City of Victoria Emergency Plan

EMERGENCY PLAN

City of Victoria

March 2018/version 1.0

Table of Contents

Executive Summary/ Letter of Introduction 4

1. PLAN ADMINISTRATION 5

1.1. Distribution List 5

1.2. Record of Amendments 6

1.3. Plan Maintenance 7

1.4. Acronyms/Abbreviations 8

2. OVERVIEW OF THE PLAN 9

2.1. Purpose and Objectives 9

2.2. Scope 11

2.3. Authority for the Plan 12

2.4. Related Plans and Documents 12

2.5. Activation of the Response and Recovery Sections of the Plan 13

3. BRITISH COLUMBIA EMERGENCY MANAGEMENT SYSTEM (BCEMS) 13

4. HAZARDS, RISKS AND VULNERABILITIES 14

4.1. Overview of HRVA 14

4.2. Hazard, Risk, and Vulnerability Summary 14

..... 17

5. CONCEPT OF OPERATIONS: RESPONSE 18

5.1. Provincial Response System 18

Provincial Regional Coordination 19

Provincial Central Coordination 20

Site Operations 20

Site Support 22

6. EMERGENCY OPERATIONS CENTRE 22

6.1 EOC Activation 26

EOC Locations 26

Types of Activation 26

EOC Activation Authority 27

Confirmation of Activation 27

Event Updates 28
Activation Levels 28
Departmental Support 29
EOC Staffing 29
EOC Communications and Information management 48
EOC Activities 50
7 CONCEPT OF OPERATIONS: RECOVERY 60
7.1 General 60
7.2 Recovery Planning in the EOC (Recovery Unit) 60
7.3 Community Resilience Center 60
7.4 Recovery Operations Center (ROC) 61
8 ROLES AND RESPONSIBILITIES 63
8.1 City of Victoria Roles and Responsibilities by Department 63
Engagement Department 63
Engineering and Public Works 64
Finance 65
Fire 66
Human Resources 67
Legal Services 68
Legislative and Regulatory Services 68
Parks, Recreation, and Facilities 69
Police 70
Sustainable Planning and Community Development 70
Victoria Conference Centre 70
Emergency Management Victoria Volunteer Program 71
9 EXTERNAL AGENCY SUPPORT 73
10 PUBLIC INFORMATION 79
10.1 General 79
Stages of Emergency Communications 80
11 LOGISTICAL CONSIDERATIONS 81
11.1 Resource Management 81

Internal Resources: 81
External resources 82
11.2 Volunteer Management 82
12 FINANCIAL ASSISTANCE 82
12.1 Response Cost 84
Response Finance Procedures 85
12.2 Recovery Costs 85
12.3 Mitigation and Preparedness 86

Executive Summary/ Letter of Introduction

The City of Victoria's Emergency Management Plan provides the framework to enhance the coordination of the City of Victoria's emergency response community. It is the methodology framework through which the City will mobilize its resources to mitigate, respond and recover from a major emergency or disaster. The Plan is designed to ensure that all agencies which may become involved in a major emergency or disaster are aware of their respective roles and responsibilities.

This Plan is an all-hazards function-based Plan. The City of Victoria is vulnerable to the risks posed by 24 unique hazards identified in the City's Hazard, Risk and Vulnerability Analysis Report (2017). It is designed to be used by all City services, partners, and stakeholders during planned or unplanned situations. City services, partners and stakeholders that have a function to fulfill under this Plan will, where appropriate, develop their own supporting formal departmental emergency plans and corresponding Business Continuity Plans which will be annexed to the City of Victoria's Emergency Plan.

Although the City of Victoria applies an all-hazards approach to the Emergency Management Program, human resources, equipment purchasing, training, and public education efforts are prioritized based upon an understanding of our vulnerabilities.

This Emergency Management Plan is always in effect, as elements can be employed on a flexible and scalable basis to provide effective mitigation, response and recovery efforts in the City of Victoria.

The British Columbia *Emergency Program Act*, states:

6 (1) A local authority is at all times responsible for the direction and control of the local authority's emergency response, and, (2) a local authority must prepare or cause to be prepared local emergency plans respecting preparation for, response to and recovery from emergencies and disasters. 1996, c. 111, s.6 (1) and (2).

1. PLAN ADMINISTRATION

1.1. Distribution List

INTERNAL AGENCIES			
AGENCY	**POSITION**	**Print**	**Electronic**
Mayor/City Manager's Office	Executive Coordinator		✓
Engagement	Director		✓
Engineering and Public Works	Director		✓
Finance	Director		✓
Human Resources	Director		✓
Victoria Fire	Chief EOC Emergency Program Coordinator	 √ √	✓
Parks, Recreation, and Facilities	Director		✓
Sustainable Planning & Community Development	Director		✓
Legal	City Solicitor		✓
Legislative and Regulatory Services	City Clerk		✓
Victoria Conference Centre	Manager – Operations & Event Services		✓

EXTERNAL AGENCIES			
AGENCY	**POSITION**	**Print**	**Electronic**
Victoria Police	Operational Planning Sergeant		✓
BC Ambulance	Manager, Victoria District, Patient Care Delivery		✓
Greater Victoria Harbour Authority	Port Manager		✓
CRD	Regional Emergency Systems Coordinator		✓
HEMBC	Emergency Management Advisor Health Emergency Management BC - South Island		✓
Transport Canada	Harbour Master/Port Manager		✓

1.2. Record of Amendments

Date:	**Changes:**	**Page #:**

1.3. Plan Maintenance

The Emergency Management Plan will undergo revision whenever:

- Community hazards, risks, or vulnerabilities change
- Regional governments structure and/or policy changes
- Exercises or emergencies identify gaps or improvement in policy and procedures
- Required after an annual review takes place

Amendments will be documented in section 1.2 Records of Amendments and an updated plan will be distributed to the distribution list.

- The Emergency Program Coordinator (EPC) will be the point of contact for any revisions.
- The EPC is responsible to ensure that a yearly review of the plan is conducted with input from all City departments and the plan is amended and annexes are updated when required.

1.4. Acronyms/Abbreviations

ACS	Auxiliary Communications Services
BCAS	British Columbia Ambulance Service
BCEMS	British Columbia Emergency Management System
CRT	Cyclist Response Team
DFA	Disaster Financial Assistance
DOC	Department Operations Center
EMBC	Emergency Management British Columbia
EOC	Emergency Operations Center
EPC	Emergency Program Coordinator
EPA	*Emergency Program Act*
ESS	Emergency Social Services
EPC	Emergency Program Coordinator
FOIPPA	Freedom of Information and Protection of Privacy Act
GIS	Geographic Information Systems
HRVA	Hazard, Risk, and Vulnerability Assessment
ICS	Incident Command System
MOE	Ministry of Environment
MoTI	Ministry of Transportation and Infrastructure
NFPA	National Fire Protection Association
PECC	Provincial Emergency Coordination Center
PREOC	Provincial Regional Emergency Coordination Center
USAR	Urban Search and Rescue

2. OVERVIEW OF THE PLAN

2.1. Purpose and Objectives

This Plan is designed to provide an enhanced and co-ordinated level of planning and readiness to better respond to the needs of the community during an emergency, while continuing the delivery of City services.

This Plan provides the framework for the extraordinary arrangements and measures that may have to be taken to maintain public confidence. The City of Victoria's priorities and response goals will follow the objectives established by the BC Emergency Management System (BCEMS) as well as the objectives outlined in the City's Official Community Plan:

- The planning and delivery of emergency management is coordinated between governments, public agencies, service providers and community organizations.
- That disaster mitigation reduces the risk of major hazards, including a damaging earthquake event, to property owned by senior governments, public agencies, utility providers, community organizations, businesses and individuals.
- That emergency preparedness is widespread in workplaces and households across the community.
- That emergency response is coordinated and delivered efficiently and effectively.
- That the City is prepared for the short to long-term recovery from disaster events

This Plan describes how the City of Victoria leads or supports the response to an emergency or disaster through Corporate and Departmental coordination and direction.

In order to ensure that both the Emergency Plan and the Emergency Management Program are aligned with all potential and possible hazards, risks, and vulnerabilities within the City of Victoria, the Emergency Management Division maintains a current Hazards, Risks, and Vulnerabilities Analysis (HRVA). The HRVA is mandated by the Local Authority Emergency Management Regulation of the *Emergency Program Act*. Section 2(1) of this regulation requires local authorities to prepare emergency plans that reflect:

"*The local authority's assessment of the relative risk of occurrence and the potential impact on people and property of the emergencies or disasters that could affect all or any part of the jurisdictional area for which the local authority has responsibility.*"

The HRVA will be revisited annually or each time a change occurs in the hazards, risks, vulnerabilities, or control measures in the City of Victoria. Section 4 of this plan provides an overview of the HRVA.

The ultimate purpose of emergency management is to save lives, preserve the environment and protect property and the economy. The protection of life is of paramount importance. Emergency management and planning raises the understanding of risks and contributes to a safer, prosperous, sustainable, disaster resilient City. Emergency management is comprised of four interdependent components as follows:

Prevention and Mitigation – to eliminate or reduce the risks of disasters in order to protect lives, property, the environment, and reduce economic disruption. Prevention/mitigation includes structural mitigation measures (e.g. construction of floodways and dykes) and non-structural mitigation measures (e.g. building codes, land-use planning, and insurance incentives). Prevention and mitigation may be considered independently or one may include the other.

Preparedness – to be ready to respond to a disaster and manage its consequences through measures taken prior to an event. Example activities include developing emergency response plans, mutual assistance agreements, and resource inventories, as well as training, exercise programs, and equipment acquisition and maintenance.

Response – to act during or immediately before or after a disaster to manage its consequences through, for example, emergency public communication, search and rescue, emergency medical assistance, and evacuation to minimize suffering and losses associated with disasters.

Recovery – to repair or restore conditions to an acceptable level through measures taken after a disaster, for example: return of evacuees, trauma counseling, reconstruction, economic impact studies, and financial assistance. There is a strong relationship between long-term sustainable recovery and prevention and mitigation of future disasters. Recovery efforts should be conducted with a view towards disaster risk reduction.

These four interdependent components may be undertaken sequentially or concurrently, but they are not independent of each other. Emergency management in provincial, territorial and federal governments adopts a comprehensive all-hazards approach to coordinate and integrate prevention and mitigation, preparedness, response and recovery functions to maximize the safety of Citizens. Ensuring a strong and seamless relationship across these components and with appropriate emergency management partners is critical to effective emergency management.

Effective implementation of the four emergency management components should be informed by robustness, redundancy, self-organization, and efficiency, which are key attributes of community resilience. Neither the emergency management components nor the attributes of community resilience should be seen as static end-states. Community resilience requires an emphasis on adaptability and flexibility. The Emergency Plan is flexibly structured to ensure that a broad spectrum of emergencies and disasters and are supported with the following:

- Adequate personnel, equipment and expertise;
- Training and exercises;
- Review of the Plan on an annual basis;
- Familiarity with contents of the Plan by participating agencies and organizations;

- Awareness of resources available from neighboring municipalities and the private sector, supplemented by prearranged agreements; and
- Review of the Plan following any incidents or exercises where it is implemented.

For further details, please contact the Emergency Management Division at:

Emergency Management Division
Victoria Fire Department
1234 Yates St, Victoria BC V8V 3M8
250-920-3373

2.2. **Scope**

This plan covers the geographical area of the City of Victoria. The City of Victoria is located in the traditional territory of the Esquimalt and Songhees First Nations. Map 1 shows Victoria in relation to the broader metropolitan area. The plan area is the entirety of land and water within the City's municipal boundary.

This plan adopts an all-hazards approach to address both natural and human-induced hazards and disasters and therefore may be used for any type of incident. Most emergencies in Canada are local in nature and are managed by the municipalities or at the provincial or territorial level. Accumulating risks associated with factors such as increased urbanization, critical infrastructure dependencies and interdependencies, terrorism, climate change, environmental change, animal and human diseases and the heightened movement of people and goods around the world have increased the potential for various types of catastrophes.

The Emergency Plan may be used if a major emergency or disaster exists or appears imminent, has occurred, or threatens to occur. The plan may be used partially or completely, with or without the activation of the EOC, with or without a declaration of a state of local emergency, and without formally stating that the plan has been activated.

2.3. Authority for the Plan

Under BC's *Emergency Program Act*, a local authority must prepare or cause to be prepared local emergency plans respecting preparation for, response to and recovery from emergencies and disasters. The Authority for the City of Victoria Emergency Plan is derived from:

- BC *Emergency Program Act [RSBC 1996]* Chapter 111
- Local Authority Emergency Management Regulations, *B.C. Reg. 380/95 O.C. 1075/95*
- Emergency Program Bylaw, A Bylaw of the City of Victoria
- Compensation & Disaster Financial Assistance Regulation*, B.C. Reg. 124/95.*
- Other related statutes (e.g. Wildfire Act).

The City of Victoria's emergency planning process is linked to other strategic priorities such as the Official Community Plan, and Strategic Plan as well as regional emergency planning initiatives from the Regional Emergency Management Partnership (REMP), Emergency Management BC, and the Capital Regional District.

2.4. Related Plans and Documents

- Hazards, Risks, Vulnerabilities Analysis (HRVA);
- EOC Operational Guidelines;
- Business Continuity Plans;
- Engineering and Public Works Emergency Plan;
- Official Community Plan;

2.5. Activation of the Response and Recovery Sections of the Plan

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

Triggers for activating the plan may include the following:

- Significant number of people at risk;
- Additional resource support is required at the site;
- Additional authority is required (e.g., Declaration of State of Local Emergency);
- Evacuation has occurred or there is evacuation potential;
- Event crosses jurisdictional boundaries (e.g., train derailment, flood, earthquake);
- Multiple sites involved;
- Coordination of multiple agencies, beyond what site can adequately handle;
- Magnitude and potential duration of event (e.g., forest fire, flood, earthquake);
- Significant property damage – private and / or public;
- Significant financial risk to private sector;
- Environmental risks; or
- Major planned event or special event.

The EOC may be activated with or without a Declaration of State of Local Emergency; however, it must be activated once a declaration has been made.

Note: Activation of the plan does not necessarily mean the EOC will be activated nor does it require a state of local emergency to be declared.

→ See section 6 for EOC Activation levels.

3. BRITISH COLUMBIA EMERGENCY MANAGEMENT SYSTEM (BCEMS)

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 City of Victoria is committing to using the BCEMS framework. While this plan focuses primarily on response and recovery, the City of Victoria's emergency program addresses the four phases of emergency management through planning, training, exercises, and collaboration.

4. HAZARDS, RISKS AND VULNERABILITIES

4.1. **Overview of HRVA**

The purpose of the HRVA is to help inform city planners, politicians, and emergency responders when making updates to the Emergency Plan. The information collected in the HRVA will assist in: allocating resources for risk mitigation; anticipating potential problems; and identifying possible solutions to help save lives and property, reduce damage and speed a community's recovery. The information in the HRVA must be reviewed and updated on a regular basis to ensure that the Emergency Plan is current, relevant and accurately reflects the City's identified hazards. Hazards rated as very high on the HRVA should be reviewed monthly, hazards rated as high should be reviewed every 6 months, and those rated medium should be reviewed annually. New hazards may emerge or evolve over time and emergency management projects and processes may alter the hazards' rating. BC's Local Authority Emergency Management Regulation states that a local authority must reflect in the local emergency plan, the potential emergencies and disasters that could affect all or any part of the jurisdictional area for which the local authority has responsibility, and the local authority's assessment of the relative risk of occurrence and the potential impact on people and property of the emergencies or disasters. A local authority must also conduct a periodic review and updating of the local emergency plan and establish a procedure for that review and revision.

4.2. **Hazard, Risk, and Vulnerability Summary**

The City of Victoria completed Hazard, Risk, Vulnerability Analyses in 2006 and again in 2017. The most recent 2017 HRVA took a four phased approach. The first phase included data collection and research from the following sources:

- Statistics Canada
- Census Canada
- The International Disaster Database (EM-DAT)
- Canadian Disaster Database (CDD)
- Environment Canada
- Institute for Catastrophic Loss Reduction (ICLR)
- Global Terrorism Database (GTD)

- DATA.GOV
- World Health Organisation (WHO)
- Various City plans, procedures, assessments and reviews
- External research

The second phase included hazard identification during which a baseline hazard universe was established using the British Columbia Hazard, Risk and Vulnerability Analysis Tool Kit 2004, and supplemented with input from City of Victoria staff and stakeholders during the HRVA sessions. The third phase included conducting a Risk Analysis and evaluation in which the hazards identified in phase 2 were assessed and analysed based on likelihood/frequency and impact/consequence. The assessment was completed by facilitated workshops with City of Victoria representatives. Results were further validated and confirmed in Phase 4, the reporting phase.

The City of Victoria has a number of specific factors which can affect the impact of an event including:

- It is the Provincial capital
- It is a popular tourist destination and as such the population and demographic changes over the year
- There are many vulnerable populations within Victoria including but not limited to low income, homeless, and senior citizens
- A unique geographic location as it is a self-contained island, (not accessible by road) with a higher risk than the Canadian norm for earthquakes, tsunamis, liquefaction and structural collapse
- Critical Infrastructure including:
    - Utilities and telecommunications
    - Victoria Fire Halls, Police Departments, Hospitals
    - Bridges and transportation routes

The HRVA results take into consideration the City's vulnerabilities and their influence on its hazard profile. A total of twenty-four (24) hazards were identified and assessed during the 2017 HRVA. Of these hazards, eight (8) were high, fifteen (15) were medium and one (1) low. It is important to note that there were no hazards identified for the City of Victoria that rated as very high.

Hazards rated as Very high require immediate action and:

- Health and life safety of people is currently at risk.
- Very severe impacts are almost certain if mitigation and preparedness actions are not taken immediately.
- Specific plans must be in place and support from other levels of government considered.
- Risk posed by this hazard should be constantly monitored and fully reviewed at least monthly.

Hazards rated as high

- Health and life safety of people could be impacted, and severe impacts would probably occur, if this hazard were to materialise. Mitigation and preparedness actions are required.
- Plans should be in place and response to this risk should be exercised. A multi-agency response could be required and support from other levels of government may be considered. Risk posed by this hazard should be monitored regularly and reviewed every 6 months.

Hazards rated as medium

- Risk posed by this hazard has intermediate levels of frequency and severity.
- Hazards warrant review and development of mitigation actions to reduce risk to an acceptable level. Specific mitigation and preparedness actions should be considered.
- Overall emergency management plan and program should address the risk posed by this hazard.
- Risk posed by this hazard should be reviewed every 12 months.

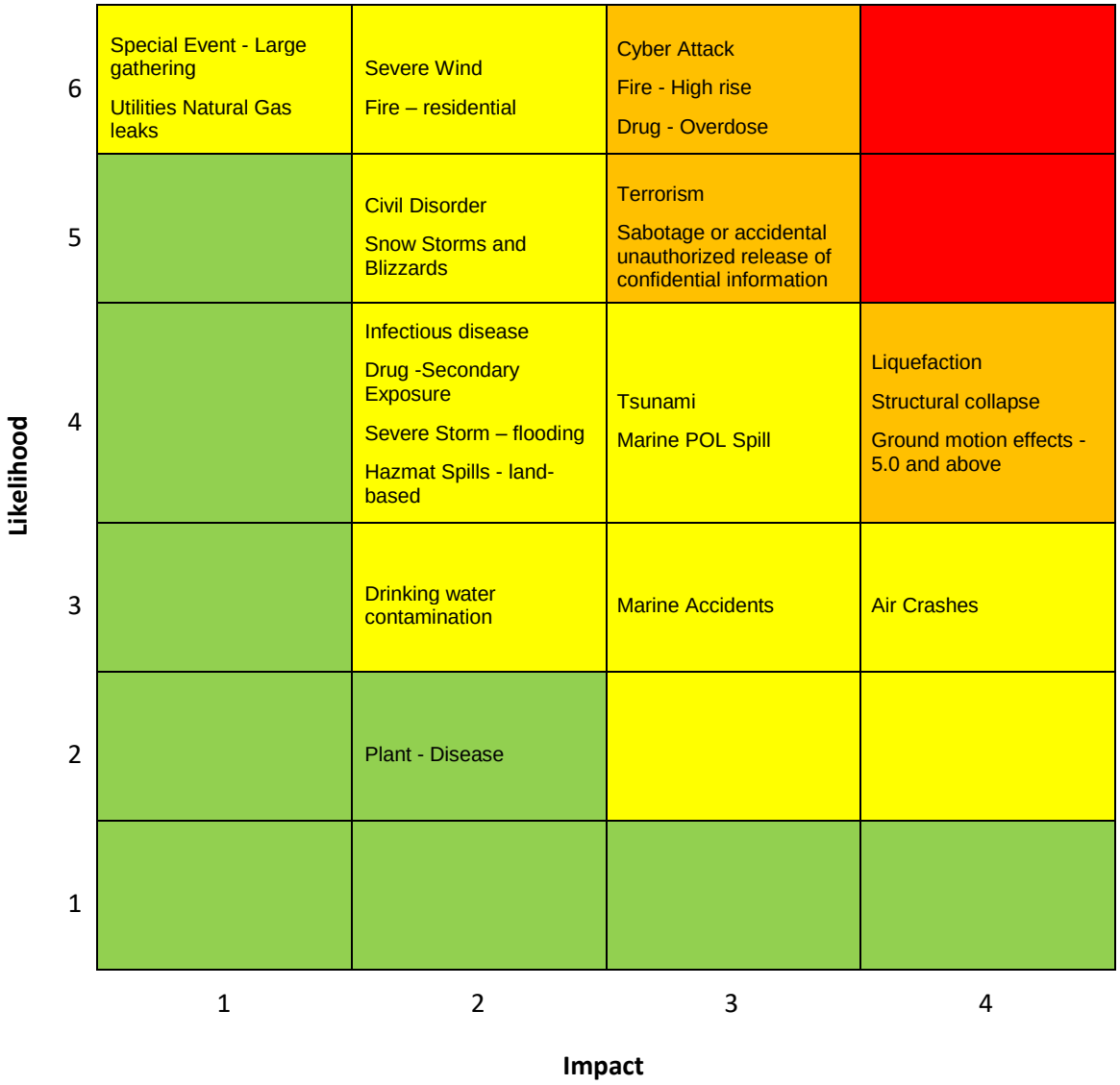
Hazards rated as low

- Risk posed by this hazard is managed by routine procedures and operations.
- The risk should not require much attention and only needs to be reviewed if there are indications that the risk is increasing in frequency or impact.

The City of Victoria has preparedness, mitigation, response, and recovery plans and strategies in place to address the hazards, risks, and vulnerabilities identified in the HRVA and continues to increase resilience through its emergency program.

An overview of the hazards identified and ranked is illustrated on the risk matrix below, displaying the relationship between hazard likelihood and impact.

2017 HRVA Risk Matrix



5. CONCEPT OF OPERATIONS: RESPONSE

The City of Victoria's concept of operations is consistent with the response and recovery sections of BCEMS and the EOC guidelines, and allows for scalability based on the needs arising from the emergency/disaster. It is based on the Incident Command System (ICS) used by first response agencies. BCEMS provides a framework for a standardized process for organizing and managing a response to emergencies and disasters.

5.1. Provincial Response System

BCEMS includes a comprehensive response management system based on the principles of the Incident Command System (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
- Provincial Central Coordination

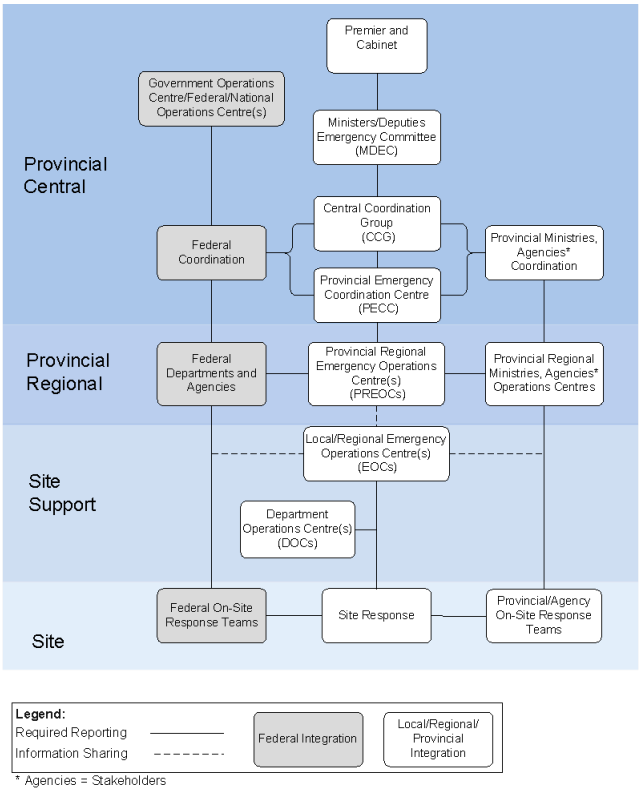


Figure 1 BC Emergency Management Structure (Page 58 BCEMS)

Provincial Regional Coordination

The Provincial Regional Coordination Level is the response level that provides and coordinates provincial support for local authorities and First Nations within designated regional boundaries. Support and coordination at this level are provided by the Provincial Regional Emergency Operations Centres (PREOCs).

EMBC manages six regional emergency management offices throughout the province. In an emergency, the regional duty manager for your region can be reached by contacting the Emergency Coordination Centre (ECC) at 1-800-663-3456.

The City of Victoria is located in the Vancouver Island region. Our regional office/PREOC is located at 2261 Keating Cross Road Saanichton B.C

The following map illustrates the emergency management regional boundaries:

→ Specific tasks of the PREOC can be found on page 56 of BCEMS.

Provincial Central Coordination

Emergency Coordination Centre (ECC)

EMBC houses the Emergency Coordination Centre (ECC), a 24-hour centre that records, notifies and monitors emergency incidents across the province 365 days per year. The ECC will contact designated EMBC regional and headquarters staff in the event of an emergency which has required or has the potential to require the activation of the local emergency operation center(s). 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 (PECC)

EMBC's Provincial Emergency Coordination Centre (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.

More information on the PECC can be found on page 57 of BCEMS.

Site Operations

Site response manages the tactical response to the emergency/disaster and functions directly under the ISC structure. Command is determined by the type of event.

The primary site role is to use resources to solve problems arising from the emergency. Site responders may come from various levels of government and from other stakeholders, direction comes either from a single command or a unified command from an on-site incident command post. Tasks include managing the tactical response to the emergency, taking responsibility for safety and health of those operating at the site, evaluating risk on an ongoing basis, and determining the resources required.

The following plans and procedures exist to manage site operations:

- Public Works and Engineering department Severe Weather Response Plan
- Fire Department Operational Guidelines and Standard Operating Procedures
- Victoria Police Policies and Procedures
- Emergency Management Victoria Volunteer Team Operational Guidelines (USAR, ACS, EOC team, CRT)
- Emergency Social Services (ESS) Plan

Emergency Social Services (ESS)

British Columbians forced from their homes by fire, floods, earthquakes or other emergencies may receive emergency social services. Services may include food, lodging, clothing, emotional support,

information about the crisis, and family reunification. There may also be special services like first aid, child minding, pet care and transportation.

Provisions for Emergency Social Services in Victoria are secured through renewing supplier agreements with business partners every two years. Businesses willing to participate in the ESS Referral form system are then indexed by the City through the South Vancouver Island Emergency Social Services Directors Committee, as a regional initiative, creating a single document for all participating municipalities. Each ESS group relies on suppliers listed within their municipality but will have access to businesses located outside of their City if required.

The City of Victoria has agreements in place with neighbourhood associations authorizing the City to use the neighbourhood Centres as ESS facilities (reception centres or group lodging) when necessary. These agreements exist between the City and the Societies who administer the following Community Centres:

- James Bay New Horizons,
- James Bay Community Centre,
- Fairfield Community Centre,
- Cook Street Village Activity Centre,
- Victoria Silver Threads,
- Fernwood Community Centre,
- Oaklands Community Centre,
- Quadra Village Community Centre,
- Burnside Gorge Community Centre,
- Victoria West Community Centre.

Informal agreements exist with Christ Church Cathedral and school, The Cridge Centre for the Family, Crystal Pool, James Bay United Church, Latter Day Saints Church, Trafalgar/Pro Patria Legion and The Tai Chi Centre.

The Emergency Social Services team in Victoria is administered by the Emergency Program Specialist who is also the Emergency Social Services Director. The Public Education Community Liaison is the Deputy Emergency Social Services Director. ESS training in Victoria consists of formal EMBC sponsored JIBC courses, regional training initiatives and events and internal training. The recruitment, retention and administration of ESS volunteers lies with the ESS Director and Deputy Director. The ESS team is activated via a request from an on scene incident commander, the Emergency Program Coordinator, Fire Chief, and/or EOC Director.

Under the Local Authority Emergency Management Regulation, Local Authorities are required to have a plan which describes how provisions of food, shelter, clothing, transportation, and medical services are provided. This is the Emergency Social Services Plan in Victoria.

Site Support

Site Support provides support and coordination of the overall emergency response activities within its geographical or functional jurisdiction. This level of support can be provided by departmental operations centres (DOC), Emergency Operations Centre (EOC), or Regional Emergency Operations Centre (REOC).

For site support, the City of Victoria has Departmental Operations Centres (DOC) as well as Emergency Operations centres (EOC) in place at various locations throughout the City. Site Support Tasks may include:

- Maintaining communication with the site level
- Providing policy guidance
- Coordinating the collection of situational awareness information, and disseminating it both internally and externally
- Providing operational support (e.g., for evacuations)
- Coordinating the local multi-agency support to the site level
- Acquiring and deploying additional resources obtained locally, from other EOCs, or from the provincial regional coordination level
- Prioritizing and coordinating critical resources
- Assisting with the media
- EOC support volunteers may assist with the set up of the EOC and scribing for EOC staff

6. EMERGENCY OPERATIONS CENTRE

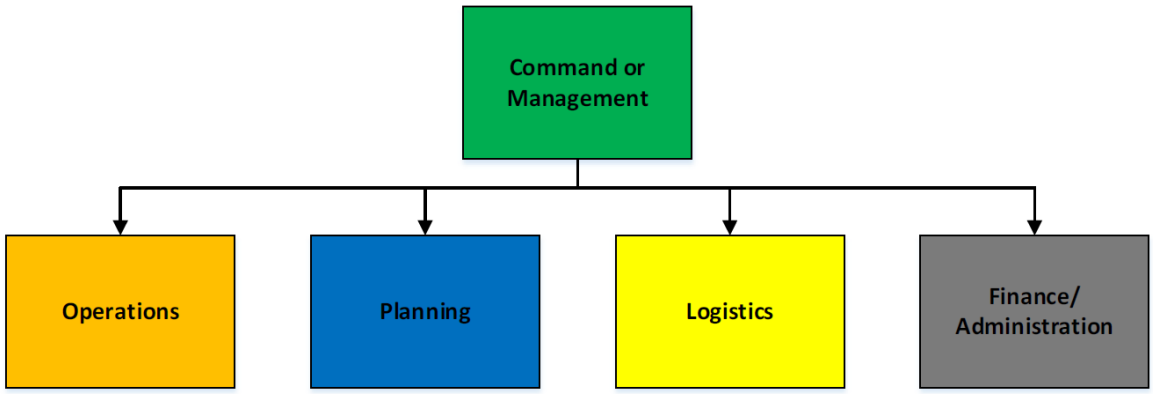
This plan does not address all the components of how to run an Emergency Operations Centre (EOC). These details are included in Annex #9 -EOC Guidelines.

EOC Structure

Whether at the site level or the site support level, the response structure is built around five primary management functions. These are:

- Command (site level) / management (site support level)
- Operations
- Planning
- Logistics
- Finance

ICS management functions:



Management Support

Certain staff functions are required to assist the person in charge during EOC activations. These are referred to as command or management staff. There are three positions:

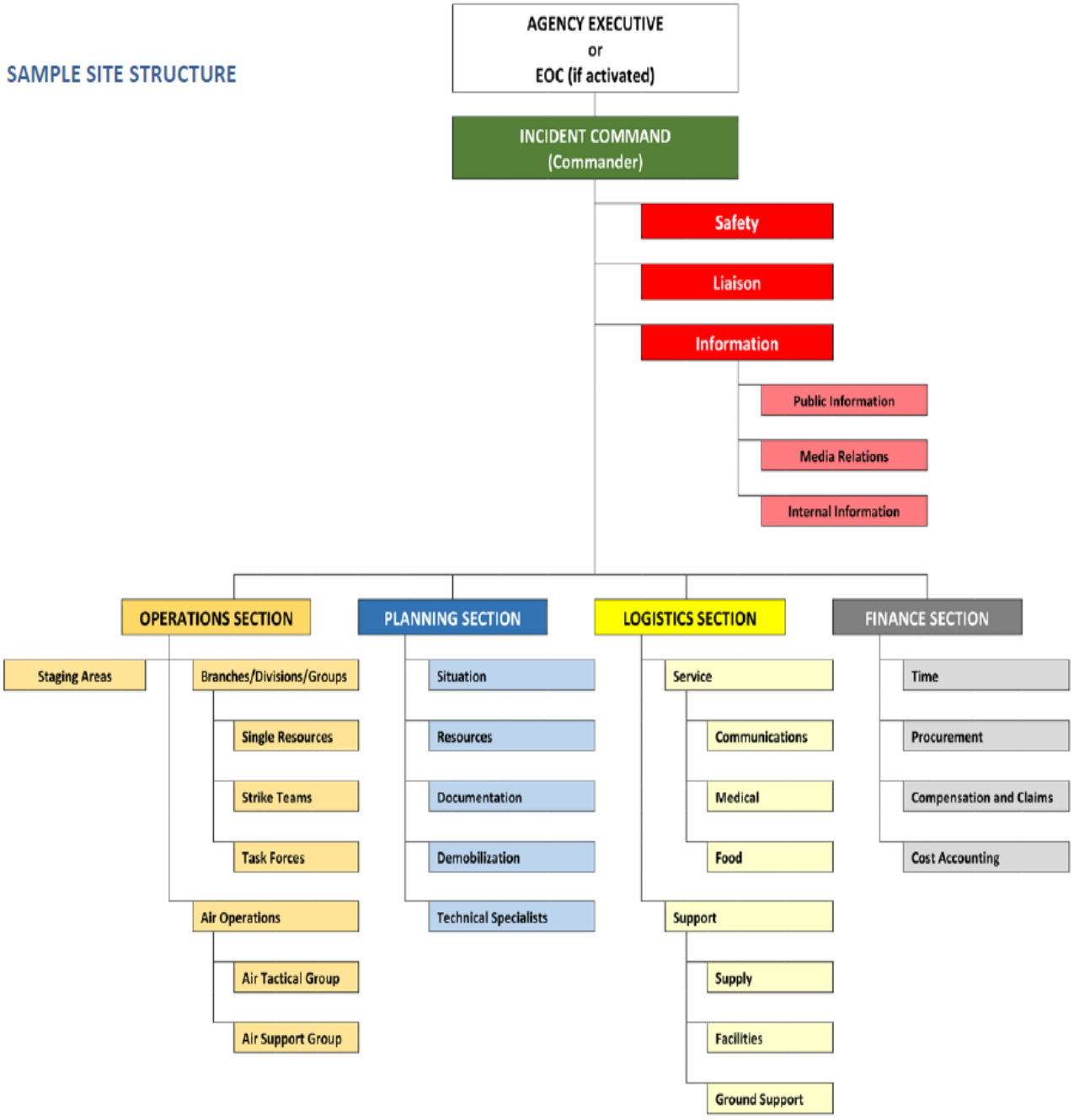
- Risk Management
- Liaison
- Information

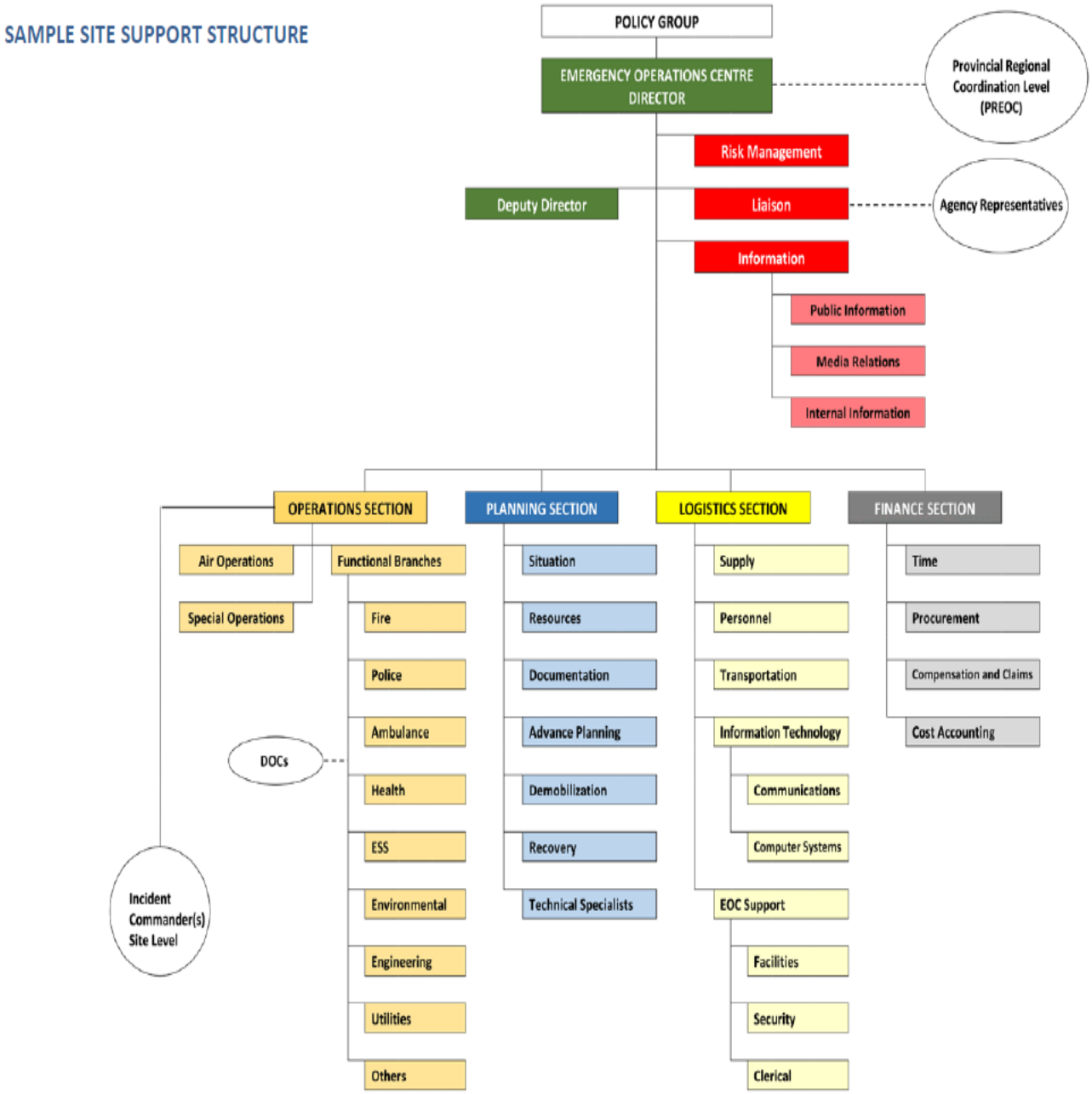
Management by Objectives

The management by objectives feature means that each BCEMS level establishes known objectives to be achieved for a given time frame, known as "operational period". Management by objectives draws a direct link between policies and actions and calls for four basic steps:

1. Understand agency policy and direction
2. Establish incident objectives
3. Select appropriate strategy
4. Perform tactical direction, such as applying tactics appropriate to the strategy, assigning the right resources, and monitoring performance.

SAMPLE SITE STRUCTURE





Policy Group

Under the *Emergency Program Act*, Mayor and Council are at all times responsible for the direction and control of the local authority's emergency response and must prepare local emergency plans respecting preparation for, response to and recovery from emergencies and disasters. Prior to an emergency, Council will direct the development of key aspects of the City's Emergency Management program. During a response, Council will act as the policy group to set emergency policy, legislation and provide

overall direction to the Emergency Operations Centre. The Policy group would be requested by the Emergency Operations Centre Director who is the City Manager or designate.

As the policy group, Council responsibilities also include authorizing a Declaration of a State of Local Emergency to delegate the powers available under the *Emergency Program Act*.

The policy group will convene at a location separate from the EOC but must be able to remain in contact with the EOC director.

Refer to the EOC Guidelines for details on each EOC function.

6.1 EOC Activation

The EOC is the municipal facility activated prior to, or during, a major emergency or disaster when coordination and resource requirements at the site level cannot be managed through routine procedures. The EOC is largely staffed by municipal personnel representing City of Victoria Departments, and representatives from other agencies and trained volunteers. The EOC supports all response activities at the site and provides overall policy direction to the responders. Specifically, it centralizes information about the emergency; coordinates emergency response among municipal departments and agencies; identifies critical needs, and establishes emergency response priorities. In addition, the EOC provides timely information to the public concerning the major emergency or disaster.

EOC Locations

The Primary EOC is located at:
Victoria Fire Hall No.1
1234 Yates Street, Victoria, B.C.

Alternate EOC locations:
Capital Regional District
625 Fisgard Street, Victoria, B.C.

Types of Activation

Pre-empted Activation

A pre-empted activation is a minimal activation of the EOC intended to actively monitor the conditions that could lead to a major emergency or disaster but is not yet a major emergency or disaster. Examples of this could include severe weather, flood concerns, public events, etc. The EOC may open virtually (meet via telephone or online) or physically depending on the nature and complexity of the anticipated event. While a virtual EOC is effective in some instances, face-to-face collaboration between decision-makers is a more effective and efficient form of problem-solving and therefore a physical EOC should be used if possible.

Pre-emptive EOC activities would focus on monitoring the conditions and preparing plans and documents. Should conditions… time, the site would not be asking for assistance or resources. Upon notification that the community has been damaged by severe weather, the EOC will be activated.

Emergency Activations

Emergency activations are done for unanticipated events that give little warning and require 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.

EOC Activation Authority

The decision to activate the City of Victoria EOC may be made by the City Manager or designate, senior on duty fire officer (Fire Chief or Deputy Chiefs), senior on duty police official, or Emergency Program Coordinator. The City of Victoria may activate the EOC:

- whenever a significant event adversely affects the City of Victoria services
- a significant number of people are at risk
- exceeds the response capacity of the given department / additional resource support is required
- additional authority is required (e.g., Declaration of State of Local Emergency)
- Requires coordination across multiple departments or agencies

Confirmation of Activation

Victoria Fire Department Dispatch will contact the Fire Chief, Deputy Fire Chiefs, and Emergency Management Division staff via Connect Rocket conference call to relay the details of the situation. This group will determine the best course of action. If this group deems it necessary to activate the EOC, the Emergency Program Coordinator or Fire Chief will follow up with immediate notification of EOC Activation via telephone (Connect Rocket) to EOC staff, which includes:

- City Manager
- Deputy City Manager
- Fire Chief
- Deputy Fire Chief of Operations
- Deputy Fire Chief of Administration
- Emergency Program Coordinator
- Emergency Program Specialist
- Head of Engagement
- City Clerk
- Executive Coordinator – City Manager's Office
- Director of PW and Engineering
- Head of Human Resources
- Chief Information Officer
- Public Information Officers (Engagement)

- Director of Finance
- City Solicitor
- Director of Parks Recreation & Facilities
- Director of Sustainable Planning and Community Engagement

Before contacting EOC staff, a standard message will be prepared which:

- Gives a brief description of the event;
- Identifies who authorized the activation;
- Indicates EOC location;
- Identifies the position to be filled, and a specific person/ location to report to;
- Includes any relevant information regarding transportation routes and necessary supplies/reference materials; and
- Asks for an estimated time of arrival to the EOC.

The Emergency Program Coordinator or Fire Chief will relay the details of the situation to the EOC group. The City Manager assumes the role of EOC Director and determines which EOC staff are required.

The City Manager or delegate will relay notification to the Mayor and remainder of Council (via connect rocket conference call).

During the activation phase EOC staff will convene and obtain a briefing from the EOC Director regarding the current situation, as well as outstanding actions to be taken, before following the Generic Activation Phase Checklist. Checklists for the duties and responsibilities of all positions are provided in the EOC position boxes located in the EOC and EOC trailer.

Event Updates

The EOC Director will update Mayor and council as necessary at intervals which are consistent with the tempo of the event. Event updates will be provided to the organization through email distribution and messaging through the Information Officer, or any other means the EOC director deems appropriate.

Activation Levels

The size and composition of the EOC may vary according to the requirements of the particular circumstances. It is the responsibility of the EOC Director to determine the level of activation that is required. For situations requiring very little support, the minimum staffing requirement is simply an EOC director. The remaining positions can then be filled as required by the EOC Director. See chart below for detailed list of EOC Activation Levels.

Activation	Event/Situation
Level 1 *Low level Activation*	• Isolated event • One site with two or more agencies involved • Potential threat of flooding or severe storm, interface fire (examples) • Minimal evacuations • EOC may be 'virtual' at own desks
Level 2 *Medium Activation*	• Moderate Event, two or more sites • Several agencies involved • Limited evacuations • Some resources/support required
Level 3 *Full Activation*	• Major event, multiple sites • Regional or Provincial disaster • Multiple agencies involved • Extensive evacuations • Resources/support required

Departmental Support

A Department Operations Centre (DOC) may be activated for the Police, Fire, and Engineering and Public Works Department. A DOC may be activated when a significant event, actual or potential occurs that affects, or could affect City of Victoria services or is likely to exceed the response capacity of the Incident Commander (IC) and/or responding City staff.

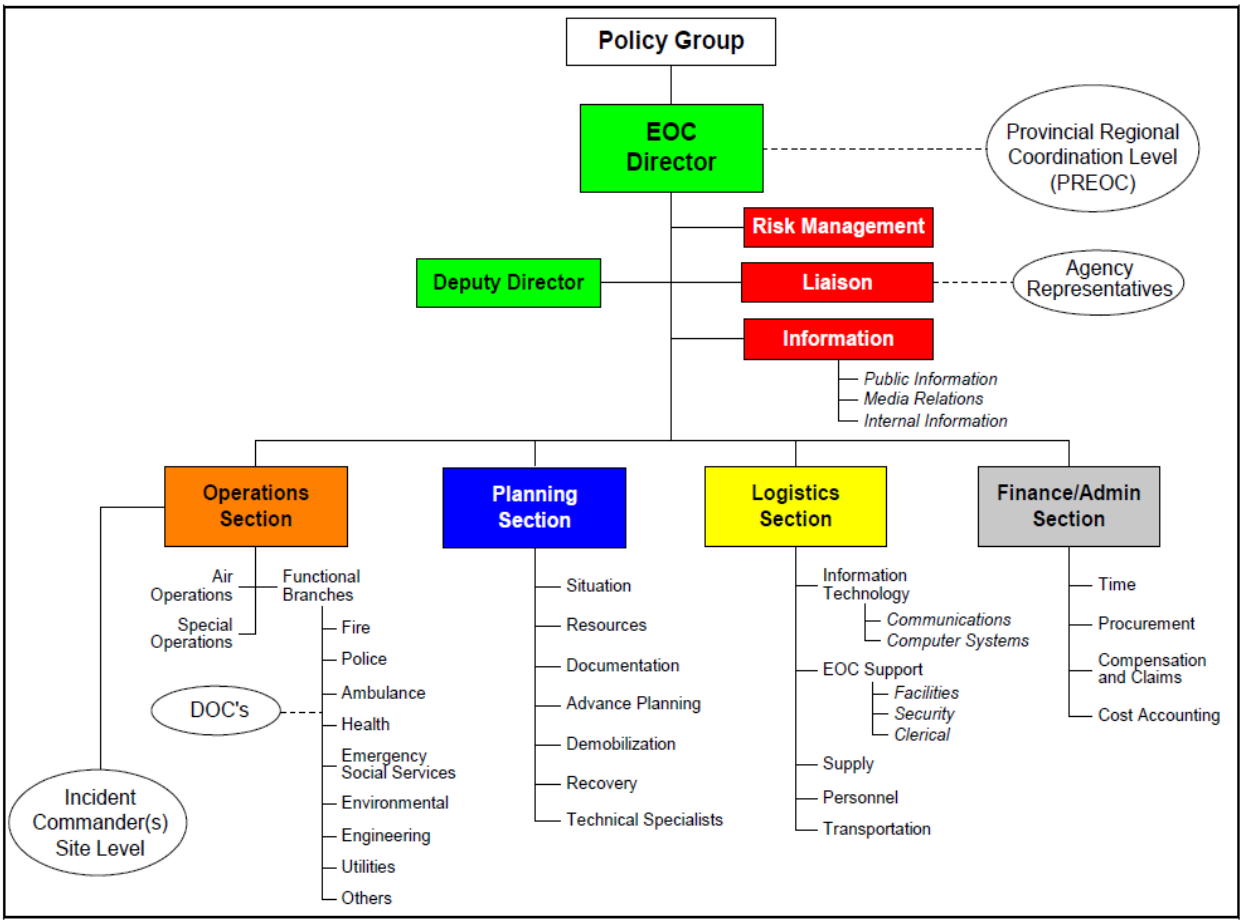
The decision for activating a DOC is the responsibility of the Director of the impacted operational department (Fire, Police, and Public Works & Engineering) or alternate as designated by the department's emergency plan, Emergency Program Coordinator, City Manager or alternate.

The Incident Commander or Director of the operational department (working in conjunction) will assess the severity of the incident and if warranted (i.e. response capacity is exceeded and additional support is required) contact the Emergency Program Coordinator or City Manager and provide a report of the incident. The Emergency Program Coordinator or City Manager in conjunction with the director of the department then decides whether or not to activate the DOC. If activated the Department head will have the appropriate DOC staff contacted as well as notify and provide a situation report to the Emergency Planning Committee.

EOC Staffing

EOC staff are designated municipal employees and support agency representatives who have been trained in advance. EOC personnel and agencies may change throughout the course of an emergency.

EOC Organization Chart



EOC Function Identification

EOC Section	Role
Policy Group	The Policy Group supports the EOC's efforts by providing strategic interpretation of existing policies and developing new policies to guide response and community recovery.
Management	Responsible for overall coordination of the EOC; public information, media relations; agency liaison; and proper risk management procedures, through the joint efforts of RMOW departments, government agencies and private organizations.
Operations	Responsible for establishing communications with the site(s) and coordinating all site support activities through the implementation of an EOC Action Plan.
Planning	Responsible for collecting, evaluating, and disseminating information; developing the EOC Action Plan and Situation Report in coordination with other sections, and maintaining all EOC documentation.
Logistics	Responsible for providing facilities, services, personnel, equipment and materials.
Finance / Administration	Responsible for all EOC financial activities.

Overview of EOC positions and responsibilities:

EMERGENCY OPERATIONS CENTRE MANAGEMENT GROUP

Emergency Position	**Regular Position**	**Reporting to** Location *Person*	**Responsibilities**
Policy Group	Mayor & Council	City Hall or other designated facility	• Provide overall policy direction to EOC director • If required, declare State of Local Emergency and have this communicated to all parties; • Make formal requests to the Province for provincial or federal assistance; • Assist with the issuance of emergency public information, in an official

		Receive updates from EOC Director	spokesperson role; as coordinated through the Information Officer; • Receive briefings from the EOC Director; • Increase expenditure limits to support the needs of the emergency response, as required; and • Declare termination of State of Local Emergency and notify all parties.
EOC Director	City Manager	EOC *Policy Group*	• Keep the Policy Group informed • Activate the EOC, if not already activated • Ensure EMBC has been notified and a task number has been assigned • Exercise overall management responsibility for the coordination between emergency response and supporting agencies in the EOC. • In conjunction with Incident Commander(s) and EOC Management Staff, set priorities for response efforts in the affected area. • Establish the appropriate staffing level for the EOC and continuously monitor organizational effectiveness to ensure that appropriate modifications occur as required. • Direct, in consultation with the Information Officer, appropriate emergency public information actions using the best methods of dissemination. *Approve the issuance of press releases, and other public information materials as required. • Recommend to the Policy Group the need to declare a state of local emergency • Ensure continuity of municipal government operations
Deputy Director	Deputy City Manager	EOC	• Assume the role of the EOC director in his/her absence.

		EOC Director	• Undertake special assignments at the request of the EOC Director. • Ensure the efficient and effective flow of information within the EOC.
Information Officer	Head of Engagement, manager of Engagement, Strategic Planning and Communications Advisor	EOC *EOC Director*	• Facilitate the accurate and timely communication of information to internal and external stakeholders • Serve as the coordination point for all public information sources for the EOC • Establish the EOC Information Unit and supervise all staff assigned as assistant information officers and coordinate their activities • Ensure the public and media within the affected area receive complete, accurate, and consistent information about life safety procedures, public health advisories, relief and assistance programs, and other vital information • Establish a Public Information Service (ie: Call Centre), as necessary, and ensure notification of the service is publicized for public access to helpful information and advice • Develop and distribute public information materials • Ensure that information on the City of Victoria's website is maintained and current • Pre-format media releases and instructions to the public where possible to reduce the chance of releasing incorrect information • Provide media relations by coordinating all information to the media from the EOC, responding to media calls, developing formats for press conferences and briefings in conjunction with the EOC director, maintaining a positive relationship with media representatives,

			and monitoring all broadcasts and written articles for accuracy
Risk Management officer	City Solicitor	EOC *EOC Director*	• Verifies that risk management, safety, and security issues are met and addressed; may appoint a safety officer as required • Protect the interests of all EOC participants, agencies, and organizations by ensuring due diligence in information collection, decision-making, and implementation. • Monitor situation for risk exposures and ascertain probabilities and potential consequences of future events. • Provide advice on safety issues. • Has the authority to halt or modify any and all unsafe operations within or outside the scope of the EOC Action Plan, notifying the EOC Director of actions taken. • Note: while the Risk Management Officer has responsibility for safety, it is recommended that a safety specialist be appointed who is familiar with all aspects of safety and relevant legislation.
Liaison Officer	City Clerk EPC or EPS	EOC *EOC Director*	• Acts as point of contact for assisting and cooperating agency representatives, and responding to requests or concerns from stakeholder groups. • Point of contact for representatives from other agencies arriving at the EOC. • Liaise with organizations not represented in the EOC. All media contacts will be handled by the Information Officer. • Advise EOC Director in ensuring adequate EOC structure and staffing. • Assist the EOC Director in ensuring proper procedures are in place for directing agency representatives, communicating with elected officials.

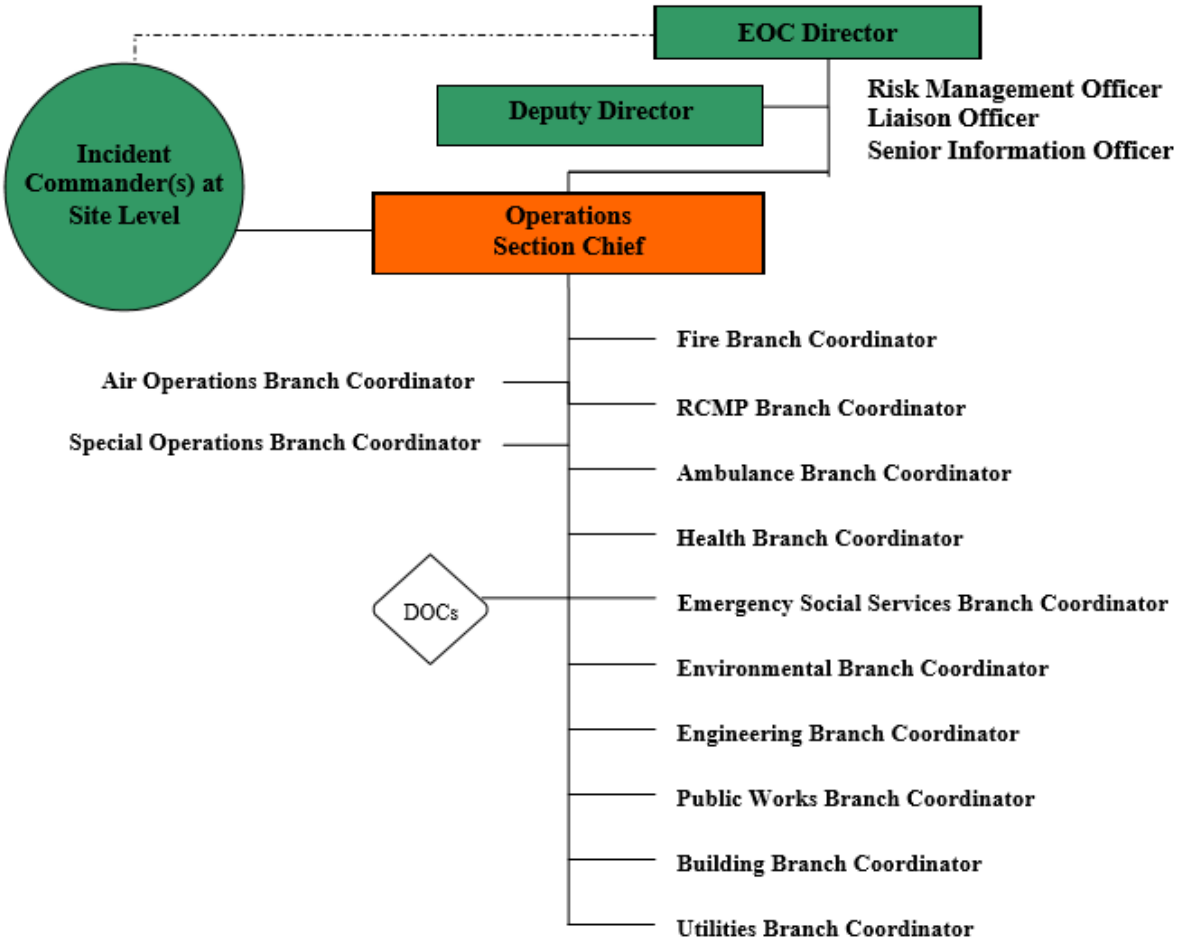
			• Assist and serve as an advisor to the EOC Director and Planning Section Chief, providing information and guidance related to the external functions of the EOC. • Conduct VIP/visitor tours of the EOC facility.
Operations Section Chief(s)	Police Chief or designate Fire Chief or Designate Director/asst director/manager of PW&Engineering Director/asst director/manager of of Parks, Recreation and Facilities	EOC *EOC Director*	• Supervise the Operations Section • Ensure that the Operations function is carried out including coordination of response for all operational functions assigned to the EOC. • Ensure that Operations objectives and assignments identified in the EOC Action Plan are carried out effectively. • Establish the appropriate level of branch and unit organizations within the Operations Section, continuously monitoring the effectiveness and modifying accordingly. • Coordinate any activated DOCs in the operational area. • In consultation with Planning Chief, clearly define areas of responsibility between the Operations and Planning Sections. • Maintain a communications link between Incident Commanders (sites), and the EOC for the purpose of coordinating the overall response, resource requests, and event status information. *Ensure that the Planning Section is provided with Branch Status Reports and Major Incident reports. • Conduct periodic Operations briefings for the EOC Director and Management team as required or requested.

Planning Section Chief	Director/asst director/manager of of Planning Director/asst director/manager of PW&Engineering	EOC *EOC Director*	• Establish the appropriate level of organization for the Planning Section. • Coordinate document control. • Collect, analyze, and display situation information. • Prepare periodic Situation Reports. • Prepare and distribute EOC Action Plan and facilitate Action Planning process. • Track resources. • Conduct Advance Planning activities and report. *Document and maintain files on all EOC activities. • Provide technical support services to the various EOC sections and branches. • Exercise overall responsibility for the coordination of branch/unit activities within the section. • Consult with the Operations Chief to clearly define areas of responsibility between the Operations and Planning Sections. • In coordination with the other Section Chiefs, ensures that Status Reports are completed and utilized as a basis for EOC Situation Reports, and EOC Action Plans.
Logistics Section Chief	Manager and/or staff of Supply Management Services	EOC *Director of Finance* *EOC Director*	• Supervise the Logistics Section of the EOC, establish the appropriate level of branch and/or unit staffing within Logistics section. • Locate or acquire equipment, supplies, personnel, facilities, and transportation as requested. • Arrange for food, lodging, and other support services as required both for the EOC and site requirements. • Ensure section objectives as stated in the EOC Action Plan are accomplished within the operational period or within the estimated time frame.

			• Coordinate closely with the Operations Section Chief to establish priorities for resource allocation within the operational area. • Ensure critical resources are allocated according to EOC Action Plan, policy, priorities and direction. • Coordinate with ESS Branch Coordinator on the provision of food and lodging for EOC and Site Personnel.
Finance Section Chief	Director of Finance	EOC *EOC Director*	• Ensure all financial records are maintained throughout the event or disaster. • Ensure all on-duty time is recorded and collected for all personnel. • Ensure there is a continuum of the payroll process for all employees responding to the event or disaster. • In consultation with EOC Director determine spending limits, if any, for Logistics, Operations, and Management Staff. • Ensure that WCB claims, resulting from the response are processed within a reasonable time, given the nature of the situation • Ensure all travel and expense claims are processed within a reasonable time, given the nature of the situation • Activate units within the Finance / Administration section as required; monitor section activities continuously and modify the organization as needed. • Ensure that all recovery documentation and Disaster Financial Assistance paperwork is accurately maintained and submitted to EMBC. • Supervise the Finance / Administration Section.

			• Ensure continuity of municipal staff's compensation and salary administration. Process the Municipality's payroll, as per usual.

EOC OPERATIONS SECTION



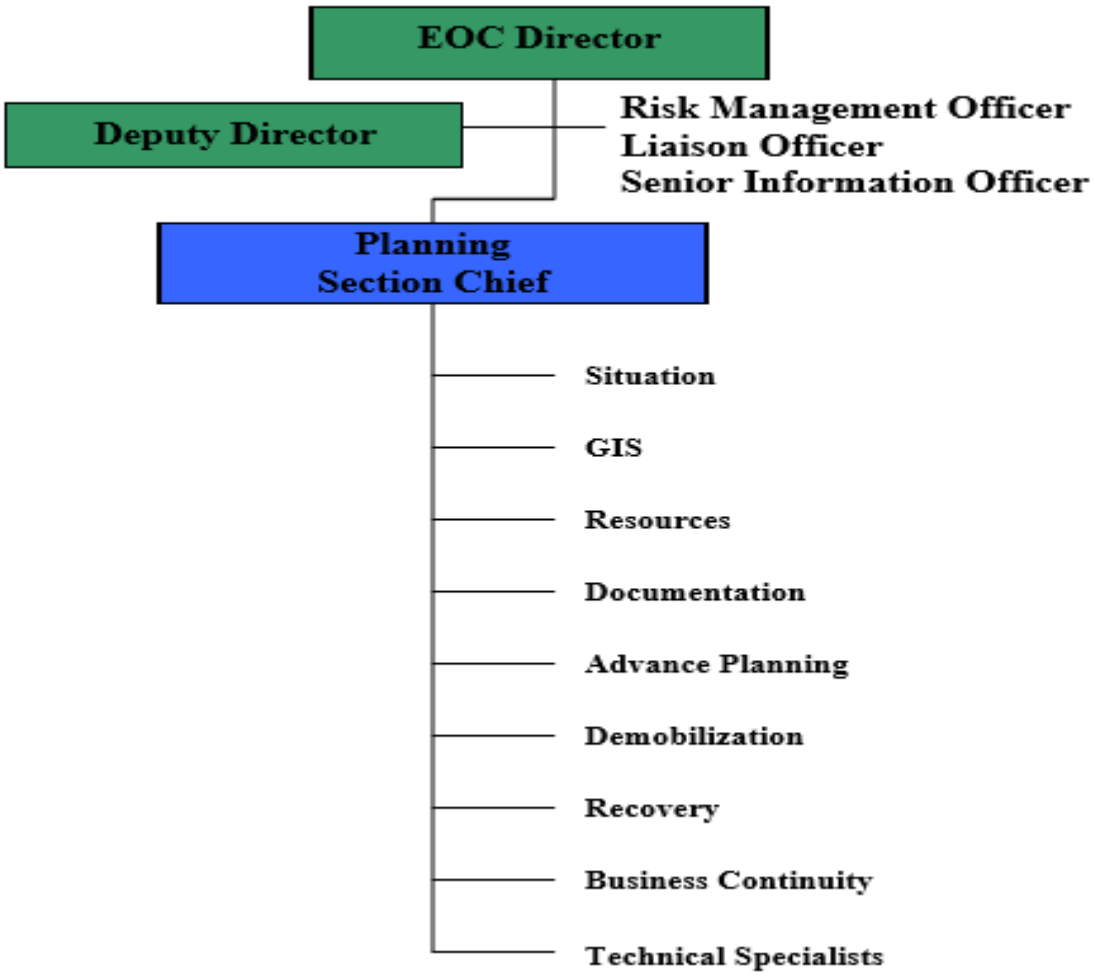
Emergency Position	**Reporting to** Location *Person*	**Responsibilities**

Air Operations Branch Coordinator	EOC *Operations Section Chief*	• Organize aviation resources at the local level to support site operations. • As appropriate, initiate requests for Notice to Airmen (NOTAM). • Establish procedures for emergency reassignment of aircraft if required. • Coordinate with any provincial or regional authority's Air Operations in the operational area. • Liaise with Air Operations at the PREOC
Special Operations Branch Coordinator	EOC *Operations Section Chief*	• Organize specialized resources at the site support (EOC) level to support site activities. • As appropriate, initiate requests for Notice to Mariners. *Establish procedures for emergency reassignment of specialized resources such as Heavy Urban Search and Rescue, if required. • Coordinate with any regional or provincial special operations in the operational area.
Fire Branch Coordinator	EOC *Operations Section Chief*	• Arrange and coordinate for fire suppression as well as hazardous materials support operations. • Conduct damage assessment of fire halls and resources. • Assist with the cursory assessment of community damage. • Acquire mutual aid resources, as necessary. • Coordinate the mobilization and transportation of all resources through the Logistics Section. • Complete and maintain branch status reports for major incidents requiring or potentially requiring regional and provincial response support, and maintain status of unassigned fire resources in the area in conjunction with the Resource Unit. • Overall supervision of the Fire Branch.
Police Branch Coordinator	EOC *Operations Section Chief*	• Coordinate movement and evacuation operations with other Operations Section Branches. • Alert and notify the public of impending or existing emergency situations, public safety orders, requests and information within the jurisdiction, as required. • Coordinate law enforcement and traffic control operations, including evacuation, during a major emergency and control of disaster response routes as designated by EOC Director. • Coordinate all ground and inland water search and rescue operations and resource for the jurisdiction. • Coordinate Police Mutual Aid requests. • Supervise the Police Branch.

Ambulance Branch Coordinator	EOC *Operations Section Chief*	• Assist in identifying and mobilizing available ambulance and auxiliary ambulance resources, as required. • Coordinate the transportation of injured victims and health care personnel to appropriate medical facilities, as required.
Health Branch Coordinator	EOC *Operations Section Chief*	• Ensure coordination of hospital, health care units, continuing care, mental health, and environmental health within the area. *Assist the BCAS Unit Coordinator in ensuring that casualties are evenly distributed to receiving facilities. • Coordinate provision of public health measures including epidemic control and immunization programs, in consultation with Medical Health Officer. • Ensure that potable water supplies are inspected and monitored. • Ensure that food quality is regulated and inspected. • Ensure that sewage systems are operating at acceptable levels Coordinate and support health services for physically challenged or medically disabled persons. • Coordinate the activation of emergency hospitals and advanced treatment centres supplied by Health Canada. • Coordinate health care needs at Reception Centres with ESS Branch Coordinator. • Determine the status of medical and care facilities within the affected area and availability of facilities in surrounding area. • Assist with the transportation of injured victims
Environmental Branch Coordinator	EOC *Operations Section Chief*	• Assist and/or coordinate local response to hazardous spills, waste disposal, and dam failure. • Liaise with regional, provincial, and federal environment officials and the private sector
Emergency Social Services Branch Coordinator	EOC *Operations Section Chief*	• Manages the ESS Branch, identifying required ESS services and activating ESS Reception Centres & volunteers to provide essential services to people evacuated as a result of the emergency event. • In coordination with volunteer and private agencies, provide food, clothing, shelter and other essential services, as required, for disaster victims and response workers in the area. • Coordinates the activities of ESS Reception Centres, group lodging facilities, and ESS Volunteer Centres.

		• Provides routine situation reports to Operations Section Chief, Situation Unit, and Provincial Emergency Program. • Shares information and provides ESS mutual aid (upon request) with other affected communities in the region. • Requests mutual aid assistance and/or provincial ESS resources from Provincial Emergency Program when local and/or regional ESS resources are exhausted. This may include access to provincial ESS Mobile Support Teams. • Confers with Operations Section Chief and EOC Director to ensure that ESS response is appropriate and that expenditures for ESS are authorized.
Public Works and Engineering Branch Coordinator	EOC *Operations Section Chief*	• Survey all other infrastructure systems, such as local roads, bridges, sewer, and water systems within the area. • Assist other EOC sections, branches, and units as needed • Supervise the Engineering Branch. • Liaise with other Engineering Branches in EOCs and PREOC • Work closely with the Engineering Branch to survey all other infrastructure systems, such as local roads, bridges, sewer, and water systems within the area. • Establish group coordinators for service areas, such as Public Works and Inspections, as required. • Assist other EOC sections, branches, and units as needed. • Work with the appropriate Operations and Logistics sections regarding the provision of potable water and water for firefighting. • Supervise the Public Works Branch. • Liaise with other Engineering Branches in EOCs and PREOC
Utilities Branch Coordinator	EOC *Operations Section Chief*	• Survey all utility systems and provide restoration priorities to providers. • Assist other sections, branches, and units as needed. • Liaise with other utility representatives not present in EOC.

EOC PLANNING SECTION

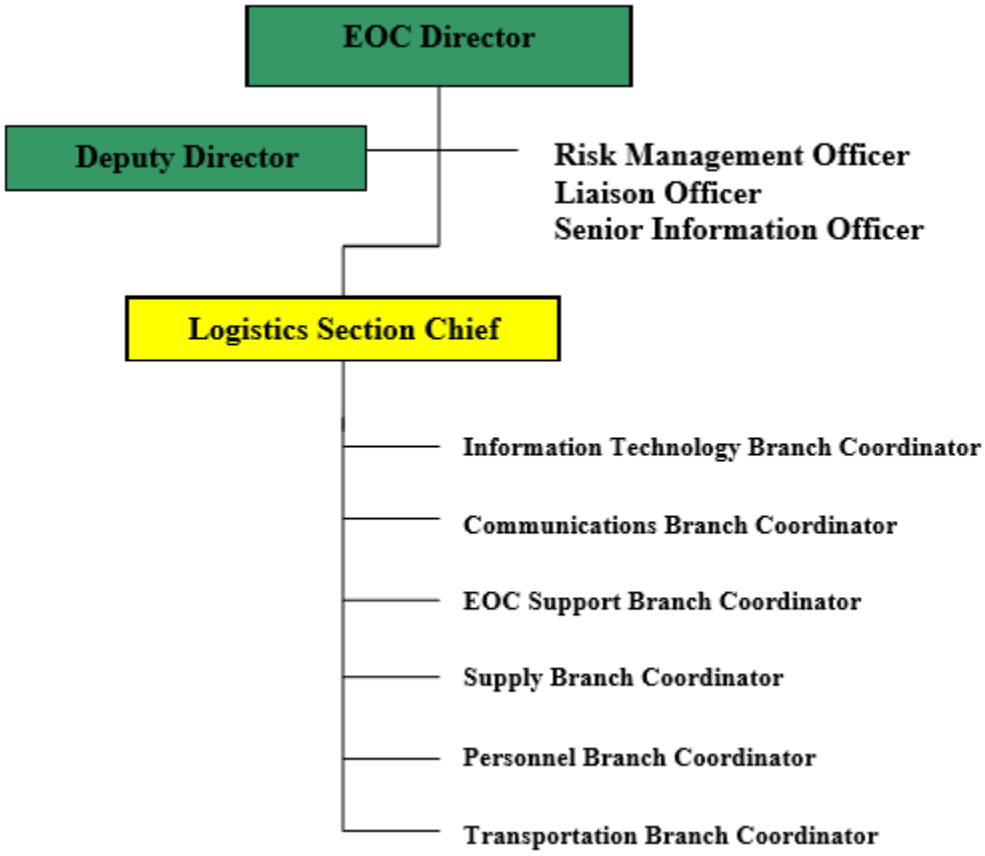


Emergency Position	**Reporting to** Location *Person*	**Responsibilities**
Situation Unit Coordinator	EOC	• Oversee the collection, organization, and analysis of disaster situation information, including damage assessments. • Ensure that information collected from all sources is validated. • Ensure that Situation Reports are developed for dissemination to EOC staff and to the PREOC.

	Planning Section Chief	• Ensure that an EOC Action Plan is developed for each operational period based on objectives developed by each EOC Section. • Ensure that an ongoing link is established with the Operations Section for the purpose of collecting accurate situation information in a timely manner. • Ensure that all maps, status boards, and other displays contain current and accurate information.
GIS Coordinator	EOC *Planning Section Chief*	• Coordinate with other sections, primarily Operations and Logistics, to determine mapping requirements. • Coordinate the design and distribution of maps.
Resource Unit Coordinator	EOC *Planning Section Chief*	• Coordinate with the branches and units in the operations and Logistics Sections to capture and centralize resource status information. Note: This position tracks resources; it does not obtain or supply them. • Develop and maintain resource status boards, and/or other tracking and display systems.
Documentation Unit Coordinator	EOC *Planning Section Chief*	• Collect, organize and file all completed event or disaster related forms, including: all EOC position logs, Situation Reports, EOC Action Plans, and any other related information just prior to the end of each operational period. • Provide document reproduction services to EOC staff. • Distribute the EOC Situation Reports, EOC Action Plan, and other documents, as requested. • Maintain a permanent archive of all Situation Reports and EOC Action Plans associated with the event or disaster. • Assist Recovery Unit with preparation and distribution of the EOC After Action Report
Advance Planning Unit Coordinator	EOC *Planning Section Chief*	• Develop an Advance Plan consisting of potential response and recovery related issues likely to occur beyond the next operational period, generally within 36 to 72 hours. • Review all available Situation Reports, Action Plans, and other significant documents. Determine potential future impacts of the event or disaster, particularly issues that might modify the overall EOC priorities and objectives. • Provide periodic briefings for the EOC Director and Management Team addressing Advance Planning issues. • Supervise the Advance Planning Unit.

Demobilization Unit Coordinator	EOC *Planning Section Chief*	• Develop a Demobilization Plan for the EOC based on a review of all pertinent Planning Section documents, and Situation Reports, and status of EOC priorities and objectives. • Supervise personnel assigned to the Demobilization Unit
Recovery Unit Coordinator	EOC *Planning Section Chief*	• Assess the requirements for recovery of City infrastructure and for community and individual recovery from a major emergency or disaster. • Identify immediate steps (short-term relief efforts) that can be taken to initiate and speed recovery within the area. • Anticipate actions required over the long term to restore local services and return the area to pre-emergency conditions. • Supervise the Recovery Unit and all recovery operations unless otherwise directed by the Planning Section Chief and/or EOC Director.
Business Continuity Unit Coordinator	EOC *Planning Section Chief*	• Assess the requirements for the resumption of City business functions, as well as local businesses. • Working with key City departments, develop a strategy for resuming the City business functions as quickly as possible.
Technical Specialists Unit Coordinator	EOC *Planning Section Chief*	• Provide technical observations and recommendations to the EOC in specialized areas, as required. • Ensure that qualified specialists are available in the areas required by the particular event or disaster. • Supervise the Technical Specialists Unit.

EOC LOGISTICS SECTION

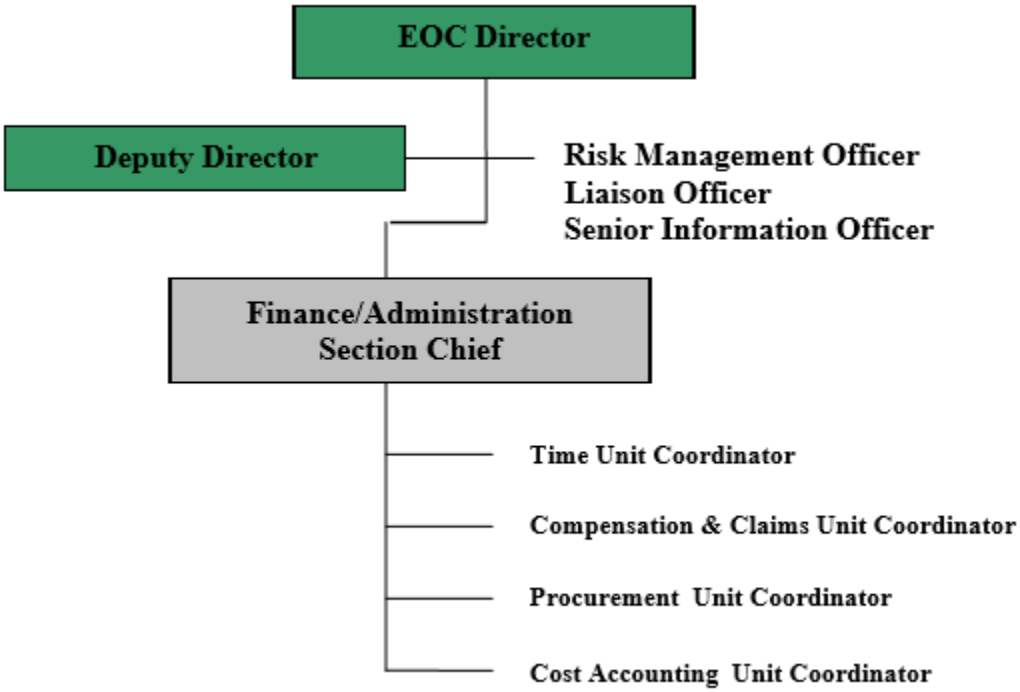


Emergency Position	**Reporting to** Location *Person*	**Responsibilities**
Information Technology Branch Coordinator	Emergency Operations Centre *Logistics Section Chief*	• Ensure computer resources and services are provided to EOC staff, as required. • Determine specific computer requirements for all EOC functions and positions. • Implement available computer systems for internal information management and include message and email systems, as available. • Supervise the Information Technology Branch

Communications Branch Coordinator	Emergency Operations Centre *Logistics Section Chief*	• Ensure radio, telephone, and computer resources and services are provided to EOC staff, as required. • Oversee the installation of communications resources within the EOC. Ensure that a communications link is established with Incident Commander(s), DOCs, other EOCs, PREOC and other facilities, if established. • Develop and distribute a Communications Plan, which identifies all systems in use and lists specific frequencies allotted for the disaster. • Supervise the Communications Branch
EOC Support Branch Coordinator	Emergency Operations Centre *Logistics Section Chief*	• Ensure that facilities are provided for the response effort, including securing access to the facilities and providing staff, furniture, supplies, and materials necessary to configure the facilities appropriately. • Ensure food and refreshments are provided to EOC staff. • Ensure security measures are taken to secure all facilities from access by unauthorized people. • Ensure acquired buildings, building floors, and or workspaces are returned to their original state when no longer needed. • Supervise the EOC Support Branch.
Supply Branch Coordinator	Emergency Operations Centre *Logistics Section Chief*	• Oversee the acquisition and allocation of supplies and materials not normally provided through mutual aid or normal agency channels. • Coordinate actions with the Finance /Administration Section. • Coordinate delivery of supplies and materials, as required. • Allocate critical resources as required and directed. • Supervise the Supply Branch.
Personnel Branch Coordinator	Emergency Operations Centre *Logistics Section Chief*	• Provide personnel resources as requested in support of the EOC and Site Operations. • Identify, recruit, and register staff and volunteers, as required. • Develop an EOC organization chart. • Supervise the Personnel Branch.
Transportation Branch Coordinator	Emergency Operations Centre	• In coordination with the Engineering Branch Coordinator, and Planning's Situation Unit, develop a Transportation Plan to support the EOC Action Plan.

	Logistics Section Chief	• Arrange for the acquisition or use of required transportation resources. • Coordinate air transportation needs with Air Operations Branch. • Supervise the Transportation Branch

EOC FINANCE / ADMINISTRATION SECTION



Emergency Position	**Reporting to** Location *Person*	**Responsibilities**
Time Unit Coordinator	Emergency Operations Centre	• Track, record, and report all on-duty time for personnel, including hired and contracted, working during the event or disaster.

	Finance Section Chief	• Ensure that hired and contracted personnel time records, travel expense claims, and other related forms are prepared and submitted to budget and payroll office. • Supervise the Time Unit.
Compensation and Claims Unit Coordinator	Emergency Operations Centre *Finance Section Chief*	• Oversee the investigation of injuries and property / equipment damage claims arising out of the emergency. • Complete all forms required by Worker's Compensation Act. • Maintain a file of injuries and illnesses associated with the event or disaster including results of investigations. • Liaise and consult with the Risk Management Officer on all injury claims. • Supervise the Compensation and Claims Unit.
Procurement Unit Coordinator	Emergency Operations Centre *Finance Section Chief*	• Coordinate vendor contracts not previously addressed by existing approved vendor lists. • Coordinate with Supply Unit and Operations Section on all matters involving the purchase, hire, contract, rental, and leases. • Supervise the Procurement Unit.
Accounting Unit Coordinator	Emergency Operations Centre *Finance Section Chief*	• Collect and maintain documentation of all disaster information for reimbursement through EMBC. • Gather fiscal recovery information from agencies providing emergency response, support and assistance. • Prepare and maintain a cumulative cost report for the event or disaster. • Prepare and coordinate disaster financial assistance documents and claims with EMBC and/or PREOC. • Supervise the Cost Accounting Unit and all financial assistance operations.

Note: A separate database will be maintained to record staff training.

EOC Communications and Information management

The City of Victoria's IT department is responsible for ensuring adequate telecommunications and cellular capability in the EOC at all times.

EOC Telephone Directory

EOC staff and volunteer's contact information will be kept up to date and located in the Connect Rocket system which is maintained by the Emergency Management Division of the Fire Department. These contacts will also be included in hard copy "Contact Lists" and kept with the Emergency Program Coordinator, Emergency Program Specialist, Emergency Management Community Liaison, and the EOC locations.

City of Victoria staff contact information will also be located in the Business Continuity Plans and will be stored digitally on Sharepoint. The Business Continuity leads and Emergency Program Coordinator will have access to this information. The Business Continuity leads are responsible for keeping this information up to date and stored in a location that will be accessible during an emergency or disaster.

EOC Section Phones

The City of Victoria EOC uses Office 365 Skype for Business voice communication. This system allows EOC staff to use their own designated phone numbers from multiple locations and devices, including landlines, cell phones, and computers.

Public Information Lines

Satellite System

The EOC may need to utilize satellite communication capability. The EOC's satellite system provides the capability to rapidly transfer a wide variety of voice as well as data information between the site, EOC, PREOC, and other external support agencies with satellite capability. The intent of the system is to provide disaster-resistant communications between all levels of BCEMS.

Emergency Management Radio System

The City of Victoria's Public Works & Engineering department, and Parks, Recreation and Facilities department use the Emergency Management Radio system on a day-to-day basis for their operations. The Victoria Fire Department, Victoria Police Department, Emergency Management staff and volunteers, VFD dispatch centre, emergency containers, City Hall, Crystal Pool, The Conference Centre, and Human Resources buildings all have Emergency Management Radios available for communications in the event of an emergency or disaster.

EOC operations are supported by Auxiliary Communications Services volunteers (ACS) who will provide equipment and expertise in the event of a major emergency or disaster. In addition to backup communications, the ACS Team can provide communications links to the PREOC and to other municipalities when other forms of communication are unavailable.

Radio Communication Terminology

Standard protocols and terminology will be used at all levels. Plain-English for all communication will be used to reduce any confusion that can be created when multiple agencies are using radio codes. The EOC communications systems will provide reserve capacity for unusually complex situations where effective communications are critical.

Basecamp Connect

The EOC is equipped with a basecamp connect system which provides backup communications capability and interoperability between cell phones, landlines, radios, and satellite systems.

EOC Activities

Obtain Task Number

Task numbers are the primary tracking mechanism used by EMBC to track emergency response expenditures. Emergency response task numbers serve three functions:

- Identifying that a situation qualifies as a major emergency or disaster under the *Emergency Program Act*
- Tracking financial aspects of a unique incident or regional event
- Identifying EMBC's commitment to provide third party liability protection and worker's compensation coverage for all registered volunteers

Task numbers are hazard-specific as well as jurisdiction specific (for example, a local authority that is managing both a wildfire as well as a flood situation would have 2 separate task numbers, and if the event was spread across multiple jurisdictional boundaries each local authority would have a different task number).

Briefings

Briefings provide EOC staff, external agencies and the media with important information they need to function effectively and efficiently. Information shared at a briefing can help clarify and validate situations so that appropriate decisions can be made. Briefings are commonly conducted for general information exchange, situation/status reporting, and shift changes. If there is need for further discussion or planning, planning meetings or individual working groups should be set up.

EOC Management Team briefings should be facilitated by the EOC Director, or Designate at predetermined times. A briefing agenda should be prepared by the Planning Section and approved by the EOC Director, which outlines the briefing format and objectives for the meeting. The agenda is distributed to the EOC Management Team members in advance of the meeting.

In the initial stages of EOC activation EOC Management Team briefings should be held at least every two hours to support response operations. The frequency of briefings may reduce as time goes on and extended operations continue, but should be conducted at least 2-3 times in a 12-hour period.

EOC Management Team members should prepare for briefings by developing awareness in advance on information regarding:

- Current situation
- Unmet needs
- Future activities, and
- Public information requirements

Operational Periods

An operational period is the length of time set by the EOC Management Team to achieve the objectives of the EOC Action Plan. The operational period may vary in length and will be determined largely by the dynamics of the emergency event. The operational period is defined by:

The length of time to achieve the objectives of the EOC Action Plan

- Determined by EOC Director
- Initially 1-2 hours for critical / life safety issues
- Varies depending on objectives/priorities
- Commonly 8-12 hours in length, not to exceed 24 hours
- Sequentially numbered and time period identified

EOC Action Planning

EOC Action Plans address the policies and priorities that support site activity and are an essential and required element in achieving progress in response to the emergency event. There are five primary steps in sequential order to ensure a comprehensive Action Planning process:

1 Understand the current situation
2 Establish priorities, objectives and strategies
3 Develop Action Plan for next operational period
4 Evaluate the Plan and obtain appropriate approval
5 Anticipate / predict what will happen following implementation of the Action Plan

EOC Action Plan priorities should always take the BCEMS Response Goals into consideration. Objectives that are established to save lives and reduce suffering should always be listed and implemented before protecting economic and social losses.

Response Goals:

ENSURE THE HEALTH AND SAFETY OF RESPONDERS	The well-being of responders must be effectively addressed or they may be unable to respond to the needs of those at risk.
SAVE LIVES	The importance of human life is paramount over all other considerations. When lives are at risk, all reasonable efforts must be made to eliminate the risk.

REDUCE SUFFERING	Physical and psychological injury can cause significant short- and long-term impact on individuals, families, and communities. Response measures should take into consideration all reasonable measures to reduce or eliminate human suffering.
PROTECT PUBLIC HEALTH	Public health measures essential to the well-being of communities should be maintained or implemented. Enhancing surveillance and detection, eliminating health hazards, minimizing exposure, and implementing programs such as widespread immunization may need to be considered.
PROTECT INFRASTRUCTURE	When necessary to sustain response efforts, maintain basic human needs, and support effective recovery, infrastructure that is critical to the livelihood of the community should be protected ahead of other property.
PROTECT PROPERTY	Property can be essential to the livelihood of communities. When determining priorities, response personnel should evaluate the importance of protecting private and community property.
PROTECT THE ENVIRONMENT	The environment is essential to communities. When determining priorities, response personnel should evaluate the importance of protecting the environment and implement protective strategies that are in the best interest of the broader community.

REDUCE ECONOMIC AND SOCIAL LOSSES	The loss of economic generators can have short- and long-term impact on communities, including social losses related to the loss of community support networks and reduced employment, investment, and development. Response measures may be necessary to reduce these losses, and psychosocial interventions may be required for those impacted by the disaster.

The EOC Action Plan may consist of some or all of the following components:

- EOC Policies and priorities
- Objectives
- Task assignment lists
- Attached references such as Communications Plan, Traffic Plan, Org Chart, Map, etc.
- Distribution list.

The EOC Director is responsible for approving the Action Plan for each operational period. This is done in consultation with the EOC Management Team to ensure accuracy of the current situation and timelines for actions to be taken.

Once approved, the EOC Management Team will assume responsibility for implementing their respective portions of the Action Plan. This includes monitoring and evaluating progress of the plan.

Personnel Identification

In conjunction with application of common terminology within BCEMS, it is essential to have a common identification system for facilities and personnel filling positions. There are specific colours for each EOC function and these colours should be used by all agencies and individuals that work in the City of Victoria's EOC. EOC identification should include vests and name tags.

Situation Reporting

Situation Reports

Situation reports serve as a snapshot of the current situation of the overall EOC. Situation reports are a function most commonly managed through the EOC Planning Section. Situation reports are typically developed near the end of each operational period or at the request of the EOC Director. All personnel must forward incident situation information to the Situation Unit in the Planning Section. Collecting situation data may involve a number of sources, including the Operations Section, Logistics Section, Information Officer, and Liaison Officer. Situation information may also be received from other EOCs and the PREOC. Section Chiefs are responsible for providing the EOC Director with periodic verbal or written updates to the Situation Report. The EOC Director should then take steps to brief all the staff on the collective situation. A short conference may be most appropriate.

EOC Event Board

The EOC Planning Section's Situation Unit is responsible for establishing and maintaining the EOC Event Board. The Situation Unit should receive timely written updates from the EOC Operations Chief who identifies and authorizes new incident information (from the site) that can be added to the event board. The event board should include the following information:

- Incident Number
- Time of Incident (in 24-hr time)
- Incident details
- Action taken (including any resources deployed)
- Follow-up required (identifies any further action that may be needed)

The event board should be situated so that all EOC staff can access it and be kept appraised of the situation.

EOC Situation Map:

The EOC Planning Section's Situation Unit is responsible for plotting important information onto maps. Information can be plotted manually onto a large hard copy of a City of Victoria Map, or it can be plotted electronically through the Geographic Information System (GIS) mapping capabilities. The situation map must be accessible to all EOC staff.

PREOC Coordination Calls

During EOC activations, the PREOC may organize coordination calls between the City of Victoria's EOC, PREOC, key ministries and agencies, technical specialists (weather, seismic), critical infrastructure owners and providers, and others as required. The purpose of the calls is to share operational information between relevant agencies. These calls are for operational purposes only, and are not meant for public information. The calls typically occur two times a day but can be more or less given the requirements of the emergency.

Declaration of State of Local Emergency (See Emergency Program Act, [RSBC 1996] CHAPTER 111)

During a major emergency or disaster the City of Victoria, through the EOC, may declare a state of local emergency to enable the City to exercise the emergency powers listed in the *Emergency Program Act*. These short-term emergency measures will allow the City and partner agencies to effectively respond to the major emergency or disaster.

The City of Victoria will not declare a state of local emergency unless access to the powers of the *Emergency Program Act* are required. A declaration is not required, and therefor will not be declared, to implement part or all of the emergency plan, to gain liability protection under the *emergency program act;* to issue evacuation alerts; to recover eligible response costs from EMBC, or to qualify for eligible disaster financial assistance under the *Emergency Program Act*.

Emergency powers available to the local authorities through the legislation are as follows:

- Acquire or use any land or personal property considered necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- Authorize or require any person to render assistance of a type that the person is qualified to provide or that otherwise is or may be required to prevent, respond to or alleviate the effects of an emergency or disaster;
- Control or prohibit travel to or from any area of British Columbia;
- Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and coordinate emergency medical, welfare and other essential services in any part of British Columbia;
- Cause the evacuation of persons and the removal of livestock, animals and personal property from any area of British Columbia that is or may be affected by an emergency or a disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property;
- Authorize the entry into any building or on any land, without warrant, by any person in the course of implementing an emergency plan or program or if otherwise considered by the minister to be necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- Cause the demolition or removal of any trees, structures or crops if the demolition or removal is considered by the minister to be necessary or appropriate in order to prevent, respond to or alleviate the effects of an emergency or disaster;
- Construct works considered by the minister to be necessary or appropriate to prevent, respond to or alleviate the effects of an emergency or disaster;
- Procure, fix prices for or ration food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources or equipment within any part of British Columbia for the duration of the state of emergency.

Note(S): The emergency powers are written from the provincial perspective. They are applicable to the local authority with the restrictions outlines in section 12 (1) of the Act that limits the scope of the emergency powers to the local authority jurisdictional area.

The minister, as part of the provincial oversight, may order the local authority to refrain or desist from using any one or more of the emergency powers listed above. These powers infringe on civil liberties of citizens and should only be drawn upon by local authorities when no other options are available to protect the community.

The most frequently cited reason to declare a state of local emergency is to facilitate the mandatory evacuation of people and livestock, or the need to access private property when public safety is threatened.

Process for Declaring a State of Local Emergency

If the EOC director determines that emergency conditions warrant use of one or more of the emergency powers, the Policy Group should be advised through a briefing. The briefing to the Policy Group should include a recommendation that they issue a declaration, as well as the nature, extent, probability of loss, resources at risk, and geographic area. If time allows, consultation should occur between the City of Victoria, the Director at the PREOC, and any neighbouring jurisdictions that could be impacted.

A declaration of a state of local emergency has to be initiated by either a City of Victoria Bylaw or Order. If time permits, Council will meet to establish a bylaw or resolution that authorizes a declaration of a state of local emergency. If there is not time to establish a bylaw or resolution an order can be used to make the declaration. An order is the most common mechanism used, since most emergencies do not allow sufficient time to complete the procedures required to establish a bylaw or resolution. An order can only be issued by the Mayor (or designate). The Mayor (or designate) must use best efforts to obtain consent of the other members of Council.

Refer to the Justice Institute of British Columbia's Emergency Operations Centre – Operational Guidelines for further details on Declaring a Local State of Emergency

Declaration Components

- The declaration must identify the nature of the emergency; and the geographic boundaries (preferably shown on an attached map) within which the declaration with apply.
- The date of the local declaration and the signature of the Mayor (or designate)
- A delegation document authorizing selected persons or agencies to exercise the emergency powers on behalf of Mayor and Council. A written document must be provided to indicate the details, including the conditions or limitations, of the delegation of powers.

After the Declaration

As soon as practical after issuing a declaration the following must occur:

- The City of Victoria must forward a signed copy of the completed declaration documents to the minister or the Lieutenant Governor in Council. This can be carried out through the PREOC. The PREOC will ensure the Minister is informed, as required by legislation. Verbal contact with the PREOC should be made to ensure receipt of documents.
- The City of Victoria must publish the details of the declaration to the population in the affected area. It is recommended that maps are included in the publication.
- The Mayor (or designate) must convene a meeting of the local authority to assist in directing response activities.

Extending the Declaration of State of Local Emergency

A local declaration expires seven days from the date it is signed unless it is extended. The seven day period is determined by the Interpretation Act Section 25(5) which states "the first day must be excluded and the last day included". For example, if a state of local emergency is declared on a Friday at

any time between 0001hr and 2359hr, the declaration will remain in effect until the following Friday at midnight. When necessary, the City may seek the approval of the Minister to extend the term of the declaration beyond the seven day period. A completed Extension Request form should be submitted to the PREOC. The City should submit the request for extension as soon as it determines emergency powers to be required beyond the current expiry date.

The Minister will issue an approval of the extension as appropriate. Each extension is valid for a seven day period and further extensions may be requested. The City must then publish the details of the extension to the affected population.

The City cannot use the extension process to change the area under declaration or the description of the nature of the event. An extension request only changes the expiry date of a current local declaration – it does not allow for a change in the area under declaration or a change in the nature of the event. In these cases a new declaration of a state of local emergency must be issued.

Cancelling the Declaration of State of Local Emergency

A declaration of state of local emergency is cancelled when:

- The Minister cancels it
- It is superseded by a Provincial State of Emergency; or
- It is cancelled by a bylaw, resolution, or order.

Once it is apparent to the City that extraordinary powers are no longer required and that the declaration may be cancelled, they should advise the Mayor (or designate) as soon as possible. The method of cancelling the local declaration is not dependent upon how it was initially authorized. This means that a local declaration made through a bylaw or resolution can be cancelled by the Mayor via an Order or a local decal declaration made via order can be cancelled through a bylaw or resolution. Notification of cancellation of a declaration must be submitted to the Minister through the PREOC.

The City must publish the details of the termination to the population of the affected area.

Limitations of a State of Local Emergency

A state of local emergency is only justified during an emergency or disaster as defined by the *Emergency Program Act* and is limited to the jurisdictional boundaries of the City or to any specifically described area by the City within these boundaries. When the application of emergency powers is required outside of the jurisdiction of the local authority, two options may be considered: the neighbouring jurisdiction may declare a state of local emergency, or in the case of a major impact across jurisdictions a provincial state of emergency may be considered for the entire geographical area.

Resource Requests

Resource requests normally flow from site responders to their respective dispatch centres. Once a dispatch centre has exhausted all resources available, the request will be forwarded from the requesting site agency personnel to the Incident Commander (IC). The IC will then forward the request on to the

EOC Operations Chief who will then try to fill the resource request through the various branches' resource inventories or through mutual aid. If they are not available, then the request is forwarded to the EOC's Logistic Section to try to fulfill. Under BCEMS, the City is responsible for using local resources to fill immediate needs to the greatest extent possible, including any mutual aid that may be available. If locally available resources are insufficient for operational needs, the City may request assistance through the PREOC.

Potential Sources of Resources:

- Internal to department
- Municipal resources including departments
- Municipal procurement or purchasing contract
- Regional Mutual Aid
- Rental or purchase from retail
- Rental or purchase or otherwise acquired from industry
- Resource request from Emergency Management BC

Documentation

All EOC activities require some form of documentation and record keeping. Accurately documenting all actions taken during emergencies is extremely important. This includes a documented record of all decisions, directions, actions taken, and resources deployed. There are prepared forms for each EOC Section responsibility. The forms requiring completion are dependent on the agencies involved and the scope and impact of the emergency.

Transfer of Responsibilities / Shift Changes

When a staff member transfers their responsibilities to another, a simple but formal transfer briefing will be required. Shifts should be no longer than 8-12 hours and should overlap by 15 minutes or so to prevent a staff position from being inadequately relieved. A transfer briefing should summarize the activities of the past shift, identify open incidents or activities, and if time permits, be accompanied by a short written summary of the same information for later use.

Emergency Procurement and Expenditure Limits

When a major emergency or disaster exists, procurement of required goods, services, and supplies are allowed under Community Charter SS 173(3). Goods, services, and supplies shall be acquired by the most expedient and economical means available. EOC staff members should possess the same level spending authority that they have on a day-to-day basis. The Policy Group may increase expenditure limits to support the needs of the emergency response, as required. Expenditures made under SS 173(3) must be reported to Council at a regular meeting, and the financial plan amended to include the expenditure and funding source for the expenditures as soon as is practically possible.

Deactivation

The EOC Director will decide at what point EOC activity can be terminated. The Planning Section's Demobilization Unit Coordinator supervises and administers the termination process. Upon deactivation the EOC should immediately be returned to a state of readiness for future emergencies. A suggested criterion for deciding whether or not to terminate EOC operations includes:

- Individual EOC functions are no longer required;
- State of Local Emergency is lifted;
- Coordination of response activities and/or resources is no longer required; and
- Event has been contained and emergency personnel have returned to regular duties.

7 CONCEPT OF OPERATIONS: RECOVERY

7.1 General

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

Depending on the nature and scope of the event, examples of recovery activities may include evacuees returning to their homes, critical incident stress debriefings and trauma counselling, damage and loss assessment, reconstruction, restoration of services, resumption of business operations, clean up and waste removal, housing and relocation, financial assistance, economic impact studies, plan revision and updating, recognition of staff and volunteers, and organizing memorial events.

There is a strong relationship between long-term sustainable recovery and prevention and mitigation of future disasters. Recovery planning facilitates the recovery of affected individuals, communities, and infrastructure as quickly and efficiently as possible. Recovery efforts should be conducted with a view towards disaster risk reduction.

7.2 Recovery Planning in the EOC (Recovery Unit)

Near the end of emergency response operations an EOC will make the transition to relief and recovery operations. The Planning section's Recovery Unit is responsible for overseeing the transition from response to recovery. Planning recovery efforts during the response will speed recovery time and reduce losses. The Recovery unit should commence activities as early as possible. Long term recovery efforts, four weeks to several years following an event, should include debris management, hazard mitigation, reconstruction of permanent housing, reconstruction of commercial facilities, reconstruction of transportation systems, and implementation of long-term economic recovery. Specific responsibilities of the recovery unit may include assessing community recovery requirements and developing recovery plans, identifying immediate steps to initiate and speed up recovery within the community, anticipating long-term actions required to restore local services, liaising with other organizations involved in recovery, establishing plans to transition the EOC to a Recovery Operations Centre, and supporting the establishment of a Recovery Steering Committee and the appointment of a recovery director.

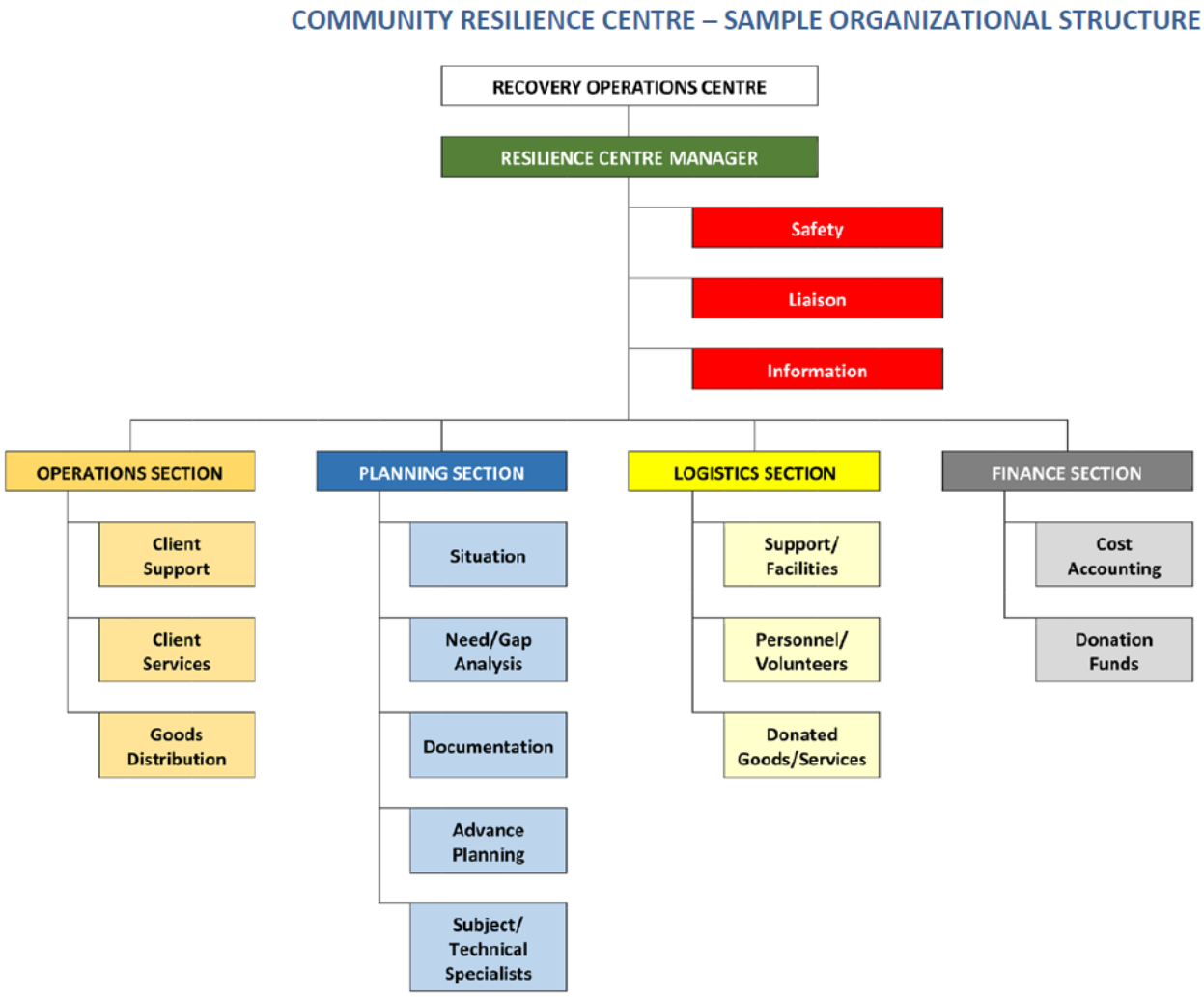
7.3 Community Resilience Center

The purpose of a community resilience centre or community recovery centre is to assist individuals through the recovery process. The community resilience centre provides the space for and coordination of the various agencies involved.

Assistance may be provided through the following steps (as outlined on page 98 of BCEMS):

- 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 the appropriate agencies/groups
- Monitor individual progress throughout the recovery process

The following is a sample structure for a community resilience centre, showing the relationship between this centre and a Recovery Operations Centre.

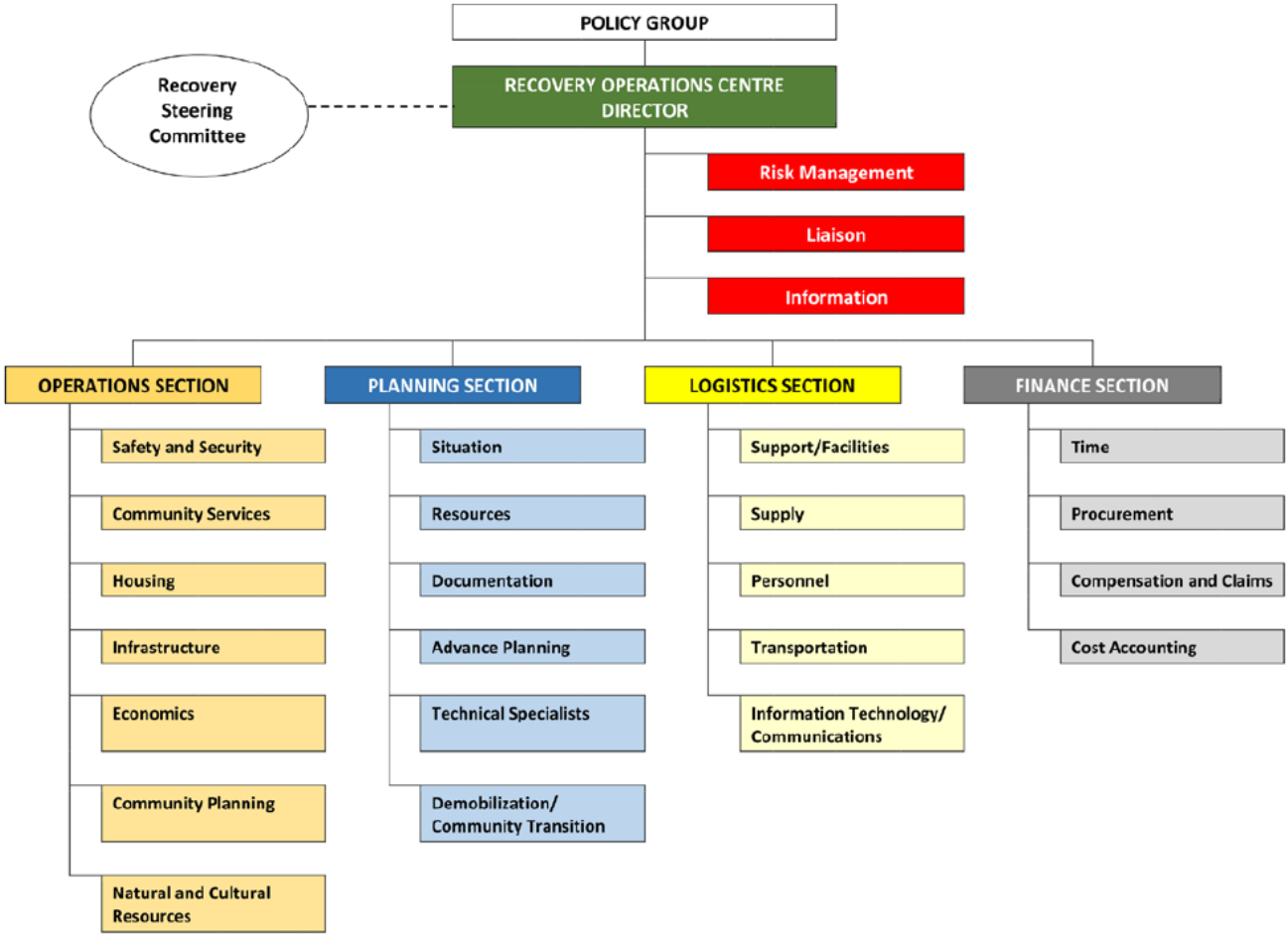


7.4 Recovery Operations Center (ROC)

In order to provide continuity in the support and coordination of recovery activities, a Recovery Operations Centre can be established once coordination shifts from response to recovery. Using the

same ICS structure as the EOC, the ROC consists of four sections: operations, planning, logistics, and finance. The following is a diagram of a sample ROC structure which may vary depending on community and organizational needs, but should always follow ICS structure.

RECOVERY OPERATIONS CENTRE – SAMPLE ORGANIZATIONAL STRUCTURE



Once an issue no longer requires management within the ICS-based structure, it can be handed off to a Recovery Steering Committee (RSC), which focuses on any recovery activity that can be managed through normal business practices. This multi-agency committee is composed of senior representatives from key organizations (e.g., volunteer groups, business improvement associations, and various levels of government). The Recovery Steering Committee works with existing community resources, identifies potential gaps, and seeks to connect with agencies that can fill those gaps.

8 ROLES AND RESPONSIBILITIES

8.1 City of Victoria Roles and Responsibilities by Department

Each City of Victoria Department shall designate staff who will take the lead on coordinating Emergency Preparedness and Business Continuity within their departments and with the Emergency Program staff, and will:

- Support and encourage personal preparedness of City employees;
- Maintain a basic level of preparedness and response capabilities within each department;
- Develop and maintain department plans, procedures and guidance to support disaster preparedness, response and recovery and ensure that such documents are integrated with the Emergency Plan;
- When the EOC is activated, the assigned staff will report to the EOC; and
- Conduct, or participate in, training and exercises to develop and maintain capability to work in the EOC.

Engagement Department

The Engagement Department is responsible for timely and accurate distribution of information to the public and media during an emergency, which includes ensuring that City of Victoria communications channels to the public are updated as needed until the City of Victoria transitions from a State of Local Emergency back to normal operations.

The Engagement Department will:

- Develop, maintain, and exercise a business continuity plan;
- Serve as the coordination point for all public information, media relations and internal information sources for the EOC;
- Coordinate and supervise all staff assigned as Assistant Information Officers and their activities in the EOC; and
- Liaise with Information Officers in neighbouring municipal EOC's, regional EOCs and the Provincial Regional Emergency Operation Centre (PREOC).
- Develop, maintain, and exercise a Crisis Communications Plan.
- Assist Emergency Management staff with public education and preparedness materials and notification systems.

Public Information:

- 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; and
- Ensure that a public information service (hotline/website) is established for the public to access helpful information and advice dependent upon the emergency situation.
- Activate the emergency notification page and banner on the City website.

Media Relations:

- Serve as the coordination point for all media releases and social media for the EOC;
- Coordinate media releases with officials representing other affected emergency response agencies;
- Develop the format and location for media briefings in conjunction with the EOC Director; and
- Maintain a positive relationship with media representatives and monitor all broadcasts and written articles for accuracy.
- Rapidly correct inaccuracies as they occur.

Internal Information:

- Develop helpful messaging sheets and/or FAQ sheets (frequently asked questions and answers) to ensure consistent and accurate information sharing amongst EOC staff;
- Maintain a web site established for public EOC information, as appropriate; and
- In consultation with the EOC Director and Liaison Officer, coordinate VIP and visitor tours of the EOC facility.

Engineering and Public Works

The Engineering and Public Works Department will assist the EOC and /or Site with emergency response activities. The Engineering and Public Works Department will designate representatives to perform the role of Engineering Branch Coordinator, Environmental Branch Coordinator and Utilities Branch Coordinator in the Operations Section of the EOC. Representation in the EOC will be hazard dependent. The Engineering department will also designate a GIS specialist to assist the EOC with GIS requirements. The Public Works and Engineering Department also have their own Departmental Operations Centre (DOC) and are responsible for equipping, training, and staffing of their DOC, in coordination with Emergency Management staff. The Engineering and Public Works Department will:

- Develop, maintain, and exercise a business continuity plan;
- Develop, maintain, and exercise a debris management plan;
- Develop, maintain, and exercise an Engineering and Public Works Emergency Operations plan;
- Provide advice regarding environmental and public health protection, and liaise with senior government environmental and health agencies to mitigate or prevent environmental damage and public health impacts during emergencies;
- Provide information to the EOC regarding utilities connections, usability of critical structures and locations or status of other relevant infrastructure;
- Provide guidance on the safety of city owned structures;
- Provide liaison and assistance, where possible, to public utility companies and commercial communications outlets for emergency restoration and/or discontinuance of the utilities;
- Working with EOC Logistics section, determine if required resources and quantities are available in the municipal inventory;
- Assist the EOC's Logistics Section with the supply of municipal equipment, vehicles and personnel, and procure as required equipment and vehicles from the private sector;

- Working with the EOC Logistics section, provide and secure equipment and supplies not owned by the City and negotiate vendor contracts not previously addressed (liaise with EOC Finance section in order to maintain accurate records of expenses);
- Keep the EOC advised on all significant issues relating to the municipal fleet of vehicles;
- Provide flood protection operations such as sandbagging, emergency pumps, and drainage or excavation, including monitoring and reporting back to the EOC;
- Provide or arrange for the clearing of debris, temporary road construction and maintenance of emergency traffic routes, and inspection of bridges;
- Monitor vulnerable areas – water mains, sewer lines, gas lines, etc…;
- Arrange for private waste hauling and disposal companies to provide emergency waste collection services as required;
- Provide technical support with respect to reinstating and maintaining essential infrastructure: water supply and distribution, sanitary sewers, roads and drainage systems;
- Provide specialized GIS maps for EOC and site;
- Coordinate arrangements for the demolition of unsafe buildings and structures as requested by the EOC;
- Work with EOC Information Officer(s) to communicate changes to waste services to the affected public;
- Liaise with the Ministry of Environment on emergency amendments to Certificates of Approval for waste facilities as required;
- Maintain and update a list of all vendors (including 24-hour contact numbers), who may be required to provide supplies and equipment;
- Maintain a list of essential municipal vehicles/equipment and fuel sources;
- Ensure emergency fuel contracts for vehicles and standby generators are active and in good standing;
- Fuel municipal generators, as required;
- Provide mechanical maintenance and servicing of essential vehicles/equipment;
- Provide support and participate with first responders in containment of spills; and
- Assess and repair, maintain or manage (and/or provide emergency restoration of) all municipally operated buildings, roadways, bridges, and utilities (potable water, drainage and sewerage).

When required the Engineering and Public Works Department will activate a DOC to assist the City EOC. The Engineering and Public Works Department will assume a key role in managing an integrated response of municipal agencies to an emergency or disaster caused by earthquake, flood, snow, debris removal and environmental spill, transportation and water shortage/ contamination or if requested to do so by EOC Director.

Finance

The Finance Department will manage all ordinary and extraordinary costs associated with a response to and recovery from a major emergency or disaster and will ensure appropriate tracking of all incurred expenses. The Finance Department will fulfill the functional role of the Finance Section Chief upon activation of the EOC, and is responsible for advising the EOC Director on all matters of a financial nature to facilitate the most effective emergency response.

The Finance Department will:

- Develop, maintain, and exercise a business continuity plan;
- Ensure that all financial records are maintained throughout the situation;
- Ensure continuity of municipal staff's compensation and salary administration. Process the Municipality's payroll, as per usual.
- Ensure continuity of municipal staff's health and benefit plans.
- In consultation with the EOC Director confirm spending limits, if any, for the logistics, operations, and management staff;
- Provide periodic expenditure updates to the EOC Director;
- Ensure that WorkSafeBC claims, resulting from the response are processed within a reasonable time, given the nature of the situation;
- Liaise with provincial finance staff for guidance and direction on applying for cost recovery and reimbursement of emergency expenditures;
- Liaise, if necessary, with the Treasurer(s) of neighbouring municipalities, regional districts and school districts; and
- Ensure that all recovery documentation and Disaster Financial Assistance paperwork is accurately maintained and submitted to EMBC.

The Finance Department's Information Technology Branch is responsible for maintaining the phone (landline) system, information network (computer) system and cell phones for all municipal departments and the EOC. The IT department will also set-up IT equipment in the EOC. The IT department will:

- Develop, maintain, and exercise a business continuity plan;
- Provide staff to support EOC activations and operations;
- Ensure that the EOC is operational with working landlines and IT systems;
- Ensure the City of Victoria's phone system and information network is maintained and operational before, during, and after an emergency event;
- Ensure GIS mapping systems are operational and accessible to EOC staff;
- Staff the City of Victoria's help desk, supporting the communication and information system needs of municipal and EOC staff;
- Ensure connectivity with all information system users before, during and after an emergency event;
- Manage and maintain all City of Victoria servers and software programs;
- Assign and / or reassign, on priority basis, desktops and laptops to staff;
- Restore important information and data disrupted and/or lost during emergency response and recovery efforts;
- Oversee the installation of communications resources within the EOC;
- Ensure that a communications link is established with Incident Commander(s), Emergency Operation Centres, Department Operations Centres, and the Provincial Regional Emergency Operations Centre, if established;

Fire

The Victoria Fire Department (VFD) will assist the EOC and /or Site with emergency response activities. VFD will designate representatives to be present at the EOC, including one Officer to be Fire Branch Coordinator in the Operations Section of the EOC. The Victoria Fire Department will:

- Develop, maintain, and exercise a business continuity plan;
- Arrange and coordinate fire suppression as well as hazardous materials support operations;

- Assist in the evacuation of buildings or designated area if authorized;
- Acquire mutual aid resources in support of fire suppression activities;
- Provide assistance with rescue activities (land and marine), and medical aid if required;
- Provide Fire Prevention staff to assist with rapid damage assessment of seismically damaged or hazardous structures;
- Provide fire prevention staff to assist with the inspection of group lodging facilities;
- Assume the lead role in managing integrated response of municipal agencies for fire, explosion and building collapse;
- Assist with the coordination of a city-wide survey of emergency disaster impact;
- Assist with the Fire Boat for marine emergencies;
- Provide resources such as water pumps, to assist in water pumping operations; and
- Assist in the coordination of Urban Search and Rescue (USAR).

Potential EOC Assignments may include: EOC Deputy Director, EOC Liaison Officer, EOC Operations Section (Fire Branch), as otherwise directed by the IC/UC or EOC Director.

Emergency Management Division

The Emergency Program is responsible for ensuring that the City has a strategy in place to address preparedness, response, recovery and mitigation from emergency events. During a major emergency or disaster the Emergency Program Coordinator or designate will assume responsibility for the EOC Liaison Officer function.

Emergency responsibilities:

- Provide staff to support EOC activations and perform the role of Liaison Officer in the EOC, thereby communicating with EMBC, other municipalities and other stakeholders during the emergency response;
- Advise on the requirements of the City of Victoria's Emergency Program Bylaw and Emergency Plan;
- Assist with EOC set-up of necessary equipment, arranging security for the EOC, and signing in of EOC personnel;
- Provide advice, expertise and support in emergency management functions to EOC staff; and
- Oversee the response capacities of the volunteer emergency teams including Emergency Social Services, Urban Search and Rescue, and Auxiliary Communications.

Human Resources

Human Resources will plan and coordinate the deployment of staff during a major emergency or disaster. Human Resources is also responsible for maintaining employee records, ensuring occupational health and safety guidelines are met, coordinating WorkSafeBC claims, and ensuring staff payroll is coordinated.

The Human Resource Department will:

- Develop, maintain, and exercise a business continuity plan;

- Provide staff to support EOC activations and operations;
- Maintain employee records and skills inventory;
- Develop a plan and coordinate deployment of municipal staff to support emergency response and recovery efforts;
- Assist other municipal departments in call out, deployment and record keeping of staff;
- Ensure occupational health and safety guidelines are observed and adhered to, regardless of the extent of the emergency situation;
- Coordinate WorkSafeBC claims for staff and volunteers;
- Liaise with applicable Unions on matters pertaining to employees and human resources services;
- Coordinate critical incident stress response services to ensure a healthy environment for all municipal staff and volunteers;
- Provide information on the City of Victoria Employee and Family Assistance Program for staff and their family members impacted by the emergency;
- Provide occupational health and safety expertise to the EOC;
- Prepare emergency related policies and procedures related to the emergency mobilization and deployment of staff, volunteers and contractors.

Legal Services

Legal Services will provide legal advice to the Emergency Operations Centre, will ensure that risk management practices are applied throughout the response operations, and will ensure that every function contributes to the management of risk within the EOC.

Legal Services will:

- Develop, maintain, and exercise a business continuity plan;
- Liaise with municipal lawyers;
- Assist in the interpretation and, if necessary, the preparation of Bylaws;
- Provide information on applicable municipal bylaws and regulations that come into question during response and recovery efforts;
- Staff the Risk Management function in the EOC as required; and
- Provide legal advice to the EOC and the Policy Group.

Legislative and Regulatory Services

The Legislative and Regulatory Services Department will continue to support Mayor and Council to ensure that long-term strategic direction and crisis management during and after immediate response for the event is conducted.

Legislative and Regulatory Service Department will:

- Develop, maintain, and exercise a business continuity plan;
- Work with the EOC Director to ensure that appropriate information is shared with the Policy Group;
- Liaise with the EOC Director to determine the needs of the Policy Group and to facilitate any meetings or other actions required to ensure the ongoing function of the local government;
- Assist the EOC Director in the preparation of a “Declaration of a State of Local Emergency,” and coordinate approval with the Policy Group, as required;

- Ensure maintenance, recovery and preservation of municipal corporate records, both statutory and operational;
- Provide information and guidance on existing lease agreements, corporate records, and insurance claims; and
- Ensure maintenance, recovery and preservation of municipal corporate records, both statutory and operational.

The Legislative and Regulatory Services Department will provide Bylaw Officers to:

- Assist with rapid damage assessment of seismically damaged or hazardous structures;
- Assist the Police with traffic control, notifications and evacuations under their direction;
- Coordinate the removal of parked cars to clear roadways;
- Coordinate animal control with ESS and SPCA for the care of domestic animals impacted by the event; and
- Provide clerical staff to assist in the EOC.

Parks, Recreation, and Facilities

The Parks, Recreation and Facilities department will work in conjunction with the Engineering and Public Works Department to assess and maintain outside utilities, roads, environmental services and municipal building accommodation.

The Parks, Recreation and Facilities Department will:

- Develop, maintain, and exercise a business continuity plan;
- Provide, coordinate and oversee the management of recreation facilities that can support emergency activities (e.g., ESS reception centres, group lodging, or other relief facilities)
- Work with the EOC and the Building Services Department to perform rapid damage assessments of municipal buildings (based on pre-determined priorities) and determine whether they are suitable and safe for occupancy;
- Assess and document the status of municipal buildings, including estimated value of damage and priority for repair and restoration, and report these findings to the EOC;
- Prioritize which municipal facilities require access to municipal generators;
- Provide technical assistance for electrical systems, electrical safety, and temporary power;
- Upon request, support emergency response operations by providing staff, vehicles, communications (e.g., radios) and equipment (e.g., first aid equipment);
- Provide emergency first aid treatment;
- Establish a program to assist in the care of children of EOC and emergency response staff, as required;
- Provide support as required to ESS;
- Assist Public Works and Engineering Department with the clearing of roads, establishing road blocks, securing unsafe areas, snow removal, flood control measures such as sandbagging and dyking, and debris removal;
- Undertake a review of all damage to parks including damage to trees and report to the EOC; and
- Assist with emergency restoration of essential municipal services;

Police

In the event of a major emergency or disaster Senior Officers activate specific Policies and Procedures for efficient, effective response and coordinated control. The Victoria Police Department will assist the EOC and /or Site with emergency response activities. The Victoria Police Department will designate representatives, including one representative to be the Police Branch Coordinator in the Operations Section of the EOC. The Victoria Police will:

- Participate in IC and UC at emergency site(s);
- Provide staff to support EOC activations and the Police Branch of the Operations Section;
- Identify, establish, and control access and egress routes for emergency vehicles at site(s);
- Establish and maintain perimeters around site(s);
- Maintain law and order;
- Coordinate movement and evacuation operations with other Operations Section Branches;
- Coordinate with other agencies to establish cordons or safety zones;
- Support notifications to the public of impending or existing emergency situations, public safety orders, requests and information within the jurisdiction, as required;
- Coordinate law enforcement and traffic control operations, including evacuation, during a major emergency;
- Coordinate Police Mutual Aid requests;
- Assist Urban Search and Rescue (USAR); and
- Assist with the coordination of a city-wide survey of emergency disaster impact.

The Victoria Police Department will assume the lead role in managing the integrated response of municipal agencies, including, but not limited to, aircraft crash, crowd control, and terrorism activities, as outlined in their department's emergency plan.

Sustainable Planning and Community Development

The Sustainable Planning and Community Development Department manages all aspects of long range and current planning within the City of Victoria. During a major emergency or disaster, the Sustainable Planning and Community Development Department will provide support to the EOC in the form of personnel and demographic and population information as well as expertise related to land use and zoning.

The Sustainable Planning and Community Development Department will:

- Provide staff to support EOC activations and operations, as required;
- Upon request, provide demographic and population information to the EOC;
- Provide input into the recovery planning process;
- Ensure that Recovery Plans and re-construction initiatives consider the City of Victoria’s Official Community Plan;
- Ensure continuity of core Planning Services; and
- Assist in the development of a Community Recovery Plan for the City of Victoria.

Victoria Conference Centre

The Victoria Conference Centre (VCC) can act as an alternate location for City Hall or as workspace for those displaced from other areas of the corporation. The VCC could also be utilized as a Reception Centre

or Group Lodging site. The Victoria Conference Centre will support the establishment of Reception Centres, Group Lodging, and Warming Centres as required.

The Victoria Conference Centre will:

- Develop, maintain, and exercise a business continuity plan;
- Stock and maintain emergency supplies to be used when providing emergency sheltering;
- Support Reception Centres as needed, in partnership with Emergency Social Services volunteers and other human services agencies (Red Cross, Salvation Army); and
- Assist with the coordination of resources to impacted residents.

Emergency Management Victoria Volunteer Program

The City of Victoria has several volunteer response teams that assist the community in emergency and disaster events and include the following:

Auxiliary Communications Services (ACS)

The Auxiliary Communications team provides supplementary and back-up communications to the City of Victoria in emergencies and disasters.

The ACS Team will:

- Provide a representative to the EOC to determine the emergency radio communication needs and capabilities;
- Coordinate the deployment of emergency radio operators and resources during an emergency according to the needs of the EOC and other emergency sites; and
- Provide radio operators and equipment to Reception Centres, Group Lodging sites, triage locations or other areas requiring communications support.

EOC Support Team

The EOC Support Team provides trained volunteers to the EOC who can assist with the EOC activation and set-up. This team is familiar with the EOC equipment, including the laptops, equipment and supply boxes, generators, and lighting, and can also be utilized for checking staff in and out of the EOC.

Emergency Social Services (ESS)

Emergency Social Services (ESS) is a Provincial program run by local governments' emergency programs which is supported by trained municipal volunteers. ESS provides short-term (72 hours) essential services to people affected by a major emergency or disaster. These services include: shelter, food, essential clothing needs, family reunification, emotional support, first aid and referrals to pet care. The primary role of ESS is to care for the needs of people evacuated as a result of an emergency situation.

Emergency responsibilities include:

- Provide staff to support EOC activations and operations, as required;
- Establish ESS reception centres, group lodging centres and volunteer centres, as required;

- Request, through the EOC, mobile support from EMBC, as required;
- Coordinate and provide emergency social services for evacuees, persons impacted by the emergency and emergency workers;
- Obtain and coordinate ESS resources and supplies, as required;

Emergency Social Services may also provide specialized services such as:

- emotional support;
- first aid;
- child minding;
- pet care; and
- Transportation services.

Cyclist Response Team

The Cyclist Response Team is also part of ESS and trains to assist the community in large emergencies or disasters when the road system may be overloaded, damaged or otherwise difficult to use. The team is able to move information, supplies, and in significant disasters injured people within the city. They can also perform basic first aid, basic block by block "windshield-style" damage assessment, and search for lost persons.

Urban Search and Rescue (USAR Victoria)

The USAR Victoria team mandate is to search for and rescue people trapped in damaged buildings in Victoria. This well-trained volunteer team utilizes internationally recognized USAR processes, including damage assessment, breach, shoring, heavy lift, communications, rope, and technical search.

9 EXTERNAL AGENCY SUPPORT

BC Ambulance Services (BCAS)

BCAS will provide ambulances, trained personnel, and other essential resources that may be required to assess, treat, stabilize, transport, and deliver patients with medical needs to appropriate medical care facilities.

Emergency Responsibilities:

- Coordinate the triage and transportation of all injured persons to the hospital
- Provide staff to support the Operations Section (Ambulance Branch) of the EOC
- Oversee Critical Care Transport of injured as required

BC Coroner Service

The BC Coroner Service is responsible for the recovery, identification and ultimate disposal of human remains, and more specifically, for:

- Recovering the dead
- Recovering personal property
- Recovering evidence
- Determining the cause of deaths

Emergency Responsibilities:

- Coordinate care of the dead
- Recovery, identification and ultimate disposal of the dead
- Coordinate activities with the EOC

BC Ferry Service Inc.

BC Ferries provides a passenger and vehicle ferry service between various costal locations, including between Swartz Bay Ferry Terminal (North Saanich) and Tsawwassen (Delta).

Emergency Responsibilities:

- Provision of water-based transportation service for resupply to business, movement of people, movement of emergency personnel and movement of relief supplies; and
- In extreme circumstances BC Ferry vessels could be used as Reception Centres, field hospitals, or operations or response centres.

BC Ferries is accessed via contact with Emergency Management BC.

BC Hydro

BC Hydro is responsible for the delivery of electricity in Victoria. In events where electricity is disrupted BC Hydro will determine the cause of the outage and effect repairs to resume service.

In region-wide or larger power outage events BC Hydro will liaise directly with EMBC.

BC Transit

BC Transit operates the public transit service in Victoria. In the event of a major emergency or disaster, BC Transit will allocate existing transit system resources to the City to facilitate emergency evacuations and other operations as required.

Emergency Responsibilities:

- Provide staff to support EOC activations, as required
- Communicate to the EOC the availability of transportation resources for use in evacuations and other operations as needed
- Provide transportation to move people from evacuation areas to designated reception centres
- Maintain scheduled transit service in unaffected areas

Capital Regional District

The Capital Regional District provides services related to trunk water, sewer utilities, landfill, and regional air quality assessment. The CRD is responsible for the delivery of emergency management related services in the three electoral areas Salt Spring Island, Southern Gulf Islands and Juan de Fuca.

Emergency Responsibilities:

- Safeguard and maintain continuous safe water supply;
- Assist with the provision of water pressure suitable for firefighting; and
- May declare a boil water order.

Canadian Coast Guard

The Canadian Coast Guard provides specialized marine services, including search and rescue, support to the Joint Rescue Coordination Centre in conjunction with the Department of National Defence, and marine oil spill response.

Emergency Responsibilities:

- Marine search and rescue;
- Support to the Joint Rescue Coordination Centre;
- Oil spill response, including provision of booms and spill absorbents;
- Provision of helicopter services; and
- Alerting via marine radio to boaters of potential hazards, including tsunami notifications.

The Canadian Coast Guard may be accessed via contact with Emergency Management BC.

Canadian Dangerous Goods Information Centre (CANUTEC)

The Canadian Dangerous Goods Information Centre provides information and expertise to first responders dealing with hazardous materials events. They provide a guidebook that can be utilized at the site, as well as a 24/7 phone service that allows first responders to receive guidance and advice.

Emergency Responsibilities:

- Provide information and guidance related to hazardous materials events; and
- Provide service 24/7.

Canadian Red Cross Society

The Canadian Red Cross provides services in support of the emergency social services response, including assistance with family reunification, surge-support to Reception Centres and Group Lodging sites, and support to individuals and families in the transition to recovery time period. Depending on the scale of the event the Canadian Red Cross can access staff and volunteers across British Columbia, across Canada or internationally.

Emergency Responsibilities:

- Surge support to Reception Centres, Group Lodging sites, and Recovery Centres;
- Family reunification;
- Transition to recovery work with individuals and families; and
- Through agreement with the Province of BC it has access to a field hospital.

The Canadian Red Cross can be accessed locally or via contact with Emergency Management BC.

Disaster Psycho-social Services

The Disaster Psycho-social Services is a volunteer-based service that utilizes the services of counsellors, social workers, clergy, and victim-services workers in the provision of psycho-social support.

Emergency Responsibilities:

- Provide psycho-social support at the site and site-support levels., including at Reception Centres, Group Lodging sites, Emergency Operations Centres, incident sites, and other locations as required; and
- Provide emotional support to leaders, workers and people impacted by the event.

Emergency Management British Columbia (EMBC)

EMBC is a division of the Ministry of Public Safety and Solicitor General and is administered under the BC *Emergency Program Act*. EMBC coordinates the provincial response to emergencies and provides specialized technology resources to support local government emergency response activities. On a day-to-day basis, EMBC is available to respond to local government and agency calls through the PREOC that is staffed 24/7 and provides training to municipal staff and volunteers.

Emergency Responsibilities:

- Maintain a 24-hour Emergency Coordination Centre to provide support to local government emergency response and recovery efforts;
- Issue task numbers to local governments to account for all eligible expenses incurred during response and recovery efforts;
- Support the efforts of emergency volunteers that provide critical emergency response services (e.g., Emergency Radio, ESS, USAR);
- Coordinate provincial response and recovery efforts through the establishment of PREOC's and a PECC;
- Make appropriate requests to the provincial ministries and agencies for assistance if the City's resources are beyond capacity for an effective response to an emergency;
- Recommend a Declaration of Provincial State of Emergency, as required;
- Coordinate regional, provincial and federal assistance, as required;

Fortis BC

Fortis BC provides natural gas to the capital region through a network of distribution lines.

Emergency Responsibilities:

- Provide information on the location of natural gas facilities, lines, and plants;
- Provide 24 /7 emergency response to stop natural gas leaks; and
- Provide detection equipment to determine the presence or absence of natural gas.

Fortis BC is accessed via contact with Emergency Management BC.

Greater Victoria Victim Services

Greater Victoria Police Victim Services (GVPVS) provides services to victims of crime or trauma who may or may not have reported the crime to police or be involved with the criminal justice system. Since 1983, GVPVS has provided emotional and practical support for victims of crime and trauma. GVPVS is a registered non-profit society with charitable tax status. GVPVS can assist during an emergency by providing emotional and practical support and making referrals to services. GVPVS may also work with ESS to provide support in Reception and Group Lodging facilities.

Health Authorities

The City of Victoria is served by Island Health. Island Health is the administrative organization responsible for providing all publicly funded health services. Island Health executes the duties of the Drinking Water Officer pursuant to the *Drinking Water Protection Act*, which regulates the potable water supply activities and the related implementation of emergency responses.

Emergency Responsibilities:

- Provide staff to the EOC upon request;
- Support the emergency activities undertaken by the hospitals;
- Determine the status of medical facilities within the City and the region and report this information to the various municipal EOC's;
- Assist BCAS in ensuring that casualties are evenly distributing to receiving facilities;
- Ensure that potable water supplies are inspected and monitored, and implement emergency responses if required; and
- Ensure that sewage systems are operating at acceptable levels.

Public Safety Canada

Public Safety Canada is responsible for implementing a comprehensive approach to protect Canada's critical infrastructure and enhance Canada's emergency management framework.

Emergency Responsibilities:

- Assist EMBC with planning and coordination for response to and recovery from major emergencies or disasters
- Coordinate federal assistance if requested by provincial authorities
- Activate federal response and recovery plans in the event of province wide emergency events

Salvation Army

The Salvation Army provides services in support of the emergency social services response.

Emergency Responsibilities:

- Provision of food and beverages through mobile vehicles or tents at the site-level;
- Surge support to Reception Centres, Group Lodging sites, and Recovery Centres;
- Transition to recovery work with individuals and families; and
- Lodging, food service and emotional support to clients at the Addictions and Rehabilitation Centre (ARC) in downtown Victoria.

The Salvation Army can be accessed locally through VFD dispatch or via contact with Emergency Management BC.

School District 61

School District 61 will provide for the safety of children, teachers and staff. SD #61 is responsible for developing school emergency plans, and ensuring that staff and students have been trained and exercised in the details of the plans. SD #61 emergency plans are developed in cooperation with the City of Victoria's emergency program. SD #61 will activate a centralized EOC to coordinate all activities and response needs of the various schools impacted by an emergency situation, and will communicate with the City's EOC on their status and identify what emergency assistance they require.

Emergency Responsibilities:

- Participate in the EOC, as requested
- Provide for safety of all children, teachers and staff within SD#61
- During emergency situations impacting schools in the City of Victoria, implement the appropriate school emergency plan and/or school evacuation plan
- Establish a SD#61 EOC to coordinate school response and recovery procedures
- Communicate priority needs to first response agencies and the City's EOC
- Provide school facilities and school resources for emergency use (e.g., ESS reception centres and group lodging), as requested
- Upon request, coordinate the use of SD #61 transportation resources

Shaw

Shaw provides trunk and distribution network services. Utilizing this network they provide voice telephone, Internet, cable TV and Internet-based TV.

Emergency Responsibilities:

- Maintain system integrity through the rapid assessment and repair of disruption; and
- Provide temporary telecommunications systems for major users in the event of a significant disrupting event.

Shaw is accessed via contact with Emergency Management BC.

St. John Ambulance

St John Ambulance is a volunteer-based first aid provider. St. John Ambulance could be called upon to provide first aid support at triage locations or in facilities operated by Emergency Social Services / Evacuee Assistance.

Emergency Responsibilities:

- Provision of first aid in Reception Centres, Group Lodging sites or other relief facilities;
- Provide site-level first aid through the provision of a mobile first aid post; and
- Work in support of the BC Ambulance Service.

Telus

Telus provides trunk and distribution telecommunications services. Utilizing this system they provide voice telephone, Internet and Internet-based TV.

Emergency Responsibilities:

- Maintain system integrity through the rapid assessment and repair of disruption; and
- Provide temporary telecommunications systems for major users in the event of a significant disrupting event.

Telus is accessed via contact with Emergency Management BC.

Victoria Animal Control Services

Victoria Animal Control Services (VACS) provides bylaw enforcement services associated with pets. Day to day they operate a shelter for animals.

Emergency Responsibilities:

- Provide for the short term shelter, feeding, and care for pets displaced by emergency or disaster;
- Provide animal response vehicles to the site of the event in support of the animal services needs of that site;
- Provide transportation of animals to animal sheltering facilities; and
- Utilize existing connections with other agencies providing services to pets, vets, clinics and shelters to augment the services provided by VACS.

10 PUBLIC INFORMATION

10.1 General

The Local Authority Emergency Management Regulation requires that procedures are established by communities for notification and communication with "those persons who may be harmed or who may suffer loss are notified of an emergency or impending disaster". The City of Victoria has multiple systems in place for notification and communication with residents in the event of a major emergency or disaster, which include:

- Vic-Alert- the City's public notification system which will be used to notify residents, businesses, and visitors of important emergency notifications via text, phone, and email.
- City of Victoria website- During an emergency the City's website (www.Victoria.ca) will add a red emergency bar across the top which contains important information in the event of a major emergency or disaster.
- Social media (Twitter, Facebook, Instagram)
- Local radio stations – The City of Victoria has agreements in place with local radio stations to broadcast emergency information. This is advertised to the public at Emergency management's emergency preparedness workshops, and VictoriaReady education. This is why it is important to keep a crank or battery operated radio in your emergency kit in case the power is out.
- Notices (billboards, reception centre signage, newspaper, City Hall signage)
- Partnerships with other agencies such as Victoria Police communications
- Door to door notifications for things like evacuations – City staff and police will conduct door to door notifications if necessary during a major emergency or disaster.

The City of Victoria's Engagement department staff will take on the Information Officer role within the EOC in the event of a major emergency or disaster. Engagement staff will be responsible for contacting the media, monitoring social media, responding to public enquiries, and distributing emergency information. Emergency management staff will work closely with the Engagement department and can assist with the use of Connect rocket and Vic-Alert. For roles and responsibilities refer to section 8.

Emergency Management BC has a team of Government Communication and Public Engagement (GCPE) staff who work with the organization in providing strategic communications advice, issues management and media relations support, and other communications duties as required throughout the year. They also train public information officers from the GCPE team, and arrange deployment of staff as required for significant emergency events where public information support is required. If any strategic communications advice or support is required this may be requested through the EMBC Regional Manager.

Stages of Emergency Communications

Roles and responsibilities of each person involved in emergency communications to the public will change based on four different stages of emergency:

- Passive
- Active
- Reactive
- Proactive

Hazards may move into different stages as the event progresses.

Stage 1: Passive Situation

A passive situation is a manageable day-to-day or common event, and has occurred in the past. Examples are severe weather occurrences like winter storms, flooding, or power outages. Because the public has had previous knowledge and experience with these hazards, the emergency communications demands will be low. There is no time pressure due to the storm warnings that will be issued ahead of time, and communications will be informational only. The Emergency Program Coordinator will liaise with the City of Victoria's Engagement Department who will act as the Information Officer unless incidents occur due to the event that dictates a response, and the event is escalated to an Active Situation (Stage 2).

Stage 2: Active Situation

Active Situations may less common than passive situations, such as a large fire or a hazmat incident. Active Situations will require more action for active public engagement to keep residents informed, and to provide additional resources to support this messaging. It is likely that an Information Officer will be needed to assist the EOC. Time pressure and expectations from the public will escalate over time as the

situation progresses, but there will be time for planned messaging. The situation will have local coverage only and information will not be readily available from many sources.

Stage 3: Reactive Situation

A reactive situation is one that is uncommon and requires immediate response (e.g. tsunami notification). The public will want to know what has happened and be continually updated. There will likely be national coverage, and it will be necessary to respond to media and messaging where the City of Victoria may not have any input. Social media monitoring will be very important to counteract incorrect or inaccurate information. Planned messaging will be difficult due to time constraints.

Stage 4: Proactive Situation

A proactive situation has no time pressure as the City of Victoria will be aware of the event ahead of time. Examples of proactive situations may include large sporting events and planned demonstrations or marches. There will be time to prepare messaging and the situation will likely only require monitoring. A proactive situation may also be an ongoing situation, or an incident that is no longer in a response phase, but the public and media still require follow up information.

11 LOGISTICAL CONSIDERATIONS

11.1 Resource Management

The logistics section of the Emergency Operations Centre is responsible for accessing resources such as personnel, equipment, facilities, and finances.

Internal Resources:

- Fire suppression, prevention, and inspection equipment and personnel
- Emergency management equipment (water filtration system, generators, reception centre and group lodging supplies, Polaris all terrain vehicle (ATV), Unmanned Aerial systems (UAS) and personnel, Auxiliary Communications System (ACS) personnel, equipment, and vehicle, Urban Search and Rescue (USAR) equipment and personnel, Emergency Social Services (ESS) volunteers, equipment, and vehicle, Basecamp Connect system for communications interoperability and redundancy, Satellite System, Departmental Operations Centres (DOC) and Emergency Operations Centre (EOC) equipment and personnel;
- Public Works and Engineering equipment and personnel;
- Parks, Recreation, and Facilities equipment and personnel.

External resources

External resources are available should the need arise. If the City is beyond capacity of its internal resources, assistance may be requested from mutual aid partners such as Esquimalt, Saanich, Oak Bay, Colwood, Sidney, Central Saanich, Juan De Fuca, etc. The Regional Emergency Management Parternship (REMP) keeps a shared regional resource list. If mutual aid resources are unavailable then resources may be requested from the Province through EMBC. This is completed via a Resource Request form.

11.2 Volunteer Management

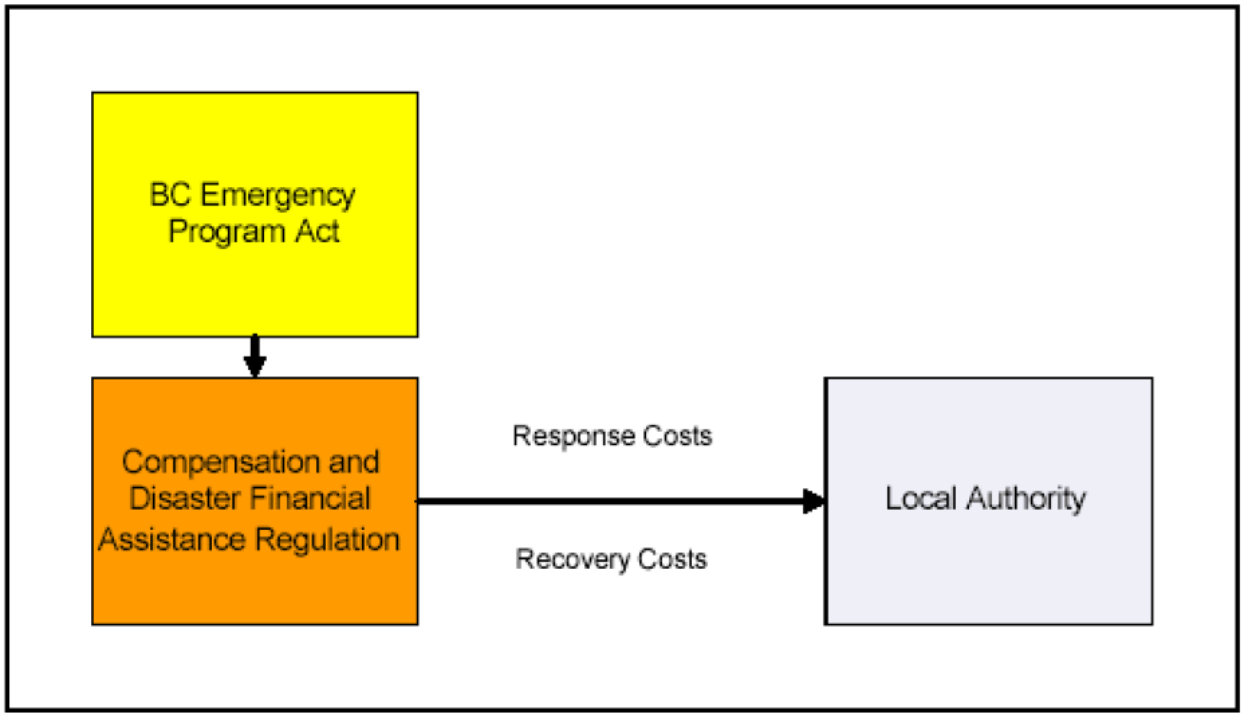
As with all phase of emergency management, preparedness is a shared responsibility, and therefore efforts are made to engage individuals and groups on all levels. Volunteers are a critical component of the emergency management process.

The Emergency Management Division of the Victoria Fire Department recruits, trains, and manages multiple volunteer teams who will be able to assist the City in the event of a major emergency or disaster. The Emergency Program Specialist oversees all volunteer management. For a description of the volunteer teams and their roles refer to section 8.

12 FINANCIAL ASSISTANCE

Under the *Emergency Program Act* and the *Compensation and Disaster Financial Assistance Regulation* (C&DFA), each municipality can receive financial assistance for eligible emergency response costs incurred during a major emergency or disaster, and assistance for some post-disaster recovery costs expended to repair or restore public works and facilities that are essential to municipal operation.

Under this legislation, EMBC is authorized to assist local governments with eligible costs for response and recovery, providing there is sufficient documentation.



Local authorities may receive financial assistance from the province for 100 percent of eligible response costs. Under provincial regulation, local authorities may receive 80 percent of recovery and/or community recovery costs that exceed $1,000 in total per event. Local authorities are responsible for the remaining twenty percent of eligible costs and all response and recovery costs that are not eligible for financial assistance from EMBC. Please see chart below:

Expense Type	% of Eligible Costs
Local Authority Response	100 %
Local Authority Recovery (accepted claim that exceeds $1,000)	80 %
Community Recovery (accepted claim that exceeds $1,000)	80 %
Recovery Administration	10 %
Business Interruption	No eligible costs

Two criteria are common to all categories to qualify for financial assistance:

- Costs must be eligible, and
- Costs must be documented.

12.1 Response Cost

Response means all efforts to save lives, reduce suffering, protect property, and other immediate objectives to reduce threats from major emergencies and disasters. Response may begin before impact if early information warns of an imminent event, and may continue as long as the event is in progress or the imminent threat exists. EMBC has a mandate which includes minimizing the economic and social impact from major emergencies and disasters.

EMBC is permitted under the C&DFA Regulation to assist a local authority with 100 percent of eligible response costs. Each local authority is expected to pay response costs first, then to submit claims to EMBC for processing.

Eligibility for response costs depends on these factors:

Type of Event – Most disasters caused by natural hazards may be considered for financial assistance under BC legislation, including floods, severe winter storms, landslides and mudslides, and some wildfire situations. Municipal economic losses caused indirectly by unexpected events will likely be considered on a case-by-case basis.

Event Size or Magnitude – Most emergency events will be small in size and require relatively little response effort. The province reserves the right to refuse claims from municipalities for such events as minor floods or snow storms.

Nature of Expenditure – The nature of the response expenditure is an important factor to consider. Only response expenses and staff time over and above normal day-to-day costs are eligible for assistance. Also, eligibility pertains to response costs for efforts needed to preserve public safety related to a specific event.

Contract and Equipment Rates – There are limits on the rates eligible for financial assistance from the province. The province will only assist municipalities with equipment rental costs to the rates accepted by the province. These rates are published in the Blue Book - Equipment Rental Rate Guide, including values for a wide range of heavy equipment.

Response Finance Procedures

To be most effective, the Finance Section of an EOC should be operating as soon as possible in an emergency that generates municipal response costs.

The EOC should undertake four activities to assist with later claims for response costs. These activities include:

Obtain an EMBC Task Number – Request a Task Number from EMBC, either by telephone to the PECC in Victoria, or through the EMBC Regional Manager. Every supplier and contractor, all staff members working overtime, and all volunteers should record and reference the EMBC Task Number in tracking their hours and costs.

Submit Expenditure Authorization Forms, where required – Prepare and submit an Expenditure Authorization Form (EAF) to the PREOC to confirm eligibility of particular response costs for actions being considered by the local government.

Once an EAF has been authorized by the PREOC, the municipality is assured the province will provide assistance to the dollar limit identified, as long as the proper documentation is provided with the claim. If circumstances require an increase in the estimate, the EOC should prepare an addendum to the EAF and seek authorization from EMBC through the PREOC.

Submit Daily Expense Reports – Prepare a daily expense report and submit it to the PREOC.

With the daily totals, the local government will also want to record the total cost amount committed to the entire event to date. The EOC Form 534 “Expenditures Event Totals” serves this function.

Submit Resource Requests – The City of Victoria is responsible for using local resources to fill immediate needs to the greatest extent possible, including any mutual aid that may be available. If locally available resources are insufficient for operational needs, the local government may request assistance through the PREOC, using EOC Form 514 – Resource Request.

All four activities involve direct communication with the PREOC.

12.2 Recovery Costs

Recovery involves efforts to return municipal facilities and materials to pre-disaster conditions. Local government recovery applies to the repair or replacement of structures, equipment and materials that are essential to effective operation. Under the *Compensation and Disaster Financial Assistance Regulation,* EMBC is allowed to assist municipalities with 80 percent of eligible costs required to repair or replace public facilities and materials, after applying a $1,000 deductible to eligible costs per event.

The City of Victoria will not receive assistance for recovery costs that are not eligible under the Regulation.

12.3 Mitigation and Preparedness

Mitigation and Preparedness initiatives and projects are coordinated through the Emergency Management Division of the Victoria Fire Department. Emergency Management mitigation and preparedness activities are budgeted for under the Victoria Fire Department's budget and are part of the City of Victoria's financial plan.

Additional funding may be applied for through grants that support local governments' emergency programs, such as the Union of BC Municipalities funding program which aims to enhance the resiliency of local governments and their residents in responding to emergencies. Examples of grants and funding that may be available to local governments include:

- Emergency Operations Centre training
- Emergency Social Services
- Evacuation planning
- Risk assessments
- Flood mitigation

For further details, please contact the Emergency Management Division at:

Emergency Management Division
Victoria Fire Department
1234 Yates St, Victoria BC V8V 3M8
250-920-3373