ERRP

Emergency Response and Recovery Plan

- Policies and Procedures -

for the

District of Oak Bay

2011

Prepared by the District of Oak Bay Emergency Plan Working Group.

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Approval

Emergency Response and Recovery Plan

The Emergency Response and Recovery Plan outlines the authority of the District of Oak Bay to act in emergencies, and communicates the policies and guidelines to be followed. The Plan also anticipates coordination with other organizations, both government and private, that may assist the District during an emergency.

The Plan reflects a snapshot of a dynamic planning process and will always be subject to improvement. This document is not a final goal for Oak Bay; it simply records the procedures and key information already in place or under development.

As the undersigned, I approve this Plan as the framework for active and cooperative response and recovery that may be required to protect the citizens of our community. The policies and procedures detailed in this plan are approved for use in the circumstances specified therein.

Approved by the undersigned this date, _____ of _____, 2011

Mark Brennan
Municipal Administrator
District of Oak Bay

Foreword

We in Oak Bay are fortunate to reside in a community where the threat of natural or man-made disaster is not a dominant influence in our daily lives. This does not mean, however, that we can afford to be complacent. Many of our citizens are infirm, elderly, live in condominium and apartment buildings, or are otherwise unable to readily fend for themselves in a disaster. While our emergency resources are adequate in normal circumstances, they could rapidly become overwhelmed in a major emergency or disaster. We have a responsibility to be particularly vigilant about the threat of earthquake, as well as the dangers common to all maritime municipalities.

The purpose of the *Emergency Response and Recovery Plan* is to ensure that any eventuality can be dealt with in an orderly and effective manner. It is the basis for all municipal department responses, and the authority for integrating the Emergency Program volunteers into the municipal response. It deserves careful study by everyone involved with emergency planning and response in Oak Bay, not least because this next edition contains some significant changes.

Christopher M. Causton, Mayor
District of Oak Bay

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Acronyms

BCCDC	British Columbia Centre for Disease Control
BCERMS	British Columbia Emergency Response Management System
BCSPCA	British Columbia Society for the Prevention of Cruelty to Animals
CCG	Central Coordination Group
CRD	Capital Regional District
DFA	Disaster Financial Assistance
DND	Department of National Defence
EAF	Expenditure Authorization Form
ECC	Emergency Coordination Centre
EMBC	Emergency Management British Columbia
EMIS	Emergency Management Information System
EOC	Emergency Operations Centre
EPC	Emergency Planning Coordinator
ESS	Emergency Social Services
FLNRO	Ministry of Forests, Lands and Natural Resource Operations
GIS	Geographical Information System
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
ILMB	Integrated Land Management Bureau
JIC	Joint Information Centre
MOA	Ministry of Agriculture
MOE	Ministry of Environment
MOH	Ministry of Health
MOTI	Ministry of Transportation and Infrastructure
OBEP	Oak Bay Emergency Program
PAB	Public Affairs Bureau
PECC	Provincial Emergency Coordination Centre
PREOC	Provincial Regional Emergency Operations Centre
PSC	Public Safety Canada
SAR	Search and Rescue
VIHA	Vancouver Island Health Authority

District of Oak Bay
Emergency Response and Recovery Plan

1. Overview

1.1 Purpose

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

Four Purposes of the Plan

The Plan provides operational guidelines for coordinating response to and recovery from incidents arising from all hazards faced by citizens, business owners, and visitors to the Oak Bay community. Overall, the Plan is designed to:

- Inform Others – The concise main portion of the Plan allows members of our assisting and cooperating agencies to see where they fit in the collaborative efforts needed for success.
- Support Training – The Plan is applied in training those responsible for emergency response and recovery among all relevant departments, agencies, and support organizations.
- Guide Emergency Response – During response to a threatening event, the Plan summarizes the key policies that promote coordination and guide responders in appropriate action.
- Record Lessons Learned – The Plan's checklists and annexes allow important lessons from actual events to be captured in concise, tangible guidance for future application.

1.2 Authorities

Requires an Organization

Council for the District of Oak Bay is required under section 6(2) of the *Emergency Program Act* to prepare local emergency plans respecting preparation for, response to, and recovery from emergencies and disasters. Under Section 6(3) of the Act, Oak Bay Council is also required to establish and maintain an emergency management organization to develop and implement emergency plans and other preparedness, response, and recovery measures.

Council Is Responsible

Council is at all times responsible for the coordination of Oak Bay's emergency response, 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.

Emergency Program Bylaw

District of Oak Bay's *Emergency Program* Bylaw (2009, No. 4489) establishes the Emergency Planning Policy Committee and the Emergency Planning Working Group, and is included in Annex B.

1.3 Key Definitions

In this Emergency Response and Recovery Plan:

An **Emergency** means a present or imminent event that requires prompt coordination of action 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 or force 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 Council for the District of Oak Bay

Refer to the complete Glossary in Annex H of this Plan.

1.4 Plan Description

This *Emergency Response and Recovery Plan* provides information and guidance for use by members of the Oak Bay Emergency Program in coordinating response to and recovery from an emergency or disaster.

ERRP

The *Emergency Response and Recovery Plan* (referred to in this document as "The Plan" or the "ERRP") follows the guidelines of the British Columbia Emergency Response Management System (BCERMS) Site and Site Support Coordination standards.

The Plan holds eight descriptive sections as follows:

Contents of the ERRP

Section	Contents
1. Introduction	Information about the Emergency Response and Recovery 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 Operations	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 Oak Bay's support for community recovery following a disaster
8. Financial Assistance	Summary of steps in securing financial assistance for response and recovery costs

Checklists

The Plan also contains **EOC checklists** for staff required to carry out response and recovery functions in the Emergency Operations Centre.

Hazard-Specific Plans

Behind specific tabs, the Plan includes **hazard-specific plans** containing response and recovery actions, such as atmospheric hazards or major urban fire.

Annexes

At the back of the Plan, the user will find a series of **annexes** with background and reference information, including forms to assist EOC personnel with planning, decision-making, and implementation.

1.5 Responsibility for the Plan

Shared Responsibility for the Plan

Responsibility for keeping this *Emergency Response and Recovery Plan* is shared among members of the Emergency Planning Policy Committee. Membership includes the following positions:

- Chief Administrative Officer (Chair)
- Emergency Planning Coordinator
- Deputy Emergency Planning Coordinator
- Chief Constable or Deputy Chief Constable
- Municipal Treasurer or Deputy Municipal Treasurer
- Director of Parks and Recreation
- Municipal Clerk
- Director of Engineering Services
- Superintendent of Public Works or Operations Manager
- Others by invitation

Primary EOC members are responsible for maintaining their own checklists. The Oak Bay Emergency Planning Coordinator is authorized to ensure all departments, agencies, and organizations keep the Plan up to date.

Emergency Program Coordinator Responsibilities

In addition, Emergency Planning Coordinator responsibilities include:

- Assembling all comments and overseeing document revisions periodically and as required.
- Notifying all Plan holders of any changes and providing revised pages or electronic files of the Plan.
- Keeping the District's Mayor, Council, and staff informed on the status of the Plan.

2. Concept of Operations

2.1 Guiding Principles

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

Incident Command System Principles

Management Functions – The District adopts the primary ICS functions, including Command / Management, Operations, Logistics, Planning, and Finance / Administration.

The individual designated as the Incident Commander (IC) at an emergency site, or the EOC Director in an Emergency Operations Centre (EOC), has responsibility for all functions.

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

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

Unity and Chain of Command – Under 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 direction to all supervisory personnel on future actions, including measurable objectives to be achieved.

Operational Periods – 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, is 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 position in the EOC must monitor others reporting to him or her. Acceptable span of control may

vary from three to seven reporting elements.

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

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

- On-scene Fire, Police, Ambulance, and Public Works
- Any municipal department that may assist in an emergency
- The Oak Bay Emergency Operations Centre

2.2 BCERMS Levels

Four Levels Under BCERMS

BCERMS 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.

Regional Support – If an emergency is very large, a Provincial Regional Emergency Operations Centre (PREOC) may be established to provide support and coordination to one or more local authority 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 Oak Bay is located in Central Saanich on Keating Cross Road.

Provincial Support – If a PREOC requires support, it requests assistance from the Provincial Emergency Coordination Centre (PECC), located at EMBC Headquarters on Keating Cross Road.

2.3 Response Goals

Priority When Goals Conflict

The Oak Bay site response level and EOC jointly support 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 take these goals into consideration.

2.4 Response Levels

This Plan recognizes three levels of potential activation.

Response Levels Increase with Complexity of Emergency

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 prolonged site support activities and the event will likely end in a relatively short time. The EOC Director should be notified but may or may not fully activate the EOC. If activated, relatively few EOC functions are filled, typically the EOC Director, Information Officer, and Planning Section Chief.

Level 2 events are emergencies that are 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 Oak Bay EOC team and activation of the EOC.

2.5 Decision-Making

Council Delegates Authority to Incident Commander and EOC Director

All decisions affecting emergency response require accurate and timely information, as well as input and consultation from relevant staff members and agencies.

While Council is at all times responsible for the direction and control of emergency response, Section 6(4) of the Emergency Program Act allows Council to delegate its powers and duties to an emergency management organization. Council delegates to the Incident Commander the power to make response decisions at the site of an emergency. Council also delegates the power for site support decisions to the EOC Director.

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

2.6 Information Flow

Management Direction Follows Response Organization

Information flowing to and from Oak Bay's EOC must be managed carefully. BCERMS identifies four types of information:

Management directions must follow the lines of authority established for the response organization. For the Oak Bay EOC, these lines are represented in the EOC organization chart presented in Section 5. Among the different BCERMS levels, command decisions and priorities are communicated between

the Incident Commander and EOC Director, and between the EOC Director and the Policy Group.

Situation Reports Flow from the Site

Situation reports from the site of an emergency are a function most commonly managed through the EOC Planning Section. The EOC compiles an amalgamated EOC Situation Report within a reasonable time period from receipt of the incident information.

Resource Requests are Managed by Logistics

Resource requests normally flow from the site Incident Commander to the Operations Section of the EOC, or directly to the EOC Director. The EOC Operations Section Chief or Director forwards resource requests to the EOC Logistics Section. Logistics may request assistance from the PREOC.

General Information may be Freely Exchanged

General information may be exchanged among members of a response organization, and a function at one level is free to exchange information with a similar function one level above or below them.

2.7 Disaster Mutual Aid

Oak Bay may Request or Provide Resources to Other Jurisdictions

In addition to its responsibility to be prepared to deal with disasters and emergencies within its own boundaries, Oak Bay has agreed to assist and request assistance from other communities in the Greater Victoria region in times of emergency.

Under the *Municipal Disaster Mutual Aid Agreement* of 2000, this assistance usually includes the dispatch of emergency response resources, such as vehicles, apparatus, equipment, supplies, and members of community volunteer programs.

2.8 After Action Report

The EPC Leads the After Action Report

The Oak Bay Emergency Planning Coordinator is responsible for ensuring that an After Action Report is prepared on all aspects of emergency response and recovery.

In addition, the Emergency Planning Coordinator shall ensure that all documented records are complete and available in the event of a public inquiry.

3. Site Operations

3.1 Site Organization

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

All First Responders Apply ICS

All site activities within the jurisdiction of the District of Oak Bay 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 in and related to the incident. For most response activities, the District will supply the Incident Commander, based on the nature of the incident and capabilities of the agencies involved.

The Site Organization is Flexible

The site response organization has the capability to expand or contract to meet the needs of the incident. Even if the event is very small in geographic scope and only one or two responders are involved, there will always be an Incident Commander. 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

A number of 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 within an area.

The Incident Commander Determines the Site Organization

The Incident Commander is given the widest possible scope to use his or her initiative with minimal restrictions. 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 the tactical objectives, develop an organization, and direct all resources to carry out response activities.

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 Request an EOC

The Incident Commander establishes a command structure that meets the particular needs of each situation. The Incident Commander may also call on the District of Oak Bay at any time to provide support, coordination, and policy guidance through the establishment of an Emergency Operations Centre. Refer to Section 6 of the Plan for positions with the authority to activate the EOC.

3.3 Site Facilities

Site facilities are established according to the kind and complexity of the emergency event.

The Incident Commander Identifies the Site Facilities Required

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

Staging Areas – The Incident Commander may establish one or more Staging Areas where available resources are kept while awaiting incident assignment. A Staging Area Manager oversees actions at the Staging Area and reports to the site Operations Section Chief or to the Incident Commander.

Incident Base – Assisting agencies may be directed to an 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 gather while preparing to support site operations.

Camps – Camps are 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 facility for parking, fuelling, 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 usually physically separated from the Emergency Operations Centre to avoid confusion and potential contamination.

4. Site Support Operations

4.1 Emergency Operations Centre

The EOC Supports Site Response Activities

The Emergency Operations Centre (EOC) is the Oak Bay facility for co-ordinating its response to a major emergency or disaster. When required, the Emergency Operations Centre is largely staffed by Oak Bay staff and representatives from other agencies.

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 Oak Bay departments, identifies critical needs, and establishes emergency response priorities. In addition, the EOC provides timely information to the public concerning the emergency.

4.2 Primary and Alternate EOC Locations

Primary Site: The EOC is located in the:

- Council Chambers, Municipal Hall, 2167 Oak Bay Avenue

Secondary Sites: An alternate EOC may be located at:

- Windsor Park Pavilion, 2451 Windsor Road
- Girl Guide Building adjacent to the Oak Bay Fire Hall, 1703 Monterey Ave

If the primary site is unusable, the EOC Director will post a notification by person or by sign giving directions to the alternate EOC site.

4.3 EOC Equipment and Supplies

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

Refer to the current EOC Inventory list with the EOC Support Unit Coordinator checklist.

4.4 EOC Facilities

The EOC Consists of a Single Room with Space for All EOC Functions

The primary EOC facility consists of the following features:

- One meeting room (Council Chambers) with a number of tables available for organizing the EOC by function, including EOC Director, Management Staff, Operations, Planning, Logistics, and Finance / Administration.
- An adjacent room provides space for the Communications (Radio) Team, with connection to external antennas.
- The EOC is stocked with incidental supplies, paper, pens, etc., and has access to cable television.
- The building is equipped with auxiliary electrical power to operate all services and functions.

The following figure illustrates the layout of the primary Oak Bay EOC.

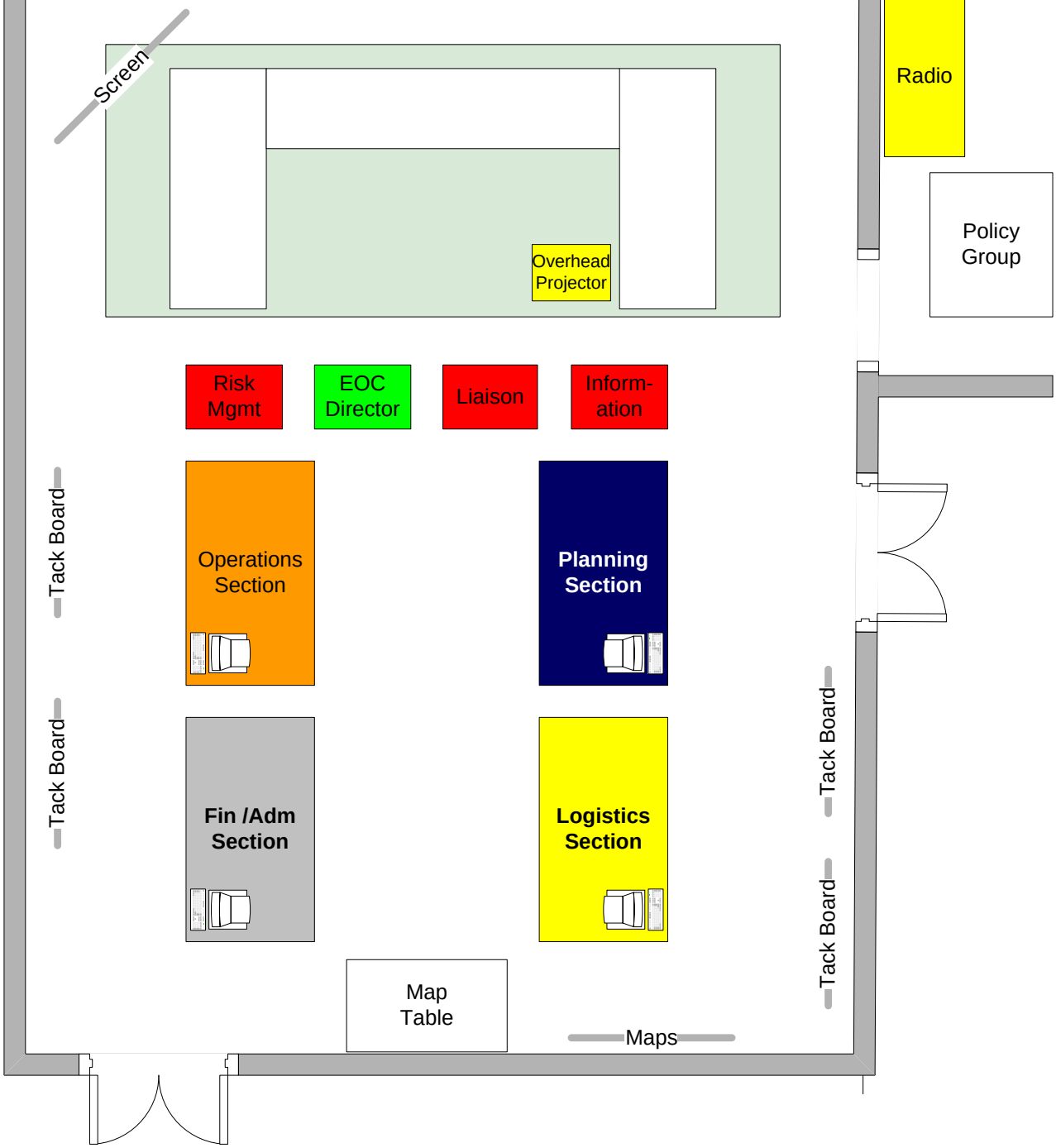


Figure 1. Graphic Layout of Functions within the Oak Bay Primary EOC

4.5 Identification within the EOC

The EOC Staff Will Use Colour Coding

To apply the common terminology guidelines of BCERMS, the District 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. 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.

Alternative Means of EOC Communication

It may be possible for the Incident Commander to establish a telephone link with the EOC from the site, depending on the nature of the emergency. It is essential that other means of communication, independent of the telephone lines, be established. Some alternative means that may be considered are:

- Department radios, e.g., Fire, Police
- Radio or cellular telephones
- Emergency Communications Group
- Messengers, e.g., local bicycle clubs

EOC communications consists of the following elements.

Telephone Systems in the EOC

Telephone / Mobile Phone – Telephone will be the primary means used by the EOC members in communicating with others, with radio as a backup. The primary EOC (Council Chambers) has four primary lines for multiple handsets.

In addition, almost all Oak Bay EOC staff regularly carry and use smart phones, which includes voice, email, and internet capability. These units would be utilized during an emergency.

Computers in the EOC

Computers – Three laptop computers are dedicated to EOC use. Each computer provides the user name and password, and is capable of both wireless and Ethernet wall connection.

Fax Machines and Copiers in the EOC

Facsimile – EOC equipment includes two multi-function desktop machines with scanner-printer-fax-photocopy capability. There are six analog lines in the Municipal Hall for use by fax machines.

4.7 EOC Deactivation

Steps to Consider in EOC Deactivation

The EOC will be deactivated by the EOC Director. Deactivation calls for all EOC personnel to complete 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 Oak Bay Emergency Planning Coordinator.
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 the EOC Inventory list with the EOC Support Unit Coordinator checklist).
8. Clean the EOC facilities.
9. Final readiness check by EOC Director, Emergency Planning Coordinator.
10. Gather and return keys to the facility.

5. EOC Organization

5.1 EOC Functions

The EOC Group is responsible for making operational decisions required to support efficient response to an emergency or disaster. The size and composition of the EOC may vary according to the requirements of the particular circumstances. The common elements of the EOC include:

The EOC Group

The Policy Group Offers High Level Guidance

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 liaises with the EOC Director, and does not direct emergency response at the site or EOC during an incident. Two members of the Policy Group are accessible to the EOC Director at all times for consultation during an emergency.

EOC Management Provides Overall Coordination

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

Operations Implements Action Plans

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

Planning Collects and Evaluates Information

Planning – Planning functions collect, evaluate, and disseminate information; develop Action Plans and situational status reports in coordination with other functions, and maintain all EOC documentation.

Logistics Acquires Resources

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 Tracks Costs

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 planning large-scale evacuations.

5.2 Unified Command in the EOC

Unified command in an ICS management process allows organizations and agencies with jurisdictional or functional responsibility for an incident 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.

Unified Command May be Applied at the Site and in the EOC

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 for example, representatives from the spiller (industry representative), the Ministry of Environment, and Oak Bay may join as co-EOC Directors to help coordinate response.

It is the policy of the District of Oak Bay 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 (e.g., Fire, Police, Ambulance, and Public Works) may be actively involved during emergency response.

EOC Functions Have Specific Titles

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

Policy Group Member

EOC Director
- Deputy EOC Director
- Risk Management Officer
- Liaison Officer
- Information Officer

Operations Section Chief
- Fire Branch Coordinator
- Police Branch Coordinator
- Ambulance Branch Coordinator
- Health Branch Coordinator
- Emergency Social Services Branch Coordinator
- Animal Services Branch Coordinator
- Environmental Branch Coordinator
- Engineering Branch Coordinator
- Utilities Branch Coordinator
- Others, as required

Planning Section Chief
- Situation Unit Coordinator
- Resources Unit Coordinator
- Documentation Unit Coordinator

- Advanced Planning Unit Coordinator
- Demobilization Unit Coordinator
- Recovery Unit Coordinator
- Technical Specialists Unit Coordinator

Logistics Section Chief

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

Finance / Administration Section Chief

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

5.4 Outside Agencies in EOC

A Number of External Agencies May Assist in the EOC

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

- BC Ambulance Service
- BC Hydro
- BC Ministry of Agriculture
- BC Ministry of Environment
- BC Ministry of Forests, Lands and Natural Resource Operations
- BC Ministry of Health
- BC Ministry of Transportation and Infrastructure
- Canadian Coast Guard
- Canadian Red Cross
- Capital Regional District
- Department of National Defence
- Emergency Management BC
- Fortis BC
- School District 61, Greater Victoria
- Telus
- Vancouver Island Health Authority

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

5.5 EOC Organization Chart

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.

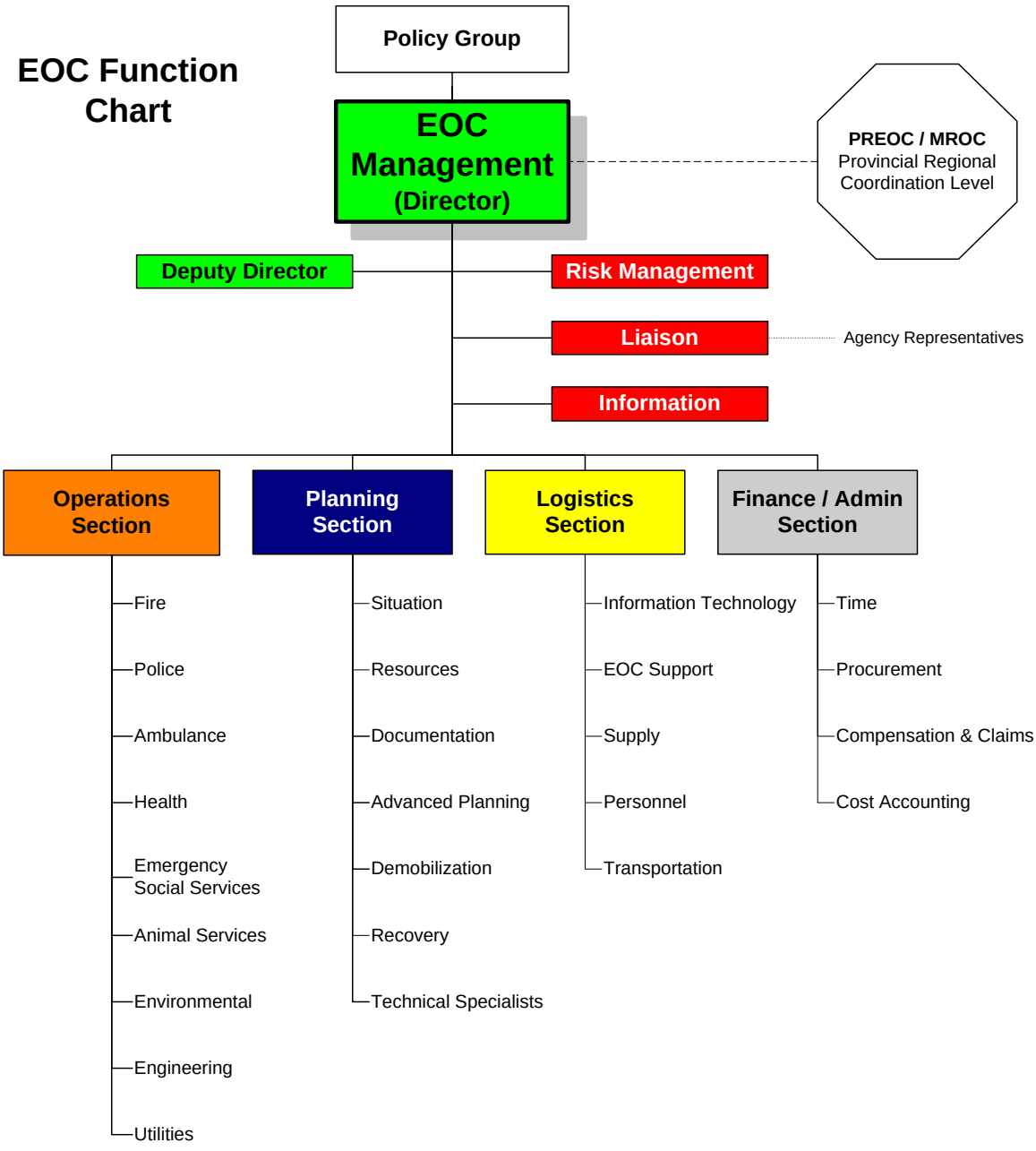


Figure 5.1 Organization Chart for a Fully Developed EOC

6. EOC Activation

6.1 EOC Activation

Several Positions Are Authorized to Activate the EOC

The activation of the Oak Bay 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:

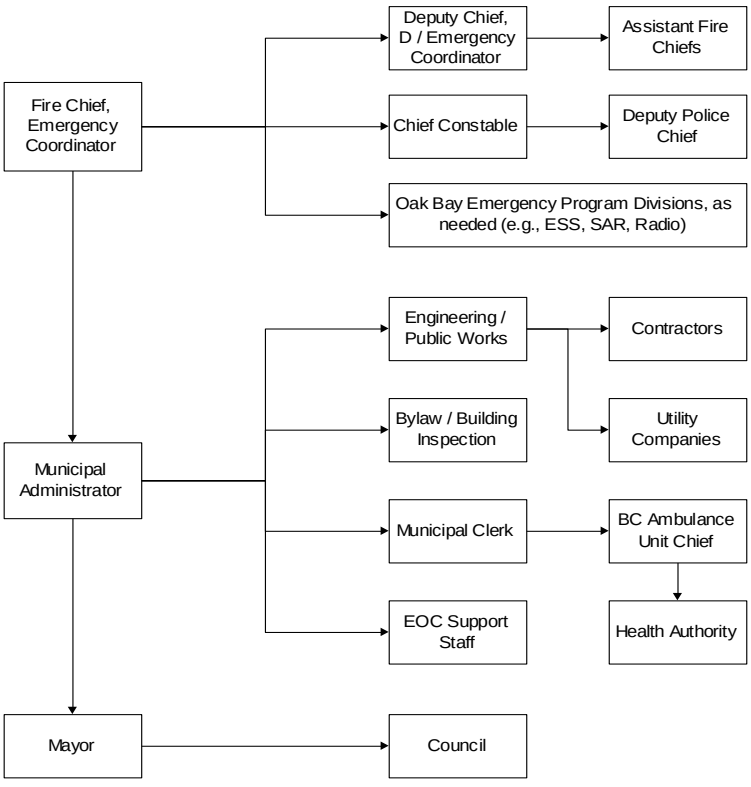
- Chief Administrative Officer
- In the absence of the Chief Administrative Officer, the Emergency Planning Coordinator or the Deputy Emergency Planning Coordinator

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

6.2 EOC Notifications

The EOC Director Follows These Steps in Notifying Oak Bay Staff About an EOC

Notification of the EOC management team should be coordinated through the Oak Bay Fire Department dispatch centre as the primary contact agency, as outlined below. The secondary contact agency is the Saanich Dispatch Centre. The notification tree is illustrated in the following diagram



Notification Chart for Oak Bay Emergencies

Consider the following procedures:

Identify Activation Level

- Obtain the EMBC Task Number by calling EMBC Emergency Coordination Centre or the PREOC.
- Identify the location of the EOC to use depending on risk information at hand.
- Use the Activation Level Guide (with the EOC Director checklist) to determine the number and functions of personnel to come to the EOC immediately.

Call EOC Personnel

- Select at least one person from each activated EOC function to call. Refer to EOC Staff Options found in this section.
- Make the calls and record the results on the chart under "Notes." Continue calls until at least one person is committed for each required function.

Provide the following information when calling out EOC staff:

- Brief description of event
- Identity of who authorized the EOC activation
- Applicable transportation information (known road closures and/or use of specified routes to take)
- Where and to whom to report
- Reminder to bring any necessary supplies and reference materials required
- Enquire estimated time of arrival at the EOC and record results

6.3 EOC Staffing

The EOC Director May Appoint Any Qualified Staff To the EOC

The EOC Director will determine appropriate staffing for each activation level based on the current and projected situation. The EOC Director is authorized to appoint any qualified person to any EOC function, including personnel from other jurisdictions and contractors.

EOC Management Team positions should be filled as a priority by qualified individuals from Oak Bay staff or adjacent communities. 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 in the function to be performed. The number and type of staff members required depends on the functions activated in the response effort. The EOC Director should not overlook the importance of administration and clerical staff for office management, data entry, note-taking, file maintenance, and similar important duties.

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

Selecting EOC Staff

In staffing the organization, the EOC Director considers the skills, knowledge, and experience of available personnel, and identifies at least one primary and one alternate person for each function.

Points to Consider When Assigning Oak Bay Staff to the EOC

Consider these points in designating Oak Bay employees in the EOC organization:

- Oak Bay employees may be involved with repairing critical infrastructure or delivering important public services.
- A response effort that requires weeks or months would take Oak Bay employees away from other public services.
- The municipality is not eligible for financial assistance through EMBC for employee wages associated with regular working hours. Only overtime is eligible and must be documented.

The guiding principle in staffing the EOC is that all members must have the knowledge, skills, and attitude needed for success in the assigned functions, regardless of position or organization. EOC personnel and agencies may change throughout the course of an emergency.

Alternative Sources of Trained EOC Staff

Sources of EOC Staff

The order of priority in selecting EOC staff is as follows:

- Full-time Oak Bay employees
- Paid staff from adjacent municipalities under mutual aid, such as the City of Victoria or District of Saanich. The assisting local government supplies trained staff at their cost, except for overtime and incidental costs recoverable from the Province.
- Request assistance through PREOC for EOC support staff if other options have been exhausted. The PREOC may also approve contracts for technical specialists, such as GIS, Risk Management, or other EOC positions that cannot be filled locally through mutual aid.

EOC Staff Options **EOC Function** **Department, Position**	Policy Group	**EOC Director**	Deputy EOC Director	Risk Management	Liaison	Information	**Operations Coordination**	Fire Branch	Police Branch	Ambulance Branch	Health Branch	ESS Branch	Environmental Branch	Engineering Branch	Utilities Branch	**Planning Coordination**	Situation	Resources	Documentation	Advanced Planning	Demobilization	Recovery	**Logistics Coordination**	Information Technology	EOC Support	Supply	Personnel	Transportation	**Finance / Admin**	Time	Purchasing	Compensation & Claims	Cost Accounting
Mayor	X																															
Councillors	X																															
Adm – Muni Administrator		X	X	X																												
Eng – Director Eng Srvcs		X	X				X						X	X	X																	
Fire – Chief, Emerg Coord.		X	X				X	X							X																	
Eng – Dir Bldg & Planning		X														X																
Police – Chief Constable		X	X				X		X																							
Fire – Dep Chief, E Coord		X	X		X		X	X												X												
Adm – Muni Clerk				X	X	X																							X		X		
Police – Comm. Constable					X				X																							
Fire – Inspector						X		X																								
Police – Deputy Chief						X			X																							
PW – Supt. Public Works							X						X		X								X									
Fire – Asst. Chiefs								X																								
Police – Sergeants									X																							
BC Ambulance Service										X																						
Health Authority Rep.											X																					
ESS – Director												X																				
ESS – Dep Director												X																				
Parks – Mgr. Park Services													X																			
Adm – Admin Secretary																														X			X
Adm – Executive Secretary																														X			
Eng – Secretary																	X																
PW – Yard Clerk																		X															
Fin – Water Clerk																			X														
Parks – Clerk																			X														

EOC Staff Options **EOC Function** **Department, Position**	Policy Group	**EOC Director**	Deputy EOC Director	Risk Management	Liaison	Information	**Operations Coordination**	Fire Branch	Police Branch	Ambulance Branch	Health Branch	ESS Branch	Environmental Branch	Engineering Branch	Utilities Branch	**Planning Coordination**	Situation	Resources	Documentation	Advanced Planning	Demobilization	Recovery	**Logistics Coordination**	Information Technology	EOC Support	Supply	Personnel	Transportation	**Finance / Admin**	Time	Purchasing	Compensation & Claims	Cost Accounting
Eng –Tech													X							X												
Eng – Tech													X								X											
Eng – Senior Tech													X									X										
PW – Ops Mgr																							X									
Fin – Deputy Treasurer																								X					X			
Eng – GIS Tech																								X								
Fin – Treasury Clerk/Recpt																									X							
PW – Stores Clerk																										X						
Fin – Payroll Clerk																											X					
PW – Gen. Foreman																												X				
Fin – Muni Treasurer																													X			
Fin – Accts Payable Clerk																															X	
Fin – Assistant Accountant																																X
Fin – Tax Clerk																																X

7. Community Disaster Recovery

7.1 Purpose

Disaster Recovery Includes Economic Concerns

Community recovery refers to the coordination of humanitarian aid to the citizens of Oak Bay following 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

The Council is Responsible for Disaster Recovery

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

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 our jurisdiction.

7.3 Scope

Recovery Begins At the Moment of Impact Includes Critical Infrastructure

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.

The District manages the restoration and recovery of critical infrastructure, such as potable water, sewer and wastewater services, and roadway maintenance within the municipal jurisdiction.

7.4 Concept of Recovery Operations

The EOC Determines the Extent of Formal Recovery

To be effective, recovery must begin as soon as impacts can be anticipated. Much of the responsibility for determining the need for and extent of a formal recovery effort falls to the Oak Bay EOC. The EOC Planning Section usually first documents the magnitude, type, and extent of consequences associated with a disaster.

Under the BC Emergency Response Management System (BCERMS), the EOC Planning Section contains the Recovery Unit, the function that interprets the type and extent of damage to determine the appropriate scope of recovery services. The Recovery Unit usually first documents the magnitude, type, and extent of consequences associated with a disaster. Other EOC functions also support decisions surrounding a formal recovery organization.

Recovery Unit Coordinator in the EOC

In essence, the EOC Recovery Unit Coordinator "triggers" the appropriate recovery effort based on an assessment of damage, the scope of recovery required, and the likely duration of the recovery phase. The Recovery Unit addresses the need to coordinate disaster recovery efforts on a community or regional scale.

The EOC Will Manage Small Recovery Needs

The Recovery Unit will likely coordinate recovery efforts in small events that are limited in scope and duration while the EOC is active. The Recovery Unit Coordinator assesses available damage information to foresee the need for larger coordination efforts through a Recovery Organization.

A checklist for the Recovery Unit Coordinator may be found behind the tab for the Planning Section of this Plan.

The EOC Director Calls for a Recovery Director If Needed

If recovery needs exceed the ability of the EOC Recovery Unit, the Coordinator advises the EOC Director to establish a Recovery Organization. If warranted, the Coordinator requests that the EOC Director approach Council with a recommendation to identify and authorize a Recovery Director, and to establish an initial budget for recovery.

The Recovery Director Facilitates Multiple Agencies

A call for a formal organization to coordinate recovery efforts means specific actions by pre-designated personnel. The Recovery Director, for example, brings together representatives of the many organizations with roles in disaster recovery. Collectively, these representatives constitute a "Multi-Agency Coordination (MAC) Group" for the purpose of collaborating in disaster recovery services.

7.5 Collaborative Agencies in Recovery

A Wide Range of Agencies May Assist With Recovery

A number of local, regional, and national voluntary service organizations support 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
- Canadian Mental Health Association
- Canadian Red Cross
- Christian Reformed World Relief Committee
- Emergency Management BC
- Emergency Social Service Program
- Food Banks
- Mennonite Disaster Services
- Police Victim Services
- Salvation Army

- St. John Ambulance
- St. Vincent de Paul
- Vancouver Island Health Authority

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.

To be effective, each service organization must have a clear understanding of their role and how they should interact and coordinate with others.

8. Financial Assistance

8.1 Introduction

Oak Bay May Receive Financial Assistance

Under the *Emergency Program Act* and the *Compensation and Disaster Financial Assistance Regulation (C&DFA)*, the District of Oak Bay may receive financial assistance for eligible emergency response costs incurred during a disastrous event, and assistance for some post-disaster recovery costs expended to repair or restore public works and facilities that are essential to Oak Bay operation.

EMBC Coordinates Financial Assistance

Under this legislation, Emergency Management BC (EMBC) is authorized to assist local authorities with eligible costs for response and recovery, providing there is sufficient documentation.

8.2 Response Costs

Response Costs May be Eligible for Financial Assistance

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.

Oak Bay is expected to first pay response costs, 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 hazardous materials, floods, severe winter storms, and some wildfire situations. District expenses caused 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, and thus are ineligible for provincial assistance. The province reserves the right to refuse claims from the District for such events as minor flooding or snow storms. Contact the EMBC Regional Manager or PREOC for advice.

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 that are eligible for financial assistance from the province. 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*, including values for a wide range of heavy equipment. Contracts should also specify either provincial Group 1 or Group 2 rates for meal allowances, travel, and accommodation.

Compensation through Other Means – If Oak Bay has access to funds through other means to recover response expenditures, the

province may reduce or forego payment. For example, if the District seeks legal compensation from a person who caused an emergency under the *BC Emergency Program Act*, the province will account for such claims in calculating the amount of provincial assistance.

Refer to the checklists and aids for the EOC Finance / Administration Section Chief for examples of eligible response costs.

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 and recovery costs.

EOC Steps in Tracking Response Costs

From the perspective of an Emergency Operations Centre, Oak Bay should undertake four activities to assist with later claims for response costs. These activities include:

1. 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. 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.

2. Submit EOC Expenditure Authorization Forms, where required – Prepare and submit an EOC Expenditure Authorization Form (EAF) to the PREOC to confirm eligibility of particular response costs for actions being considered by the District. A blank EOC Expenditure Authorization Form (EOC Form 530) is available in Annex D.

Once an EAF has been authorized by the PREOC, Oak Bay 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.

3. Submit EOC Daily Expenditures – Prepare a daily expenditure report and submit it to the PREOC, using EOC Form 532, available in Annex D. With the daily totals, the District will also want to record the total cost amount committed to the entire event to date. The EOC Form 534 “EOC Expenditures – Event Totals” serves this function, also available in Annex D.

4. Submit Resource Requests – Under the BC Emergency Response Management System (BCERMS), Oak Bay 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, using EOC Form 514.

All four activities involve direct communication with the PREOC.

The EOC Works With EMBC

Once the response phase of an emergency or disaster has passed, Oak Bay 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 Office
Emergency Management BC
PO Box 9201 Stn Prov Govt
Victoria BC V8W 9J1
Phone: 1-888-257-4777 (Toll Free)
Fax: (250) 952-5542

8.4 Recovery Costs

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

Recovery Costs May be Eligible for Financial Assistance

Under the *Compensation & Disaster Financial Assistance Regulation*, EMBC is allowed to assist the District 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 Emergency Program Act also allows financial assistance for efforts to support community disaster recovery. The District may qualify for up to 80 percent of eligible costs, including efforts to establish and maintain an advisory and support centre for those directly affected by a disaster.