

# City of Nanaimo Emergency Management Plan



City of Nanaimo  
Emergency Management

10/4/2024

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## AMENDMENT RECORD

This Emergency Management Plan is a living document that will be revised and updated as required. This current version replaces the 2018 *Emergency Response Plan*, reflecting recent updates to provincial legislation governing such plans. The Emergency Program is responsible for the distribution, and maintenance of this Plan. It is intended that the Plan be updated every two years at minimum. All users should notify the Emergency Program Manager of errors or omissions. These notifications will be reviewed and incorporated during regular reviews. Revisions will be distributed as they are issued and each copy of the manual must show the date of its latest revision.

### RECORD OF REVISIONS

Version	Date	Remarks	By
ERP 1.0	2015-OCT	Update	Karen Lindsay
ERP 2.0	2018-JAN	Reformat layout	Bill Sims
ERP 3.0	2018-FEB	Update, additional information	Karen Lindsay
EMP 1.0	2024-Oct	Overhaul update to Emergency Management Plan	Evan Lloyd

### DISTRIBUTION LIST

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## 1 INTRODUCTION

In British Columbia and across Canada, each level of government is responsible for emergency management planning to account for public safety. The City of Nanaimo (the City) maintains an Emergency Management Program to meet its legislated responsibilities to account for public safety by identifying, mitigating, preparing for, responding to and recovering from significant emergency or disaster situations that may arise. This document describes this program and covers the legislated responsibility of the City to identify, mitigate, plan for and respond to hazards and emergency situations that may impact the people, property or infrastructure of the City.

### 1.1 PURPOSE & SCOPE

This Plan describes the authority, responsibilities and concepts that comprise the City of Nanaimo's Emergency Management Program. The organizational structures, terminology, and processes of this program are also described. These concepts allow the city to ascribe to an all-hazards approach when dealing with significant emergencies or disaster situations and represent recommended best practices reflecting the requirements of the British Columbia Emergency Management System (BCEMS).

### 1.2 CONTEXT

The City of Nanaimo is located on the east side of Vancouver Island, slightly north of 49 degrees latitude, encompassed by the traditional territory of the Snuneymuxw First Nation. The city covers an area of 88 square kilometers with a population of approximately 100,000 residents.

Nanaimo is served by emergency response agencies including Nanaimo Fire and Rescue Services (NFRS) operating five fire stations within the city, policing provided by a regional detachment of the RCMP and two basic life support ambulance stations operated by BC Emergency Health Services (BCEHS). Nanaimo Regional General Hospital (NRGH) is a 409-bed acute care facility located within the city.

The city also operates several vital infrastructure systems, including a water collection and distribution system that provides water to the entire city and some neighbouring communities. Electricity is supplied by seven generating stations on Vancouver Island as well as by submarine cables from the mainland. Natural gas is supplied through a system operated by Fortis Gas.

The City is a major regional transportation hub, served by several regional transportation systems and routes. BC Ferries provides vehicle access to the mainland via their Departure Bay and Duke Point ferry terminals. Hullo ferries provides passenger-only service directly to downtown Vancouver. Harbour Air and Helijet each operate daily flights out of Nanaimo Harbour, flying to locations throughout the region. Two major air carriers operate out of Nanaimo Airport, located south of the city. Highways 1, 19 and 19A transect the City of Nanaimo.

### 1.3 HAZARD IDENTIFICATION AND ASSESSMENT

The City is exposed to a variety of hazards that may cause major emergencies or disasters. Understanding the hazard landscape is vital to the Emergency Program and is also a requirement under the new provincial legislation governing emergency management: "a local authority must (a) prepare and maintain a risk assessment with respect to the hazards in the area within the jurisdiction of the local authority". In 2014 the City conducted a Hazard Risk and Vulnerability Assessment (HRVA) to determine the local hazards and rank the city's risk to these. The findings are summarized in Table 1 below.

Table 1 – 2014 HRVA Matrix

		Legend	Low	Medium	High
		(n) – Natural Hazard		(m) – Man Made Hazard	
PROBABILITY	4		(m) – Mental Health Issues	(m) – Marine (m) – MVA (n) - Fire	
	3		(n) – Drought (n) – Flooding (n) – Landslide/Debris Flow (n) - Wildfire (m) – Social Disturbances (m) – Mine Shaft Failures	(n) – Severe Weather (m) – Power Outage (m) – Aircraft (m) – Security – Terrorism (m) – Explosions (m) – Telecommunications Failure	(m) – Rail (n) – Seismic (m) – Hazmat
	2			(m) – Structural Collapse	(n) – Epidemic (m) – Dam Failures
	1				
	-	1	2	3	4
		CONSEQUENCE			

The 2014 HRVA determined that the highest risk hazards were seismic events, municipal structural fires, rail/marine or multi-vehicle accidents and hazardous material spills. Given the passage of time, the 2014 HRVA is due for updating. In 2023 the City applied for and was awarded provincial grant funding to conduct a new Climate Hazard Assessment under the Community Emergency Preparedness Fund, administered by the Union of BC Municipalities on behalf of the Ministry of Emergency Management and Climate Readiness (EMCR). This project is currently underway and scheduled to be completed by June 2025. It is limited to assessing climate-driven hazards and so further assessment of non-climate hazards, along with vulnerability assessment of the built environment and of the community will be required to complete a fully updated HRVA in the future.

## 2 LEGISLATIVE RESPONSIBILITY

### 2.1 LEGAL AUTHORITY AND LEGISLATION

In British Columbia, the mandate to account for public safety is shared between

The City of Nanaimo’s legal authority and responsibility for conducting emergency management comes from the following legislation:

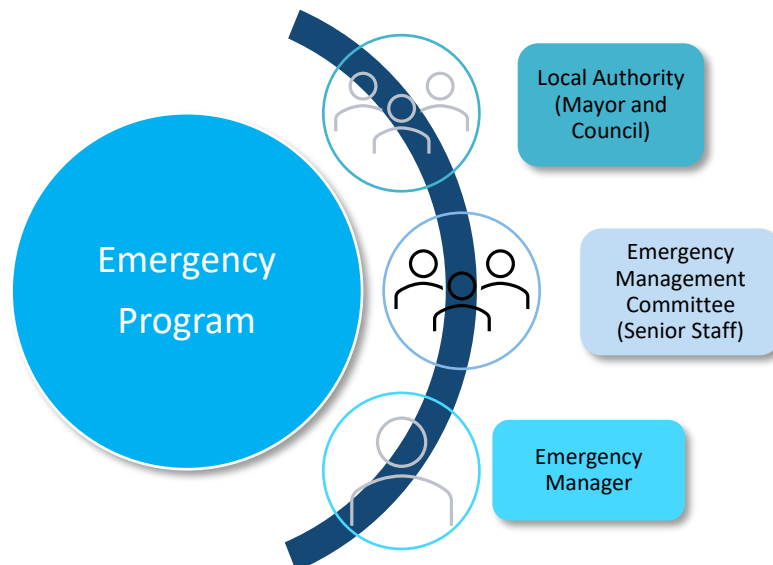
- Emergency Management Act (Canada) [link](#)
- Emergency and Disaster Management Act (British Columbia) [link](#)
- Emergency Program Management Regulation (British Columbia) [link](#) (update due in 2025)
- Local Authority Emergency Management Regulation (British Columbia) [link](#)
- Nanaimo Emergency Program Bylaw 2014 No 7202 [link](#)

Collectively this legislation lays out that the City of Nanaimo, as a Local Authority, is the primary governing body responsible for identifying hazards, responding to, mitigating, preparing for and recovering from major emergencies and disasters that could result from hazards and impact public safety or property in its area of jurisdiction. In particular, the BC *Emergency and Disaster Management Act* (EDMA) requires Local Authorities to have an internal organization that manages emergency management and maintain an Emergency Response Plan which describes this organization and how the city will manage major emergencies to account for public safety and infrastructure. The contents of this plan fulfil the city’s requirements under this body of legislation. City Bylaw 7202 directs staff to create and maintain this plan, as a key component of the Emergency Program.

### 2.2 EMERGENCY MANAGEMENT ORGANIZATION

This City’s Emergency Program is comprised of three entities. The first is the Local Authority itself which is represented by the Mayor and Council, to whom staff report and take direction. The second entity is the Emergency Management Committee which is a body comprised of senior city staff leadership who provide guidance and oversight to the program. The third entity is the role of the Emergency Program Manager, which is a staff role responsible for the day-to-day functioning of the Program so that it is best able to achieve its mandate to provide an emergency program.

Figure 1 – City of Nanaimo Emergency Program Structure





## 2.3 DECLARING A STATE OF LOCAL EMERGENCY

Part 6 (1) of the 2023 *Emergency and Disaster Management Act* (EDMA) allows local authority or head of a Local Authority (Municipal Council or Mayor) to declare a State of Local Emergency (SOLE) if extraordinary powers are required to deal with the effects of an emergency or disaster.

Steps to be considered:

1. The local authority must be satisfied that an emergency exists or is imminent.
2. Declarations must be made:
  - a. By bylaw or resolution if made by a Local Authority, e.g. Municipal council or Board of Directors of a Regional District that has powers granted under the Act.
3. By order, if made by the head of the local authority, e.g. Mayor or Regional District. An order is the most common mechanism used, since most situations do not allow sufficient time to complete the procedures required to establish a local government bylaw or resolution. An order can only be issued by the head of a local authority. In the case of the municipality, the head is the mayor (or designate).
4. Before issuing a Declaration by order, the Mayor or Chair must use their best efforts to obtain the consent of the other members of Council or Board to the Declaration.
5. As soon as practical after issuing a Declaration order, the Mayor or Regional District Chair must convene a meeting of Council and/or board to assist in supporting response to the emergency.
6. The Declaration of State of Local Emergency form must identify the nature of the emergency and where it exists or is imminent. The Mayor or Chair, immediately after making a Declaration of State of Local Emergency, must forward a copy through the EOC of the Declaration to the Minister, and through the EOC publish the contents of the Declaration to the population of the affected area. A coordinated public information communications plan should be available for immediate implementation following the declaration. That multiple methods of communicating evacuation warnings are put in place to ensure that people with communication disabilities are able to receive the message.
7. That the content of the messaging be in plain language and, where possible, with pictures, and larger text to ensure that people with low-literacy are able to understand the message.
8. A State of Local Emergency automatically exists for fourteen (14) days unless cancelled earlier. An extension of a State of Local Emergency beyond fourteen days must have the approval of the Minister. Steps 2, 3, 4 and 5 above must be followed for each 14-day extension.
9. Once it is apparent to the head of the response organization that extraordinary powers are no longer required and that the State of Emergency may be cancelled, they should advise the Mayor or Chair as soon as possible. If the Declaration is cancelled by resolution or order, the Minister must be promptly notified.
10. The Mayor or Chair must cause the details of the termination to be published by a means of communication most likely to make the contents of the termination known to the population of the affected area.

Further information on States of Local Emergency is available in EMCR's [Guide for Declaring a State of Local Emergency in British Columbia](#).

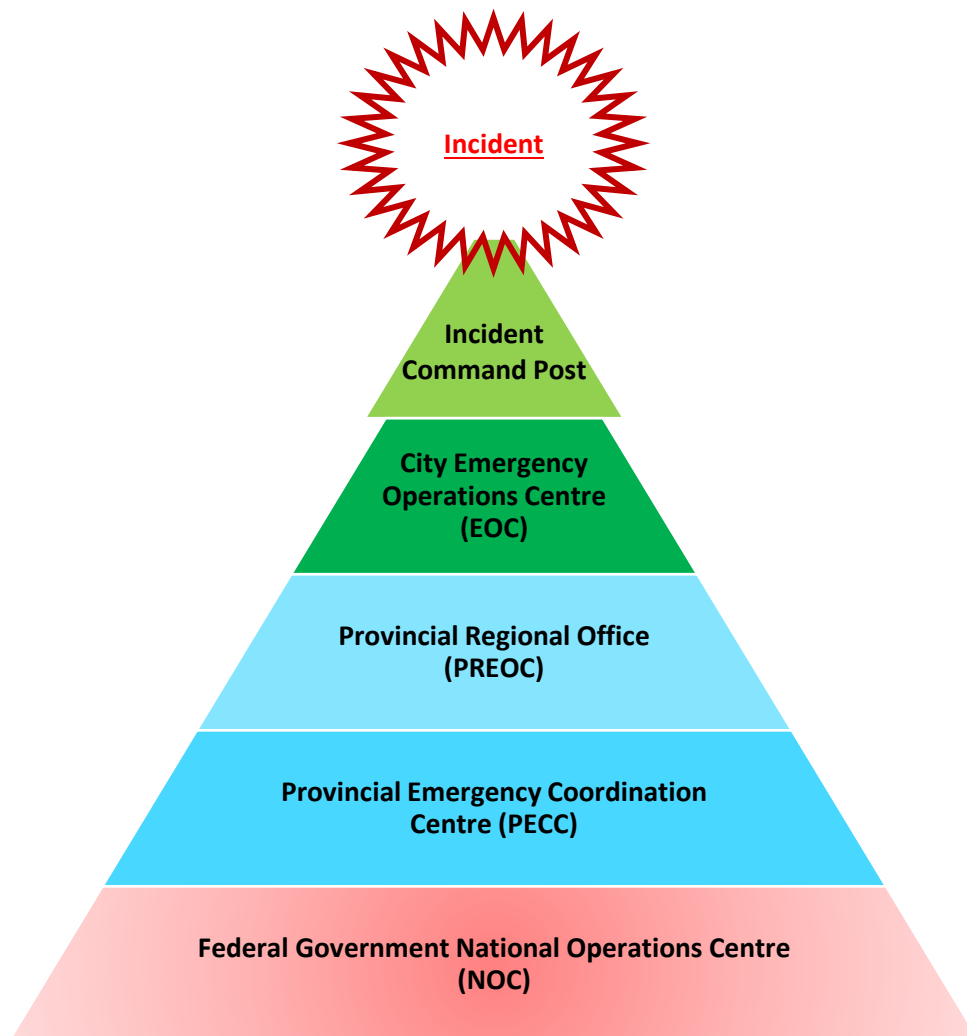


### 3 INTER-GOVERNMENTAL COORDINATION

The fundamental governance relationship for emergency management in British Columbia exists between the provincial government and Local Authorities (such as the City of Nanaimo) or First Nations. This relationship is defined within EDMA which places Local Authorities as the primary government level responsible for identifying, planning for, responding to and recovering from the disasters that may occur when hazards impact them. The primary role of the provincial government is to provide external resource support, funding and coordination when a Local Authority is overwhelmed and/or has declared a State of Local Emergency.

Every incident is unique, requiring a varying level of response from different levels of governmental authority. The City of Nanaimo is responsible for responding at the incident site level up to establishing an EOC and coordinating with the Provincial Government. Figure 1 shows each successive level of government incident management organizations, with each interacting with other levels above and below it as the incident requires.

*Figure 2 – Inter-governmental emergency response structure*



### 3.1 MINISTRY OF EMERGENCY MANAGEMENT AND CLIMATE READINESS

The Ministry of Emergency Management and Climate Readiness (EMCR) is the primary agency that coordinates provincial government assistance for Local Authorities when requested. EMCR supports Local Authorities once they request a task number or declare a State of Local Emergency, which generally occurs once the resources of the Local Authority are overwhelmed and unable to function within their normal capacity. The supports offered to Local Authorities through EMCR primarily include funding, regional coordination, and recovery funding.

Local Authorities may request a task number from EMCR for qualifying incidents and have approved response costs covered by recording them and linking this to the incident task number. All other incident-related costs that qualify, such as recovery funding or financial supports for evacuees, are also covered by a task number.

EMCR provides regional coordination services via the Provincial Regional EOC (PREOC). This is where the Regional Managers of EMCR operate from. These personnel are the primary point of contact between the province and the City's emergency program staff and can assist with response planning, coordination and logistics.

For incidents where the PREOC itself may need additional support, or for incidents that have a provincial-scale impact or where more than one PREOC is activated, the Provincial Emergency Coordination Centre (PECC) is the primary coordinating entity. The PECC serves as EMCR headquarters and is located in Victoria with 24/7 staffing.

### 3.2 PROVINCIAL MINISTRIES

In addition to EMCR, other provincial agencies or Ministries take a hands-on approach for certain hazards or procedures that fall within their area of expertise. Ministries and their mandates are provided in Table 2.

*Table 2 – Provincial Ministry Mandates*

Ministry or Agency	Hazard Mandate
BC Wildfire Service	Wildfire Interface fire
Ministry of Environment	Hazardous material spills
Ministry of Health	Infectious diseases Extreme weather
Ministry of Transportation	Highway disruption
BC Housing	Extreme cold sheltering Post-Disaster Building Assessment (Rapid Damage Assessment)

When a hazard emerges, a specific subject-matter provincial agency will often be involved in supporting the response to the incident, in conjunction with coordination from EMCR and the given Local Authority. Examples would include BC Wildfire being the lead agency for wildfire incidents and interface responses, or the Ministry of Health for public health emergencies such as infectious diseases and pandemics.

In addition to provincial agencies being directly involved in response actions, these agencies are largely responsible for driving mitigation and resilience initiatives that reduce the likelihood or impact from the hazards under their mandate. In each of these cases the provincial government works closely with the Local Authority to be coordinated in its response to a given event, and this is often made possible by coordination from EMCR. Further, various provincial government Acts define and regulate policy towards specific hazards

Hazards	Act
Diseases and Epidemics: a) animal diseases	<i>Animal Health Act</i>
Atmospheric: a) extreme temperature as it relates to housing	<i>Assistance to Shelter Act</i>
Hydrologic: a) flooding, including: i. riverine flooding; ii. flooding caused by ice jams and debris flows; iii. coastal flooding (including sea level rise); b) paragraph (a) does not include flooding caused by ice jams and debris flows that affects provincial public highways	<i>Dike Maintenance Act</i>
Atmospheric: a) extreme temperature (other than extreme temperature as it relates to housing or public health).	<i>Emergency and Disaster Management Act</i>
Geologic: a) earthquakes; b) tsunamis; c) volcanic eruptions (including ash falls, mud flows, pyroclastic flows and lava flows).	
Explosions and Emissions: a) gas explosions or leaks relating to gas wells, refineries or power generation facilities; b) gas explosions or leaks relating to pipelines.	<i>Energy Resource Activities Act, other than Division 2 of Part 2</i>
Hazardous Materials: a) hazardous spills (on site or on a transport route)	<i>Environmental Management Act, Part 7</i>
Explosions and Emissions: a) explosions (other than gas explosions or leaks or mine explosions)	<i>Fire Safety Act</i>
Fires: a) fires (other than wildfires or interface fires).	
Power Outages: a) electrical power outages or overloads.	<i>Hydro and Power Authority Act</i>
Geologic: a) landslides that do not affect provincial public highways.	<i>Land Act</i>
Explosions and Emissions: a) mine explosions.	<i>Mines Act</i>
Diseases and Epidemics: a) plant diseases; b) pest infestations	<i>Plant Protection Act</i>

Civil Unrest: a) riots; b) public disorder	<i>Police Act</i>
Terrorism: a) terrorism (hostile acts against state, war)	
Atmospheric: a) extreme temperature as it relates to public health	<i>Public Health Act</i>
Diseases and Epidemics: a) human diseases.	
Hazardous Materials: a) radiation; b) infectious materials or biohazard	
Accidents: (a) motor vehicle incidents relating to provincial public highways.	<i>Transportation Act</i>
Geologic: a) landslides, avalanches, debris avalanches and debris flows that affect provincial public highways.	
Hydrologic: a) ice jams that affect provincial public highway	
Hydrologic: b) dam incidents and failure (includes foundations and abutments); c) drought and water scarcity.	<i>Water Sustainability Act</i>
Fires: a) wildfires b) interface fires	<i>Wildfire Act</i>

### 3.3 REGIONAL COORDINATION

As hazards and risks do not respect jurisdictional boundaries, the City maintains relationships with various regional partners, including other Local Authorities, First Nations, and critical infrastructure operators. The City participates in a regional emergency coordination group that provides a forum for collaboration with neighbouring communities. The City is also a member of the Mid-Island Emergency Coordinators and Managers Association (MIECM) which shares lessons learned and best practices with emergency management programs across the Vancouver Island Region.

Although the first mandate to address emergencies falls to the City, EMCR also serves an important role in regional coordination via the Regional Officer and Regional Managers, who link the city with various other communities and stakeholders as required.

These relationships are vital for sharing knowledge and building relationships. At times, these can lead to the development of mutual aid agreements, which exist in some cases. They are also crucial for improving response outcomes thereby enhancing public safety potential. Table 3 describes partner entities and coordination methods.

Table 3 – External Partner Coordination

Entity	Coordination Methods
<ul style="list-style-type: none"> <li>▪ Snuneymuxw First Nation</li> </ul>	<ul style="list-style-type: none"> <li>• Regional EM Coordination Meetings</li> <li>• Collaboration on Hazard Assessment update (HRVA)</li> <li>• Regional FireSmart Committee</li> </ul>
<ul style="list-style-type: none"> <li>▪ Regional District of Nanaimo (RDN)</li> <li>▪ Other neighbouring communities</li> </ul>	<ul style="list-style-type: none"> <li>• Regional EM Coordination Meetings – monthly</li> <li>• Mid-Island Emergency Coordinators and Managers Association (MIECM)</li> </ul>
<ul style="list-style-type: none"> <li>▪ Health Emergency Management BC (HEMBC)</li> <li>▪ Island Health (VIHA)</li> </ul>	<ul style="list-style-type: none"> <li>• Regional EM Coordination Meetings – monthly</li> <li>• Mid-Island Emergency Coordinators and Managers Association (MIECM)</li> </ul>
<ul style="list-style-type: none"> <li>▪ Nanaimo Port Authority</li> <li>▪ Marine SAR (JRCC/CCG/DFO)</li> </ul>	<ul style="list-style-type: none"> <li>• Marine Emergency Response Coordination Committee (MERCC)</li> <li>• Marine Rescue Operation (MRO) coordination meetings</li> <li>• Georgia Strait Integrated Response Planning (oil spills)</li> </ul>
<ul style="list-style-type: none"> <li>▪ BC Ferries</li> <li>▪ Nanaimo Airport</li> </ul>	<ul style="list-style-type: none"> <li>• Marine Emergency Response Coordination Committee (MERCC)</li> <li>• Regional EM Coordination Meetings – as and when</li> </ul>
<ul style="list-style-type: none"> <li>▪ School District 68</li> <li>▪ Vancouver Island University</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination Meetings</li> </ul>
<ul style="list-style-type: none"> <li>▪ BC Hydro</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination Meetings</li> </ul>

### 3.4 INCIDENT MANAGEMENT STANDARD – BC EMERGENCY MANAGEMENT SYSTEM

Incident Management is a term used to describe how response entities organize themselves to manage an emergency or disaster. In British Columbia (BC) incident management is proscribed by adherence to the BC Emergency Management System (BCEMS), which is a derivative of the industry-standard Incident Command System (ICS). BCEMS is the standardized system used by provincial government ministries, local authorities, agencies and crown corporations for emergency response in British Columbia.

BCEMS is defined as a comprehensive management structure that provides a framework for a standardized, coordinated, and organized interagency response and recovery to all levels of emergencies and disasters. City of Nanaimo policy is to follow BCEMS because this approach greatly improves response outcomes and public safety.

#### 3.4.1 BCEMS PRIORITY RESPONSE GOALS

There are eight BCEMS response goals, which guide decision makers in prioritizing response activities.

*Figure 3 – BCEMS Response Goals*

- 1. Ensure The Health And Safety Of Responders**
  - The well-being of responders must be effectively addressed or they may be unable to respond to the needs of those at risk.
- 2. Save Lives**
  - The importance of human life is paramount over all other considerations.
  - When lives are at risk, all reasonable efforts must be made to eliminate the risk
- 3. Reduce Suffering**
  - Physical and psychological injury can cause significant short- and long-term impact on individuals and communities.
- 4. Protect Public Health**
  - Enhancing surveillance and detection, eliminating health hazards, minimizing exposure, and implementing programs such as widespread immunization may need to be considered.
- 5. Protect Infrastructure**
  - To sustain response efforts, maintain basic human needs, and support effective recovery
  - Infrastructure that is critical to the livelihood of the community should be protected ahead of other property.
- 6. Protect Property**
  - Response personnel should evaluate the importance of protecting private and community property.
- 7. Protect the Environment**
  - Response personnel should evaluate the importance of protecting the environment and implement protective strategies that are in the best interest of the broader community.
- 8. Reduce Economic and Social Loss**
  - Economic loss can have short and long-term impact on communities, including the loss of community support networks and reduced employment, investment, and development.

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### 3.4.2 BCEMS PRINCIPLES

The collective adherence to BCEMS principles across organizations is one inherent strength of incident management systems.

1. **Five Primary Management Functions.** The response structure is organized into the five primary management functions of Management, Operations, Planning, Logistics, and Finance. (See [EOC Roles](#))
2. **Establishing and Transferring of Command.** The first, trained or most qualified responder who arrives on site establishes initial command until they are relieved or command is transferred.
3. **Common terminology** for titles, organization functions, resources, and facilitates within ICS. Each function is represented by a colour.
4. **Modular organization** that expands or contracts based on the type and size of an incident. Staff are assigned from the top down with responsibility and performance placed initially with the EOC Director. As the need exists, operations, planning, logistics and finance/administration sections may be organized.
5. **Management by Objectives.** The EOC establishes objectives that drive incident operations. Management by objectives includes:
  - a. Establishing specific, measurable objectives;
  - b. Identifying strategies, tactics, tasks, and activities to achieve the objectives;
  - c. Developing and issuing assignments, plans, procedures, and protocols for various incident management functional elements to accomplish the identified tasks; and
  - d. Documenting results against the objectives to measure performance, facilitate corrective actions, and inform development of incident objectives for the subsequent operational period.
6. **Incident Action Plans** identify objectives and strategies made by the EOC Director based on the requirements of the jurisdiction. The Incident Action Plan covers the tactical and support activities required for a given operational period.
7. **Manageable span of control** provides a limitation on the number of emergency response personnel who can effectively be supervised or directed by an individual supervisor. The kind of incident, the nature of the response, distance and safety will influence the span of control range. The ordinary span-of-control range is between 3 and 7 personnel with 5 being optimal.
8. **Pre-designated emergency facilities** are identified. The determination of the kinds and locations of facilities is based on the requirements of the incident.
9. **Comprehensive resource management** is the identification, grouping, assignment and tracking of resources.



## 4 EMERGENCY RESPONSE PROCEDURES

### 4.1 PLAN ACTIVATION

This Emergency Management Plan is activated when the severity of an emergency exceeds the capacity for local response agencies to handle the incident independently. When activated this plan provides fundamental information that guides the city's expansion of response capability which is primarily provided by the activation of the Emergency Operations Centre (EOC).

The activation of the EOC is an important distinguishing marker of a Major Emergency or Disaster, which is defined by that threshold of exceeding local response capability. The EOC's fundamental purpose is to facilitate coordination and communications in response by providing structure to the incident management process.

### 4.2 EMERGENCY RESPONSE LEVELS

The city has four defined emergency response levels that relate to the notification, response activities, EOC activation and other measures taken by the city to manage and communicate during an incident.

*Table 4 – Response Activation Levels*

Level	Description	Actions
Standby/ Monitoring	<ul style="list-style-type: none"> <li>- A slow onset emergency where there is advance notice, e.g., forecasted storm or other severe weather event.</li> <li>- Major public event that may draw large crowds or media attention or pose a security risk.</li> <li>- Major impact to an area adjacent to the city, necessitating heightened awareness and response preparation.</li> </ul>	<ul style="list-style-type: none"> <li>- Mayor and Council may be notified</li> <li>- Partial activation of EOC to monitor situation.</li> <li>- Further EOC activation depends on expansion of threat or hazard.</li> </ul>
Level 1	<ul style="list-style-type: none"> <li>- A localized incident that occurs in a specific area of the city, e.g., localized spill, fire, or system failure.</li> <li>- Short-duration incident handled by Departmental Operations Centres (DOCs) with little need for external or EOC support.</li> <li>- Has no impact on City-wide operations or life-safety except within impacted area.</li> </ul>	<ul style="list-style-type: none"> <li>- Mayor and Council notified</li> <li>- Partial EOC activation</li> <li>- DOC activation(s) if applicable</li> <li>- Continuity Plan activation(s) if applicable</li> </ul>
Level 2	<ul style="list-style-type: none"> <li>- Significant public safety impacts, requiring emergency service response, limited evacuation or emergency communications.</li> <li>- An incident that impacts several areas of the city, community, or infrastructure, e.g., multiple building fires, structural damage, severe flooding, civil disorder, IT disruption.</li> <li>- Incident response actions will require significant resource allocations or involvement of external organizations or mutual aid agreements.</li> </ul>	<ul style="list-style-type: none"> <li>- Mayor and Council notified</li> <li>- EOC activated and staffed</li> <li>- Public emergency broadcasting system (Voyent Alert) utilized</li> <li>- May include DOC activations where required</li> <li>- Continuity Plan activation(s) if applicable</li> </ul>

<p><b>Level 3</b></p>	<ul style="list-style-type: none"> <li>- A major incident that is large, complex, and/or broadly affecting the entire city.</li> <li>- Significant life-safety impacts</li> <li>- Multi-agency response coordination required.</li> <li>- Regular city functions are suspended or seriously interrupted with long recovery times.</li> <li>- Requires comprehensive and frequent emergency communication to the public.</li> <li>- There is significant media and public interest.</li> </ul>	<ul style="list-style-type: none"> <li>- Mayor and Council notified</li> <li>- EOC physically activated and staffed</li> <li>- Public Emergency Broadcasting system (Voyent Alert) utilized</li> <li>- DOC activations where required</li> </ul>
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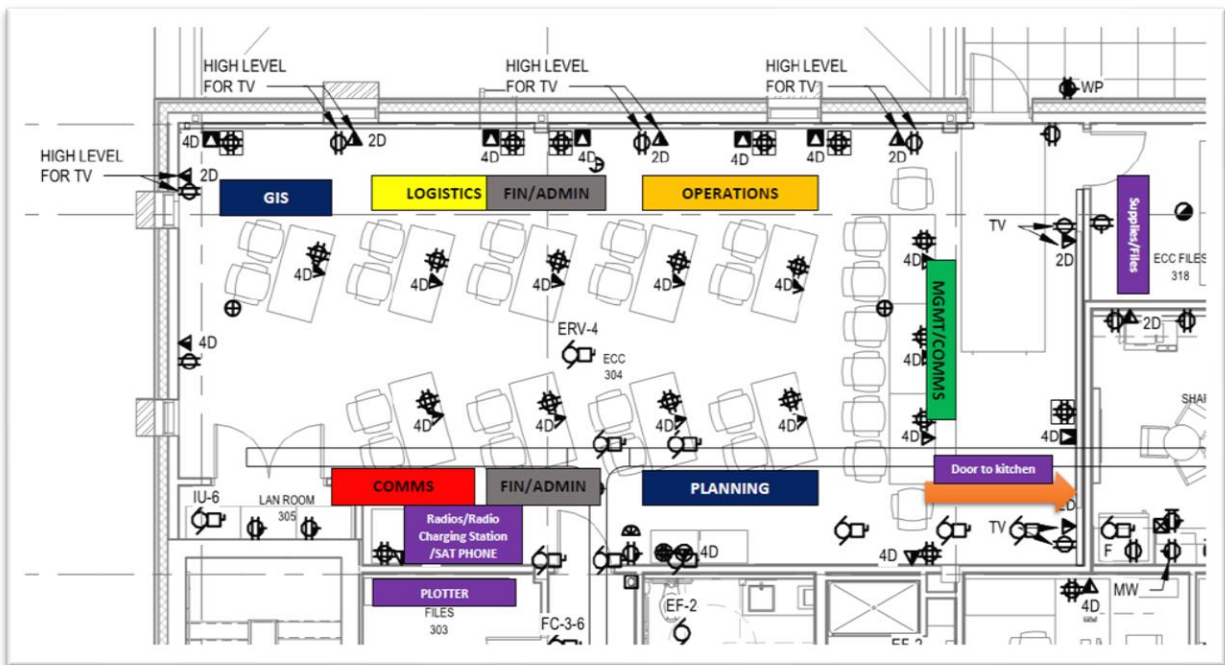
### 4.3 EMERGENCY OPERATIONS CENTRE

The Emergency Operations Centre (EOC) is the organizational structure used in BCEMS, with this term being used to refer to both the personnel and the physical (or virtual) space they occupy. Figure 5 demonstrates the organizational structure of the EOC. The EOC is where city staff and partners gather to coordinate response actions as well as the organizational structure of the response staff.

#### EOC FACILITIES

The primary physical EOC for the City of Nanaimo is pre-designated at a purpose-built facility and includes various backup systems and structural resilience that should allow it to be fully functional after nearly any incident impacting the city. An example layout plan for this facility is provided in Figure 4. A backup EOC has been pre-designated at the public works yard and other alternative sites may include the Services and Resource Centre or other city facilities as required or situation dictates.

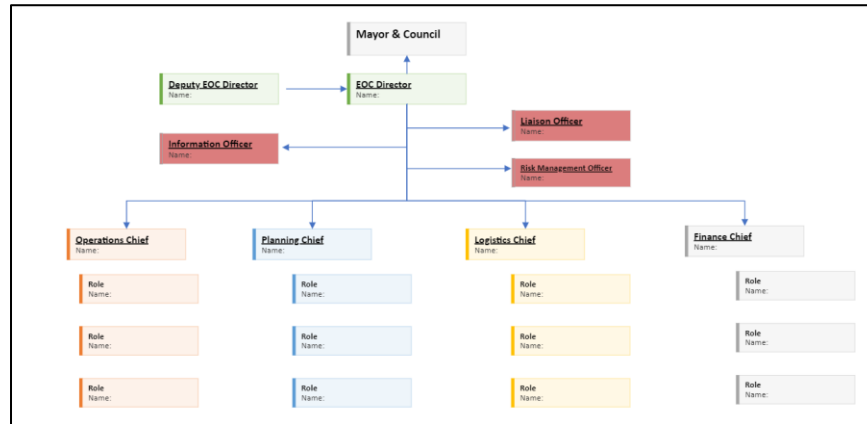
Figure 4 – EOC Physical Layout



EOC ORGANIZATIONAL STRUCTURE

The organizational structure of the EOC has standardized roles whose function must always be met, but staffing levels may vary for each incident. BCEMS Principles 4 & 7 apply here, in that the EOC can expand or contract as needed and the number of personnel under each leader is to be limited so to maintain effective operational capability. This means that if staff levels are low, then the responsibility of a function does not disappear, it defaults up the organizational chart to the next staffed position.

Figure 5 – EOC Organizational Chart



EOC ROLES

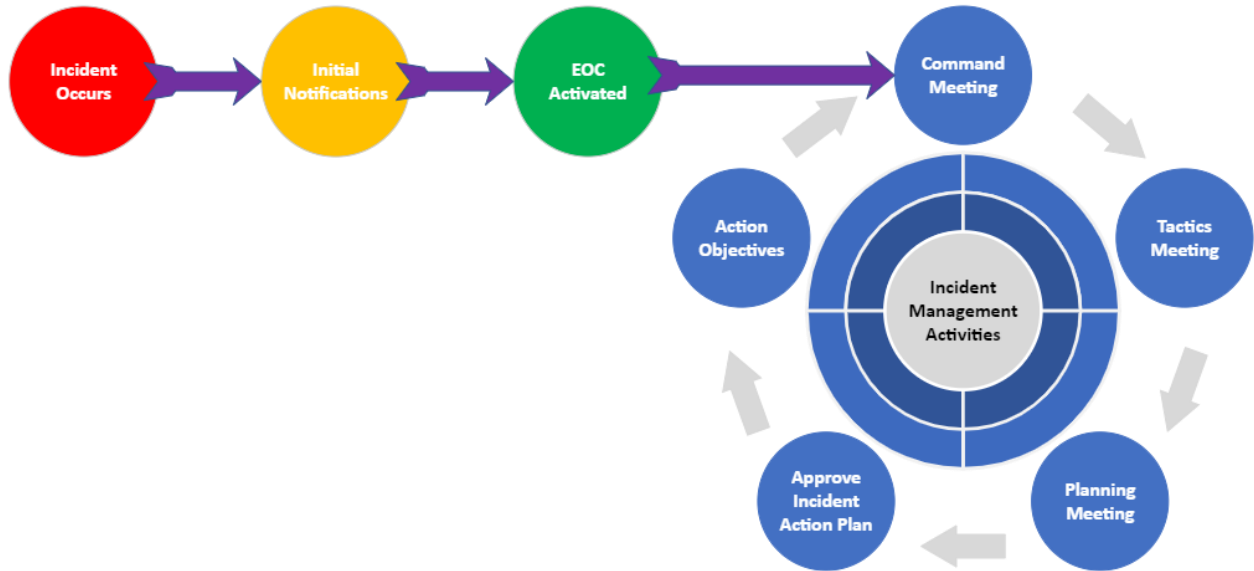
Table 5 – EOC Roles

<b>EOC Director</b>	Accountable and responsible for managing the incident. Approves Incident Reports to Mayor and Council.
<b>Liaison Officer</b>	Responsible for overall emergency policy and coordination through the joint efforts of government agencies and private organizations
<b>Information Officer</b>	Manages public information dissemination, including media requests and information broadcasting.
<b>Risk Management/ Safety Officer</b>	Responsible for monitoring and determining hazardous and unsafe situations during incident response.
<b>Operations Section</b>	Coordinates response between the EOC and incident site. Approves tactical decisions and manages resource requests.
<b>Planning Section</b>	Responsible for collecting, evaluating, and disseminating information, developing the Action Plan and maintaining documentation. Information display and documentation collection & retention. Advanced planning.
<b>Logistics Section</b>	Sources all resources, including supplies, equipment and personnel.
<b>Finance and Administration</b>	Responsible for financial activities. Tracks contracts, invoices, costs, etc. Submits expenditures to the province for reimbursement.

#### 4.4 INCIDENT MANAGEMENT PROCESS

Beyond the structure and location, the EOC also operates an incident management process. This includes a series of information gathering, decision-making, document preparation and communication points which have been deemed most effective by emergency management standards. This process is displayed in Figure 6.

Figure 6 – Incident Management Process



Adherence to this process is the expectation of all response entities. most effective means of conducting incident response. It is also probably the most difficult area to train staff and as such is the focus of introductory information in EOC courses and exercises.

#### 4.5 DOCUMENTATION

A core purpose of a functioning EOC and incident management process is standardization of documentation use and retention. Each step in the incident management process includes specific forms and documents, some of which are mandatory. In addition, documentation has many important purposes.

- Document retention creates a record of the decisions made within the EOC, meaning this is the core tool for incident tracking and risk management, thereby protecting the city from liability after the incident.
- Sound documentation process adherence supports decision-making and communication of response priorities
- Documentation enables the multiple Operational Periods to flow smoothly together by providing incoming staff with important information on decisions or communication made in that role prior to their arrival.

Documentation is the traditional role of the Planning Section. As this is a core functioning purpose of the EOC, providing detailed training to pre-determined Planning Section staff on the incident management process and the documents that support this is crucial.

## 5 HAZARD PLANS AND PROCEDURES

Numerous operational documents and procedures are maintained to provide clear guidance to staff on the detailed processes the city expects to follow for various types of incidents. This section provides a summary of these plans. Collectively these documents describe each of the four emergency management phases of mitigation, preparation, response and recovery.

Table 6 – Procedures, Plans and Strategies

Document	Status
Hazard-specific Response Procedures	Complete
ESS Activation Plan	Complete
Extreme Weather Response Procedure	Complete
EOC Response Procedure	Due for update
Business Continuity Plans	Due for update
Evacuation Strategy	Due for update
Rapid Damage Assessment Procedure	Due for update
Emergency Communications Plan	In development
Training and Education Plan	In development
Recovery and Debris Management Plan	To be developed
Mitigation and Adaptation Strategy	To be developed

### 5.1 EOC RESPONSE PROCEDURE

The *EOC Response Procedure* provides detailed operational guidance for the EOC staff on how to activate and operate the EOC. This is meant as a grab-and-go operations guide. [Section 4.3](#) provides a high-level summary of the EOC concepts and procedures. The EOC Response Procedure elaborates on the content in Section 4 to include:

Activation	Layouts	IAP Process	Org Chart	Position Checklists	Resource Lists
<ul style="list-style-type: none"> <li>Physical Setup</li> <li>IT</li> <li>Equipment</li> </ul>	<ul style="list-style-type: none"> <li>Physical</li> <li>Virtual</li> </ul>	<ul style="list-style-type: none"> <li>Operational Periods</li> <li>Meetings</li> <li>Documents</li> </ul>	<ul style="list-style-type: none"> <li>Roster</li> <li>Contact</li> <li>Position</li> <li>Training</li> </ul>	<ul style="list-style-type: none"> <li>Command</li> <li>Ops</li> <li>Planning</li> <li>Logistics</li> <li>Fin/Admin</li> </ul>	<ul style="list-style-type: none"> <li>Equipment</li> <li>Personnel</li> <li>Contractors</li> <li>Suppliers</li> </ul>

## 5.2 HAZARD-SPECIFIC RESPONSE PROCEDURES

The city maintains incident management procedures for specific hazards, including:

- Aviation accidents
- Extreme Weather
- Dam failure
- Drought
- Epidemic
- Structure fires
- Riverine and overland flooding
- Hazardous material spills
- Landslide/debris flow
- Maritime Mass Rescue Operation
- Mine shaft failure
- Motor Vehicle Mass Casualty Incident
- Power outage
- Rail accident
- Seismic event
- Social disturbance/security threat
- Structural collapse
- Telecommunications failure
- Interface wildfire

These procedures take the form of EOC position checklists specific to the given hazard. This ensures that responders have effective guidance on the nuances of responding to the challenges posed by these hazards.

## 5.3 EXTREME WEATHER POLICY

Extreme weather events occur when local weather conditions exceed normal conditions and may cause adverse health effects on people exposed to them. Generally, these are conditions of either extreme cold or extreme heat conditions. The city's *Extreme Weather Response Procedure* provides the operational actions that are taken by the city's staff and departments to prepare for and respond to these types of incidents.

In all extreme weather events, it is the role of the city to seek out emergency response funding from EMCR and coordinate the application of these funds to pre-determined community service organizations. These organizations are those that have been determined to have appropriate facilities and trained staff to offer appropriate services to vulnerable community members. The city maintains a working relationship with these organizations and has regular communications to assess capacity to participate in the extreme weather response process. The city also works with local and regional partners to promote publicly accessible space that members of the public can use as relief spaces. These include the regional libraries, shopping centres, parks and other spaces.

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### EXTREME WEATHER THRESHOLDS

In British Columbia, EMCR determines what conditions are considered extreme weather for each region of the province. The City and province rely on Environment and Climate Change Canada (ECCC) to forecast upcoming weather conditions along with current weather conditions. As such, the City's response procedures are only activated once region-specific weather thresholds are met, as determined by the EMCR and ECCC.

Extreme Weather conditions are considered public health emergencies and as such Island Health (VIHA) and the provincial Ministry of Health also have input on these incidents and may work with the city to align response resources and public information messaging.

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### EXTREME COLD THRESHOLDS

#### Tier One

- i. ECCC is forecasting, for the next 24-hour period, a temperature of  $-4^{\circ}$  Celsius or lower as the lowest temperature for that period;
- ii. According to ECCC, the current temperature is  $-4^{\circ}$  Celsius or lower;

- iii. ECCC is forecasting, for the next 24-hour period, a temperature of 0° Celsius or lower as the lowest temperature for that period and has issued a Weather Warning; or
- iv. According to ECCC the temperature currently is 0° Celsius or lower and ECCC has issued a Weather Warning.

**Tier Two**

A Tier Two cold weather response will occur when the Province or Island Health has declared a regional emergency that includes the City of Nanaimo. A Tier Two cold weather event will only be triggered where there is a significant risk to the health and safety of Nanaimo residents.

**EXTREME HEAT THRESHOLDS**

**Tier One**

Two or more consecutive days in which daytime maximum temperatures are expected to reach 29°C or warmer and nighttime minimum temperatures are expected to be 16°C or warmer.

**Tier Two**

When the heat warning criteria has been met and temperatures are expected to substantively increase day over day for three or more consecutive days.

**EXTREME WEATHER RESPONSE PROCEDURES**

Extreme Weather Response Procedures have two levels, broken down into Tier One and Tier Two. The activation levels are determined based on the weather condition thresholds and subsequent level of risk to the health and safety of residents. Preceding activation are the seasonal preparations which occur prior to each summer or winter hazard season. The seasonal preparation steps that staff are expected to take each spring and fall are outlined in the tables and figure below.

*Table 7 – Seasonal Preparedness Procedures*

#	Step	Staff Lead
1	Pre-season Internal Meeting	Emergency Program Manager
2	Weather Forecast Monitoring	Emergency Program Manager
3	Service Providers Meeting	Social Planning Staff, Social Planner
4	Confirm Supports	Social Planning Staff, Social Planner
5	Seasonal Communications	Emergency Program Manager

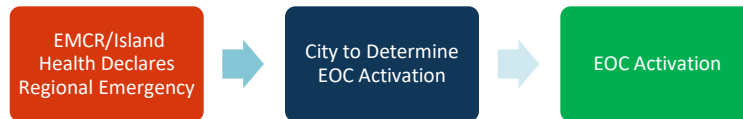
*Table 8 – Tier One Weather Response Procedure*

#	Step	Staff Lead
1	Activate <i>Extreme Weather Response Procedure</i>	Extreme Weather Response Working Group
2	Internal Stakeholder Check-in	Emergency Program Manager
3	Identify Weather Relief Facilities & Locations	General Manager, Community Services & Deputy CAO Social Planning Section
4	External Stakeholders Check-In	Social Planning Section



5	Generate List of Community-based Services and Supports	Social Planning Section
6	Activate Extreme Weather Relief Spaces	Social Planning Section
7	External Communications	Communications
8	Monitor Response	Emergency Program Manager
9	Deactivate	Extreme Weather Response Working Group

Figure 7 – Tier Two Weather Response Procedure



#### 5.4 EMERGENCY SUPPORT SERVICES

Emergency Support Services (ESS) is a program administered by the City’s Emergency Program that seeks to preserve the well-being of people affected by an emergency or disaster – ranging from single house fires to calamities involving mass evacuations. ESS responses consist of one of three levels, but in each case the City ESS program funnels provincial funding and access to resources for those who are evacuated from their homes or places of residence. The goal of the ESS Program is to help people begin to re-establish themselves as quickly as possible after a disaster by:

- Helping people meet their immediate basic needs if they are displaced by a disaster;
- Reuniting separated families;
- Providing evacuees with accurate and up-to-date information.
- Providing temporary relief to individuals and families so they can begin to plan their next steps
- Coordinating essential resources such as food; lodging; and clothing
- Facilitating access to Emotional support

The ESS Procedure describes how the city and ESS volunteers activates its program in a response, how resources and facilities are maintained, and the training and education that allows volunteers to succeed in their roles. It also lists pre-identified sites, their layout, equipment, technical info and lists of local service providers.

Table 9 – ESS Activation Levels

Activation Level	Definition
Level One	A localized event that can be managed using minimal ESS resources (e.g., single house fire)
Level Two	An event that requires the full use of the City’s ESS resources. A Level 2 event might include the activation of a Reception Centre and/or an EOC (e.g., fire in an apartment complex)
Level Three	An emergency that exceeds the City’s capacity to respond and requires assistance or mutual aid from neighbouring jurisdictions and/or the Province (e.g., wildfire that causes an entire community to evacuate)

## 5.5 EMERGENCY COMMUNICATIONS

There are various communications systems and hardware at the disposal of the Emergency Program for notifying the public and community of major incidents and disasters. These systems include:

- Voyent Alert
- Social media
- City website
- Commercial radio broadcasting
- HAMM radio
- Broadcast intrusive alerting
- Satellite phones
- Satellite internet

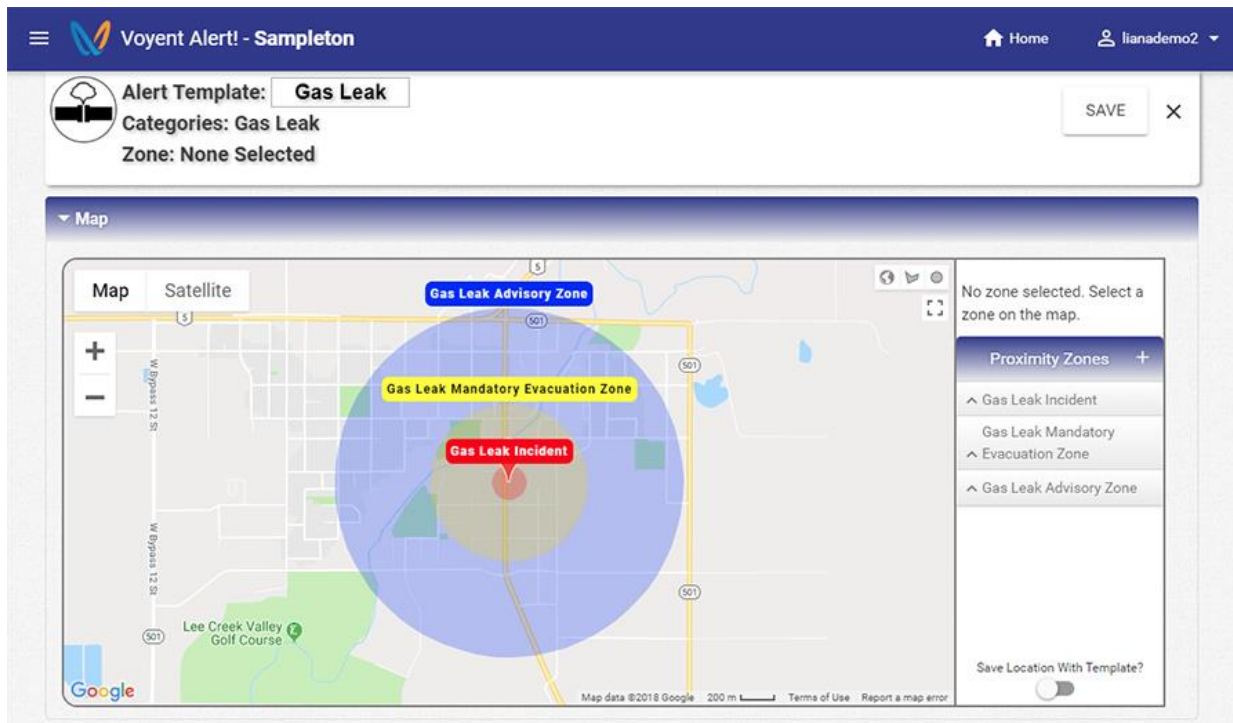
Voyent Alert! Is the City's emergency broadcasting application that relies on user subscriptions to receive emergency alerts for incidents that threaten public safety. The information in these alerts is agile and can be provided to very specific geographic regions targeting subscribers in those specific zones.

The City's day-to-day communications channels, such as the website or social media accounts, are also available to be used in communicating important emergency information to the public. At times the City may opt to reach out to the public via commercial broadcast radio messages and relationships with these service providers are maintained so that content messaging can be shared if need be. The City's HAMM radio capability is also maintained if other communications methods are unavailable. A group of volunteers conducts monthly updates and tests of this system at the City EOC.

Broadcast intrusive alerting is a provincial system that the City may request to be used under certain circumstances as per provincial guidelines. Common alerts with this system are amber alerts which is administered by the RCMP. This same system may be used by the city although provincial approval is required.

The City EOC also includes satellite phones and satellite internet systems that will support vital communications in the event of a significant emergency or disaster. The Emergency Communications Plan describes the operational procedures by which staff can make use of these resources.

Figure 8 – Voyent Alert! example



5.6 EVACUATION PLANS

City Evacuation Plans describe the pre-determined routes residents may take when asked to evacuate given areas. Currently there are several evacuation plans for specific city areas and incidents.

The City currently maintains pre-established evacuation routes on major thoroughfares. The declaration of an evacuation Alert or Order would necessarily be determined during an emergency response and so further pre-determination of evacuation planning is inherently specific to the given incident.

In the event of an evacuation, the public will be alerted through the various emergency communications methods available to the City including Voyent Alert. Internal evacuation locations will likely be one of the four pre-determined ESS Reception Centres for. Coordination and direction from the provincial government and neighbouring Local Authorities would determine the location for evacuation locations outside of the City.

**Westwood Dam  
Witchcraft Dam  
EMERGENCY  
ACTION PLAN**

May 11, 2019  
City of Nanaimo  
Emergency Management Division

**In the Event of an EVACUATION**  
Obtain information carefully, make your family aware and POST UP YOUR HOUSES.  
**EMERGENCY on Protection Island**  
If a local emergency occurs on Protection Island that requires residents to evacuate, you will be notified by either First Responders or the City of Nanaimo.  
The City Emergency Call Alerts will get notified during emergencies (when cell service is up and the sign up <https://www.cityofnanaimo.ca/files/assets/emergency-services/emergency-call-alert-emergency-call-alert-system> or call 250-748-2222 between 8:00 am and 4:30 pm to Friday).

**EMERGENCY SELF-EVACUATION**  
In the event of an earthquake residents should have an emergency kit and be prepared to themselves for 72 hours. When City is able to call, please inform your local radio stations 1023 the Wave and 1066 the Wolf.  
Please make sure you have an emergency kit and be prepared to evacuate on your own to the Visiting Vessel Pier. The City is supporting the evacuation with resources and boats to take you to a centralized location.

**LOCAL EMERGENCY CANNON**  
If you are unable to evacuate on your own, you will be notified by the four sites that you can get to safely:  
• Northern Point: Piney  
• Southern Point: Gallo  
• Eastern Point: Smug  
• Western Point: Piney

**EMERGENCY EVACUATION INSTRUCTIONS**

**IF YOU SEE SMOKE OR FIRE...**  
PUSH & HOLD the two side by side fire siren buttons on the alarm keypad.  
NOTIFY everyone around you and the EVACUATION COORDINATOR.  
CALLING 911: The Evacuation Coordinator will call 911, and will let them know that there is a fire at 455 Wallace Street.  
EVACUATE immediately via the nearest safe exit. (SEE MAP OPPOSITE) 0  
PROCEED to the City Hall parking lot across Dunsmuir Street. (SEE MAP OPPOSITE) 1  
DO NOT re-enter the building until given clearance by the Fire Department.  
IF YOU HEAR AN ALARM evacuate the building as noted above.

**WHAT TO DO IN A SEVERE EARTHQUAKE**

- DROP to the ground, take COVER under a sturdy desk or table, and HOLD ON until the shaking stops.
- If you don't have a table or desk next to you, crouch in an inside corner and cover your face and head with your arms.
- Try not to move! The idea is to immediately protect yourself the best that you can, wherever you are. Don't run to another room to try and find cover.
- Stay calm and be prepared for aftershocks. Most injuries in earthquakes result from falling objects and debris, so remain under the desk until the shaking has stopped.
- DON'T rush for the doors. Move away from display shelves that contain objects that may fall.
- DON'T get in a doorway as it won't protect you from flying or falling objects.
- DON'T run outside during shaking because the ground will be moving and debris will be falling. It is safer to stay inside and get under a table.
- Once the shaking has stopped, evacuate the building via the nearest safe exit.

**EVACUATION MAP**

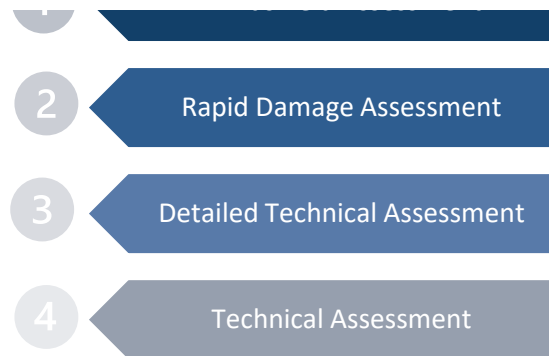
Upper Levels - Evacuate to 1  
Lower Levels - Evacuate to 0

**"Safety is Everyone's Responsibility"**  
CITY OF NANAIMO  
THE HARBOUR CITY

**5.7 POST-DISASTER BUILDING ASSESSMENT PROCEDURE**

Post-disaster Building Assessment is a 4-phase process which includes four distinct but inter-related procedures. The City is primarily involved in the first two phases as they are response-oriented with a life-safety purpose. The third and fourth phases require subject matter expertise held outside of city staff.

Figure 9 – Post-disaster Building Assessment Phases



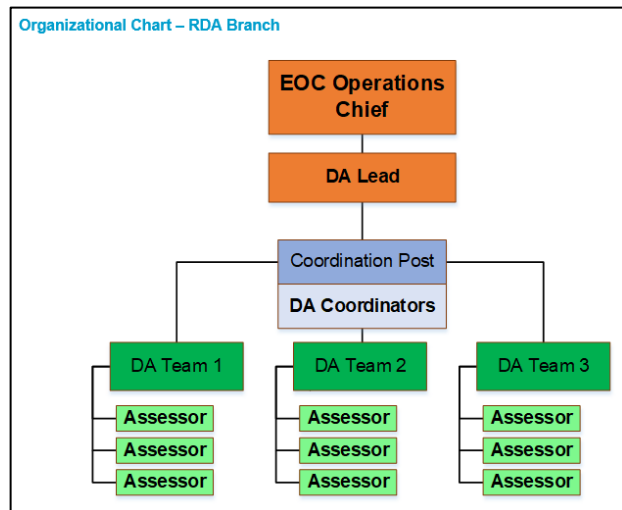
**WINDSHIELD ASSESSMENT**

This response procedure is a triage process conducted by city emergency responders as one of their first priority actions in a major, city-wide disaster. Personnel are provided with a pre-determined route for them to check on various buildings and pieces of key infrastructure. The status of these important locations is relayed to the EOC and directly informs the response priority objectives of the city’s initial response periods. Windshield assessments are conducted by first responders who travel the impacted area to triage major facilities and infrastructure, such as hospitals, schools and other places where greatest risk to public safety may emanate.

Further details of this process are/will be captured in the Major Incident Response Procedure.

**RAPID DAMAGE ASSESSMENT**

This procedure defines how staff are to be trained, organized and deployed to conduct rapid damage assessments (RDA) in the aftermath of a major damaging incident, such as an earthquake. The purpose of RDA is to assess buildings and structures to determine the level of damage and if they are safe for people to occupy. This will allow city to determine safe shelter requirements in the aftermath of a major seismic incident. This procedure also describes communication, reporting, and information sharing methods used in the RDA process and how RDA is coordinated with the wider city response to a major incident. Rapid Damage Assessments are carried out in the community by teams of trained personnel who conduct assessments of structure to determine if occupation poses a risk to life-safety.



## 6 RECOVERY PLANNING

The process of recovery is unique to each disaster event in scope, scale, and priorities. Recovery planning begins at the onset of an EOC activation under the EOC Planning section and overlaps with the emergency response tasks. If recovery tasks are likely, the EOC Planning Section Chief may assign a specialized recovery planner and seek expense authorization approval from EMCR to conduct the tasks of the recovery program. The point at which the distinct recovery phase begins may be limited to the capacity of staff resourcing and external funding.

The city is responsible to ensure the recovery and continuity of its critical infrastructure and to identify resource requests and priority tasks for escalation to partner ministries, agencies, and service providers that would support the city's recovery operations. Depending on the level of damage caused by an emergency or disaster, longer-term recovery activities may be considered to restore a wider range of services and infrastructure. Environmental and engineering recovery projects may require complex engineered proposals, permitting, and dedicated contract-based project managers.

### 6.1 FUNDING

Many recovery operations may require funding from outside sources to move forward. The provincial government assists communities in their recovery by providing partial reimbursement for eligible infrastructure repairs through the Disaster Financial Assistance (DFA) program. DFA funding may be provided to cover:

- Rebuilding or replacing essential public infrastructure to the pre-disaster condition
- Repair to or replacement of essential materials
- Removal of unusually heavy deposition in gravel beds, proven to be directly related to the event and supported by maintenance records
- Insurance deductibles
- Costs of inspection, appraisal, planning, and design required to determine the cost of repair, rebuilding, or replacing infrastructure or essential materials
- Up to 10% of the eligible, incurred, construction costs of a project for administration. Must exclude salaries from regular employees
- Compensation costs a community is obligated to pay under part 1 of the Compensation and DFA Regulation

DFA does not cover:

- Work undertaken as preventative measures to guard against future damage as a separate project, or part of a DFA project component
- Repair, replacement or rebuilding of public facilities which:
  - there is no proof of ownership, title or rights assigned
  - were not maintained or had significantly deteriorated before the disaster through neglect or undue wear and tear
- Enhancements from pre-event functionality unless required by the prevailing codes in the area
- Eroded or damaged land, except for essential access routes and the removal of debris
- Betterments suggested by qualified professionals as a "best practice" which are not required by a prevailing code
- Temporary works
- Normal operating expenses such as equipment or regular salaries

## 6.2 BUSINESS CONTINUITY PLANS

Business Continuity Planning is the process that coordinates the continuation or recovery of critical functions held by City departments or sections if an incident disrupts their ability to operate. Each department is responsible for creating and maintaining their Continuity Management Plan (CMP), with support from the Emergency Program.

The aim of the Continuity Planning is to identify and categorize Critical Functions, document the pre-planned sequence of tasks, as well as the resources and contact information, required for operations to continue or recover functioning should an unplanned disruption occur. It is vital that these critical functions are recovered in a timely manner so that the risk from impacts can be minimized and that the most negative outcomes are not realized.

A critical function is something that supports the very purpose of the city and that when it is disrupted results in the one of the following Risks:

1. Life safety
2. Operational
3. Financial
4. Legal
5. Reputational

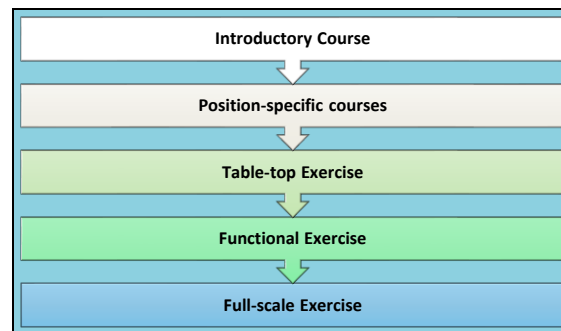
Alleviating the above risks is the core purpose of Continuity Planning. These plans identify departmental functions that are critical to the city, disruption risks, acceptable disruption periods, downtime procedures and strategies to reduce risk such as exercises or risk-avoidance options. These plans are then held and maintained by each department.

## 7 TRAINING AND EXERCISE PROGRAM

To ensure staff from the City are prepared to effectively implement emergency response procedures, a comprehensive training and exercise program has been developed. This program ensures personnel build and maintain their knowledge of incident management within the EOC so that they may participate in alleviating risk to the city and the public in the event of a disaster. The goal is to develop a collaborative team that responds effectively to all levels of emergencies and disasters, enabling the best possible outcomes for our community.

The training and exercise program is continuous and utilizes best practices to ensure a solid foundation of training is layered with a series of workshops, drills and exercises to progressively build the capacity of city staff into effective emergent responders.

Figure 10 – Training and Education process



### 7.1 TRAINING

Training sessions are the foundational education events that support the overall development of Training and Education programs. These are usually classroom-based sessions where information is delivered to a captive audience. Where possible training events will be participatory to encourage active learning, but at its foundation there are natural limitations when fundamental information must be conveyed to progress to more advanced methods.

### 7.2 EXERCISES

Exercises are conducted to enhance the city’s capability to execute one or more portions of its response plan or contingency plan. Exercises provide individual training and improve the emergency management system. Reasons to perform exercises include:

- Testing and evaluating plans, policies, and procedures
- Revealing planning and resource gaps
- Improving individual performance and organizational coordination and communications
- Training personnel and clarifying roles and responsibilities
- Gaining program recognition
- Satisfying regulatory requirements
- Developing and enhancing relationships internally and externally

The exercise program uses progressively complex scenario-based exercises, each one building on the previous one, until the exercises are as close to real-world situations as possible. The program is carefully planned to achieve identified goals and involves various departments in its planning and execution.



## APPENDIX 1 ACRONYMS

BCEHS – BC Emergency Health Service (BC Ambulance)

BCEMS – British Columbia Emergency Management System

DFA – Disaster Financial Assistance

EOC – Emergency Operations Centre

EMCR – Ministry of Emergency Management and Climate Readiness

EMP – Emergency Management Plan

EPM – Emergency Program Manager

ERP – Emergency Response Plan

ESS – Emergency Support Services

FLNRO – Ministry of Forests, Lands and Natural Resource Operations (BC Wildfire)

GIS – Geographical Information System

HEMBC – Health Emergency Management BC

ICS – Incident Command System

MOTI – Ministry of Transportation & Infrastructure

PREOC – Provincial Regional Operations Centre

PECC – Provincial Emergency Coordination Centre

RDN – Regional District of Nanaimo