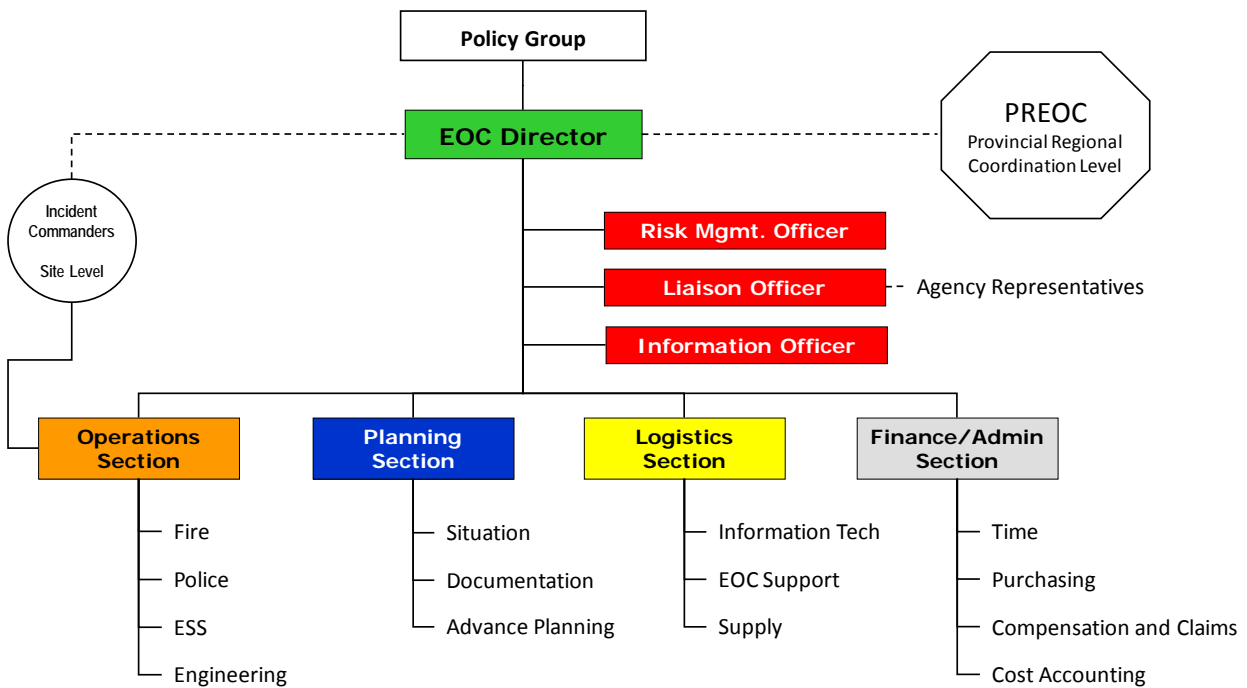




District of Highlands

EMERGENCY RESPONSE PLAN - 2018 -



District of Highlands

Emergency Response Plan

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**Highlands
Emergency Response Plan
Updates / Revisions**

Date	Title / Page	Description of Change

District of Highlands Emergency Response Plan

– 2018 –

1.0 Introduction

1.1 Purpose

The District of Highlands created this emergency plan to help District staff and community representatives save lives, reduce suffering, protect property, mitigate damage to the environment, and control the economic consequences of emergencies and disasters.

This plan provides operational guidance for coordinating response to emergencies and disasters that may arise from all hazards threatening the District. Overall, the Plan is designed to guide emergency response, inform other organizations about our approach to response and recovery, and support training.

1.2 Authorities

Section 6(2) of the British Columbia **Emergency Program Act** identifies the District of Highlands Council as a “local authority,” and further requires all local authorities to prepare emergency plans respecting preparation for, response to, and recovery from emergencies and disasters.

Under the Act, the District of Highlands Council is at all times responsible for the coordination of the District's emergency response within its boundaries, except when specifically directed otherwise by the Minister of Public Safety and Solicitor General or the Lieutenant Governor in Council under a provincial declaration of emergency.

Highlands **Emergency Program Bylaw 056** outlines the administration, powers, duties and responsibilities pertaining to the Highlands Emergency Program.

The District of Highlands has signed the regional **Disaster Mutual Aid Agreement, 2000**, under which Highlands may request assistance and supplies from other municipalities within the Capital Region. A copy of this Agreement is maintained in the Highlands Emergency Operations Centre.

1.3 Key Definitions

In this Plan:

An **Emergency** means a present or imminent event or circumstance that is caused by accident, fire, explosion, technical failure or by the forces of nature, and requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of a person or to limit damage to property;

A **Disaster** means a calamity that is caused by accident, fire,

1.4 Plan Description

explosion or technical failure or by the forces of nature, and has resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property.

Local Authority means the municipal Council for the District of Highlands.

This *Emergency Response Plan* describes the overall municipal structure for responding to a major emergency or disaster. In particular, it provides information and guidance for use by members of the District’s Emergency Operations Centre (EOC) in coordinating response to a major emergency or disaster.

The *Emergency Response Plan* (referred to in this document as "The Plan" or the "ERP") follows the guidelines of the British Columbia Emergency Management System (BCEMS) Site Support Coordination Level standard for response and recovery.

The Plan begins with eight descriptive sections, as follows:

1. Introduction	Information about the Emergency Response Plan, and how it fits with the overall emergency program
2. Concept of Operations	Information on how the EOC works, including decision-making and operations
3. Site Operations	Summary of the organization and activities expected at the site of emergency response
4. Site Support Facilities	A brief description of buildings, facilities, layout, and equipment available for use as an Emergency Operation Centre.
5. EOC Organization	Details on the organization and activities of the EOC, including detailed checklists for EOC functions
6. EOC Activation	This section specifies the call-out procedures for emergencies affecting the District
7. Community Disaster Recovery	Overview of District support for community recovery following a disaster
8. Financial Assistance	Summary of steps in securing financial assistance for response and recovery costs

At the back of the Plan, the user will find a series of **annexes** with background and reference information, including links to forms to assist

1.5 Scope

EOC personnel with planning, decision-making, and implementation.

In addition to the Plan, the District has prepared **EOC checklists** for staff required to carry out functions in the Emergency Operations Centre.

Hazard-specific plans contain recommended actions for certain types of incidents, such as earthquake or hazardous material spills.

The plan is intended for implementation only within the jurisdictional boundaries of the District of Highlands.

The EOC guided by this Plan provides site support only, and does not directly control response activities where there is an Incident Commander. If there is no single site and no Incident Commander, such as during a pandemic, the Plan serves in coordinating response activities throughout the District.

This Plan does not address emergencies that are normally handled at the scene by first responder agencies.

1.6 Responsibility for the Plan

Responsibility for keeping this *Emergency Response Plan* rests with the Emergency Planning Committee. The Fire Chief is authorized to ensure that all staff members assist in keeping the Plan up to date.

In addition, Emergency Planning Committee responsibilities include:

- Assembling all comments and overseeing document revision.
- Notifying all plan holders of any changes and providing revised pages or electronic files of the Plan.
- Keeping the District staff informed on the status of the Plan.

2.0 Concept of Operations

2.1 Guiding Principles

With this Plan, the District of Highlands adopts the Incident Command System (ICS) and the British Columbia Emergency Management System (BCEMS) for use in all response efforts. The guiding principles for response include the following:

Management Functions – The District adopts the following primary ICS functions:

- Command / Management
- Operations
- Logistics
- Planning
- Finance / Administration

The individual designated as the Incident Commander (IC) at an emergency site, or the Emergency Operations Centre (EOC) Director, has responsibility for all functions. That person may choose to perform all activities, or delegate authority to perform functions to others in the organization. Delegation does not, however, relieve the Incident Commander or EOC Director from overall responsibility.

Management by Objectives – This principle draws a direct link between policies and actions. "Management by objectives" calls for four basic steps:

1. Understand District policies and direction
2. Establish incident objectives
3. Select appropriate strategies
4. Perform actions, such as applying tactics appropriate to each strategy, assigning the right resources, and monitoring performance.

Unity and Chain of Command – In ICS, "unity of command" means that every individual has one designated supervisor. "Chain of command" means that there is an orderly line of authority within the organization.

Action Plans – Every incident must have oral or written action plans that provide all supervisory personnel with direction for future actions, including measurable objectives to be achieved.

Operational Periods – Response actions are always prepared around a timeframe called an "operational period." The length of an operational period, selected by the Incident Commander or EOC Director, will be based on the needs of the incident, and thus may change over the course of an event.

Unified Command – The principle of Unified Command is an important feature of ICS and of the District's Plan. Unified

Command allows key agencies with jurisdictional or functional responsibility for an incident to jointly develop a common set of incident objectives and strategies. This is accomplished without losing or giving up agency authority, responsibility, or accountability. All incidents where Unified Command is applied shall function under a single, coordinated Action Plan.

Span of Control – Every person in the EOC organization must monitor others reporting to her or him. Acceptable span-of-control numbers may vary from three to seven, with a recommended ratio of one supervisor to five reporting elements.

Common Terminology – The District adopts the BCEMS principle of using common terminology in referring to organizational elements, position titles, resources, and facilities.

In an emergency within the jurisdiction of Highlands, the principles of ICS and BCEMS shall be used by all organizations involved in emergency operations, including the following:

- On-scene Fire, RCMP, Ambulance, and Search and Rescue
- Any District department that may assist in an emergency
- The Highlands Emergency Operations Centre

BCEMS anticipates response organizations at four levels:

Site – An Incident Commander assesses the situation and oversees site activities, where appropriate.

Site Support – An Emergency Operations Centre, if required, is activated to coordinate all non-site activities in support of the Incident Commander. This is the focus of the Highlands *Emergency Response Plan*.

Regional Support – A Provincial Regional Emergency Operations Centre (PREOC) will be established to provide support and coordination to one or more EOCs. An EOC normally turns to the PREOC for support when all other resources are exhausted, or when the local authority requires coordination that is outside its jurisdiction. The PREOC serving the District of Highlands is located on Keating Cross Road in Central Saanich.

Provincial Support – If a PREOC requires support, it requests assistance from the Provincial Emergency Coordination Centre (PECC), located at EMBC Headquarters in Central Saanich.

2.2 Site Support

2.3 Response Goals

The District EOC, as with the site response level, supports a prescribed set of response goals set out in priority as follows:

1. Provide for the safety and health of all responders
2. Save lives
3. Reduce suffering
4. Protect public health
5. Protect government infrastructure
6. Protect property
7. Protect the environment
8. Reduce economic and social losses

All action plans shall take these goals into consideration.

2.4 Response Levels

This Plan recognizes three levels of potential activation.

Level 1 actions reflect events that are normally managed by first responder agencies on a regular basis. However, the EOC may be activated when there is potential for the event to escalate and requires monitoring. There is little need for site support activities and the event will likely end in a relatively short time. The EOC Director should be notified but relatively few EOC functions may be filled, typically the EOC Director, Information Officer, and Planning Section Chief.

Level 2 events are emergencies of a larger scale or longer duration and may involve limited evacuations, additional or unique resources, or similar extraordinary support activities. This level requires the EOC Director to notify the management team and to initiate a limited activation of the EOC.

Level 3 events are of large magnitude and/or long duration or may have multiple sites that involve several agencies. This level requires the notification of the District of Highlands EOC team and full activation of the EOC.

2.5 Decision-Making

All decisions made in the District EOC require accurate and timely information, as well as input and consultation from relevant staff members and agencies. The EOC Director is ultimately responsible for making decisions on behalf of Council. The EOC Director does this in consultation with the EOC Management Team, Incident Commander(s), and the Policy Group.

The EOC Director must carefully assess, evaluate, and prioritize issues requiring a decision or approval. Once a decision is made, it must be documented, assigned to applicable positions for implementation, and communicated to all appropriate EOC staff and support agencies. Briefings are commonly used to facilitate the decision-making process.

2.6 Information Flow

Information coming to and from the District's EOC must be managed carefully. BCEMS identifies four types of information:

Management directions must follow the lines of authority established for the response organization. For the District's EOC, these lines are represented in the EOC organization chart presented in Section 5. Among the different BCEMS levels, command decisions and priorities are communicated between the Incident Commander and EOC Director, and between the EOC Director and the PREOC Director.

Situation reports are a function most commonly managed through the Planning Section. All personnel must forward incident situation information to the Planning Section. The EOC should compile an amalgamated EOC Situation Report within a reasonable time period from receipt of the incident information.

Resource requests normally flow from the site Incident Commander to the Operations Section of the EOC, or directly to the EOC Director. If the Operations Section cannot fulfill resource needs, the EOC Operations Section Chief or Director forwards resource requests to the EOC Logistics Section. If needs still cannot be met, Logistics may request assistance from the PREOC with the approval of the EOC Director.

General information may be exchanged among members of a response organization, and BCEMS encourages lateral information flow between functions. In addition, a function at one level is free to exchange information with a similar function one level above or below them.

2.7 Special Emergency Funds

If necessary, the Chief Administrative Officer (CAO) will request that Council authorize funding to meet anticipated expenditures that cannot be met from existing contingency funds. The funds will be used only to meet expenditures directly attributable to the emergency situation.

2.8 After Action Report

The District's Emergency Planning Committee is responsible for ensuring that an After-Action Report is prepared on all aspects of response following an emergency. In addition, the Emergency Planning Committee shall ensure that all documented records are complete and available in the event of a public inquiry.

3.0 Site Operations

3.1 Site Organization

At the site of a dangerous event within the District of Highlands, emergency response agencies apply the principles of the Incident Command System.

All site activities are managed by an **Incident Commander** at an **Incident Command Post (ICP)**. The Incident Commander is responsible at all times for the overall direction of activities at the incident site. For most response activities, the District of Highlands will supply the Incident Commander or will participate in Unified Command.

The Incident Commander is able to expand or contract the site response organization to meet the needs of the incident. Large incidents may require separate sections within the response organization. The overall structure of the response organization is dictated by the nature of the event and the response requirements.

3.2 Site Functions

Several functions may be required at the site of an emergency, and all are controlled by the Incident Commander.

The Incident Commander sets priorities, develops strategies, selects tactics and assigns tasks to control the threat. This includes overall responsibility for the safety and health of all personnel and for other persons operating within a control area.

The Incident Commander has overall responsibility for the following functions at the site:

Command – Set objectives and priorities, has overall responsibility at the incident or event.

Operations – Prepare tactical objectives, develop an organization to carry out response activities and direct all resources.

Planning – Develop an action plan to accomplish the objectives, evaluate information, and maintain resource status.

Logistics – Provide support to meet incident needs, including resources and all other services required for response success.

Finance / Administration – Monitor costs related to incident, and provide accounting, procurement, and cost analyses.

The Incident Commander may call on the District of Highlands at any time to provide support, coordination, and policy guidance through the establishment of an Emergency Operations Centre.

3.3 Site

The Incident Commander may establish site facilities to account for the

Facilities

kind and complexity of the dangerous event. Site facilities may include:

Incident Command Post – The location at which the Incident Commander oversees all incident operations. The Incident Commander identifies an Incident Command Post at or near the site of an emergency. There is usually only one Incident Command Post for each incident.

Staging Areas – Locations where resources are kept while awaiting incident assignment. Most large incidents require one Staging Area, and some may have several. A Staging Area Manager oversees actions at the staging area and reports to the site Operations Section Chief or to the Incident Commander if Operations has not been established.

Incident Base – A centre where all primary and support activities for the incident gather. Normally, this is the location where all uncommitted (out-of-service) resources collect in preparation to support site operations.

Camps – Temporary locations within the general incident area that are equipped and staffed to provide sleeping, food, water, and sanitary services for incident responders.

Helibase and Helispots – A helibase is the location for parking, fueling, maintaining, and loading helicopters. Helispots are temporary locations in the incident area where helicopters can safely land and take off to load or unload personnel, equipment, and supplies.

Site facilities are always physically separated from the Emergency Operations Centre to avoid confusion and potential contamination.

4.0 Site Support Facilities

4.1 **Emergency Operations Centre**

The Emergency Operations Centre (EOC) is the District of Highlands facility for co-ordinating its response to a major emergency or disaster. In an emergency, the Emergency Operations Centre is largely staffed by municipal personnel representing local government departments, representatives from other agencies, and trained volunteers.

The Emergency Operations Centre supports all response activities at the site and provides overall 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 emergency.

4.2 **EOC Locations**

The EOC Director will identify the location of the Emergency Operations Centre (EOC) best suited to meet the needs of the situation. The following options are available:

- Community Hall, 729 Finlayson Arm Road
- East Fire Hall, 3613 Woodridge Place
- West Fire Hall, 1564 Millstream Road
- District Office, 1980 Millstream Road
- Other facility, such as adjacent municipal EOC

Selection of the EOC location will depend on the demands of the emergency. The District Office, with its limited space, for example, may be suitable in a Pandemic or when monitoring an approaching severe storm. The Community Hall may serve best following an earthquake or prolonged utility outage. A major wildfire in the community may best be coordinated from a safe facility outside the Highlands District.

4.3 **EOC Equipment and Supplies**

To maintain the flexibility needed to ensure a functional EOC under a wide range of threats, the District has developed portable kits for critical EOC functions:

- EOC and Management Staff (Officers)
- Operations Section
- Planning Section
- Logistics Section
- Finance / Admin Section

The Emergency Planning Committee maintains a complete list of equipment and supplies that are dedicated for use within the EOC.

4.4 **EOC Facilities**

The components of the EOC facilities include:

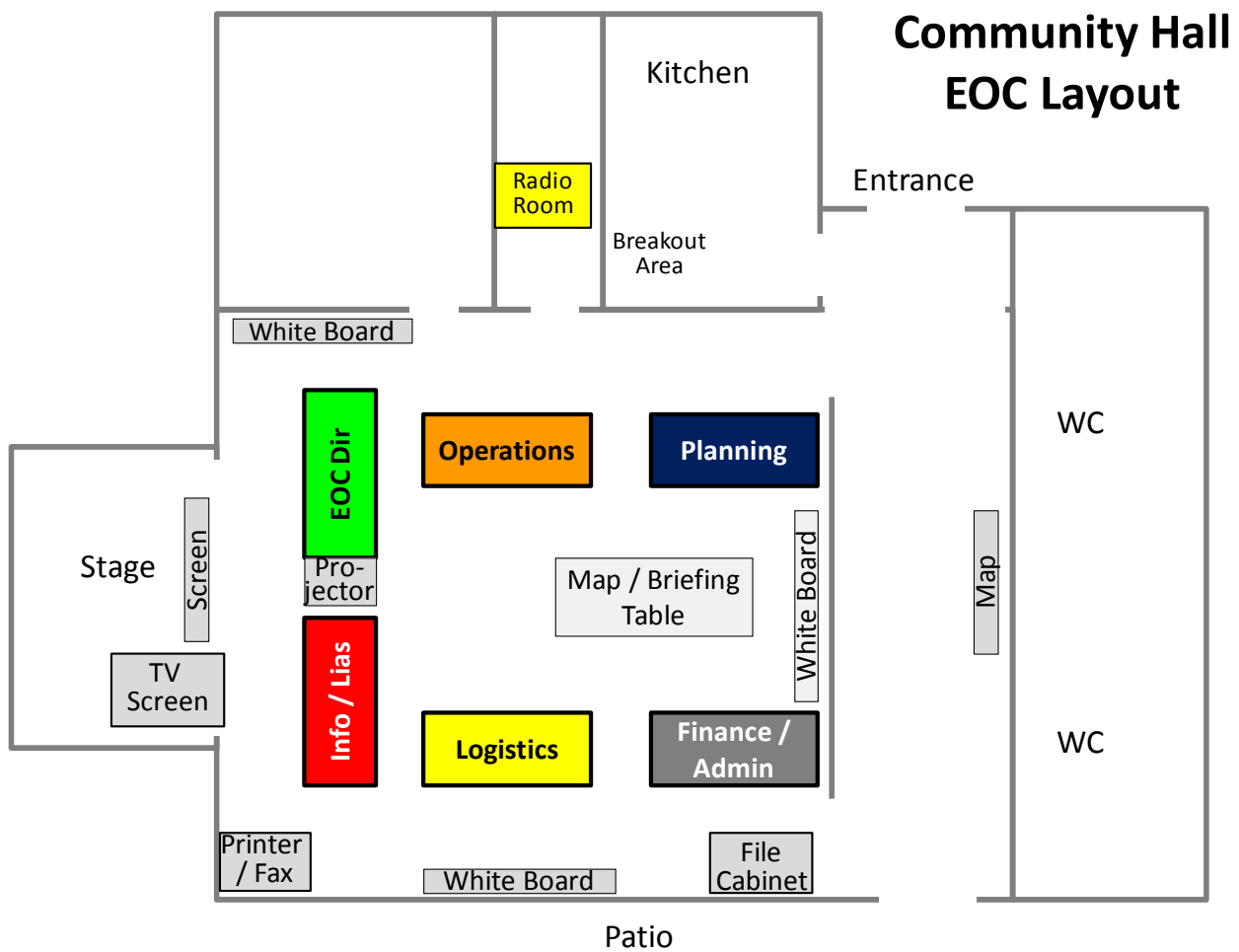
- The EOC facility will include the following sections, operating under the British Columbia Emergency Management Systems (BCEMS) framework:

4.0 Site Support Facilities

- o Management
- o Operations
- o Planning
- o Logistics
- o Finance / Administration

Figure 4-1 illustrates the layout of the EOC at the Community Hall in Highlands as one example.

Figure 4-1. Graphic Layout of the Highlands EOC at the Community Hall



4.5 Identification within the EOC

To apply the common terminology guidelines of BCEMS, the EOC adopts the following identification system for EOC facilities and personnel.

- | | |
|----------|----------------------------------|
| • Green | EOC Director and Deputy Director |
| • Red | Management Staff |
| • Orange | Operations |
| • Blue | Planning |
| • Yellow | Logistics |
| • Grey | Finance / Administration |

Identification may take the form of a vest or armband. These identifiers do not prevent any personnel from wearing their agency's insignia or uniform. Signs identifying the location of each EOC function shall also be posted.

4.6 EOC Communications

One primary EOC objective is the efficient collection, assimilation, and dissemination of information from the emergency site to the resource managers and to the public at large. Without proper communications, the effectiveness of the EOC will be seriously jeopardized.

It may be possible for the Incident Commander to establish a telephone or mobile phone link with the EOC from the site. While this is the most desirable method, it may not be a viable one, depending on the nature and location of the emergency. It is essential that secure means of communication be established. Some alternative means that may be considered at the time of emergency include:

- Landline telephone
- Pre-paid cellular telephones, with recharging units
- Smart phones with voice, text, and email capability
- Department Radios, e.g., Fire, Police
- Local amateur radio clubs, Provincial Emergency Radio Communications Service (PERCS)
- Satellite phone
- Messengers, e.g., local bicycle clubs

EOC communications consists of the following elements.

Telephone – Land line telephone will be the primary means used by the EOC members in communicating with others, with smart phones as a backup. Allocation of smart phones and satellite phones will be determined at time of need.

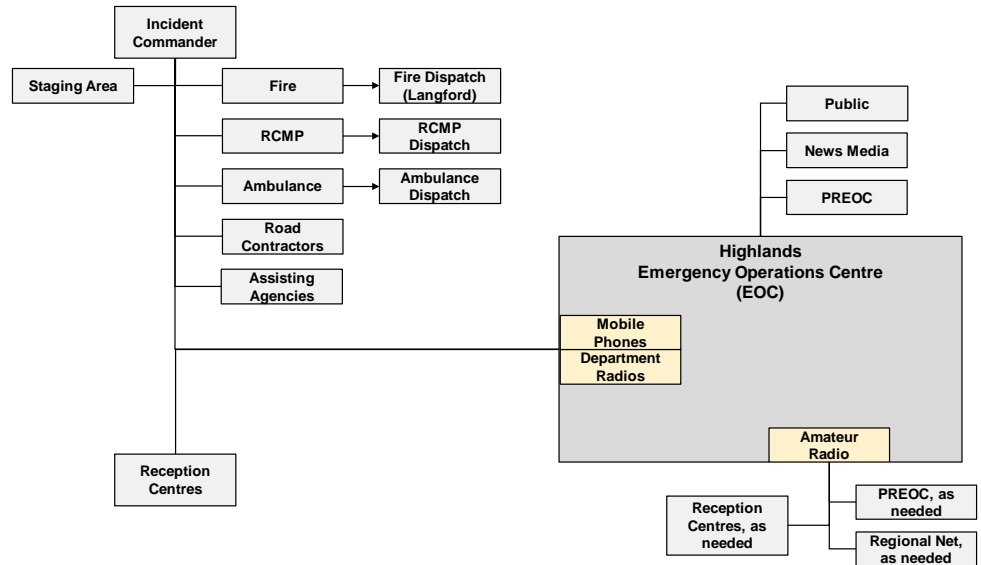
Where possible, fixed telephone lines are identified for the following stations:

- EOC Director
- Risk Management or Liaison Officer
- Information Officer
- Operations Chief
- Planning Chief
- Logistics Chief

- Finance / Administration Chief

Figure 4-2 diagrams the communication systems that link the EOC with the Incident Commander and the PREOC.

Figure 4-2. Highlands EOC Communications



4.7 EOC Deactivation

The EOC will be deactivated by the EOC Director. Deactivation will consist of the following steps:

1. Collect and archive all documents, maps, records that have not already been managed by the Documentation Unit.
2. Return all borrowed equipment.
3. Cancel phone service, as appropriate.
4. Itemize all purchased equipment and supplies, and give the list to the District's Emergency Planning Committee.
5. Return tables and equipment, and check that everything is working well.
6. Return tables, chairs, and equipment to the pre-disaster conditions. Ensure all borrowed equipment is fully operational.
7. Restock supplies (see EOC facilities).
8. Gather keys to the facility.
9. Clean the EOC facilities.
10. Final EOC readiness check by Emergency Planning Committee.

5.0 EOC Organization

5.1 EOC Functions

The first few hours of an emergency or disaster are the most critical. The crisis aspect demands a clear understanding and acceptance by all involved of the District of Highlands response organization at the outset, including these key terms:

Incident Commander – An Incident Commander assumes overall control at the incident site. The Incident Commander sets priorities, develops strategies, selects tactics and assigns tasks to contain the problem. Limitations may be imposed on the Incident Commander, such as the time available, lack of sufficient resources, and restricted evacuation routes. However, the Incident Commander is given the widest possible scope to use initiative with minimal jurisdictional restrictions.

The Incident Commander may call on the District of Highlands EOC at any time to provide support, coordination, and policy guidance.

Emergency Operations Centre – The EOC Group is responsible for making operational decisions required to support efficient response to an emergency or disaster. The EOC is activated at this time and is staffed to a level that matches the needs of the incident. The size and composition of the EOC may vary according to the requirements of the particular circumstances, as determined by the EOC Director.

Policy Group – This *ad hoc* group may include the Mayor, members of Council, and administrators who make high level decisions concerning the District's response and recovery. The Policy Group does not have responsibility for direct emergency response at the site or for emergency coordination at the EOC during an incident. Two members of the Policy Group shall be accessible to the EOC at all times for consultation during an emergency.

Management – EOC managers are responsible for emergency coordination, public information and media relations, agency liaison, and risk management procedures through the joint efforts of local government departments, service providers, and utilities.

Operations – This group is responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of action plans.

Planning – Planning functions are responsible for collecting, evaluating, and disseminating information; developing Action Plans, and situational status reports in coordination with other functions; maintaining all EOC documentation.

Logistics – Logistics provides facilities, services, personnel, equipment and materials in support of site operations, and for site-support, such as the EOC and Emergency Social Services.

Finance / Administration – This group is responsible for financial services and other administrative aspects during the emergency.

The purpose of the EOC is to provide support for the Incident Commander by obtaining resources, maintaining up-to-date information, coordinating activities, and providing the public with information. The EOC also coordinates related activities that are beyond the scope of the Incident Commander, such as large-scale media relations and evacuations.

5.2 Unified Command in the EOC

Unified Command is an ICS management process that allows organizations and agencies with jurisdictional or functional responsibility to jointly develop a common set of incident objectives and strategies. Response on-site may be directed either by single command or Unified Command from a single incident command post.

Likewise, response coordination for site support at the EOC may involve either single or Unified Command. This is accomplished without losing or giving up organizational authority, responsibility, or accountability.

Applying Unified Command in the EOC means that any combination of organizations may work cooperatively to manage the EOC activities. The EOC Director position is filled by two or more members in Unified Command.

To use a spill of hazardous materials as an example, representatives from the spiller (industry representative), the Ministry of Environment & Climate Change Strategy, and the District of Highlands may join as co-EOC Directors to help coordinate response.

It is the policy of the District of Highlands to collaborate with other organizations in Unified Command, where possible.

5.3 EOC Personnel

The staff for the EOC will be composed of designated municipal employees, community members, and support agency representatives who have been trained in advance. EOC personnel and agencies may change throughout the course of an emergency.

Emergency service organizations (Fire, RCMP, Search and Rescue, ESS) may be actively involved at the site during the initial and post impact stages.

When activated, the titles for the EOC functions shall be as follows:

5.4 Outside Agencies in EOC

Policy Group Member

EOC Director

- Risk Management Officer
- Liaison Officer
- Information Officer

Operations Section Chief

- Fire Branch Coordinator
- Police Branch Coordinator
- Emergency Social Services Branch Coordinator
- Engineering Branch Coordinator (may include utility and environmental protection)
- Others, as required

Planning Section Chief

- Situation Unit Coordinator
- Documentation Unit Coordinator
- Advanced Planning Unit Coordinator

Logistics Section Chief

- Information Technology Branch Coordinator
- EOC Support Branch Coordinator
- Supply Unit Coordinator

Finance / Administration Section Chief

- Time Unit Coordinator
- Purchasing Unit Coordinator
- Compensation & Claims Unit Coordinator
- Cost Accounting Unit Coordinator

Depending on the nature of the emergency, representatives from a number of external agencies may participate in the Highlands EOC, including the following:

- BC Ambulance Service
- BC Hydro
- Canadian Coast Guard
- Canadian Red Cross
- Capital Regional District
- Emergency Management BC
- FortisBC Gas
- Island Health
- Ministry of Agriculture
- Ministry of Environment & Climate Change Strategy
- Ministry of Forests, Lands, Natural Resource Operations & Rural Development
- Ministry of Health
- Ministry of Transportation and Infrastructure
- School District 62 (Sooke)

5.5 EOC Organization Chart

- Telus

The function of each representative will be determined by the EOC Director, and may include any position in the EOC Management or General Staff.

The EOC structure for a fully developed response organization is shown in Figure 5-1.

Not every EOC function will be filled in every emergency or disaster.

The situation at hand will dictate the functions to be activated. As a minimum, an active EOC requires only an EOC Director. Other functions are staffed as needed.

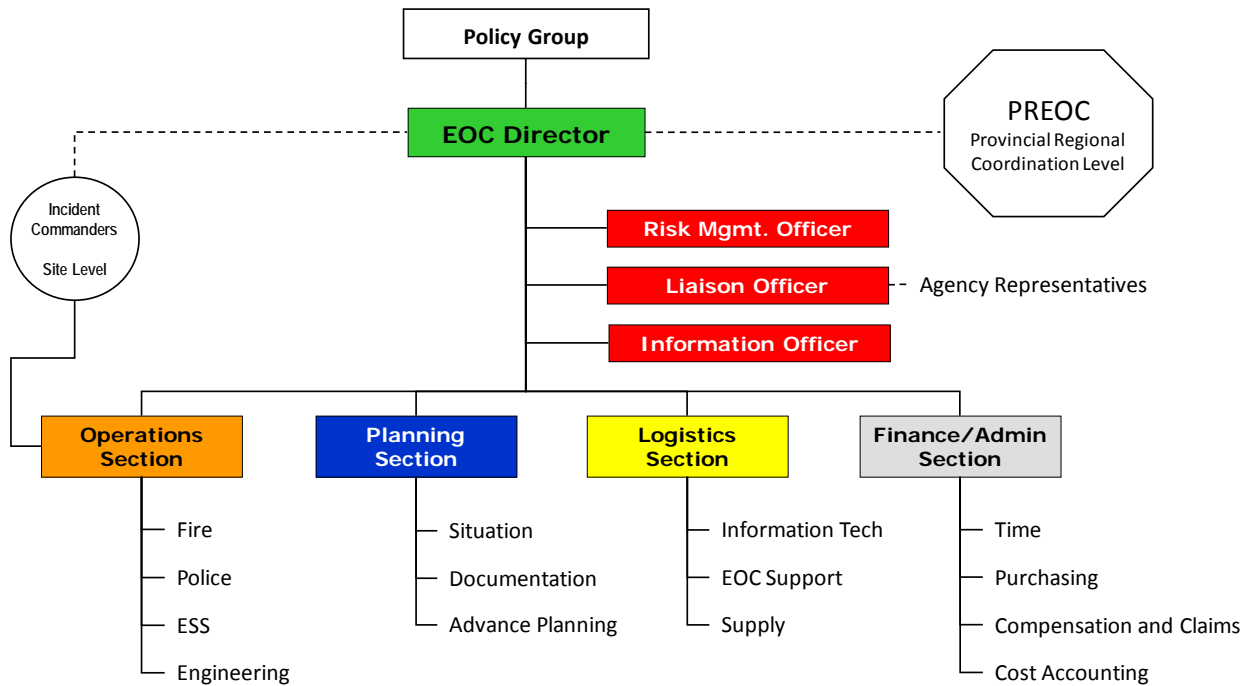


Figure 5-1. Highlands EOC Organization Chart

6.0 EOC Activation

6.1 EOC Activation

The activation of the Highlands Emergency Operations Centre (EOC) will normally come as a request from the on-site Incident Commander of any first responding agency.

The following positions are delegated the authority to activate the Emergency Operations Centre, in whole or in part:

- Mayor or Council
- Chief Administrative Officer
- Any Incident Commander
- Emergency Program Coordinator or Delegate

A declaration of state of local emergency or provincial emergency is not required to activate the EOC. However, an EOC must be activated once a local or provincial declaration of emergency has been made.

The Province may require Highlands to implement its local emergency plan after declaring a provincial emergency.

6.2 EOC Notifications

It is expected that the initial reports of a major emergency or disaster will be received by the District Office or the Fire Department. The recipient of the initial report will consider whether instructions should be issued to call out or place on standby all or some of the following:

- Chief Administrative Officer
- The Emergency Operations Centre (EOC) staff
- Municipal employees
- Volunteer services

Sequence of Notifications

- a) The Highlands Chief Administrative Officer will be contacted by the Fire Chief to be advised of the situation, along with a recommendation on whether to institute callout or standby procedures. The CAO will decide which elements of the Highlands Emergency Program are to be called out or placed on standby and will then notify staff members.
- b) If the CAO cannot be reached, the Fire Chief / Emergency Program Coordinator will be contacted. In all instances, the CAO will ensure that the Mayor is contacted and advised of the situation at the first available opportunity.

The notification protocol is illustrated in Figure 6-1.

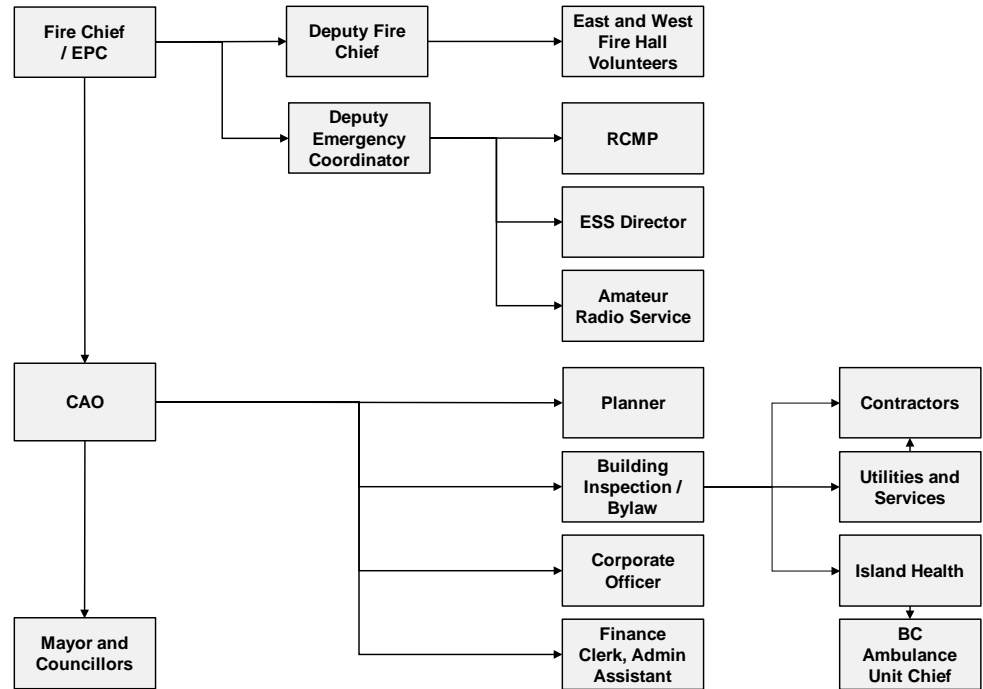


Figure 6-1. Callout Protocol for the Highlands EOC

If called out, Council will assemble at the School House (1587 Millstream Rd.) or other location identified by the Mayor. The EOC members will assemble in the Emergency Operations Centre facilities identified by the EOC Director.

6.3 EOC Staffing

The EOC Director will determine appropriate staffing for each activation level based on an assessment of the current and projected situation. Figure 6-2 suggests appropriate EOC functions for three levels of activation. The EOC Director is authorized to appoint any qualified person to any EOC function, including volunteers, contractors, and personnel from other jurisdictions.

EOC Management Team positions should be filled as a priority by qualified individuals from the District. Sub-positions within the EOC organization may be filled by qualified personnel independent of rank or agency affiliation.

Initially, all positions may be staffed by the first available individual most qualified for the function to be performed.

While serving in an EOC function, every person agrees to act in good faith on behalf of the District of Highlands.

Figure 6-2. Activation Level Guide

Example Event / Situation	EOC Activation Level	Recommended Staffing
<p>Small incident requiring site support, or impending emergency</p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> • Crash of school bus, multiple casualties • Hazardous material spill • Pandemic alert • Severe weather advisory 	One	<ul style="list-style-type: none"> • EOC Director • Information Officer • Operations Section Chief • Planning Section Chief
<p>Large incident or two or more incidents in region</p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> • Crash of large aircraft • Major wind, ice, or snow storm • Moderate earthquake • Prolonged winter power outage • Structure collapse 	Two	<ul style="list-style-type: none"> • EOC Director • Liaison Officer • Information Officer • Call Centre Personnel • All Section Chiefs • Branches and Units appropriate to situation
<p>Major region-wide emergency</p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> • Any wildfire within or immediately threatening the community • Major earthquake • Typhoon or other major wind storm 	Three	<ul style="list-style-type: none"> • EOC Director • All other EOC functions • Call Centre Personnel • Field Observers through Planning Section

7.0 Community Disaster Recovery

7.1 Purpose

Community recovery refers to the coordination of humanitarian aid to the citizens of Highlands and reconstruction following a disaster. This includes attention to the economic and psycho-social recovery of the entire community and its inhabitants, including individuals and families, business owners, non-profit organizations, and community groups. The type and magnitude of the hazard and specific event will determine the need for community recovery following any emergency or disaster.

7.2 Authorities

Although community recovery requires the cooperation of several government agencies and non-government organizations, only the District of Highlands has the legislated responsibility for community-wide recovery under the BC Emergency Program Act and regulations.

Highlands Council is specifically identified as the entity under the Act with authority and responsibility for setting and implementing recovery policies and priorities. A delegate of Council will be authorized as the Recovery Director to lead the management and coordination of all recovery activities within the jurisdiction.

7.3 Scope

Community disaster recovery activities address any major emergency or disaster resulting in impacts within municipal boundaries. Recovery begins at the moment of impact, and continues until a formal, coordinated effort ceases to be effective.

7.4 Recovery Objectives

This section of the *Emergency Response Plan* addresses the following objectives:

To Reduce Human Suffering – A well-coordinated recovery effort reduces human suffering and directly helps citizens return to normalcy as quickly as possible.

To Protect Community Culture – The entire character of the community can be influenced by how well the recovery process is managed. Success in recovery means protection of residents, jobs, and community features, as well as a heightened awareness of community identity.

To Reduce Economic Losses – In combination with individual assistance, recovery also addresses protection of critical businesses and non-government organizations. Recovery can encourage growth in every sector of the local economy.

To Enhance a Sustainable Community – Council is committed to ensuring a sustainable and resilient community. Every person, business, and institution should be able to withstand disasters, with enhanced community health overall.

7.5 Concept of Recovery Operations

The community recovery program focuses on the social and economic wellbeing of the people, property, businesses, and industry of the District of Highlands, including psycho-social support and financial aid.

The overall framework for recovery anticipates a collaborative approach under the leadership and direction of a single Recovery Director, appointed by Council. Subsequently, the Recovery Director may establish a Recovery organization, including a number of appropriate partners.

Key components of community recovery include the following:

Policy Group – The Policy Group for the recovery effort includes the Mayor and Council members who will make high level decisions concerning the community's recovery. The Policy Group does not directly manage recovery activities, but may consider and develop overall policies that guide the effort.

Recovery Director – A Recovery Director assumes overall responsibility for coordinating the collective services offered to disaster victims on behalf of the District. The Recovery Director sets priorities, develops strategies, and assigns tasks to partner organizations. The Recovery Director represents the District of Highlands in decisions related to the recovery organization and how it operates. The Recovery Director may call on the Highlands EOC at any time to provide support, but the recovery organization remains separate from the EOC.

Recovery Organization – The entire collection of individuals, partners, and collaborative service organizations is called the Recovery Organization. The Recovery Director may establish a Recovery Operations Centre (ROC) to coordinate recovery activities. In most cases, the composition will change over time, depending on the needs and resources available.

Needs Committee – Coordinated recovery services depends on collaboration among available service providers of many descriptions. The District will take the lead role in coordinating the direct delivery of services to community members affected by a disaster. The Recovery Director may create and authorize a "Needs Committee" to facilitate the matching of clients and resources in an efficient manner, when required. Depending on the type of damage and losses, members of a Needs Committee may include several partners in recovery.

7.6 Collaborative Agencies in Recovery

Collaborative service agencies include local, regional, and national voluntary service organizations in support of community recovery. Our community recovery partners include, but are not limited to, the following:

- Adventist Development and Relief Association
- BC Housing
- BC Ministry of Children and Family Development
- BC Ministry of Health
- Buddhist Compassion Relief Tzu Chi Foundation Canada
- Canadian Disaster Child Care
- Capital Mental Health Association
- Canadian Red Cross Society
- Christian Reformed World Relief Committee

- Emergency Management BC
- Emergency Social Service Program
- Food Banks
- Habitat for Humanity Victoria
- Inter-Cultural Association of Greater Victoria
- Island Health
- Mennonite Disaster Services
- Police Victim Services
- Salvation Army
- Samaritan's Purse
- St. John Ambulance
- Society of St. Vincent de Paul
- United Way
- World Renew Canada

Each service organization has an interest and possesses expertise in a specific area of recovery, and may target their services at different phases of the recovery process. The Recovery Organization coordinates these services for the benefit of all.

To be effective, each service organization must have a clear understanding of their role and how they should interact and coordinate with others. Annex F outlines the functions and organization in which each partner may participate.

7.7 Recovery Facilities

The primary and alternate sites identified for use during recovery include:

Recovery Operations Centre – Members of the Recovery Organization need facilities where they can gather to confer on the overall organization and actions. Such facilities will be determined by the recovery Policy Group.

Resilience Centre – The Resilience Centre will serve as a clearinghouse of community recovery information, and as a drop-in centre where clients can ask questions and pick up information materials in person. Primary facilities for the Resilience Centre are located in facilities to be determined by the Recovery Director.

Public Meetings – Contact with the general public and potential clients will be conducted at a series of public meetings, at locations to be determined by the Recovery Director, as needed.

Media Centre – While the EOC is active, recovery briefings will be held concurrently with response issues. The alternate media centre is identified by the Recovery Director.

One-Stop Disaster Service Centre – As with public meetings, One-Stop Disaster Service sessions will be held at a location to be determined by the Recovery Director.

7.8 Funding the Recovery Effort

The District anticipates financial assistance for some aspects of the recovery effort from the provincial and federal governments, under the existing Disaster Financial Assistance (DFA) program.

Incremental Costs: The District may be eligible for cost sharing of recovery expenses at 80% province to 20% District for incremental costs, such as overtime for community employees and use of community-owned office space and equipment over and above normal community operational costs.

Contract Costs: The District may also be eligible to cost-share (80% / 20%) costs of contracting for recovery services, such as a Recovery Director, support staff, offices, warehouses, and equipment.

Public and Private Donations: The District may establish a non-profit society to collect and disseminate donations related to disaster relief. Donations may be applied to the 20 percent share of recovery costs eligible for provincial disaster financial assistance, as well as other extraordinary District costs.

8.0 Financial Assistance

8.1 Introduction

Under the *Emergency Program Act* and the *Compensation and Disaster Financial Assistance Regulation (C&DFA)*, Emergency Management BC (EMBC) is authorized to assist local governments with eligible costs for response, providing there is sufficient documentation.

In addition, the Regulation allows for financial assistance to the municipality for some post-disaster recovery costs expended to repair or restore public works and facilities that are essential to District operation.

8.2 Response Costs

Response means all efforts to save lives, reduce suffering, protect property, and other immediate objectives to reduce threats from emergencies. EMBC is permitted under the *C&DFA Regulation* to assist the District with 100 percent of eligible response costs.

The District 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, some wildfire situations, and earthquakes. District 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 the District for such events as minor floods or snow storms.

Nature of Expenditure – 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 – The province will only assist the District with equipment rental costs to the rates accepted by the province. These rates are published in the *Blue Book - Equipment Rental Rate Guide*.

Compensation through Other Means – If the District has access through other means to funds for response expenditures, the province may reduce or forego payment. For example, if the District seeks legal compensation from a person who caused damage, the province will account for such claims in calculating the amount of provincial assistance.

8.3 EOC Procedures

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

The District Emergency Operations Centre should undertake four activities to assist with later claims for response costs, including:

Obtain an EMBC Task Number – Request a Task Number from EMBC, either by telephone to the Emergency Coordination Centre in Victoria, or through the EMBC Regional Manager.

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 District.

Submit Daily Expense Reports – Prepare a daily expense report and submit it to the PREOC. With the daily totals, the District will also record the total cost amount committed to the entire event to date.

Submit Resource Requests – Under the BC Emergency Management System, the District 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 District may request assistance through the PREOC.

All four activities involve direct communication with the PREOC.

Once the response phase of an emergency or disaster has passed, the District may seek financial assistance from the province for response expenditures, as summarized in EMBC's *Financial Assistance for Response and Recovery Costs*, available through the EMBC website.

Additional information is available from the Compensation & Disaster Financial Assistance Regulation, or

Recovery and Funding Programs
Emergency Management BC
2261 Keating Cross Road, Central Saanich
Phone: 250-952-5505
Fax: 250-952-5542

8.4 Recovery Costs

Recovery involves efforts to return District facilities and materials to pre-disaster conditions. District recovery applies to the repair or replacement of structures, equipment and materials that are essential to the District functions and operations.

Under the *Compensation & Disaster Financial Assistance Regulation*, EMBC is allowed to assist the District with 80 percent of eligible costs

8.0 Financial Assistance

required to repair or replace public facilities and materials, after applying a \$1,000 deductible to eligible costs per event.

The *Emergency Program Act* also allows financial assistance for efforts to support community recovery. The District may qualify for up to 80 percent of eligible costs, including efforts to coordinate local organizations and service providers in community recovery.