Emergency Preparedness Service

2019 Work Plan

EMERGENCY PREPAREDNESS SERVICE

Chris Marsh, Manager of Emergency Programs
Service Number 012
As of January 23, 2019
Emergency Preparedness Service

2019 Work Plan

Service Name: Emergency Preparedness

Service Number: 012

Committee Having Jurisdiction: Board of Directors – Protective Services Committee

General Manager/Manager Responsible:
James Chandler, General Manager Operations / DCAO
Chris Marsh, Manager of Emergency Programs reporting to Dan Derby, Regional Fire Chief

Description of Service:
The Emergency Preparedness Service has been established to provide an integrated and effective approach to emergency preparedness, response, recovery and mitigation within all municipalities and electoral areas of the Regional District of Kootenay Boundary (RDKB). An Emergency Management Program Agreement has been implemented to facilitate the cooperation between the Regional District and participating municipalities. The Agreement outlines the process by which resources are shared and how joint or regional Emergency Operation Centers are established. Under the agreement, everyone adheres to one Regional Emergency Plan (the Plan).

The Plan provides the policies and procedures as the framework to guide Regional District activities before, during and after an emergency event. The Plan is based on the BC Emergency Management System and is intended to meet the requirements of all applicable provincial legislation and regulations. The RDKB works cooperatively with other internal and external emergency plan holders, agency partners and emergency responders to ensure a state of readiness should an emergency or disaster occur. In addition to reviewing the Plan and its policies and procedures on an on-going basis, staff participate in annual training and exercises to further advance the ability of the RDKB and partner municipalities to effectively coordinate response to any emergency or disaster that occurs.
within the Region. Additionally, individuals and families within the Regional District must also take the necessary steps to prepare for emergencies and disasters.

A strong, well-resourced and well-supported Emergency Preparedness Service will ensure that the RDKB’s response to, resiliency during, and recovery from emergency events within the District will be greatly enhanced.

Establishing Authority:

Section 332, Local Government Act, RSBC 2015 (formerly Section 796, LGA, RSBC 1996, ch. 323)


Bylaw No. 1286 amending Bylaw No. 1256 to include all municipalities within the RDKB, adopted November 24, 2005.

Bylaw No. 1613 RDKB Emergency Planning Service Establishment Amendment Bylaw approving the City of Rossland’s re-entry to the service as a participant.

Requisition Limit: Not Applicable

2018 Requisition / Budgeted Expenditures / Actual Expenditures:
$236,613/ $1,576,855 / $ TBD (high because of flood response costs)

Regulatory or Administrative Bylaws:

Bylaw No. 1312 A bylaw to regulate the RDKB Emergency Management Organization as a service of the RDKB, adopted May 4, 2006.
**Service Area / Participants:** All Electoral Areas and Municipalities within the Regional District.

---

**Service Levels**
Emergency planning, response, mitigation and recovery services.

**Human Resources:**
- General Manager, Operations / DCAO
- Manager of Emergency Programs
- Regional Fire Chief / Fire Dispatch Manager
- Fire & Emergency Services Administrative Assistant

**2018 Events:**
The Boundary flooding of 2018 was the worst flooding in the history of the province of BC. Over 3200 residents were evacuated from their homes, seeking shelter from floodwaters that ranged from 1 in 200 to 1 in 500 year levels. Direct response costs total well over $20 Million and recovery costs are expected to exceed $60 Million dollars. Ongoing recovery efforts include a team of 10 individuals delivering all aspects of recovery operations, from repairs to critical infrastructure to supporting individuals suffering from flood-related mental illness. It goes without saying that all available resources have been applied in 2018 to the response and recovery from this event. Despite the Boundary flooding event, there were other significant EOC responses as well. Other significant 2018 events included:
  - Riverside Drive Landslide – Trail, April 2018
  - Langford and Sayward Creek Flooding - Columbia Gardens, March – May 2018
  - Trail and Gorge Creek Flooding – April 2018
  - China Creek Road Flooding – Genelle – April 2018
• Fruitvale – Kelly and Beaver Creek Flooding – May 2018
• Boundary Flooding – Grand Forks, Christina Lake, Greenwood, Midway, Rock Creek, Westbridge, Beaverdell, Carmi - May – June 2018
• Santa Rosa Wildfire 1 – July 2018
• Lynch Creek, Toronto Creek and Santa Rosa 2 Wildfires – August 2018
• McQuarrie Creek Wildfire – September 2018

Location of McQuarrie Creek Fire, Trail, BC (September 2018)

Trail Creek Flooding, Warfield (April 2018)  Downtown Grand Forks (May 2018)
Significant Issues and Trends:

In general, disasters of increasing frequency and magnitude are impacting BC communities. Two significant flooding seasons concurrent with the two worst wildfire seasons on record have highlighted the need for significant application of resources to emergency management functions within local government.

The hiring of a full time staff member dedicated to the Emergency Preparedness Service (completed in September of 2017) provided much needed support during the EOC activations this past year. However, it is clear, that if that resource is used primarily for responding to events and the associated recovery, there will be no ability to grow and design the emergency program in any sustainable fashion. Recent events have clearly demonstrated that there are two streams of emergency management that the RDKB needs to develop— the policy stream and the operational stream. Where policy indicates a need for program development and documentation, the operational stream relates strictly to response and recovery functions related to emergency events.

With the events that were experienced in 2018, being both flooding and fires, very little advancement was made on the following work plan projects. Due to the impacts of flood recovery planning and resources to our Emergency Preparedness Services, the Manager of Emergency Services is temporarily seconded to the Recovery Management Team. A recruitment to backfill the position and provide essential resource is underway. (This is supported through EMBC and does not impact the RDKB budget). Until such time a successful candidate is hired the projects as presented below will have limited progression. A status update is included with each of the projects and majority of all projects continues to 2019.

Considering the priorities and urgency of key projects and activities preparing for the freshet season in 2019 the following is a list of objectivities that are considered to take precedence and priority over all other tasks until completed:

- Completion of hiring for new full time temporary support position
- Flood Response Plan
- Communication Plan including Emergency Alerting System
- Public education and Community Outreach
- Pet and Livestock Plan
- Regional Emergency Plan Update

It is anticipated that the above listed work will utilise 100% capacity of our existing emergency management staff and including the pending recruitment of the backfill position.
2019 Projects:

Project #1: Update Regional Emergency Plan

Project Description:
The last major revision of the Regional District of Kootenay Boundary Emergency Management Plan was undertaken in 2012, with the original plan being written in 2006. Since that time, there have been several activations of the plan and the Regional Emergency Operations Centre (REOC). Significant wildland interface fires in 2015 within the Regional District were an excellent opportunity to activate the plan and REOC. These activations demonstrated the effectiveness of the plan. However, these activations were also an excellent opportunity to identify opportunities for the enhancement of the Plan. Hazard identification, section enhancement, and an overall review would be advantageous as the Emergency Preparedness Service evolves. It is recommended that a careful and systematic review be undertaken to ensure that the Plan remains capable of handling any and all potential hazards that the Regional District of Kootenay Boundary may face. It is also recommended that enhancements that are introduced during the review are carefully tested through continued training, exercises, and other feedback mechanisms.
Project Timelines and Milestones:

<table>
<thead>
<tr>
<th>2018</th>
<th>Jan</th>
<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>June</th>
<th>July</th>
<th>Aug</th>
<th>Sept</th>
<th>Oct</th>
<th>Nov</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project Scoping</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Literature and Policy Review</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Consultation and Feedback</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan Outline</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan Revisions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Peer Review</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan Approval and Adoption</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Project Risk Factors:**
The project timeline is dependent upon the workload of the Manager of Emergency Programs (such as through the spring freshet season) as well as the availability of feedback providers, peer reviewers and others who will have input and/or workload associated with the Plan.

**Internal Resource Requirements:**
Some assistance may be required to notify internal and external emergency plan holders, agency partners and emergency responders with notification of the updated plan. Effort will be required by the Fire & Emergency Services Administrative Assistant to help format, reproduce and disseminate the updated plan.

**Estimated Cost and Identified Financial Sources:**
Costs will include RDKB staff time and possible use of RDKB vehicles for meetings.

**Relationship to Board Priorities:** It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on good management and governance” & “We will ensure the messages we are delivering within our region are clear and easily understood.”

**November 2018 update:** overall the emergency plan worked well during major events in 2018. This may not be our most critical project. No progress was made on this project in 2018.
**Project #2: Emergency Communications Plan**

**Project Description:**
Many aspects of the response to the Rock Creek and Stickpin wildland interface fires of 2015 were very successful. However, one of the significant after action items that was recommended from these events was the development of an enhanced Emergency Communications Plan (ECP). Development of this plan would greatly assist RDKB staff in enabling best-management practices in regards to both internal and external communications during a major emergency event.

The development of an Emergency Communications Plan will also explore options for an Emergency Alerting System for residents and businesses such as is used in neighbouring regional districts.

**Project Timelines and Milestones:**
To be completed concurrently with #1 above, the review of the Regional Emergency Plan. The ECP would exist as a separate and stand-alone document from the Regional Emergency Plan itself.

**Project Risk Factors:**
The project timeline is dependent upon the workload of the Manager of Emergency Programs (such as through the spring freshet season). The amount of time that the new Corporate Communications Officer can dedicate to this project could affect the timelines of this project.

**Internal Resource Requirements:**
This project will be a joint effort between the Manager of Emergency Programs and the Corporate Communications Officer. Effort will be required by the Fire & Emergency Services Administrative Assistant to help format, reproduce and disseminate the updated plan.

**Estimated Cost and Identified Financial Sources:**
No costs other than RDKB staff time and possible use of RDKB vehicles for meetings.

**Relationship to Board Priorities:**
It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on
good management and governance” & “We will ensure the messages we are delivering within our region are clear and easily understood.”

**November 2018 update:** Significant work was undertaken to identify an appropriate vendor to supply an emergency notification system. This portion of the above project is ready for delivery with Board approval. Other aspects of the communications plan have been developed, or will be developed as a result of Flood Response Plan work that will be undertaken in advance of freshet 2019.
Project #3: Pet & Livestock Plan

Project Description:
A further recommendation that resulted from the Rock Creek and Stickpin wildland interface fires in 2015 was the need to continue the development of a well-defined Pet and Livestock Plan (PLP). Managing pets and livestock during large and complex emergency events is made simpler if plans and relationships are already in place. As well, it is helpful to undertake preplanning such as the identification of suitable livestock and pet reception facilities, agencies which can assist, and resources that are available.

Project Timelines and Milestones:
To be completed concurrently with #1 above, the review of the Regional Emergency Plan. However, the PLP will exist as a separate and stand-alone document from the Regional Emergency Plan itself.

Project Risk Factors:
The project timeline is dependent upon the workload of the Manager of Emergency Programs (such as through the spring freshet season).

This project will build upon existing relationships with various stake holders involved in animal welfare (such as the Ministry of Agriculture), and their availability to provide feedback and to engage in a plan review process could impact the project.
Internal Resource Requirements:
The bulk of the effort needed to complete this project will be provided by the Manager of Emergency Programs. Some staff time may be required by the Fire & Emergency Services Administrative Assistant to help format, reproduce and disseminate the updated plan.

Estimated Cost and Identified Financial Sources:
No costs other than RDKB staff time and possible use of RDKB vehicles for meetings.

Relationship to Board Priorities:
It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on good management and governance” & “We will ensure the messages we are delivering within our region are clear and easily understood.”

November 2018 update: Very little progress was made on this project in 2018. Through the Boundary flooding event in spring of 2018, resources and documentation have been identified that should see this project be much easier, and it is likely to be completed in 2019 with appropriate resources.
Project #4: Build Community / Agency Relationships

Project Description:
The addition of a new dedicated Manager of Emergency Programs (as of September 2017) provides an opportunity to further enhance relationships between the Emergency Preparedness Service and a variety of stakeholders. As well, relationship building is an on-going priority aspect of any successful emergency management program. Time spent enhancing interagency relationships is returned ten-fold when those interactions are tested during an emergency event.

Having robust and resilient pre-existing relationships between agencies and organizations, who will need to work together during complex emergency events, will lead to better outcomes for area residents in the event of a major emergency disaster within the RDKB.

Project Timelines and Milestones:
Ongoing throughout the year.

Project Risk Factors:
Lack of community and agency outreach leads to missed opportunities and liabilities during emergency events, so not pursuing these opportunities may negatively impact the long term success of the Emergency Preparedness Service.

Internal Resource Requirements:
Staff time by the Manager of Emergency Programs, the Corporate Communications Officer and the Kootenay Boundary Regional Fire Rescue Fire Chief.

Estimated Cost and Identified Financial Sources:
No costs other than RDKB staff time and possible use of RDKB vehicles for meetings.

Relationship to Board Priorities:
It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on good management and governance” & “We will ensure the messages we are delivering within our region are clear and easily understood.”

November 2018 update: Significant progress was made on this project in 2018. Emergency Services Committee meetings were held in the spring of 2018 in both Trail and Grand Forks. New committee members were identified and an email group list was developed. Through numerous activations, the EOC developed strong working relationships with many other levels of government, utilities, stakeholders, NGO’s, public safety agencies and all manner of local community support organizations.
The emergency service participated in several exercises and debriefs and at each opportunity, critical relationships were developed.
Project #5: Public Education and Community Outreach

Project Description:
This project seeks to define the level of engagement and outreach that the community and the RDKB wish to have in regards to public education and community outreach.

The Emergency Preparedness Service would benefit from Board consideration of a desired strategic direction, and the expected level and type of outreach which would best benefit the residents of the RDKB. To that end, the Manager of Emergency Programs will develop a report with options and recommendations for public education and outreach within the RDKB.

Public outreach and education can include, but is not limited to:
- Open houses, seminars and town hall meetings;
- Outreach via pamphlets, letters and other printed materials, either mailed or available for pick-up;
- Various forms of social media interactions;
- Public alerting systems, via text, email or other, that alert residents to significant situations or events that are underway or anticipated.

Project Timelines and Milestones:
This project will be initiated in 2018 with the scoping design phases, and continue through 2019 and beyond as an ongoing service to RDKB residents.

<table>
<thead>
<tr>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Month</td>
<td>J</td>
</tr>
<tr>
<td>PROJECT SCOPING</td>
<td></td>
</tr>
<tr>
<td>CREATE OPTIONS REPORT</td>
<td></td>
</tr>
<tr>
<td>BOARD REVIEW OF OPTIONS REPORT AND PATH FORWARD</td>
<td></td>
</tr>
</tbody>
</table>
**Project Risk Factors:**
Undertaking an appropriate community outreach and education program will help increase the resiliency and recovery ability of residents and businesses within the RDKB. However, there are many ways to undertake community outreach, each with different advantages, costs and potential outcomes.

Previous outreach attempts have, at times, seen relatively little uptake by area residents.

**Internal Resource Requirements:**
The bulk of effort will be undertaken by the Manager of Emergency Programs. Assistance from the Corporate Communications Officer and the Fire & Emergency Services Administrative Assistant will help ensure the success of the project.

**Estimated Cost and Identified Financial Sources:**
Initially, there will be no costs other than RDKB staff time and possible use of RDKB vehicles for meetings.

Should there be a desire to proceed with producing outreach materials, hosting open houses, or to pursue a public messaging system, there would be costs associated with those projects. Once a strategic direction is determined, more defined costs and deliverables around program delivery can be identified.

**Relationship to Board Priorities:**
It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on good management and governance”, “We will ensure we are proactive and responsible in funding our services”, and “We will ensure the messages we are delivering within our region are clear and easily understood.”
**November 2018 update:** Very little progress was made on this project in 2018. The service did participate in meetings, workshops and conferences related primarily to flooding. That being said, significant outreach work will need to happen in the future to help guide:

- Wildfire awareness and FireSmart principals
- Flood awareness and avenues to protect homes
- General emergency preparedness.
**Project 6: Asset Management Planning**

**Project Description:**
Participation in the corporate-wide asset management planning process.

**Project Timelines and Milestones:** Throughout 2018.

**Project Risk Factors:**
Departmental work will be guided by external sources (Corporate/Board plans for completion of Asset Management Plan)

**Internal Resource Requirements:**
Asset management planning work will require significant input, direction and assistance from RDKB administrative staff. The corporate asset management plan is being led by the Finance Department, with participation by all other departments.

**Estimated Cost and Identified Financial Sources:** N/A

**Relationship to Board Priorities:**
It meets the strategic priorities of the RDKB’s strategic plan which is “We will continue to focus on good management and governance” & “We will ensure we are proactive and responsible in funding our services”.

There is no consideration or planned work for this project with current resources in 2019.
Additional Identified Potential Projects:

As the above mentioned projects evolve and are completed, additional projects may be initiated. It is not anticipated that these projects will be able to be undertaken without additional resources in 2019, even with the backfill of the Emergency Manager position. These projects, if the above work plan can’t be completed in 2019, will be considered for the 2020 work plan. Some of these may include the following, as per Board direction and program need:

- RDKB First Responder Radio Communications System Evaluation
- Flood Fighting Trailer Grant Request
- Update flood plain mapping for entire RDKB
- Have address points placed on actual home locations in RDKB GIS property layer
- Analysis and recommendation of best practices re: emergency evacuations
- Analysis of emergency evacuation routes and alternatives
- Development of an RDKB – wide community wildfire risk and prevention plan
- Development of an RDKB-specific FireSmart for homeowners plan
- Analysis of the rapid damage assessment process used in 2018, identify best practices
- Development of a stand-alone EOC for Grand Forks
- Pre-positioning emergency management supplies across the Boundary region
- Development of a common IT operating platform for EOC operations
Remaining Board Action Items:

<table>
<thead>
<tr>
<th>Initiation Date</th>
<th>Action / Issue</th>
<th>Staff Resources</th>
<th>Comments</th>
</tr>
</thead>
</table>
| Jan 2017        | Project Funding:  
Any available surplus funds should be allocated towards undone projects which  
include the completion of a review and update of the Regional Emergency Plan,  
an Emergency Communications Plan, a Pet and Livestock Plan, and an update to  
the emergency planning manuals and documentation.  
Staff will investigate all options and opportunities in dedicating available  
surplus funds towards the unfinished projects and to prepare a report being  
presented to the COW – Protective Services at a future meeting before any  
funds are spent. | Emergency Management Staff       | These projects are included in the 2019 Work Plan for the service. Staff will be considering options for completion of these projects as part of the annual budget development process (contracting project vs. completing projects in-house). |
| Apr. 2017       | A discussion regarding the development of a guideline or policy on the role of the  
RDKB during community disaster recovery will be referred to the COW-Protective Services. | Emergency Management Staff       |                                                                                                                                         |