courtenay West				
Earthquake	4	3.7	14.8	
Flooding	6	2.3	13.8	Severe Weather - Rain, Dam Failure
Air Crashes	3	2	6	
Zone 4 Comox North	Risk Scores			
Hazard	**Likelihood**	**Severity**	**Total**	
Earthquake	4	3.7	14.8	
Air Crashes	5	2	10	

Flooding	4	2.3	9.2	Severe Weather - Rain, Snow melt
Zone 5 Comox South				
Earthquake	4	3.7	14.8	
Flooding	4	2.3	9.2	Severe Weather - Rain, Snow melt
Air Crashes	3	2	6	
Zone 6 CFB Comox				
Earthquake	4	3.7	14.8	
Air Crashes	6	2	12	
Hazardous Spills	5	1.3	6.5	
Zone 7 CVRD North				
Earthquake	4	3.7	14.8	
Flooding	6	2.3	13.8	Severe Weather - Rain, River breach, Snow melt
Wild Fires	4	2.1	8.4	
Zone 8 CVRD South				
Earthquake	4	3.7	14.8	
Flooding	4	2.3	9.2	Severe Weather- Rain, River breach, Snow melt
Wild Fires	4	2.1	8.4	
Zone 9 KFN				
Wildfire	5	3	15	
Earthquake	4	3.7	14.8	
Flood	5	2.4	12	Severe Weather - Rain, Storm Surge
Hazard			**Total Score**	
Zone 1 - 9				
Earthquake			133	
Flood			81	
Power Outages			53	
Wild Fire			51	
Air Crashes			40	
Hazardous Spills			32	
Further considerations will be given to Climate Change impacts				
Rainfall event- Atmospheric Rivers				
Severe Winds storms				
Snowstorms				

Rapid Snow Melt				
Mud/Landslides	**As of 2015**			

Based on the HRVA, a series of Contingency Checklists operational guidelines have been created to assist responders in assuring that key response actions are implemented and identifying key roles and responsibilities. These Contingency Checklists are part of the EOC Operational Guidelines for response and recovery and are each divided into four sections:

- Potential Impacts;
- Incident Site Actions;
- EOC Actions; and
- Equipment Resources.

The current list of Contingency Checklists in alphabetical order includes:
- Aircraft Incident
- Civil Disturbance
- Dam Breach
- Dangerous Goods / Hazardous Materials
- Earthquake
- Fire – Structural
- Fire – Wildland / Interface
- Flood Incident
- Flood Action List
- Landslide
- Landslide Action List
- Marine Incident
- Nuclear Emergency Response
- Pandemic/Disease Outbreak Event
- Power Interruption
- Snowstorm
- Terrorism
- Transportation Disaster - Rail Incident
- Tsunami
- Water Supply Interruption

Mitigation Overview

A thorough HRVA provides you with important information about the potential hazards in your community, the likelihood of those hazards occurring and most importantly your community's potential impacts and vulnerabilities.

Taking the time to share this valuable information with elected officials, staff and the public can greatly improve your community's willingness to explore potential opportunities to invest in reducing those risks. Risk reduction can be effectively implemented at all levels:

- Individuals and businesses implementing FireSmart principles.
- Prioritizing infrastructure and buildings to retrofit with seismic improvements.
- Developing land-use policies and official community plans that integrate the HRVA lens to reduce risks and improve public safety.
- Developing asset management processes that ensure financial capacity for replacing equipment and facilities before they become unviable.

Preparedness Overview

Preparedness is a shared responsibility. What can you do?
- Individuals and families get prepared using the Mid-Island Emergency Coordinators and Managers group's Emergency Preparedness Workbook: https://www.comoxvalleyrd.ca/services/emergency-management/emergency-preparedness/emergency-preparedness-resources
- Neighbourhoods work together with neighbours (formally or informally) to get ready for emergencies or disasters.
- In It Together: Neighbourhood Preparedness Guide https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/preparedbc/get-prepared/prepare-your-household
- Workplaces use business continuity resources to develop practical tools for staying in business during and after an emergency or disaster (whether that involves just your workplace or your whole community). https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/preparedbc/get-prepared/prepare-your-small-business
- Local governments are mandated to prepare for emergencies and disasters. This Emergency Management Plan and the various detailed documents created for emergency response and recovery are all part of preparedness activities. Training and exercises are also an integral part of emergency preparedness.

Response Overview

Provincial Response System

BCEMS includes a comprehensive response management system based on the principles of the ICS that ensures a coordinated and organized response to emergencies and disasters. This framework comprises four levels which are activated as necessary: Site; Site Support; Provincial Regional Coordination; and Provincial Central Coordination.

BC Emergency Management Structure
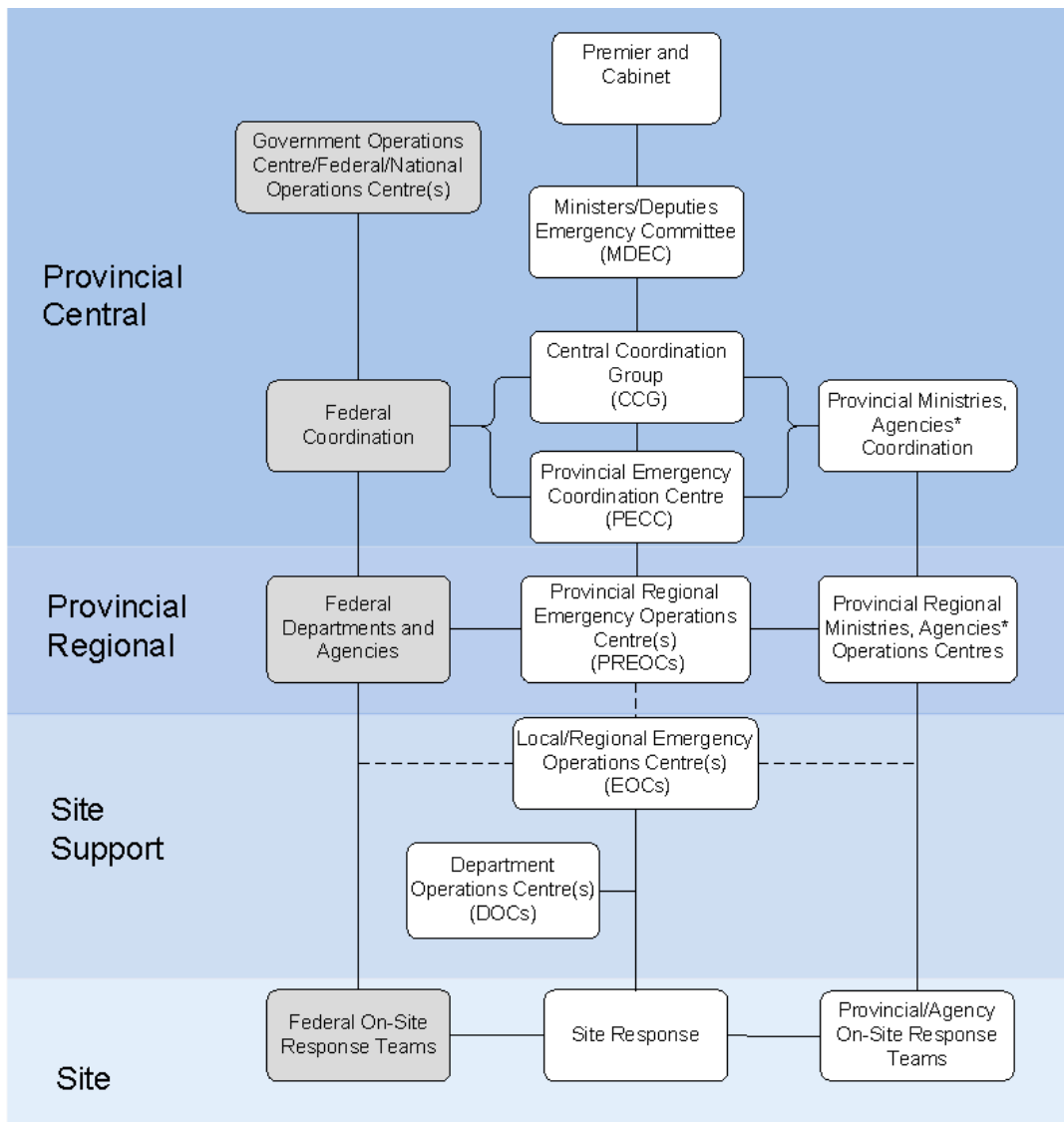
Site Response

Site response manages the tactical response to the emergency/disaster and functions directly under the ICS. Command is determined by the type and scope/size of event. Site operations include, but are not limited to:

- First Responders (Fire, Police, Ambulance, Public Works)
- Emergency Support Services- volunteer which support the delivery of EMBC's Emergency Support Services Program
- Emergency Communications Teams

Site

Uses resources to solve problems arising from the emergency/disaster

- Responders at the site may come from various levels of government and from other stakeholders.
- Direction comes either from a single command or a unified command.
- Command is provided from a single on-site incident command post (Single or Unified Command).

Specific Tasks:

- Manage the tactical response to the emergency/disaster
- Responsible for the safety and health of all those who are operating at the site
- Evaluate risk on an ongoing basis
- Determine the resources required to deal with the emergency/disaster
- Coordinate provision of essentials such as food, clothing, lodging, emotional support, information and family reunification
- Provide alternate communications such as commercial or amateur radio to sites and EOCs

Site Support

Supports and coordinates the overall emergency response activities within its geographical or functional jurisdiction. This level of support can be provided by one or more of the following:

- Department Operations Centre (DOC): Agencies that require unique functional support for their emergency activities may establish a DOC. A DOC is primarily concerned with supporting the emergency activities of the agency and ensuring that regular business activities continue. It can be established at the provincial, regional, or local level. For example, a local authority fire department may establish a DOC to respond to a specific emergency/disaster. Business and industry may also activate functional or geographic operations centres (e.g., Area Operation or Area Command Centre).
- EOC: An EOC is set up off-site, in a pre-designated facility, and is activated at the request of the incident commander or senior official. EOCs may be established by any level of government or the private sector to support the entire site or individual agencies.
- Regional Emergency Operations Centre (REOC): Local Authorities or agencies may combine resources in an REOC. An REOC functions as an EOC, but allows for collaborative decision making, coordinated resource requests, and prioritization of scarce resources between local authorities during regional emergencies/disasters. An REOC can also coordinate public messaging.
- Policy Group (elected officials and senior management) is set up separately to provide guidance on policy questions, set expenditure limits and declare a state of local emergency when necessary.

Specific Tasks:

- Maintain communication with the site level
- Provide policy guidance

- Coordinate the collection of situational awareness information and disseminate information internally and externally as appropriate
- Provide operational support (e.g., for evacuations)
- Coordinate local multi-agency support to the site level
- Acquire and deploy additional resources obtained locally, from other EOCs, or from the provincial regional coordination level
- Prioritize and coordinate critical resources
- Coordinate media information

Provincial Regional Coordination

Provides and coordinates provincial support for local authorities and First Nations within designated regional boundaries. Support and coordination at this level are provided by a Provincial Regional Emergency Operations Centre. (PREOC).

Specific Tasks:
- Acts as a conduit of information back to the provincial government
- Assists in implementing emergency plans across local authorities and other levels of government, Crown corporations, and stakeholders
- Coordinates the collection of situational awareness information (e.g., priority issues of concern, damage assessment) and disseminates this information to the provincial central coordination level, provincial ministries, local authorities, and stakeholders
- When an emergency/disaster affects multiple jurisdictions, obtains critical resources and prioritizes their coordinated deployment in accordance with BCEMS response goals
- Where no local authority exists, directly manages the response
- Coordinates regional dissemination of provincial messaging on the status of the emergency/disaster

Provincial Central Coordination

Prioritizes provincial government objectives and leads the overall provincial response. It also serves as the coordination and communication link with the other response levels and the federal disaster support system. Central coordination and provincial leadership are provided by the Provincial Emergency Coordination Centre (PECC).

Emergency Coordination Centre (ECC)

EMBC houses the ECC, a 24-hour centre that records, notifies and monitors emergency incidents across the province 365 days per year. If an emergency incident occurs with potential to escalate or has required the activation of the local emergency operation centre(s), the ECC will contact designated EMBC regional and headquarters staff. EMBC staff will activate the PREOC and/or PECC if deemed necessary. The ECC facilitates the flow of information within and between agencies and senior officials if local telecommunications are impacted.

Local Authorities should contact the ECC in the event of an emergency to request a task number, a control number assigned by EMBC for tracking an approved response.

Provincial Emergency Coordination Centre

EMBC's PECC implements provincial government objectives and leads the overall provincial response. It also serves as the coordination and communication link with the other response levels and the federal disaster support system. The PECC is located in Victoria.

Specific Tasks:
- Provides overall leadership and coordination in the implementation of the provincial government's priorities and objectives in a major emergency/disaster:
- Gathers situational awareness data to establish the scope and scale (current and potential) of major emergencies/disasters, and provides it to the government and other stakeholders.
- Facilitates advance planning, addressing the need for resources and support based on situational awareness information.
- Supports the provincial government's response activities, providing policy direction for regional emergency operations.
- Coordinates and supports any activated PREOC.
- Coordinates cross-government support to provincial ministries and emergency management stakeholders.
- Ensures adequate province-wide mobilization and allocation of critical assets.
- Coordinates the government's business continuity requirements for critical government functions and provides continuity support to senior provincial officials, as requested.
- Facilitates, as required, the acquisition of provincial, national, and international support.
- Coordinates overall provincial messaging on the status of the emergency/disaster.

Catastrophic Emergency Response and Recovery Centre
The concept of operations for a <u>Provincial-led</u> Catastrophic Emergency Response and Recovery Centre is in development.

Recovery Overview

Recovery is the phase of emergency management in which steps and processes are taken/implemented to:
- Repair communities affected by a disaster.
- Restore conditions to an acceptable level or, when feasible, improve them.
- Restore self-sufficiency and increase resilience in individuals, families, organizations, and communities.

Recovery measures consist of short-term, medium-term and long-term stages and work towards minimizing future damage to communities and the environment.

Recovery measures are generally implemented as soon as life-safety issues are addressed to reduce impact to communities. These measures may include:
- temporary housing;
- monitoring health care needs including psychosocial needs and continuation of health services;
- environmental impact assessment;
- economic recovery; and
- planning and reconstruction.

Key recovery concepts include:
- coordinating efforts;
- providing leadership;
- empowering individuals;
- recognizing and respecting the many facets of recovery;
- acting quickly while planning for the long-term; and
- planning for transition.

Recovery Planning in the EOC (Recovery Unit)

Early in the emergency response, the EOC needs to identify the potential need for recovery operations and staff the Recovery Unit in the EOC to plan for the transition to recovery. It is essential for the EOC to be aware of and keep recovery needs in the forefront of all emergency operations to ensure that the transition to recovery goes smoothly and that emergency response measures are implemented to improve the recovery process.

Specific tasks:

- Assess community/organization recovery requirements and develop recovery plans
- Identify immediate steps to initiate and speed up recover within the community/organization
- Anticipate long-term actions required to restore local services
- Liaise with other organizations/agencies involved in recovery
- Establish plans to transition the EOC to a ROC
- Support establishment of a Recovery Steering Committee and appointment of a Recovery Director

Emergency Support Services (ESS) (or may have other local government designated names e.g. Disaster Assistance Team) teams need to plan for transition to recovery so that evacuees know how/where recovery will continue following response. This can be initiated by having a Next Steps table in the ESS Reception Centre where recovery personnel/agencies provide information on what is available for Recovery Services.

Community Resilience Centre

In many communities some form of Community Resilience Centre may be activated to formally assist individuals through the recovery process. Collaboration/coordination with provincial, community, business and not-for-profit agencies is critical to ensure that recovery is holistic and builds community capacity and resilience.

Assistance is provided with a one-stop shop approach through a series of steps that may need to be expanded to assist those with more complex recovery requirements.

Specific steps:

- Complete a capacity and needs assessment with community residents.
- Assist individuals in completing their personal action plan.
- Ensure that those with urgent needs are connected with appropriate agencies/groups:
  - ➤ Pursuing family reunification efforts
  - ➤ Linking homeowners needing assistance in removing debris with residents who can help
  - ➤ Providing psychosocial support services including trauma counselling
  - ➤ Engaging public health agencies to provide water testing
  - ➤ Linking home-based business owners with local business organizations like Chamber of Commerce and Rotary Club

Recovery Operations Centre

Ideally, when the EOC determines the need for a formal recovery process, the EOC transitions into a Recovery Operations Centre. Recovery Operations Centres may be established by any level of government or the private sector to support community or individual agency recovery efforts.

Regional Emergency Operations Centres can morph into Regional Recovery Operations Centres to support the larger community and local authority recovery efforts.

The recovery structure is likely to change over time from short-term to medium-term and long-term. Refer to the stages of recovery outlined below:

Stages of Recovery

DISASTER

SHORT-TERM	MEDIUM-TERM	LONG-TERM
e.g., Days-Weeks	e.g., Weeks-Months	e.g., Months-Years
• Recovery Unit, Emergency Operations Centre(s) • Reception Centre(s) • Emergency Shelter • Rapid Damage Assessment • Public information/Information Posts • Initial Debris Clearance • Critical Infrastructure Restoration • Business Continuity • Disaster Psychosocial Support	• Recovery Operations Centre(s) • Resilience Centre(s) • Temporary Lodging • Inspection/Damage Assessment • Demolition/Disaster Debris Management • Critical Infrastructure Repair • Business Resumption • Emotional/Psychosocial Support	• Recovery Steering Committee • Long-Term Recovery Structure • Demobilization • Permanent Housing • Engineering Assessment/Land Use Planning • Media and Community Services • Final Debris Disposal/Recycling • Critical Infrastructure Rebuild • Business Recovery/Revitalization Strategy • Counseling and Support Programs

Roles and Responsibilities

During the preparedness, mitigation, response and recovery phases of disaster, numerous departments and agencies will participate. Several departments and agencies have been pre identified as important participants in all phases.

Initially local governments will work with their local jurisdiction resources including first responders. As an event unfolds, it may become clear that additional resources may be called upon should the local authority require assistance beyond our own capabilities. The following synopsis is broken out by internal, external and provincial/federal agency support:

<u>Local Jurisdiction</u>
Administration (Governing Jurisdiction)
- Preplan for mitigation, preparedness, response and recovery at a local level
- Pre-designate EOC facilities and staffing
- Develop the Local Authority EOC Operational Guidelines.
- Policy Group (elected officials and senior management) determine expenditure limits and declare a State of Local Emergency for the jurisdiction when necessary.

Building Inspection
- Provide input and assessment for key facilities, seismic stability studies, policy development, long range planning
- Develop a rapid damage assessment training program for employees and volunteers
- Develop strategies and processes for compiling damage assessment information and recommendations during response
- Develop a 'fast track' system for Building Permit/Inspection during recovery

Community Disaster Recovery
- Provide for the extended basic needs of persons impacted by disaster (i.e. information, emotional support and coordination of resources and services)
- May provide support to Resilience and Recovery Operations Centre personnel
- Coordinate the response of volunteer organizations providing human services
- May provide services and support for Neighbourhood Programs
- Organizes transition from recovery to community resources for those impacted by disaster

Emergency Communications
- Provide communications support in the event of an emergency or disaster resulting in communications outages
- Deployed at the request of the EOC Director through the Emergency Communications Team Unit in Logistics
- Deployment and set-up is pre-determined through exercise planning for designated facilities

Emergency Support Services
- Provide for the basic needs of persons impacted by disaster (i.e. information, family reunification, emotional support and coordination of services)
- May provide support to Emergency Response Units and EOC personnel
- Coordinate the response of volunteer organizations providing services to impacted individuals

Engineering, Public Works or Contractors
- May be lead agency for dam breach, flooding and water main breaks, etc.
- Organize provision and distribution of potable water
- Maintain and repair of sewage collection systems, storm drainage systems, public roads/walks, public buildings
- Provide refuse collection and disposal
- Assist Ministry of Transportation and Infrastructure with maintenance of traffic lights and provision and deployment of traffic signs, barricades, etc.
- Liaise with utility companies (Telephone, Hydro, Gas, etc.)
- Assist with inspection of damaged buildings and structures and determining demolition of those considered unsafe, through Building Inspection Department

Fire Department
- May respond to Dangerous Goods / Hazardous Materials, Urban/Wild Fire Incidents
- Provide direction and assistance in tactical evacuation of people
- May provide medical aid in cooperation with Ambulance
- Provide fire suppression and fire control in an emergency
- May provide rescue service in cooperation with other departments and agencies
- May provide assistance in determining availability of water supplies

Neighbourhood Preparedness Programs
- Some areas such as Denman Island, have organized together in establishing neighbourhood teams or coordinator(s) to lead neighborhood preparedness and response efforts
- Mitigate hazards: i.e. turning off damaged utilities, fire safety and debris clearing
- Complete rapid damage assessment surveys
- Set up first aid station and triage and treat injured to training level
- Search damaged building, rescuing trapped persons, mark dangerous buildings
- Provide temporary shelter and liaise with ESS for services
- These teams have been identified during our evacuation planning and the process of identifying area and manageable numbers of residents for first responders to evacuate in a timely and safe manner. These areas are referred to as Zones.

Local Agency Support
British Columbia Ambulance Service
- Responsible for providing mass casualty and health care services
- Responsible for triage, treatment and transport of casualties
- Coordinate emergency medical activities with EOC
- The Provincial Ambulance Service is controlled & directed by the Minister of Health

Health Authority
Hospitals:
- When patients received or anticipated exceeds the existing capabilities, actions are initiated:
- Patient surge planning
- Triage of all patients received
- Stabilization and preparation of multiple / trauma victims for transport
- Treatment and admission, or discharge

Public Health:
- Monitor water quality
- Immunization
- Epidemiology / disease control

Police (Royal Canadian Mounted Police)
- Lead agency for motor vehicle incidents and terrorism
- Maintain law and order and enforce emergency restrictions and regulations
- Coordinate traffic and route control
- Provide direction and assistance in the warning, alerting and evacuating of people
- Coordinate Search and Rescue Operations
- Crowd control
- Coordinate use of auxiliary and/or special police (COPS - Citizens on Patrol)
- Liaise with Coroner's Office

Provincial and Federal Agency Support

BC Coroners Service
- Provide services as necessary including operation of:
- temporary morgues;
- identification of the dead; and
- mass fatality planning.

BC Wildfire Service
- Manages wildfires through a combination of wildfire prevention, mitigation and suppression strategies, on both Crown and private lands outside of organized areas such as municipalities and regional districts.

Canadian Red Cross Disaster Management Program
- Work in partnership with first responders, emergency managers and the province to support their response and recovery activities. Work in collaboration with other voluntary sector organizations.

Emergency Management BC
- EMBC is a branch of the Ministry of Public Safety and Solicitor General who will coordinate the response of the Provincial Government to emergencies/disasters.
- Coordinate requests for provincial, federal or international aid via local authority EOC.
- Support local authority volunteer services and provide Workers' Compensation Board coverage for training and response work (Search & Rescue, Emergency Social Services, and Emergency Communications Team etc.).
- Provide disaster financial assistance, and response/recovery expense reimbursement.

Heath Emergency BC
- Health Emergency BC (HEMBC) provides expertise, education, tools, and support for the BC health authorities to effectively mitigate, prepare for, respond to, and recover from the impacts of emergency events; ensuring the continuity of health services.
- HEMBC staff work across the province, directly with facilities and programs to support a range of activities, including:
    - development of emergency plans;
    - training and education;

- o emergency exercises;
- o emergency response;
- o recovery; and
- o after action / lessons learned process.

Ministry of Children and Family Development
- Provide policy direction and expertise dealing with unaccompanied youth
- Child protection services
- Reunion services

Ministry of Environment & Climate Change Strategy
- Provide professional or technical advice and direction at hazardous material or pollution spills
- Assess and monitor air and water quality
- Provide conservation officers to act as special constables to reinforce police forces in law and order and traffic duties
- If evacuations are required within park boundaries, representatives from the Park Branch will liaise with Provincial Operations Centres, agencies and Local Authorities as required.

Ministry of Agriculture
- Provide advice to Farmers, Aquaculturalists and Fishers on the protection of crops, livestock and provincially managed fish and marine plant stocks
- Coordinate support and/or managing agricultural animal relocation
- Develop emergency response plans addressing animal disease and plant health
- Administer provision of crop insurance to cover damage from disasters and emergencies
- Develop Emergency Management Guides to assist producers in preparing for emergencies

Joint Rescue Coordination Centre
- Provide direction and assistance in evacuation of people during air and marine incidents
- May provide rescue service in cooperation with Local Authority departments and agencies
- May implement Mutual Aid Agreements as necessary

Search and Rescue
- Assist the Police in ground and inland water search and rescue operations
- Assist the Fire and Police Departments in evacuations
- Assist Emergency Health Services personnel in treatment of injured as directed
- May conduct Light Urban Search & Rescue depending on training levels

Transportation
- Develop transportation plan
- Link to public transportation agencies
- Link to private transportation agencies
- Liaise with RCMP to implement transportation plan
- Close provincial transportation routes including highways and inland ferries where the safety of the public is at risk

Public Notification and Information

The Local Authority Emergency Management Regulation requires that your community's Emergency Plan "establish procedures by which those persons who may be harmed or who may suffer loss are notified of an emergency or impending disaster."

It is essential for local governments to develop and implement an effective and timely delivery of emergency information to site level responders, assisting and cooperating agencies, site support personnel, and the public/stakeholders.

Goals:
- Standardize key information so that it can be accessed easily within and across organizations
- Establish a process that promotes the regular sharing of information with other response organizations
- Link the operational and support elements within and across various organizations
- Provide a common operating picture and situational awareness for response personnel and organizations
- Maximize the use of readily available resources, including the Internet and web-based tools
- Ensure the secure management and timely release of sensitive information
- Ensure the release of credible and accurate information to the public and other stakeholders

Public Information Plan
When advising the public, the type of information shared and method of dissemination will depend on the severity of the event and level of EOC activation.

What considerations should be made?

There are different levels of information to consider when advising the public:
- a. Lifesaving – information that is essential to the survival, health and safety of the public
- b. Response – information concerning response operations and relief services (ie. ESS)
- c. Other – non-emergency information such as background, recovery details and human interest.

What communication systems and platforms will be used for the public?
- d. Information hotline or inquiry centre
- e. CVRD website – including urgent information listed on an alert banner
- f. CVRD social media pages (comoxvalleyrd on Facebook and Twitter)
- g. CVRD Connect Rocket emergency alert tool
- h. Public messages via traditional media (print/radio/tv)
- i. Door-to-door (depending on evacuation order, etc.)

When and where will information be shared with the public?
Public information will be shared as soon as possible and updated regularly via the above noted communications channels. The role of the Information Officer is to ensure that the public within the affected area(s) receive complete, accurate and consistent information about life safety procedures, public health advisories, relief and assistance programs and other vital information.

Who will be the spokesperson for your jurisdiction?
Spokesperson will be the EOC Director (and/or designate)

How will your community interact with and respond to announcements from the provincial 'AlertReady' system?
The Information Officer will verify and share information.

Logistical Considerations

During emergencies or disasters, many resources will be required for effective response and recovery. The local government has identified key resources that may be available in the community and from neighbouring communities through mutual aid. If additional resources are required beyond what is locally available, the local government will follow the processes outlined by Emergency Management British Columbia for requesting resources through the province. This includes equipment and personnel.

Resource Management
Resource management begins at the site level and emergency management is encouraged to connect with first responder agencies to share resource information to ensure effective coordination before, during and after emergencies.

Measures include:
- Identification of resource needs based on the threats to and vulnerabilities of the jurisdiction/organization, and development of alternate strategies to obtain the needed resources
- If necessary, create new policies to encourage the positioning of resources near expected incident sites in response to anticipated resource needs
- Anticipate circumstances that may trigger specific required actions such as restocking of supplies when inventories reach a predetermined minimum
- Ongoing assessment of resource status for accurate inventory organized by category, kind and type including size, capacity, capability, skill, etc. A thorough, detailed list ensures effective ordering and shipping processes
- Establish standing agreements and contracts between parties likely to provide/request resources
- Establish standing agreements and contracts with technical specialists

Volunteer Management
Introduction - Utilization of Volunteers
The achievement of Emergency Program goals is best served by the active participation of citizens of the community. To this end, the program accepts and encourages the involvement of volunteers at all levels of the Emergency Program and within all appropriate programs and activities.

Purpose of Volunteer Policies
The purpose of these policies is to provide overall guidance and direction to staff and volunteers.

Definition of Volunteer
A volunteer is anyone who, without compensation or expectation of compensation beyond reimbursement of approved expenses, performs a task at the direction of and on behalf of the Emergency Program. A volunteer must be officially accepted and enrolled by the agency prior to performance of the task. Unless specifically stated, volunteers will not be considered as employees of the region.

Service at the Discretion of the Emergency Program
The Emergency Program accepts the service of all volunteers with the understanding that such service is at the sole discretion of the Emergency Program.

Scope of Volunteer Involvement

Volunteers may be utilized in all programs and activities of the Emergency Program and may include Emergency Support Services, Ground Search & Rescue, Emergency Communications Team and Neighbourhood Program serving at all levels of the program. Volunteers will not, however, be utilized to carry out work normally performed by Local Authority employees.

Conflict of Interest
Volunteers are required to conduct themselves in a manner, which assures that a conflict of interest, whether personal, philosophical, or financial, does not exist or appear to exist.

Volunteers are expected to discuss potential conflict of interest situations with their component coordinator to determine if the conflict is actual or perceived.

Representation of the Agency
Prior to any action or statement that might affect or obligate the Emergency Program, volunteers should seek prior consultation and approval from appropriate staff. These actions may include, but are not limited to, public statements to the press, coalition of lobbying efforts with other organizations, or any agreements involving contractual or other financial obligations. Volunteers are authorized to act as representatives of the Emergency Program as specifically indicated within their position descriptions and only to the extent of such written specifications.

Confidentiality
Volunteers are responsible for maintaining the confidentiality of all proprietary or privileged information to which they are exposed while serving as a volunteer, whether this information involves a single staff, volunteer, client, or other person or involves overall Emergency Program business.

Failure to maintain confidentiality may result in termination of the volunteer's relationship with the Emergency Program or other corrective action.

Dress Code
As representatives of the Emergency Program, volunteers, like staff, are responsible for presenting a good image to clients and to the community. Volunteers will dress appropriately for the conditions and performance of the duties.

Volunteer / Staff Relationships
Volunteers and staff are considered to be partners in implementing the mission and programs of the Emergency Program. It is essential for the proper operation of this relationship that each partner understands and respects the needs, abilities and responsibilities of the other.

Lines of Communication / Access to Information
Volunteers are entitled to necessary information pertinent of their work assignments.

Lines of communication should operate in both directions, and should exist both formally and informally. Volunteers will be consulted regarding decisions that would substantially affect the performance of their duties.

Volunteer Recruitment
Position Descriptions
Volunteers require a clear, complete, and current description of the duties, responsibilities, and limitations of the position that they are expected to fill. Prior to any volunteer assignment or recruitment effort, a position description must be developed for each volunteer position. This position description will be given to each accepted volunteer and utilized in subsequent management and evaluation efforts.

Recruitment

Volunteers may be recruited by the Emergency Program on a pro-active basis, with the intent of broadening and expanding volunteer involvement in the community.

Volunteers may be recruited through either an interest in a specific role or through a general interest, which may be later matched with a specific role. Cross-training will be actively encouraged to ensure that volunteers can effectively assist the Emergency Program.

Volunteers may be recruited on the basis of ability, experience, skill, and qualifications with the ultimate goal being to promote volunteers by methods free of bias or discrimination.

EMBC Liaison

Emergency Program volunteers will be registered with Emergency Management British Columbia which provides WorkSafeBC and Liability Insurance coverage during pre-approved training, response and recovery activations.

Indemnification and Insurance

It is recommended that Emergency Program volunteers are included in Local Authority indemnification. The following conditions could result in protection being removed:

- The claim arises out of the gross negligence of the volunteer.
- The volunteer acted contrary to the terms of his work assignment or an order of a superior in relation to the action that gave rise to the claim.

In addition, the Local Authority may provide Volunteer Accident Insurance when required for registered Emergency Program Volunteers participating in a pre-approved response.

Training

Consistent, standardized training is essential for a cohesive emergency program. When considering training options, ensure that your choices promote collaboration, meet BCEMS standards and support mutual aid between jurisdictions.

Types of training may include:

- Orientations and workshops
- Briefings and presentations
- Function or activity specific response and recovery training
- Cross-training to enhance capability
- Multi-agency and/or multi-jurisdictional training for information sharing and to enhance coordination and collaboration
- Overviews of emergency management and roles and responsibilities (such as Policy Group)

Exercises

Emergency plans are exercised to ensure that they are workable and can be implemented effectively. A multi-year exercise program provides a coordinated process for ensuring all aspects of the emergency program are tested. An exercise program will enhance operational readiness by:

- Validating the objectives of the emergency plan
- Testing systems, procedures and equipment
- Identifying resource and training gaps
- Clarifying roles and responsibilities
- Improving inter-agency coordination and communication

Critical Infrastructure

Canada has identified the following 10 categories (in no particular order) as Critical Infrastructure:
- Energy and Utilities
- Information and Communication Technology
- Finance
- Manufacturing
- Food
- Safety
- Government
- Transportation
- Health
- Water

British Columbia has mirrored these same 10 categories of critical infrastructure. The following tools are available to communities that want to develop a keen understanding of their own reliance on critical infrastructure:
- Guides
- CI Assessment Tools
- Community Champion Resources (i.e. Workshop Facilitation Aids and Templates and Examples

These Critical Infrastructure Assessment Tools are available at:
https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/local-emergency-programs/critical-infrastructure-assessment

Financial Considerations

Emergencies can be expensive. The cost of responding to events can quickly reach tens or hundreds of thousands of dollars. Safeguarding the public, protecting property and implementing other response objectives can require substantial short-term expenditures that fall outside of regular budgeting and procurement practices.

Spending Authority
Local Governments are required to pay all response and recovery expenses up front and where eligible, prepare and request a claim reimbursement from the provincial government. It is recommended that Local Governments develop a spending policy that addresses the need for extraordinary expenditures during and after emergencies or disasters. This spending authority does not require "declaring a State of Local Emergency" to be implemented.

Response Costs
Suppliers need to be aware of the current B.C. Road Builders & Heavy Construction Association (The Blue Book) for provincially approved rates which will be adhered to during any emergency response and recovery initiatives.

Expense Authorization Forms
Wherever possible and reasonable, the local government will submit an Expenditure Authorization Form along with all required backup information to the PREOC for approval prior to, or simultaneously with critical emergency response activities.

Disaster Financial Assistance

Following a disaster, the provincial government may declare the event eligible for Disaster Financial Assistance (DFA). Once declared, the DFA program may compensate individuals for essential uninsurable losses and/or reimburse local governments for damaged infrastructure.

For more information, check out the DFA website:

https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/emergency-response-and-recovery/disaster-financial-assistance/forms-and-information