



Committee of the Whole Report

For the Meeting of March 8, 2018

To: Committee of the Whole
From: Paul Bruce, Fire Chief
Subject: Updated Emergency Plan

Date: March 8, 2018

RECOMMENDATION

That Council approve the updated Victoria Emergency Plan.

EXECUTIVE SUMMARY

The Emergency Program Act (EPA) and the associated regulations provide the legislative framework for the management of disasters and emergencies in B.C.

Local governments must establish and maintain an emergency program and emergency plan appropriate to the community; and an executive and administrative structure to support the ongoing planning, exercise and implementation of the Plan. The Emergency Program Bylaw adopted on December 14th, 2017, states that the Emergency Planning Committee must prepare an Emergency Plan for the City of Victoria for the approval of Council. The current Emergency Plan was adopted in 1998 and requires updating in order to reflect the changes and updates in the structure of City's Emergency Management Program, the Hazards, Risks, and Vulnerabilities Analysis, as well as changes to Emergency Management BC (EMBC) and the BC Emergency Management System.

Staff have reviewed and updated the Emergency Plan in order to reflect the updates to the emergency program and recommendations from the review of the City's Emergency Program conducted in 2015. Emergency Management BC created a pilot template for local authorities' development of Emergency Plans, which was used in the development of the updated Emergency Plan.

PURPOSE

The purpose of this report is to seek Council's approval for the updated Emergency Plan which reflects the City's continuing enhancement of our emergency program and to maintain conformity with the legislation governing emergency planning in British Columbia, with the understanding that this plan and supporting documents and annexes are living documents and will require continuous review, exercising, and updating.

BACKGROUND

In order to reflect the updated Hazards, Risks, and Vulnerabilities Analysis, as well as changes to the BC Emergency Management System (BCEMS), and changes within the City it is essential to refresh the Emergency Plan. The Emergency Plan is not a static document. It requires continuous review, testing, and updating by the Emergency Management Planning Committee who bring expertise and knowledge from all areas of the City. Plans are living documents that should be updated regularly based on changes in risk environments, personnel, technology, jurisdictional responsibility, or regulations.

Consistent with Emergency Management BC's view, City of Victoria staff recognize that emergency plans should be developed to the level required to meet our community's needs and address the risk profile. Plans should be practical, feasible and easily understood by the staff and volunteers responsible for conducting emergency operations in the community.

The planning process should include representatives of local organizations and local government departments with identified roles in response and recovery. Members of the community that will be affected by an emergency should also be consulted. A Regional Emergency Management Partnership (REMP) has been recently established and collaborates on regional planning initiatives and ensures consistency and coordination between regions within the Capital Regional District. The updated emergency plan is consistent with and complements regional planning.

The following criteria is considered when local authorities are developing emergency plans:

- Plans must meet legislated requirements;
- Plans must be based on risk profiles;
- Plans should be flexible and scalable to meet the needs arising from the emergency regardless of the hazard or size of the event;
- Plans should focus on actions and procedures;
- Explanatory and background information should be kept to a minimum in plan documents;
- Plans should be modular keeping individual sections small enough to be effectively used during an emergency;
- Consistency must be maintained between planning documents and training curriculum;

<https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/local-emergency-programs/local-authority-emergency-planning>

The last officially approved City of Victoria Emergency Plan was written in 1998 and updated in 2012 however the update was not reviewed or approved by Council in 2012. Staff have reviewed the 2012 plan, incorporated the updated HRVA, and received input from the Emergency Management Planning Committee and Emergency Management BC in order to create this updated plan.

ISSUES & ANALYSIS

The Emergency Program Act – Local Authority Emergency Management Regulation states that:

A local authority must reflect in the local emergency plan prepared by it under section 6 (2)
of the Act

(a) the potential emergencies and disasters that could affect all or any part of the jurisdictional area for which the local authority has responsibility, and

(b) the local authority's assessment of the relative risk of occurrence and the potential impact on people and property of the emergencies or disasters referred to under paragraph (a).

(2) Each municipal council and each board of a regional district that qualifies as a local authority under section 1 (1) of the Act must reflect in its local emergency plan, unless it is documented elsewhere,

(a) the commitment of the local authority to provide policy guidance and direction to the emergency management organization established by that local authority under section 6 (3) of the Act, and

(b) the procedures by which that guidance and direction is to be provided.

(3) A local authority must, as part of the local emergency plan prepared by it under section 6 (2) of the Act,

(a) require a periodic review and updating of the local emergency plan and establish a procedure for that review and revision,

(b) establish and maintain for all emergency response staff to whom responsibilities are assigned in the plan,

(i) a program of emergency response exercises, and

(ii) a training program,

(c) identify the procedures by which emergency resources, including, without limitation, personnel, equipment, facilities and financial resources, may be obtained from sources within or outside of the jurisdictional area for which the local authority has responsibility,

(d) establish the procedures by which the plan is to be implemented,

(e) establish procedures by which those persons who may be harmed or who may suffer loss are notified of an emergency or impending disaster,

(f) coordinate the provision of food, clothing, shelter, transportation and medical services to victims of emergencies and disasters, whether that provision is made from within or outside of the local authority,

(g) establish the priorities for restoring essential services provided by the local authority that are interrupted during an emergency or disaster, and

(h) recommend to service providers the priorities for restoring essential services not provided by the local authority that are interrupted during an emergency or disaster.

(4) A local authority may incorporate into its local emergency plan any confirmed, potential or anticipated assistance and resources of other levels of government or other non-government bodies.

The updated emergency plan reflects these requirements set out by the Emergency Program Act as well as the recommendations from the emergency management review conducted for the City in 2015. A key recommendation from the review was to reconceptualise the approach to emergency planning in Victoria by making the emergency plan an overarching policy statement with a series of user-friendly departmental, functional and hazard-specific annexes which combine response protocols with elements of business continuity. Some of these annexes are still in the development stage such as the debris management plan and crisis communications plan.

The proposed updated emergency plan will continue to move the emergency program for the City forward and position the operations to be in a sound position to respond to situations that may arise as outlined in the Hazards, Risks, and Vulnerabilities Analysis (HRVA).

Next steps involve continuous reviewing, exercising, and updating of the associated plans, including:

- Emergency Plan
- Hazards, Risks, Vulnerabilities, Analysis (HRVA) – The Emergency Management Planning team will review the HRVA and identify mitigation strategies and planning currently in place for each hazard, recommend future mitigation strategies and planning required, as well as response and recovery actions for each respective City department. This will inform the section(s) of the emergency plan on hazard specific Emergency Procedures / Response Plans (ERP)
- Business Impact Analysis (BIA)
- IT Disaster Recovery Plan (IT DRP)
- Business Continuity Plans (BCP)
- Crisis Communications Plan (CCP)
- Debris Management Plan
- Training and Exercise Plans

Accessibility Impact Statement

As part of the updating process for the Emergency Plan and the associated response plans, staff have taken the approach of developing all inclusive plans which include the recognition of accessibility issues in order to represent the diversity of residents in the City.

2015 – 2018 Strategic Plan

Victoria's Emergency Management objectives are consistent with and compliment the 2015 – 2018 Strategic Plan objectives, specifically to:

- innovate and lead through our internal city planning as well as community programs;
- engage and empower the community through our neighbourhood, volunteer, and education programs;
- facilitate social inclusion and community wellness by consulting with key stakeholders such as the Disability Alliance of BC (DABC) and using the functional needs framework for activities that promote community resilience; and
- plan for emergencies including climate change short and long-term, by taking an all-hazards approach.

Impacts to Financial Plan

The current financial plan allocates funding for the emergency program, and emergency management will continue to require ongoing funding in order to ensure a comprehensive emergency program is in place. In addition, Council has set aside \$250,000 and as part of the planned work, staff will prioritize the needs for emergency management. It is anticipated that additional funding will be needed for staff training, software tools, equipment, and requests, in addition to the funding that has already been allocated, would be brought to Council as part of the annual financial planning process.

Official Community Plan Consistency Statement

Our Emergency Management activities align with the Official Community Plan goals outlined in Section 18 – Emergency Management:

- Victoria is prepared to deal with known hazards and emerging threats, to limit the adverse impacts of events, and effectively manage emergencies;
- Victoria is able to respond rapidly and effectively to all emergencies, including events with long-term impacts and recovery times; and
- Victorians can rely on significant local sources for food, energy and materials to meet daily needs under emergency conditions.

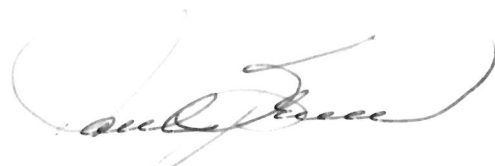
CONCLUSIONS

The proposed Emergency Plan, should Council wish to move forward with it, ensures that the City is operating in accordance with Provincial legislation and regional initiatives, and is prepared for all types of hazards.

Respectfully submitted,




Tanya Patterson
Emergency Program Coordinator



Paul Bruce
Fire Chief

Report accepted and recommended by the City Manager:

Date:


March 1, 2018

List of Attachments

Attachment A – City of Victoria Emergency Plan