



# Emergency Response and Business Continuity Plan

August 2013

**To Activate the Emergency Response Plan Go To Appendix 1**



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### FORWARD

Emergencies can be defined as situations caused by the forces of nature, an accident, or an intentional act that constitutes a danger of major proportions to life or property. Whenever an emergency occurs, which affects the lives and property of citizens, the initial and prime responsibility for providing immediate assistance rests with the local municipal government. This emergency plan is designed to ensure the co-ordination of municipal, private and volunteer services during an emergency, to bring the situation under control as quickly as possible.

In order to protect residents, businesses and visitors, the District of Sooke requires a coordinated emergency response by a number of agencies. The District of Sooke Emergency Planning Committee has prepared this emergency response and business continuity plan, which contains distinct arrangements and procedures that are different from the normal day-to-day operations, to ensure that every official, municipal department and partner agency will be prepared to carry out assigned responsibilities in an emergency.

All municipal officials of the District of Sooke, whether elected or appointed, must be fully conversant with the contents of this emergency plan and be prepared at all times to carry out the duties and responsibilities allotted to them. In addition, it is important that residents, businesses and interested visitors be aware of its provisions. A copy of the *District of Sooke Emergency Response & Business Continuity Plan* may be viewed on the District of Sooke website.

*Gord Howie*

District of Sooke  
Chief Administrative Officer



### Circulation List

Volume #	Department/ Agency	Name
Original #1	Sooke Emergency Planning Committee Coordinator	Steve Sorenson

### Amendments

Change No.	Subject	Page	Date	Inserted by
	Creation		August 2013	

Errors & omissions should be directed to the District of Sooke Emergency Planning Coordinator.



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### 1.0 INTRODUCTION - Emergency Management Plan Overview

The Sooke municipally subscribes to an 'all-hazard' approach, to large emergency or disaster responses. An emergency, as defined in the Emergency Program Act, is a present or imminent event or circumstance that is caused by accident, fire, explosion, technical failure or the forces of nature, and requires the 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. Disasters are calamities caused by accident, fire, explosion or technical failure or by the forces of nature and have resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property.

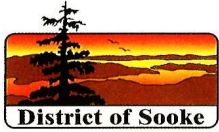
This plan is not intended to deal with day-to-day emergency situations normally handled by emergency response agencies. A disaster will create demands that exceed the normal capacity of any one organization. The intent of this plan is to facilitate and coordinate response to, and recovery from a disaster,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

Each responding agency will have its own response plan that outlines their particular tasks within the framework of this plan and dovetails with the response activities of all. The unifying principles are set out in the British Columbia Emergency Response Management System (BCERMS), which is mandated for application in all ministries, municipalities and non-government agencies. The comprehensive BCERMS emergency management system ensures a coordinated and organized response to all emergencies and disasters. BCERMS utilizes an all hazards approach based on the Incident Command System (ICS) and is designed to provide a common organizational and response structure between partner agencies.

BCERMS has four operational levels: site, site support, provincial regional coordination and provincial central coordination. See the *DoS Emergency Operations Centre Manual* for detailed information about BCERMS, ICS and EOC activation at the site support level.

#### 1.1 Purpose

The purpose of this *Emergency Response and Business Continuity Manual* is to provide guidance (plans and procedures) to the site Incident Commander and the site support Emergency Operations Center Commander, for the management of emergency response and recovery for the DoS, as required by the Local Authority Emergency Management Regulation. This document serves to establish an emergency management organization and a current local emergency plan within the DoS. The intent is that this emergency plan will be activated to directly control the resources under the control of the DoS for the purpose of emergency response and recovery.



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This manual provides supporting information such as an all-hazard emergency response algorithm, DoS department and partner profiles, critical forms, critical policy & procedure and recovery contingency strategies, which may be required by the Incident Commander and/or the EOC staff to effectively make decisions during an emergency or disaster. It outlines the authority and procedures for initiating an emergency response and managing business continuity.

The companion document, the *District of Sooke Emergency Operations Centre Manual*, outlines the procedures for activating and operating the DoS EOC. The *DoS Emergency Management Process Overview Flowchart and Table*, found in Appendix 1A of this document, directs the reader to this *DoS Emergency Operation Manual* for EOC related information when required.

### 1.2 Authority

The Emergency Program Act and the Emergency Management Regulation establish the responsibility of local authorities (District of Sooke) to develop emergency plans based on the hazards and vulnerabilities in their communities. The Local Authority Emergency Management Regulation requires local authorities to prepare an all hazard emergency plan based on a hazard, risk and vulnerability assessment of the local authority's jurisdiction.

Emergency powers are vested by the following:

- Local Authority Emergency Management Regulation, 1995<sup>1</sup>
- Local Government Act, 1996<sup>2</sup>
- Emergency Program Act, 1996 - Sections 6(2) and 6(3)<sup>3</sup>
- Emergency Program Management Regulation, 1994<sup>4</sup>
- District of Sooke Emergency Program Bylaw No, 107, September 2003<sup>5</sup>

### 1.3 Community Context

The District of Sooke is a rural, incorporated community located on Vancouver Island, 35 minutes by road from downtown Victoria, the Capital City of British Columbia. The Sooke Region takes its name from the T'Sou-ke First Nations people, the first inhabitants of the area. The area's traditional industries have been logging and fishing. Today, tourism has become an important factor in the economy of the region.

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<sup>1</sup> Queen's Printer <[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/380\\_95](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/380_95)> Accessed 9Sept13.

<sup>2</sup> Queen's Printer <[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/96323\\_30](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/96323_30)> Accessed 9Sept13.

<sup>3</sup> Queen's Printer <[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/00\\_96111\\_01](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96111_01)> Accessed 3Sept13.

<sup>4</sup> Queen's Printer, <[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/LOC/freeside/--%20E%20--/Emergency%20Program%20Act%20RSBC%201996%20c.%20111/05\\_Regulations/11\\_477\\_94.xml](http://www.bclaws.ca/EPLibraries/bclaws_new/document/LOC/freeside/--%20E%20--/Emergency%20Program%20Act%20RSBC%201996%20c.%20111/05_Regulations/11_477_94.xml)> Accessed 3Sept13.

<sup>5</sup> District of Sooke Bylaws, Sooke.ca Website, <http://www.sooke.ca/assets/Documents~and~Forms/Bylaws/137%20Emergency%20Program.pdf> Accessed 3Sept13.



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**Table 1. Demographics & Jurisdictional Boundaries<sup>6</sup>**

<b>Population and dwelling counts</b>	<b>District of Sooke</b>	<b>Capital Region</b>
Population in 2011	11,435	359,991
Population in 2006	9,699	345,164
2006 to 2011 population change %	17.9	4.3
Total private dwelling	4,986	177,977
Private dwellings occupied by usual residents	4,505	160,634
Population density per square kilometre	201.6	153.8
Land area (square km)	56.72	2,340.48

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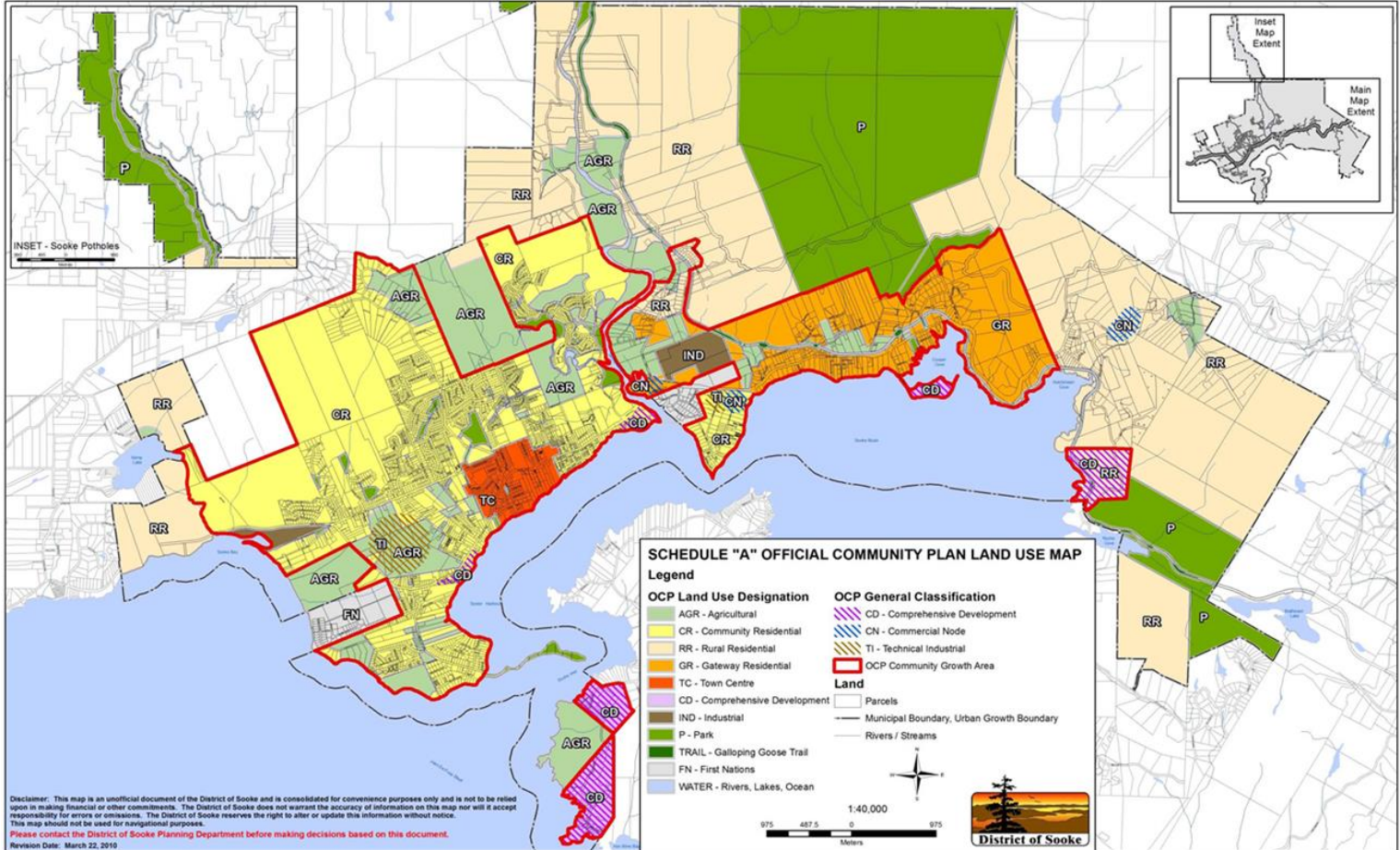
<sup>6</sup> What's in Sooke—Statistics, Sooke.ca Website, < <http://www.sooke.ca/EN/main/what/statistics.html>>Accessed 3Sept13.





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Figure 1. Official Community Plan Land Use Map (See Appendix 5 for detailed mapping)





## 2.0 EMERGENCY RESPONSE

### 2.1 Emergency Response and Recovery Structure

In the Incident Command System, the person directing the emergency response is designated the Incident Commander and the location where the Incident Commander is directing response is referred to as the Incident Command Post. Most incidents are managed at the site level by the Incident Commander, who develops response objectives, strategies and tactics. If the incident cannot be managed by the Incident Commander alone, the EOC is activated to support the emergency site operations and the Incident Commander, as well as coordinate local response activities and communication links with the other agencies.

#### Priority Response Goals

The overarching approach to any emergency or disaster response is based on the following BCERMS response objective priorities:

- Provide for the safety and health of all responders;
- Save lives;
- Reduce suffering;
- Protect public health;
- Protect property and government infrastructure;
- Protect the environment;
- Reduce economic and social losses;
- Restore corporate and development services.

#### Plan Objectives

The objectives of this plan are to ensure District of Sooke staff, First Responders, Incident Command and the EOC has appropriate and sufficient information and are supported to:

- provide a prompt response to emergency events;
- establish overall control of response operations;
- ensure the prompt elimination of all sources of potential danger;
- evacuate any building or area considered to be a hazard;
- rescue persons trapped, and provide first aid at the site;
- establish a reception centre to provide essential services to evacuated persons; and
- provide prompt, factual information to internal and external agencies and individuals as required.

### 2.2 Activation of Emergency Response

An emergency response involves actions that must be carried out when an emergency exists or is imminent. The response includes incident management, communications management and operations management. Incident management involves notification of stakeholders, assuming control of the situation and activation of response algorithms. Communications management is essential to ensure affected stakeholders are informed and to control rumors. An Emergency



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Operations Centre is utilized to manage and coordinate operations information and resources, ensuring an effective and efficient response.

Response includes immediate action to save lives, protect property and meet basic human needs. Response measures address immediate and short term effects of an emergency or disaster. The aim of these measures is to ensure that a controlled, coordinated and effective response is quickly undertaken to minimize its impact to public safety, environment and infrastructure. Response activities include the execution of emergency operation plans, evacuation plans and of prevention activities designed to limit the loss of life, personal injury, property damage and other unfavourable outcomes.

**The DoS Emergency Response Actions are outlined in Appendix 1** as follows:

- **Step 1** – Utilize the *Emergency Response Process Flowchart & Table- Appendix 1A* to guide overall emergency management
- **Step 2** – Utilize the *All-Hazard Emergency Response Checklist – Appendix 1B* information as needed to respond to the specific emergency
- **Step 3** – Utilize the *Evacuation Guidelines – Appendix 1C*
- **Step 4** – Utilize the *Business Continuity Plan: Business Impact Analysis Tables – Appendix 2* to determine recovery effort priorities & options.
- **Step 5** – Utilize the *Department & Partner Profiles: Summary, Critical Forms and Policy & Procedure – Appendix 3* for detailed departmental operational information and to assist with brain storming contingencies

### 2.3 Roles and Responsibilities

During the planning, mitigation, response and recovery phases of a disaster, numerous departments and agencies will participate. Several departments and agencies have been pre-identified as important participants in all phases. A summary of the key roles and responsibilities are provided below. See Appendix 3 for detailed department and partner profiles.

#### District of Sooke Administration

- Pre-planning for mitigation, response and recovery at a local level.
- Development of the EOC operational, emergency response and business continuity (recovery) guidelines (See EOC Manual).
- Pre-designation of the Emergency Operations Center Commander and staffing.
- Activation of the Emergency Response and Business Continuity Plan.
- Activation of the District of Sooke EOC



### Emergency Management BC

- EMBC is a branch of the Ministry of Justice and the Attorney General<sup>7</sup>, who will coordinate the response of the Provincial Government.
- Provides executive coordination, strategic planning and multi-agency facilitation.
- Coordinates requests for provincial, federal or international aid via the local Provincial Regional Emergency Operation Centres (PREOC). The Victoria PREOC is activated during emergencies, in support of local authorities (District of Sooke), provincial ministries and First Nations.
- Supports leadership of local authorities (ie. District of Sooke and EOC Commander).
- Supports municipal volunteer services and provides Work Safe BC (worker's compensation) coverage for training and response work (Search and Rescue, Emergency Support Services and Amateur Radio Emergency Service).
- The PREOC is the link for local authorities to the government emergency management system.

### Police (RCMP)

- Development and implementation of Agency Disaster Plan.
- First Responders provide situational awareness to the local authority and submit requests for support from the local authority EOC.
- Lead agency for major automobile, aircraft and terrorism incidents.
- Warning, alerting services and enforcement of emergency restrictions and regulations.
- Provide direction and assistance in the evacuation of people.
- Maintenance of law & order, traffic, route and crowd control.
- Coordinate search and rescue.
- Coordinate use of auxiliary and/or special police (COPS – Citizens on Patrol).
- First Responders provide situational awareness to the local authority and submit requests for support from the local authority EOC.

### Fire

- Development and implementation of Department Disaster Plan.
- Lead agency for dangerous goods spills and urban/wild fires.
- Provide direction and assistance in evacuation of people.
- May provide medical aid in cooperation with BC ambulance.
- Provide fire suppression and fire control in an emergency.
- May provide rescue service in cooperation with other community/regional departments and agencies.
- May provide assistance in determining availability of water supplies.
- May implement Mutual Aid Agreement as necessary

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<sup>7</sup> Ministry of Justice Organizational Chart. (12 June 2013) BC Gov't Website, Accessed 3 Sept 2013.  
<<http://www.ag.gov.bc.ca/public/JAGOrgChart.pdf>>.



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- First Responders provide situational awareness to the local authority and submit requests for support from the local authority EOC.

### **BC Ambulance**

- Development and implementation of an Agency Disaster Plan.
- Lead agency for providing mass casualty and health care services.
- Responsible for triage, treatment and transport of casualties.
- Coordinates emergency medical activities with local authority EOC designate
- First Responders provide situational awareness to the local authority and submit requests for support from the local authority EOC.

### **Emergency Social Services**

- Development and implementation of Agency Disaster Plan.
- Provide short-term assistance to individuals who are forced to leave their homes due to an emergency.
- Provide the basic needs of persons impacted by a disaster: registration & reunification, food, clothing, lodging and emotional support for up to 72 hours.
- Provide support to all emergency response units and EOC personnel.
- Coordinate the response of volunteer organizations directly involved in providing social services.
- Provide services and support for neighborhood programs.

### **Engineering & Public Works Contractors (Mainroad, EPCOR, CRD Water)**

- Development and implementation of Agency Disaster Plan.
- Lead agency for dam breach and water main breaks.
- Provision of potable water.
- Maintenance and repair of sewage collection systems, major water courses and storm drainage systems, public roads, walks and public buildings.
- Refuse collection and disposal.
- Assist Ministry of Transportation with maintenance of traffic lights and provision and deployment of traffic signs, barricades, etc.
- Liaison with utility companies (TELUS, Rogers, Shaw, Fortis BC, BC Hydro).
- Assist with inspection of damaged buildings and structures.

### **Building Inspection - BC Housing**

- Development and implementation of Agency Disaster Plan.
- Provide input and assessment re: key facilities seismic stability, policy development and long range planning.
- Development of a training program for rapid damage assessment to be used by employees and volunteers.





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- Development of strategies and process for compiling damage assessment information and recommendations during response.
- Development of a “fast track” system for permit/inspection during recovery.

### **JDF Search and Rescue**

- Assist Police, Coroner, BC Ambulance, Parks and/or DND with ground and inland water search and rescue operations: swift water rescue, rope rescue, tracking and body recovery.
- Assist Police and Fire Departments with evacuations.
- Assist BC Ambulance with treatment of injured.
- Conduct earth quake search and rescue.
- Traffic control.
- Activation via Emergency Management BC only.

### **Royal Canadian Marine Search and Rescue (formerly Coast Guard Auxiliary)**

- Assist Police with ground ocean water search and rescue operations.
- Assist Police and Fire Departments with evacuations.
- Traffic control.
- Activation via the Victoria Joint Rescue Coordination Centre only.

### **Harbour Authority<sup>8</sup> – Sooke Government Wharf**

- Jurisdiction over navigation and safety within the harbor limits as indicated in the Harbor Commissions Act. The Small Craft Harbor facilities remain public and under local control, though owned by the federal government.
- Responsible for the day-to-day operation, management and maintenance of the harbor facility, (property and water lots), under the jurisdiction of the Department of Fisheries and oceans. The Small Craft Harbour facilities are leased from the Department of Fisheries and Oceans under the authority of the Fishing and Recreational Harbours Act.
- Harbor operation: Hiring staff to operate, manage the facilities, garbage and signage.
- Setting rates, collection of user fees, and allocation of space (berthage, off-loading, etc.).
- Maintaining a general ledger of income and expenditure.
- Undertaking minor repairs and maintenance. The federal government as owners are responsible for major repairs.

### **Neighborhood Programs (Neighborhood watch and Citizens on Patrol)**

- Development and implementation of Neighborhood Disaster Plan.
- Establish Neighborhood Command Posts as a base of operations to serve as a neighborhood information centre and communicate information to the EOC or ESS Reception centre.
- Conduct initial sweep of neighborhoods and complete damage assessment surveys.

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<sup>8</sup> Harbor Authority Association of BC Website < <http://www.haa.bc.ca/index.php> > Accessed 3 Sept 2013.



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- Provide hazard mitigation (ie turning off damaged utilities, fire safety and suppression, debris clearing).
- Set up first aid station; identify available medical resources, collect and transport injured.
- Conduct search of damaged building, rescuing trapped victims, mark dangerous buildings.
- Provide temporary shelter to homeless and liaise with ESS to obtain necessary services.

### **Ministry of Health & Public Health** (Provincial Health Service Authority and Vancouver Island Health Authority)

- Develop and implementation of Agency Disaster Plan.
- Coordinate ambulance services and triage, treatment, transportation and care of casualties.
- Provide continuity of care for patients evacuated from hospital or other health institutions and for medically dependant patient from other care facilities.
- Assist when the number of patients received or to be received, exceeds the capabilities of the existing local staff.
- Provide standard medical units consisting of emergency hospitals, advanced treatment centres, casualty collection units and blood donor packs.
- Monitor potable water supplies & water quality.
- Inspect and regulate food quality with the assistance of the Minister of Agriculture.
- Epidemic, disease control and immunization program services.
- Provide support services for physically challenged or medically disabled people affected by the emergency.
- Provide critical incident stress debriefing and counselling.

### **BC Coroners Service**

- Provide personnel to attend the scene and assume responsibility for the removal of human remains.
- Identify temporary morgues & provide body bags or disaster pouches.
- Provide transportation of remains to designated locations.
- Coordinate determination of cause and manner of death.
- Identification of the dead.
- Mass fatality planning.
- Completion of Coroner's Medical Certificate of Death.

## **2.4 Volunteer Management**

### **Utilization of Volunteers**

The achievement of the goal of the Emergency Program is best served by the active participation of citizens of the community. To this end, the program accepts and encourages the involvement of volunteers with the District of Sooke Emergency Program and within all appropriate activities. Volunteer opportunities at the District of Sooke include Search & Rescue, Emergency Support Services, Neighborhood Watch and volunteer Fire Fighting.



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### Purpose of Volunteer Policies

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

### Definition of Volunteer

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

### Service at the Discretion of the Emergency Program

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

### Scope of Volunteer Involvement

Volunteers may be employed in all activities and serve at all levels of the Emergency Program including Emergency Support Services, Neighborhood Program, Citizens on Patrol, (COPS), Search and Rescue and Emergency Communication Team. Volunteers will not, however, be used to carry out work normally performed by local government employees.

### Conflict of Interest

Volunteers are required to conduct themselves in a manner, which assures that a conflict of interest, whether personal, philosophical or financial, does not exist or appear to exist. Volunteers are expected to discuss potential conflict of interest situation with their component coordinator to decide if the conflict is actual or perceived.

### Representation of the Agency

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

### Confidentiality

Volunteers are responsible for maintaining the confidentiality of all proprietary or privileged information to which they are exposed while serving as a volunteer, whether this information involves a single staff, volunteer, client, or other person or involves overall Emergency Program business. All volunteers will have completed a Criminal Records Check prior to being employed as a volunteer. Failure to maintain confidentiality may result in termination of the volunteer's relationship with the Emergency Program or other corrective action.





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### Dress Code

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

### Volunteer / Staff Relationships

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

### Lines of Communication / Access to Information

Volunteers are entitled to necessary information pertinent of their work assignments.

Lines of communication should operate in both directions, and should exist both formally and informally.

Volunteers will be consulted regarding all decisions, which would substantially affect the performance of their duties.

### Position Descriptions

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

### Recruitment

Volunteers will be recruited by the Emergency Program on a pro-active basis, with the intent of broadening and expanding volunteer involvement in the community. Volunteers will be recruited through either an interest in a specific role or through a general interest, which may be later matched with a specific role. Volunteers will be recruited on the basis of skill, experience and qualifications.

### Emergency Management BC (formerly PEP) Liaison

Emergency Program volunteers will be registered with Emergency Management BC, who provides Workers' Compensation Board (WCB) and Liability Insurance coverage during pre-approved training and response.

### Indemnification and Insurance

Emergency Program volunteers are included in blanket liability coverage when working in a registered and approved capacity for the District of Sooke. The following conditions could result in protection being removed:

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



### 2.5 Personal Preparedness

#### Expectations of District of Sooke Staff During a Disaster

The first priority during a disaster is to ensure your family is safe. Having a family emergency plan will help to ensure you and your family are prepared. A disaster may make communications inoperable, so the DoS may not be able to contact you to return to work. Listen to the radio (CFAX or CBC) for information and directions.

If it is apparent that there has been some sort emergency, contact or return to the DoS municipal offices as soon as possible, to assist with the emergency response efforts. Your prompt return to work may enable other staff members who were at work at the time of the emergency, to leave to check on their families. If required, bring your family and pets with you to the workplace, so that you are confident your family is safe while you are at work. Provisions have been made to care for DoS families during an emergency response.

#### Grab & Go bags

As an emergency management and EOC responder, your personal comfort and well-being is essential during a disaster. Compiling a Grab-n-Go bag will ensure that you will have peace of mind and items to be self-sufficient for 24 hours. These items may be stored at your worksite or in your vehicle if you drive to work, to ensure you have these provisions at all times.

#### Suggested Items

- Battery or Wind-up flashlight/radio
- Personal medications\first aid kit
- Personnel items (eye glass, toiletries, feminine hygiene)
- Walking shoes
- Change of clothes
- Water bottle & water
- Snack (granola bars, tuna & crackers, etc.)
- Personal papers (identification, out of town contact numbers, family emergency plan)



### 3.0 EVACUATION

When it is determined that an evacuation is required the notification must be timely. Additionally, it must be precise in content and given in an authoritative manner. When conveying the warning, attention must be paid to the fact that while the Emergency Operations Centre's main concern in an emergency is the preservation of life; those displaced from their home may be experiencing no small amount of inconvenience, anxiety and fear.

For more detailed information about evacuation, sample templates and forms for evacuation and response, see the Evacuation Operational Guidelines 2009, produced by the Provincial Emergency Program, Emergency Management British Columbia, Ministry of Public Safety & Solicitor General, reproduced in Appendix 1C.

Emergency Management BC provides the following advice to Residents for preparing for an evacuation:

- Residents in high risk areas should listen to the local media and follow the instructions of local emergency and transportation officials;
- Prepare ahead by organizing an emergency supply kit, (ie. a Grab-and Go kit), with necessary prescription medications, personal toiletries, a change of clothing, insurance papers and other important documents;
- If you are evacuated, local officials will provide you with information about the location of a reception centre. You are encouraged to register all family members at the reception centre so, emergency responders know that you are safe;
- Short term (72 hr) assistance for immediate needs of food, shelter, clothing, family reunification and emotional support will be available at the reception centre; and
- In some incidents, residents are safer to stay indoors, instead of evacuating to another area. Shelter-in-place is recommended for incidents such as a release of toxic gas. When a shelter-in-place is recommended, the DoS may declare a local state of emergency and order persons in hazardous areas to seek shelter and remain indoors until the all clear. A shelter in place order will follow the policies and procedures of an evacuation order as closely as possible.

#### 3.1 Evacuation – Legal Authority

The authority for agencies to close an area and order an evacuation is found in a number of acts and pieces of legislation:

- The Criminal Code of Canada authorizes the RCMP to evacuate buildings or areas for criminal investigation or activities (i.e. hostage taking, bomb threat, etc.);
- The Emergency Program Act, Chapter 111, Section 12<sup>9</sup> allows the local authorities to declare a state of local emergency ;
- The Fire Services Act R.S.B.C. 1996 Chapter 144<sup>10</sup> - The Office of the Fire Commissioner may issue an evacuation order to the public under Section 25 of the Fire Services Act as

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<sup>9</sup> Queen's Printers, Emergency Program Act – Section 10 (1996)

<[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/00\\_96111\\_01](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96111_01)> Accessed 6Sept13.

<sup>10</sup> Queen's Printers, Fire Services Act (1996) <[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/00\\_96144\\_01](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96144_01)> Accessed 6Sept13.



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a transitional tool that can be replaced by a local government evacuation order issued under a declaration of a State of Local Emergency;

- The Fire Safety Act, Chapter 6, 2002<sup>11</sup>;
- Forestry Practices Code of British Columbia Act R.S.B.C. 1998, Chapter 159, Section 85(1)<sup>12</sup> - Ministry of Forests has the authority to conduct a tactical evacuation to get people out of an area quickly due to operational requirements if necessary. These tools are especially valuable in areas where there is no local authority, provincial or federal properties and First Nations requests;
- The Health Act, Chapter 161, Section 60/62 allows the minister or regional health authority to order evacuations that relate to a specific hazard, such as smoke.
- Other Acts have some powers concerning evacuations including: the Wildfire Act, Fire Services Act, Mines Act, Waste Management Act, Workers' Compensation Act, Child Protection Act and Petroleum and Natural Gas Act;
- Information is also available about the Local Government Act under the Community Charter;
- Ministry of Public Safety and Solicitor General Provincial Emergency Program June 14, 2005, Section 9 allows the Minister to declare a provincial state of emergency for any part of the province.

### 3.2 Evacuation Plan

After the Site Incident Command Post is established and the need for evacuation becomes apparent, an evacuation plan should be formulated. The initial responsibility is issuance of a timely evacuation warning. Urgency, population density, possible evacuation routes, and terrain must be considered when selecting the means to affect the warning.

In most situations, the evacuation plan will incorporate sectoring. This tactic subdivides the evacuated area into sectors and zones. To effect the evacuation warning, fire and police officers should be assigned to subdivisions nearest the actual emergency and then outward until the entire area to be evacuated is covered.

The evacuation plan should include initiatives that may reduce the impact on the evacuees. The type of emergency a community is faced with will determine the amount of time individuals have to prepare; it may be seconds, minutes or hours. In any case, the evacuees should be given prepared and prioritized lists of essential items, either through the media or by emergency services personnel at their door. This will assist them greatly during a time when they have lost the ability to make rational decisions, reduce the impact of the evacuation, and lessen the problems and negativity toward the agencies involved in the decision to evacuate.

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<sup>11</sup>Fire Safety Act, Section 25. (2002). <<http://nslegislature.ca/legc/statutes/firesafe.htm>> Accessed 6Sept13.

<sup>12</sup>Queen's Printers, Forestry Practices Code of BC, Chapter 159 – Section 205 (1998)  
<[http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/00\\_96159\\_01](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96159_01)> Accessed 6Sept13.



Information should include the need to salvage the following during evacuation: warm clothing, prescription medication, specialty medical equipment, eye glasses, hearing aids, prostheses (false teeth, crutches, wheelchairs, etc.) and work clothes (uniforms, work boots, etc.)

Pets are also a high priority to the victim and direction should be provided in this regard.

### 3.3 Evacuation Notification

The means used to effect the warning will, of course, depend upon particular circumstances. If the situation is urgent, police officers and fire fighters will use the public address systems on their vehicles to initiate an immediate notification. Once the sectors are fully notified by the public alarms systems, a follow-up house to house check of the evacuated area will usually be necessary to make certain that all residents are notified.

The public address announcement shall state:

- There is an emergency in the area that could endanger residents.
- People are to evacuate in a \_\_\_\_\_ (northerly/westerly) direction only.
- Evacuees should report to \_\_\_\_\_ (evacuation centre) for information and registration. Listen to the local radio station for further information.

The Emergency Operations Centre's responsibility has been fulfilled upon notifying persons of the danger. It would be questionable judgement to force occupants from their residences when, after being notified, they state their wishes to remain and protect property from fire and flood damage. Additional verbal persuasion should be employed when a life-endangering situation is imminent. If this tactic proves unsuccessful, the officers should obtain the name and address from the person and forward this information to the EOC as soon as possible.

Ideally, there will be enough time for radio and television stations to broadcast the required information on local radio stations. If possible, the warning should be distributed in writing. Such warning could include pertinent information such as:

- Type of evacuation (voluntary/mandatory);
- Best available route(s) out of the area;
- Location of evacuation centres, if established;
- Anticipated duration of the emergency;
- Time remaining before the situation becomes critical.

### 3.4 Evacuation Stages

A consistent format and process will be used to alert the population at risk of potential need for evacuation. There are three key stages in the evacuation process.



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### Stage 1: Evacuation ALERT

An evacuation Alert is defined by Emergency Management BC as a warning issued by local authorities about an imminent threat to life and property and people in the defined area should be ready to leave on short notice.

The Evacuation Alert may allow for the population at risk to begin an orderly preparation to voluntarily leave the affected area, within a specified time frame. However, the reality of the situation may require immediate action with very short notice. Note: In some instances an Evacuation Notice or Order is immediate and no evacuation Alert is given.

The Emergency Support Services teams should also be alerted to the possible need for activation of a reception centre to accept and assist the evacuated population.

### Stage 2: Evacuation ORDER (or Notice)

When an Evacuation Order is issued by the local authority, people should leave the area immediately. The population at risk is ordered to evacuate the area specified in a formal written order. This order does not allow for any discretionary decision on the part of the population at risk.

A statement must be included in all bulletins, pamphlets, warnings and orders that makes it clear to all that, while the evacuation order is in effect, the area in question will have controlled access and that a pass may be required to regain access to the area.

An Evacuation Order will only be issued by authorities in response to the imminent danger and potential of loss of life or injury to the population at risk in the affected area. These notices are issued in the interest of LIFE SAFETY. Members of the RCMP, Local Fire Departments, and the Local Authorities may be involved in expediting that action through door-to-door contact, the electronic media, etc.

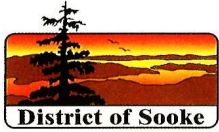
### Stage 3: Evacuation Rescind (or All Clear)

When the Evacuation Rescind is announced, people under an evacuation order may return. The population at risk is allowed to return to the area previously evacuated, having been advised that the danger has passed.

There is the possibility that the danger may re-manifest itself and the evacuation notification might need to be re-issued. An Evacuation Order or Alert may be reinstated by the local authority if the threat returns.

## **3.5 Evacuation Levels**

Level One: A Level One evacuation will be accomplished by the on-scene emergency services, (ie. small residential fires, chemical spills, etc.). Persons will normally make their own arrangement and stay with friends, relatives or neighbours. Emergency services on the scene shall keep record of names, addresses and telephone numbers of where these peoples may be located.



**Level Two:** Involves greater numbers of people displaced due to a large fire, flood, hazmat spill etc., or persons evacuated who have no place to stay and require assistance. This will require involvement of other agencies, (ie Emergency Support Services), for assistance, registration and placement. Coordination of services by the Emergency Program Coordinator and/or an Emergency Operations Centre is required.

**Level Three:** A disaster causing large-scale evacuation, (ie large scale flooding), requiring overall coordination of direction will be provided through the establishment of the EOC. Operational control will be established through the on scene incident command post, supported by the EOC.

### 3.6 Evacuation Centres

Several evacuation and Emergency Support Services Reception Centres have been predetermined. The particular centre to be activated will be determined by the Emergency Operations Coordinator and Emergency Social Services Director based on:

- a) Proximity to a localized emergency;
- b) Travel routes from a localized emergency;
- c) Safety of the area; and
- d) Number of people evacuated.

The possible District of Sooke reception centres include the following:

- District of Sooke Community Hall
- Edward Milne High School (for East region of if the Sooke Bridge is impassible)
- Metchosin Community Hall

In the event that the disaster is region-wide and of a severe nature that transportation and other facilities are disrupted, all local Emergency Support Services Reception Centres will be activated to provide information and assistance. Emergency Support Services and Amateur Radio personnel will be located at these facilities to provide communication and other services for the area.

Generally, press releases and announcements regarding reception centre locations should only be made after ample time has been allowed for personnel to arrive, open, and staff the location. If time does not permit, evacuees should be directed to an "initial evacuation point" or "muster location" and reassigned to a permanent center at a later time. Personnel should immediately be dispatched to this muster location to register evacuees and remain until Emergency Support Services or other personnel arrive and relieve them.

### 3.7 Notification Required for the Use of Schools

To obtain the use of school district facilities, notify the School Board and identify the facilities requested. Ascertain as to how access will be gained.



### **3.8 Evacuee Transportation**

After receiving an evacuation warning, some residents may not have the means available to transport themselves and their families to an evacuation centre. When the need arises, the use of regional district buses, as well as school buses, BC Transit and private busses should be considered.

Debris and other obstructions may impede the movement of vehicles in the evacuated area. Such conditions may require that evacuees board buses on the periphery of the area. Consequently, those giving evacuation warnings should be kept informed of the location where evacuees may assemble to obtain transportation.

### **3.9 Evacuation Animal Control**

The Ministry of Environment has the primary responsibility for the control and welfare of large animals during an evacuation. The Emergency Support Services Team in conjunction with the SPCA will also assist through provision of portable corrals, horse trailers and volunteers.

A large animal population is found collectively in private residences, animal shelters, riding stables and neighborhoods zoned as farming. A disaster or other emergency may result in the release of these frightened and agitated animals. Such situation may endanger the public, interfere with fire or rescue operations and increase public safety, health and sanitation problems. In addition, many animals may be left in homes and require food and water.





### 4.0 BUSINESS CONTINUITY

Once the immediate emergency threat(s) has passed or are being responded to, the focus should turn to recovery of disrupted services, functions, systems and infrastructure. Emergency response involves containment of the event, whereas business continuity involves maintenance and resumption of critical activities and structures.

Business Continuity is a proactive planning process that endeavors to enable critical services or functions to be continually available and delivered to clients. The business continuity plan is intended for use when standard operational procedures and responses are overwhelmed by a disruptive event. It contains measures, arrangements, strategies and procedures necessary to resume critical services until normal business operations are possible (see Appendix 2 – DoS Business Continuity Plan). A Disaster Recovery Plan deals specifically with information technology recovery after an interruption.

Public Safety Canada<sup>13</sup> has established five key components of a business continuity plan.

#### 1. Business Continuity Governance & Activation Process

The DoS has an Emergency Planning Committee that is tasked with ensuring there are robust emergency response and business continuity preparations. Appendix 1, 2 & 3 provide the reader with quick and easy-to-follow, step by step instructions for emergency response and business continuity.

- Appendix 1A provides an overview flowchart of the emergency response and recovery process and directs the user to activate the following when required:
  - All Hazard Response Checklist (Appendix 1B);
  - Evacuation Steps Flowchart (Appendix 1C); and
  - Business Continuity Plan (Business Impact Analysis- Appendix 2)
- Appendix 1B provides an All Hazard Response Checklist that indicates when to utilize the BCP information provided in Appendix 2 and the DoS Departmental/Partner Profiles in Appendix 3.

#### 2. Business Impact Analysis (BIA)

The purpose of the Business Impact Analysis is to:

- identify and evaluate the organization's mandate and business processes;
- identify critical activities (services & functions) and/or infrastructure (systems & buildings);
- rank the order of priority for continuity or rapid recovery;
- identify internal and external impacts of disruption; and
- provide the foundation for development of recovery strategies.

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<sup>13</sup> Public Safety Canada, *A Guide to Business Continuity Planning*, <<http://www.publ:icsafety.gc.ca/prgaccessed 2 Sept 2013 /em/gds/bcp-eng.aspx>>. Accessed 4 Sept 2013.



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The Business Impact Analysis located in Appendix 2, is a prioritized listing and analysis of the DoS's and Partner activities and infrastructure. The priority of a disruption to the activities and infrastructure are based on potential loss of revenue, time recovery and severity of impact. Minimum service levels, recovery point objectives and recovery time objectives have been considered.

The key to successful business continuity is to mitigate and/or repair disruptions based on their priority need. The DoS Business Continuity Plan document is composed of a business impact analysis table which lists all the normal activities (function and services) of each DoS department, utility and partner, as well as the normal infrastructure (systems and buildings). Each entry is prioritized as one of the following:

- Key Critical – The highest priority department activity or infrastructure which must be maintained at normal capacity. These are complex priorities that may require a detailed procedure to assist with resumption of the disruption.
- Critical – A department activity or infrastructure that must be delivered to ensure survival, avoid causing injury and meet legal or other obligations of an organization. Usual frequency of the service must be maintained.
- Mandatory – Activity or infrastructure must continue, but with altered frequency. This may involve increased or decreased frequency.
- Optional – Activity or infrastructure may be discontinued during the incident/event.
- Not Applicable – Activity or infrastructure will not be provided during the incident/event.

### 3. Plans, Measures and Arrangements for Business Continuity

Also included in Appendix 2 are listings of existing capabilities, options and alternate facilities to ensure critical activities and infrastructure are delivered at a minimum level within tolerable down times. In addition, the companion document "*DoS Emergency Operations Centre Manual*" has been developed to support response and recovery efforts.

The Business Continuity Plan should also include identification of necessary resources to support business continuity, as there may be situations where a contingency or mitigation option/strategy for a particular activity or structure has not been identified in the Business Continuity Plan. In these cases, a method to correct or mitigate the disruption will need to be identified in the moment of the incident. To assist with contingency brainstorming, refer to *Appendix 3 – Department/Partner Profiles*. The "Profiles" include summary information about the function and services provided, staffing models, key vendors, re-deployment options, evacuation locations and key equipment and supplies for all District of Sooke Departments and external partners. In addition to the profile, each department/partner has identified critical forms, policy and procedure.



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### 4. Readiness Procedures

A competency based employee orientation/training package (hardcopy and CD) is provided with this *District of Sooke Emergency Response & Business Continuity Plan*. The orientation package integrates information about personal preparedness and the District of Sooke's (DoS) emergency operations centre, emergency response plan and business continuity plan.

### 5. Quality Assurances Techniques (exercise, maintenance of plan and audits)

A review of disaster planning should be completed after an incident and/or when there are changes to the core business, legislation, operations or business location. As a minimum, a disaster plan review and revision should be conducted annually. A *Disaster & Emergency Management Plan – Ten Step Self-Assessment Checklist* has been included in Appendix 9, to make it easier to do the annual review of the *DoS Hazard, Risk & Vulnerability Analysis* (Appendix 6) and the *DoS Emergency Response & Business Continuity Plan*.

## 5.0 PUBLIC INFORMATION

In an emergency or disaster, the provision of timely, accurate, authorized information that will help residents, the general public, the media, CRD and Municipal staff and other government agencies cope with the incident is essential. The pre and post emergency role of the Public Information Team is to help increase public awareness about emergency preparedness, and to train/exercise staff to deal with either region wide or local incidents. The Public Information Team may be responsible for two closely related functions — the Media Centre and the Public Inquiry Centre. When the DoS EOC is activated, the leader of the Public Information Team is assigned to the Information Officer role.

The role of the Public Information Team during an emergency is to:

1. Liaise with various groups in and outside the Emergency Operations Centre — EOC Commander, Planning and Operations and external partners to gather information;
2. Prepare and execute communications strategies for the EOC;
3. Respond to all media inquiries and public inquiries;
4. Organize news conferences, interviews, site tours for the media and /or elected officials, news releases, Public Service Announcements (PSA's), fact sheets, and maintains a web site to disseminate information to the media and the public;
5. Deploys spokesperson(s) in the field and/or at the Emergency Operations Centre (EOC) to act as the voice of the Emergency Operations Centre (EOC) in giving information to the media/general public (see *DoS EOC Manual Appendix 2 -Information Officer checklist*);
6. Gathers information from the field through one or more Public Information Officers;
7. Monitors media coverage; and
8. Accredits media.



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