

File No.: 04-1000-20-2023-561

November 10, 2023

s.22(1)

Dear s.22(1)

Re: **Request for Access to Records under the Freedom of Information and Protection of Privacy Act (the "Act")**

I am responding to your request of September 8, 2023 under the ***Freedom of Information and Protection of Privacy Act*** for:

Record of the City of Vancouver's local emergency response and recovery plan as per Section 6(2) of the Emergency Program Act.

All responsive records are attached. Some information in the records has been severed (blacked out) under s.15(1)(l) of the Act. You can read or download this section here: http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/96165_00.

Please note, staff have advised that the current Vancouver Emergency Response and Recovery Plan is currently being reviewed in order to bring it in line with new legislation introduced as of October 3, 2023.

Under section 52 of the Act, and within 30 business days of receipt of this letter, you may ask the Information & Privacy Commissioner to review any matter related to the City's response to your FOI request by writing to: Office of the Information & Privacy Commissioner, info@oipc.bc.ca or by phoning 250-387-5629.

If you request a review, please provide the Commissioner's office with: 1) the request number (#04-1000-20-2023-561); 2) a copy of this letter; 3) a copy of your original request; and 4) detailed reasons why you are seeking the review.

Yours truly,

[Signed by Cobi Falconer]

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Director, Access to Information & Privacy
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If you have any questions, please email us at foi@vancouver.ca and we will respond to you as soon as possible. Alternatively, you can call the FOI Case Manager at 604-871-6584.

Encl. (Response Package)

:dl



UNOFFICIAL COPY

Under review to meet new requirements under modernized emergency management legislation (pending release), to reflect recently updated processes and tools identified in supporting plans, and to reflect updated City organizational structure.

CITY OF VANCOUVER

EMERGENCY RESPONSE AND RECOVERY PLAN

July 2014

This is an unofficial version of Vancouver's Emergency Response and Recovery Plan (2014). The official copy of this plan held by your agency will contain updates. Contact the Office of Emergency Management at emergency.management@vancouver.ca or 604-829-4375 for more information.

DOCUMENT STATUS	DOCUMENT DATE & VER	VANDOCs RECORD ID	CREATED BY
FINAL - UNOFFICIAL	2014.07.10	DOC/2014/239724	Office of Emergency Management

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DISTRIBUTION

Official copies of this plan will be distributed to the following individuals who are responsible to distribute updates to this plan within their organization:

Copy#	Agency	Recipient
1	City Manager's Office	Penny Ballem
2		Sadhu Johnston
3		Mukhtar Latif
4	City Clerk	Janice MacKenzie
5	Risk Management	Robert Bartlett
6	Community Services	Brenda Prosken
7	Corporate Communications	Rena Kendal-Craden
8	Engineering	Peter Judd
9	Financial Services	Patrice Impey
10	Human Resources	Paul Mochrie
11	Legal Services	Francie Connell
12	Parks and Recreation	Malcolm Bromley
13	Planning and Development Services	Brian Jackson
14	Real Estate and Facilities Management	Bill Aujla
15	Vancouver Fire and Rescue Services	John McKearney
16	Vancouver Police Department	Jim Chu
17	Vancouver Public Library	Sandra Singh
18	Emergency Management British Columbia - SW PREOC	John Oakley
19	Health Emergency Management BC	Jeannette Beatty
20	British Columbia Ambulance Service	Rod Salem
21	Emergency Management	Daniel Stevens
22		Katie McPherson
23		Kirsten Jasper
24	Emergency Operations Centre	Kristopher Hayne
25	Engineering DOC	Daniel Roberge
26	Vancouver Police Department DOC	Vince Forsberg
27	Vancouver Fire and Rescue Services DOC	Mark Engler
28	Park Board DOC	Bill Harding

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APPROVAL

This plan is endorsed by the following City departments who agree to perform their functions as outlined within the plan.

Department / Agency	Approved By (name and position)	Signature and Date
City Manager's Office	Penny Ballem City Manager	ORIGINAL SIGNED
City Manager's Office	Daniel Stevens Director of Emergency Management	ORIGINAL SIGNED
Engineering Services	Peter Judd General Manager, Engineering	ORIGINAL SIGNED
Vancouver Fire and Rescue Services	John McKearney Fire Chief	ORIGINAL SIGNED
Parks and Recreation	Malcolm Bromley General Manager, Parks and Recreation	ORIGINAL SIGNED
Community Services	Brenda Prosen General Manager, Community Services	ORIGINAL SIGNED
Financial Services	Patrice Impey General Manager, Financial Services	ORIGINAL SIGNED
Corporate Communications	Rena Kendall-Craden Director, Corporate Communications	ORIGINAL SIGNED
Legal Services	Francie Connell Director, Legal Services	ORIGINAL SIGNED
Vancouver Police Department	Jim Chu Police Chief	ORIGINAL SIGNED
Financial Services, Risk Management	Robert Bartlett Chief Risk Officer	ORIGINAL SIGNED

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REVISION HISTORY

Final Version Date	Revised by	Revision Notes
v1.0 2014.04.14	Daniel Stevens	This is a re-write of the <i>City of Vancouver Emergency Plan (updated 2002)</i> .
V1.1 2014.07.10	Daniel Stevens/John Chapman	Minor changes to update distribution list, table of contents, definitions, document references, spelling mistakes

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ACRONYMS

Acronym	Definition
AC	Animal Control Branch
BCAS	British Columbia Ambulance Service
BCCDC	BC Centre for Disease Control
BCERMS	British Columbia Emergency Response Management System
BCH	BC Housing
BOO	Base of Operations
CAN-TF1	Vancouver's HUSAR team
CC	Corporate Communications
CDCC	Canadian Disaster Child Care
CMO	City Manager's Office
CMT	Corporate Management Team
COV	City of Vancouver
CRC	Canadian Red Cross
CS	Community Services
DOC	Department Operations Centre
DRR	Disaster Response Routes
DSA	Disaster Staging Area
EMBC	Emergency Management BC
ENG	Engineering Services
EOC	Emergency Operations Centre
ESF	Emergency Support Function
ESS	Emergency Social Services
ESSD	Emergency Social Services Director
FOC	Function Operations Centre
FS - RISK	Financial Services Group - Risk Management
GVWD	Greater Vancouver Water District
HUSAR	Heavy Urban Search and Rescue
IC/ICs	Incident Command or Incident Commanders
ICS	Incident Command System
IT	Information Technology

LEG	Legal Services & City Solicitor
M&C	Mayor & Council
MHO	Medical Health Officer
MOU	Memorandum of Understanding
MST	Emergency Social Services Mobile Support Teams
NEAT	Neighbourhood Emergency Assistance Team
OEM	Office of Emergency Management
Parks	Vancouver Board of Parks and Recreation
PREOC	Provincial Regional Emergency Operations Centre
REFM	Real Estate and Facilities Management
SAR	Search & Rescue
SJA	Saint John's Ambulance
SOLE	State of Local Emergency
TEL	Telecommunications Branch
TSA	The Salvation Army
UC	Unified Command
VCH	Vancouver Coastal Health
VECTOR	Vancouver Emergency Community Telecommunications Organization
VFRS	Vancouver Fire & Rescue Services
VPD	Vancouver Police Department
VVC	Vancouver Volunteer Corps
Waterworks	Waterworks Design & Operations

1 INTRODUCTION

This document is the City of Vancouver's Emergency Response and Recovery Plan. It is written as an all-hazards plan intended to be scalable and flexible in nature in order to respond effectively to a variety of manmade and natural risks and hazards.

This plan outlines the emergency response framework to be utilized in responding to any hazard event beyond the capacity of the City's normal operations. It also identifies roles and responsibilities for Emergency Support Functions (ESFs) and outlines a number of procedures to facilitate response and recovery operations.

As per the Emergency Program Act (R.S.B.C. 1996, c. 111),

"emergency" means a present or imminent event or circumstance that

(a) is caused by accident, fire, explosion, technical failure or the forces of nature, and

(b) requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of a person or to limit damage to property;

and

"disaster" means a calamity that

(a) is caused by accident, fire, explosion or technical failure or by the forces of nature, and

(b) has resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property.

1.1 PURPOSE

The purpose of this Emergency Response and Recovery Plan is to facilitate prompt coordination of City and external resources when consequences of an emergency event and subsequent recovery are outside the scope of normal operations, by:

- Defining the organizational framework for emergency response and recovery, including how the City's structure integrates with other levels of government and regional authorities; and
- Identifying departments and partners responsible for implementing Emergency Support Functions and related tasks.

1.2 SCOPE

This plan:

- Is the authoritative plan for *site operations* and *site support* response levels coordinated by the City of Vancouver. (Provincial support and coordination levels, while referenced in this plan, are within the jurisdiction of provincial emergency plans.)
- Applies to the geographic area of the City of Vancouver where the City of Vancouver is the local authority. This plan does not cover emergency response in areas outside the City of Vancouver boundaries in which the City is not the local authority but where the City is contracted to provide some services (e.g. at the University of British Columbia where VFRS is contracted to provide fire and rescue services) or where City resources may provide support outside the City's jurisdictional area (e.g. VPD Marine Unit or CAN-TF1 responding outside our geographic jurisdiction).
- Provides general guidance applicable to all hazards. However, some hazard-specific roles and responsibilities are identified in hazard response guidelines in the annexes.
- This Plan recognizes that response to some hazard events is outside the legislative jurisdiction of the City of Vancouver to lead (e.g. marine oil spill response). In response to such incidents, the City will support, to the best of its ability, federal and other response organizations and will coordinate the management of consequences to the City of Vancouver, its residents, businesses, and visitors.

1.3 PLANNING ASSUMPTIONS

This plan assumes the following:

- Departments and agencies with roles under this plan are responsible for developing operating procedures and policies by which to meet those responsibilities.
- Departments and agencies are responsible for developing and implementing their own continuity of operations plans.

1.4 ANNUAL REVIEW & DISTRIBUTION

This plan will be reviewed annually by the Emergency Management Steering Committee. Any changes must be approved by the City Manager. The revision will come into effect immediately upon distribution.

1.5 DEVELOPMENT OF THE PLAN

This plan was developed after review of other municipal emergency plans and applicable provincial legislation. This included review of emergency plans from local municipalities as well as plans from other large cities in Canada and the USA, and review of the requirements listed in the British Columbia Emergency Program Act (R.S.B.C 1996, c.111) and associated regulations.

1.5.1 Legislative Requirements

The British Columbia Emergency Program Act (R.S.B.C 1996, c.111) and the associated Local Authority Emergency Management Regulation identifies a number of requirements for inclusion in an emergency plan. These are summarised below along with reference to the section of this document that covers the requirement. They are listed in the order they appear in the Act and Regulation. For exact wording, reference the legislation.

- An assessment of the relative risk of occurrence of the potential emergencies and disasters that could impact the local authority. (Covered in Appendix C of this Plan.)
- Commitment of the local authority to provide policy guidance. (Covered in Section 4 Emergency Response Framework.)
- Requirement for periodic review of the Plan. (Covered in Section 1.4 Annual Review & Distribution.)
- A training and exercise program for staff assigned responsibilities in the Plan. (This is referenced in Section 1.6 Training and Exercises and expanded upon in a separate Mitigation and Preparedness Plan.)
- Procedures by which emergency resources will be obtained from sources within or outside the jurisdiction. (Covered in Appendix A: Emergency Procedures and additional supporting information in our Emergency Operations Centre position checklists for the EOC Logistics Section.)
- Procedures by which the plan is to be implemented. (Covered in Section 2 Plan Implementation & EOC Activation.)
- Procedures to notify the public of an emergency or impending disaster. (Covered in Appendix A Emergency Procedures.)
- Coordination of the provision of food, clothing, shelter, transportation, and medical services to victims of emergencies or disasters. (Covered in Appendix A Emergency Procedures.)

Establish priorities for restoration of essential services. (Covered in Appendix B: Essential Service Restoration Priorities.)

1.6 TRAINING AND EXERCISES

The Office of Emergency Management coordinates an exercise and training program that provides City staff and select partners with an overview of this plan, as well as training and exercise opportunities in operating as members of the Policy Group, as part of the Emergency Operations Centre team, or at a number of other operations centres as outlined in the Emergency Response Framework. The exercise and training program includes drills, table-top exercises, functional exercise, and full-scale exercises as appropriate.

Details of the training and exercise program are outlined in a separate Emergency Preparedness and Mitigation Strategy (under development at the time of writing).

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2 PLAN IMPLEMENTATION & EOC ACTIVATION

All or part of this plan may be implemented to respond to or mitigate the consequences of an emergency that exists or appears imminent, or if a disaster has occurred or threatens in the City of Vancouver's jurisdictional boundaries. It may also be implemented coordinate support to another local authority if that local authority has requested assistance from the City of Vancouver.

To ensure that the City and departments are able to respond appropriately to events of varying scale, this plan may be implemented at Level 1, 2, or 3. A description of the levels and the procedures to follow at each level are described in this section.

2.1 PLAN IMPLEMENTATION LEVELS, AUTHORITY, AND PROCEDURES

In order to respond appropriately to events of all sizes, and to ensure monitoring capacity of hazards or incidents with the potential to become emergencies, the City has identified three levels of implementation of this plan.

At any time, a recommendation to implement the plan to a Level 1, 2, or 3, may be made to the Office of Emergency Management or the City Manager's Office by:

- EOC Director (if the EOC is already activated)
- OEM staff
- Any member of the Policy Group (or designates)
- Mayor or Deputy Mayor
- EMBC

When any part of the emergency plan is implemented, the Office of Emergency Management must be informed and will activate the EOC to the corresponding level. The EOC will notify departments and external partners with response roles and to initiate an appropriate call out of EOC staff. EOC staff will always notify the Policy Group upon implementation of any level of this Plan. It is the responsibility of each department to activate their relevant operational plans when this plan is implemented. The roles of command functions and operations centres under each Level of Implementation are described in section 4.

The three Levels of Implementation, and the authority and process for implementation are described in Figure 1 below.

Emergency Plan Implementation Levels

The matrix is used as a guide for implementing this Plan and corresponding activation of the EOC. The Plan can be implemented at three levels to support emergencies or disasters of increasing complexity.

If there is a strong likelihood that an actual or potential emergency or disaster may escalating beyond routine operations, the Director of Emergency Management and responsible GM should be notified immediately.


INCIDENT COMPLEXITY				
	Routine	Simple	Challenging	Complex
PLAN IMPLEMENTATION LEVEL	Routine incidents are those handled day-to-day by operational departments and emergency services with existing capacity and resource levels. Routine incidents do not require the implementation of the Emergency Plan nor activation of the EOC.	Level 1	Level 2	Level 3
EOC ACTIVATION LEVEL		Level 1	Level 2	Level 3
EOC ROLE		Situational awareness <i>EOC provides situational awareness to senior management and across operating departments and agencies.</i> <i>EOC places additional staff on standby to enable rapid escalation to Level 2 or 3 if necessary.</i>	Coordination <i>EOC provides inter-department and inter-agency coordination; situational awareness to senior management and across operating departments and agencies; advanced planning; and logistics support.</i> <i>EOC places additional staff on standby to enable rapid escalation to Level 3 if necessary.</i>	Command <i>EOC provides command role; sets missions/objectives for emergency support functions; supports inter-department and inter-agency coordination; provides situational awareness, advanced planning, logistics, and finance/administration support; and coordinates centralized public information.</i>
AUTHORITY TO IMPLEMENT OR ESCALATE PLAN / ACTIVATE EOC		Decision to implement the Plan & Activate the EOC to Level 1 may be made by: <ul style="list-style-type: none"> • OEM staff • CM or Deputy CM • Any GM, or designate 	Decision to implement the Plan & Activate the EOC to Level 2 may be made <u>jointly</u> by: <ul style="list-style-type: none"> • Senior OEM staff¹ or EOC Director (if EOC activated) and CM or Deputy CM; or • Any GM and CM or Deputy CM <p>-- ¹ Senior OEM staff refers to the Director of Emergency Management and the exempt Managers within the Office of Emergency Management.</p>	Decision to implement the Plan & Activate the EOC to Level 3 may be made <u>jointly</u> by: <ul style="list-style-type: none"> • Senior OEM staff¹ or EOC Director (if EOC activated) and CM or Deputy CM • GM and CM or Deputy CM <p>Under certain circumstances, a Level 3 Implementation is automatic, including:</p> <ul style="list-style-type: none"> • Following the Declaration of State of Local Emergency • Following the Declaration of a Provincial State of Emergency including an area within the City of Vancouver boundaries • As defined in contingency plans for special events or hazard response guidelines
INITIAL NOTIFICATION OF PLAN IMPLEMENTATION & EOC ACTIVATION		Once implemented, OEM staff will notify: <ul style="list-style-type: none"> • The Policy Group (by email) • EOC staff, if required • E-Comm Team Manager • EMBC Emergency Coordination Centre • External partners for information purposes only • OEM staff will notify all trained EOC staff (i.e. VanTEAMS members) for information only. 	Once implemented, OEM or EOC staff will notify: <ul style="list-style-type: none"> • Policy Group (by e-mail, followed up by phone) • Relevant departments • DOCs, if activated • E-Comm Team Manager • EMBC Emergency Coordination Centre • OEM staff will also initiate a call out and email to all trained EOC staff (i.e. VanTEAMS members). 	Once implemented, OEM or EOC staff will notify: <ul style="list-style-type: none"> • Same groups identified for a Level 2 implementation.

Figure 1 Emergency Plan Implementation Levels of the Emergency Response and Recovery Plan

3 STATE OF LOCAL EMERGENCY

A state of local emergency is a temporary emergency measure authorized under the Emergency Program Act. It allows the City to effectively respond to an emergency by providing the City with a number of extraordinary powers (see section 3.2). A Declaration can only be made by the Mayor or Council. The Declaration can be in the form of an order, bylaw, or resolution and must be communicated to the public.

A state of local emergency is required when:

- The City and its responders require extra-ordinary powers to respond to the emergency that are not available under other legislation
- The extent of powers required exceed the limits of other legislation

A state of local emergency is not required to:

- Implement part or all of the City's Emergency Response and Recovery Plan
- Activate the City's Emergency Operations Centre
- Gain liability protection under the Emergency Program Act
- Issue evacuation alerts
- Recover response costs
- Qualify for disaster financial assistance

3.1 STEPS TO DECLARING A STATE OF LOCAL EMERGENCY

The process for declaring a state of local emergency is outlined in Table 1.

Table 1 Steps to declare a state of local emergency

Step		Group Responsible
1	Determine whether or not a declaration is needed.	Policy Group in conjunction with EOC Director
2	Identify the emergency powers needed	Policy Group in conjunction with EOC Director
3	Recommend to the Mayor that a declaration be made.	City Manager on behalf of Policy Group
4	Prepared the declaration documents. The declaration must identify the nature of the emergency and the geographic boundaries within which the declaration will apply. The declaration should include the date, the signature of the Mayor, copies of the Delegation Document ¹ and a map of the impacted area.	EOC
5	Declare a state of local emergency by: a) Order: Provided the Mayor or Acting Mayor is	Mayor and/or Council assisted by City Clerk

¹ The Delegation Document identifies who Mayor and Council is delegating the extraordinary powers to. It may be completed *after* the declaration has been enacted if necessary.

	<p>available, this will be the method used to declare a state of local emergency.</p> <p>b) Resolution or bylaw: In the case that an order cannot be issued, a resolution or bylaw will be used to authorize a declaration.</p>	
6	Notify the affected public of the declaration, including specific powers enacted. The declaration does not become active until public notification is complete.	EOC
7	Send a signed copy of the completed declaration documents to the Southwest Provincial Regional Emergency Operations Centre (PREOC) so that they may be passed on to the Minister responsible.	EOC
8(a)	Extend declaration if needed. A declaration is valid for seven days, after which it expires. If the Policy Group determines that emergency powers are still required after this period, the declaration must be extended.	<ul style="list-style-type: none"> - City Manager (on behalf of Policy Group) to recommend extension - Mayor and/or Council, assisted by City Clerk, to extend declaration
8(b)	Cancel declaration when it is deemed no longer necessary.	<ul style="list-style-type: none"> - Mayor and/or Council, assisted by City Clerk

3.2 POWERS OF LOCAL AUTHORITY IN DECLARED STATE OF LOCAL EMERGENCY

As part of a Declaration of State of Local Emergency, Vancouver's Mayor and/or Council may request any or all of the following nine extraordinary emergency powers, as legislated by the Emergency Program Act, Section 10 (1) (d) to (i). These powers may be delegated at the discretion of Mayor and Council, and allow those delegated to:

- 1 Acquire or use any land or personal property considered necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- 2 Authorize or require any person to render assistance of a type that the person is qualified to provide or that otherwise is or may be required to prevent, respond to or alleviate the effects of an emergency or disaster;
- 3 Control or prohibit travel to or from any area of British Columbia;
- 4 Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and coordinate emergency medical, welfare and other essential services in any part of British Columbia;
- 5 Cause the evacuation of persons and the removal of livestock, animals and personal property from any area of British Columbia that is or may be affected by an emergency or a disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property;
- 6 Authorize the entry into any building or on any land, without warrant, by any person in the course of implementing an emergency plan or program or if otherwise considered by the minister to be necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- 7 Cause the demolition or removal of any trees, structures or crops if the demolition or removal is considered by the minister to be necessary or

- appropriate in order to prevent, respond to or alleviate the effects of an emergency or disaster;
- 8 Construct works considered by the minister to be necessary or appropriate to prevent, respond to or alleviate the effects of an emergency or disaster;
 - 9 Procure, fix prices for or ration food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources or equipment within any part of British Columbia for the duration of the state of emergency.

3.3 CANCELLATION OR TERMINATION OF DECLARATION OF STATE OF LOCAL EMERGENCY

3.3.1 Cancellation by Mayor or Council

Section 14 of this Act, the City of Vancouver will cancel a Declaration of State of Local Emergency when the emergency event has ended and when the declaration is no longer necessary.

The cancellation process must take place by:

- bylaw or resolution, if the cancellation is effected by Council
- by order, if the cancellation is effected by the Mayor

The Minister must immediately be notified of the cancellation, and affected populations notified. Termination details must be promptly published which will ensure that affected populations are notified in the most effective manner possible.

3.3.2 Cancellation by the Minister of Public Safety and Solicitor General or Lieutenant Governor in Council

As legislated by Section 11 of the Emergency Program Act, a Declaration of State of Local Emergency may also be cancelled at any time by the Minister of Public Safety and Solicitor General or by the Lieutenant Governor in Council, when deemed necessary. The Minister of Public Safety and Solicitor General may also order the City to abstain from using or to cease using some or all of the powers obtained under an existing State of Local Emergency.

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4 EMERGENCY RESPONSE FRAMEWORK

This section details the framework for emergency response in the City of Vancouver, including the organizational structure, methods of communication and information flow, and the facilities that may be activated to support the response. The framework is based on the British Columbia Emergency Response Management System and employs the Incident Command System (see section 4.1) which allows Vancouver's response to integrate with that of other local authorities and the provincial government.

The specific concept of operations used during response and recovery operations will draw from this framework and will be determined at the time by the EOC Director and/or Policy Group. Some hazard response guidelines may define an initial concept of operations. The concept of operations will change over time as different components are required during different phases of response and recovery.

4.1 BRITISH COLUMBIA EMERGENCY RESPONSE MANAGEMENT SYSTEM

BCERMS is a comprehensive management system that facilitates coordination and integration of emergency management activities across departments, local authorities, and levels of government. Figure 2 depicts the BCERMS structure and provides a high-level overview of the responsibilities of each level under BCERMS.

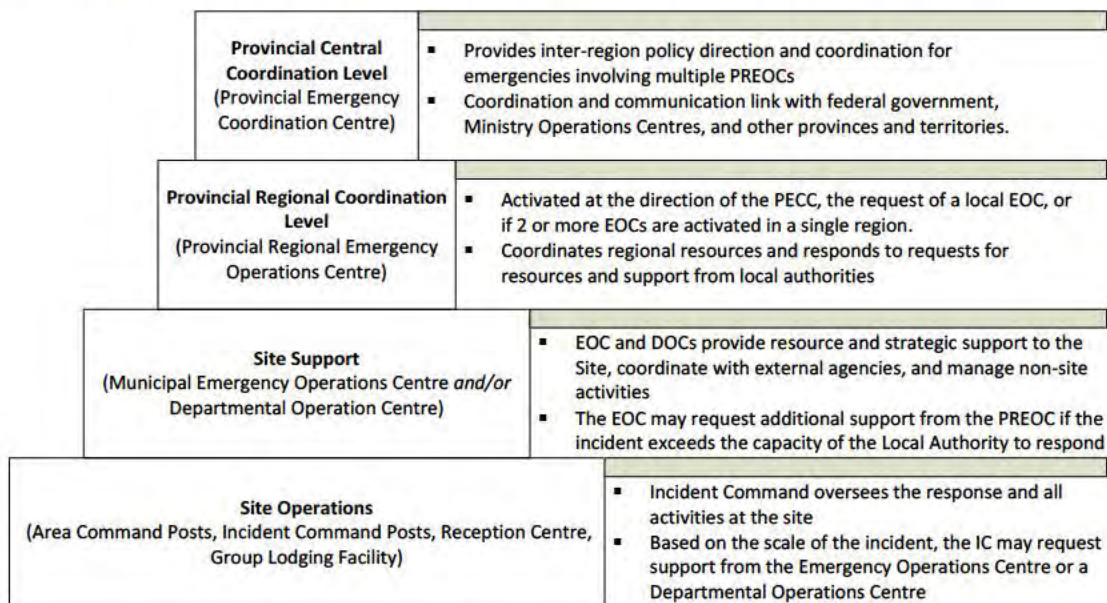


Figure 2 Overview of the BCERMS Structure

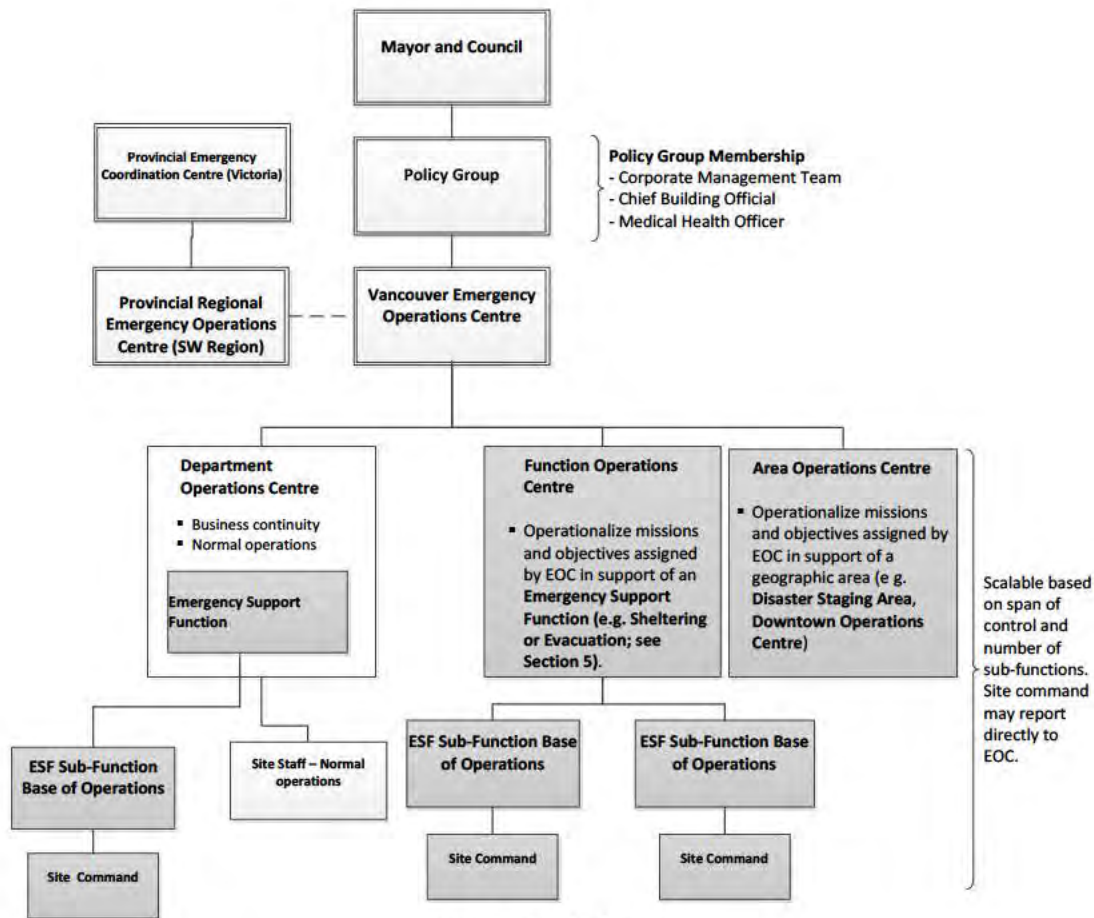
4.1.1 BCERMS Response Goals

The following response goals are used as part of the British Columbia Emergency Response Management System. These goals are ordered in terms of priority and should be used to assist decision-making:

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

4.2 ORGANIZATIONAL STRUCTURE FOR EMERGENCY RESPONSE

The local authority is responsible for defining the organizational structure that will be used to manage site support and site operations. Figure 3 depicts a structure to support a level 3 implementation of this plan. When the plan is implemented to level 3, the EOC assumes a command role over all emergency response resources. This structure is intended to be flexible and scalable in relation to the incident and provides for the activation of DOCs and Functional Operations Centres as required. When the plan is implemented at levels 1 and 2, only components of this fully-expanded framework are used.



DOC/2013/174820

Figure 3 Fully-expanded Organization Structure for Emergency Response

See *Appendix D: Sample Scenarios depicting the Concept of Operations for Different Levels of Plan Implementation* for examples of organizational structures based on this framework for different hazards.

4.3 COMMAND FUNCTIONS AND OPERATIONS CENTRES

Depending on the level of implementation of the Emergency Plan, the role of command functions and operations centres may differ. The guidelines in Table 2 below are meant to support decision makers at each level to determine the appropriate role of each, and to identify key actions that must take place to effectively implement the emergency plan at each level.

Table 2 Roles for command functions and operations centres

Command Function/ Ops Centre	Level 1 Response Role	Level 2 Response Role	Level 3 Response Role
Mayor and Council	<ul style="list-style-type: none"> ▪ Limited role for level 1 ▪ Receive notification and updates via email from City Manager ▪ Participate in media briefings if required 	<ul style="list-style-type: none"> ▪ Receive notification from City Manager ▪ Convene via conference call for briefing from City Manager ▪ Declare a Local State of Emergency, if required ▪ Obtain regular briefings from the Policy Group or EOC ▪ Participate in media briefings ▪ Ensure continuity of government ▪ Facilitate and authorize extraordinary actions for response efforts ▪ Participate in long term recovery planning 	<ul style="list-style-type: none"> ▪ Convene if possible via conference bridge initiated by City Manager for briefing ▪ Convene if possible at City Hall muster container or other safe location ▪ Declare a Local State of Emergency ▪ Obtain regular updates from the Policy Group or EOC ▪ Participate in media briefings ▪ Ensure continuity of government ▪ Request external aid if necessary ▪ Facilitate and authorize extraordinary actions for response efforts ▪ Participate in long term recovery planning
Policy Group	<ul style="list-style-type: none"> ▪ Notified of the activation by OEM ▪ Informed of incident status via email ▪ Keep Mayor and Council informed 	<ul style="list-style-type: none"> ▪ Notified of activation by OEM ▪ Convene on conference bridge for briefing ▪ Keep Mayor and Council informed of situation ▪ Advise Mayor and Council regarding Declaration of Emergency if required ▪ Receive regular sit-reps and status updates from EOC Director ▪ Provide policy direction as needed to EOC and departmental staff ▪ Respond to media inquiries ▪ Set expenditure limits and authorize response activities 	<ul style="list-style-type: none"> ▪ Notified of activation by OEM, or through automatic triggers (ie: earthquake) ▪ Convene on conference bridge for initial briefing ▪ Convene at the EOC ▪ Keep Mayor and Council informed of situation ▪ Advise Mayor and Council regarding Declaration of Emergency ▪ Receive regular sit-reps and status updates from EOC Director ▪ Provide policy direction to EOC and departmental staff ▪ Respond to media inquiries ▪ Set expenditure limits and authorize activities

Command Function/ Ops Centre	Level 1 Response Role	Level 2 Response Role	Level 3 Response Role
Emergency Operations Centre	<ul style="list-style-type: none"> ▪ OEM staff monitoring and maintaining situational awareness ▪ Assess information and need for increased level of activation ▪ Provide situation updates to Policy Group ▪ Alert and provide situation updates to Corporate Communications ▪ Other EOC staff notified and placed on alert by OEM ▪ Recommend transition to Level 2 or 3 as appropriate 	<ul style="list-style-type: none"> ▪ EOC activated by OEM Director in consultation with City Manager and impacted GMs ▪ EOC staff notified by OEM ▪ Obtain a Task Number if required ▪ Primary role of EOC is multi-agency coordination, not command ▪ DOCs remain in command of field staff ▪ Activate Ops section with impacted agencies ▪ 1-2 planning staff, 1-2 logistics staff, 1-2 comms staff ▪ Finance on standby ▪ Assess need for ESFs and implement as per the Plan ▪ Potential staffing needs assessed and planned ▪ Additional EOC staff placed on alert ▪ Tracking of resources acquired and deployed to site ▪ Provide situation updates to Policy Group ▪ Recommend transition to Level 1 or 3 as appropriate, or to recovery operations 	<ul style="list-style-type: none"> ▪ EOC activated by OEM Director in consultation with City Manager and impacted GMs, or by automatic trigger (EQ) ▪ EOC staff notified through Everbridge Callout System ▪ Senior level decision-makers required in Ops and as Command Staff ▪ Implement full EOC activation, with all sections and required ESFs ▪ Implement full ICS structure including with long-term advanced planning ▪ Advise Policy Group and Mayor and Council on Declaration of SOLE ▪ Obtain a Task Number ▪ Assume command and control of resources tasked to emergency response ▪ Track or designate tracking of all resources assigned to EOC ▪ Implement appropriate structure for emergency response, including designating ESFs and other emergency tasks ▪ Provide support, strategic direction and mission objectives to DOCs and FOCs ▪ Respond to resource requests from DOCs and obtain external support if required ▪ Prioritize the distribution of critical resources ▪ Provide situation updates to Policy Group ▪ Provide updates to PREOC as requested ▪ Recommend transition to recovery, or deactivation of plan

Command Function/ Ops Centre	Level 1 Response Role	Level 2 Response Role	Level 3 Response Role
Department Operations Centres	If activated: <ul style="list-style-type: none"> ▪ Manages normal operations and business continuity ▪ Provide resource support to the site ▪ Provide situational awareness info to the EOC ▪ Coordinate agency specific external communications 	If activated: <ul style="list-style-type: none"> ▪ Manages normal operations and business continuity ▪ Provide resource support to the site ▪ May be tasked with implementing ESFs and tracking of finance and assigned resources ▪ Provide regular sit-reps to EOC through Ops rep ▪ Coordinate agency specific external communications, or request support from EOC to do so through agency rep 	<ul style="list-style-type: none"> ▪ Manage normal operations and business continuity ▪ Implement incident command structure to manage incident and assigned ESFs ▪ Activate additional facilities as needed to maintain span of control and meet EOC objectives ▪ Issuing formal resource requests to the EOC ▪ Provide regular sit reps to the EOC through Ops
Function Operations Centres	<ul style="list-style-type: none"> ▪ Not activated 	<ul style="list-style-type: none"> ▪ Usually not activated as ESFs likely managed directly through EOC or DOCs ▪ ESF leads may activate FOCs to expand the structure of the ESF to respond to EOC objectives. 	<ul style="list-style-type: none"> ▪ Implement incident command structure to manage assigned ESFs including ▪ Activate additional facilities as needed to maintain span of control and meet EOC objectives ▪ Issue formal resource requests to the EOC ▪ Providing regular sit reps to the EOC through Ops section
Area Operations Centres	<ul style="list-style-type: none"> ▪ Not activated 	<ul style="list-style-type: none"> ▪ May be activated to manage a number of ESFs over an area impacted by one or more incidents. 	<ul style="list-style-type: none"> ▪ Implement incident command structure to manage assigned ESFs over a specific area. Usually manages multiple ESFs for a specific area. ▪ Activate additional facilities as needed to maintain span of control and meet EOC objectives ▪ Issue formal resource requests to the EOC ▪ Providing regular sit reps to the EOC through Ops section

Command Function/ Ops Centre	Level 1 Response Role	Level 2 Response Role	Level 3 Response Role
Site Command	<ul style="list-style-type: none"> ▪ Coordinate site response operations ▪ Coordinate with external agencies on site, establishes Unified Command if appropriate ▪ Advise EOC if heightened activation level is required or anticipated 	<ul style="list-style-type: none"> ▪ May report directly to DOC, EOC, or FOC as appropriate ▪ Request resources through reporting structure ▪ Manage resources, safety and security on site ▪ Provide updates to the DOC, EOC, or FOC as appropriate 	<ul style="list-style-type: none"> ▪ Manage resources deployed through the EOC ▪ Request resources through reporting structure ▪ Report to EOC through established organizational structure ▪ Responsible for management of resource and response at the site level.

4.3.1 Provincial Regional Emergency Operations Centre (PREOC)

The PREOC coordinates, facilitates and manages information, policy direction, and provincial resources to support local authorities and provincial agencies responding to an emergency or disaster. The South West PREOC is located in Surrey. The City of Vancouver EOC may request support from the PREOC as required, and will forward requests for resources that cannot be met through local sources or existing MOUs to the PREOC.

4.3.2 Mayor, Council, and Policy Group

The Mayor, Council, and the Policy Group are responsible for making high-level policy decisions and supporting response and recovery efforts, by:

- Recommending and declaring a state of local emergency
- Providing regulatory support and authority
- Advising EOC director on existing policies and creating new or temporary policies to support response and recovery operations
- Consulting with EOC Director and/or legal advisors regarding any potential legal issues and recommended courses of action
- Revising expenditure limits with advice from the EOC Director
- Authorizing local authority employees to perform services deemed necessary in response to the incident
- Authorizing access to facilities and services of the local authority
- Providing leadership and maintaining public confidence
- Supporting staff well-being and morale

Policy Group Membership

The Policy Group is chaired by the City Manager, and is comprised of the Corporate Management Team, Chief Building Official, and a Medical Health Officer.

4.3.3 Emergency Operations Centre (EOC)

The City's Emergency Operations Centre is the central point of coordination for internal departments and external agencies responding to an emergency in the City of Vancouver.

The primary EOC is located in a post-disaster facility at:

s.15(1)(l)

If the primary EOC is unavailable, the alternate EOC may be activated at:

s.15(1)(l)

In the event that both of these facilities are unavailable, OEM has plans in place to establish a mobile EOC in a safe alternate location.

The role of the EOC is to:

- Oversee the implementation of this Plan and any required Emergency Support Functions
- Implement a concept of operations appropriate to the nature and scale of the event, and transition this structure based on response and recovery objectives
- Determine strategic priorities and provide direction to the site
- Develop and maintain a common operating picture
- Acquire and deploy resources for the emergency
- Provide updated information to the Policy Group and Mayor and Council
- Maintain situational awareness and monitor and respond to emerging issues
- Communicate and coordinate with external agencies and the PREOC

In addition to the EOC staff that will be integrated into the command structure, the EOC may also be staffed with subject matter experts and liaisons from external partner organizations, including but not limited to:

- BC Ambulance
- Coast Mountain Bus Company
- E-Comm
- EMBC
- BC Hydro
- Fortis BC
- Non-profit partners and NGOs engaged in response and recovery Port Metro Vancouver
- Port Metro Vancouver
- Private sector partners engaged in response and recovery
- Red Cross
- Translink
- Vancouver Coastal Health
- Vancouver School Board

EOC Organizational Structure

The EOC is organized based on the Incident Command System. It is flexible and scalable based on the nature of the incident. It is the responsibility of the EOC Director in consultation with EOC Section Chiefs to expand and contract the organizational structure as needed to respond to the scale, nature and objectives of the emergency.

The Organizational Chart shown in **Figure 4** Fully expanded EOC structure **This structure may expand and contract based on operational needs. The structure in use for a specific emergency event will be determined at the time and may change as the response and recovery progresses.** represents a fully expanded EOC in response to a Level 3 implementation of this Plan, in which a majority of emergency support functions are required and a wide range of agencies are present. The Operations section has been divided into a department/agency branch and a number of functional branches to manage span of control. In a real activation, the Operations Section would normally be setup using either department/agency representation *or* functions, but both methods may be combined if required. This may be done when a department or agency has only a single liaison to provide. In this case, the agency liaison would represent the agency in the Operations Section, but may be asked to provide input to support a number of Operations Section functional units or planning activities in the Planning Section.

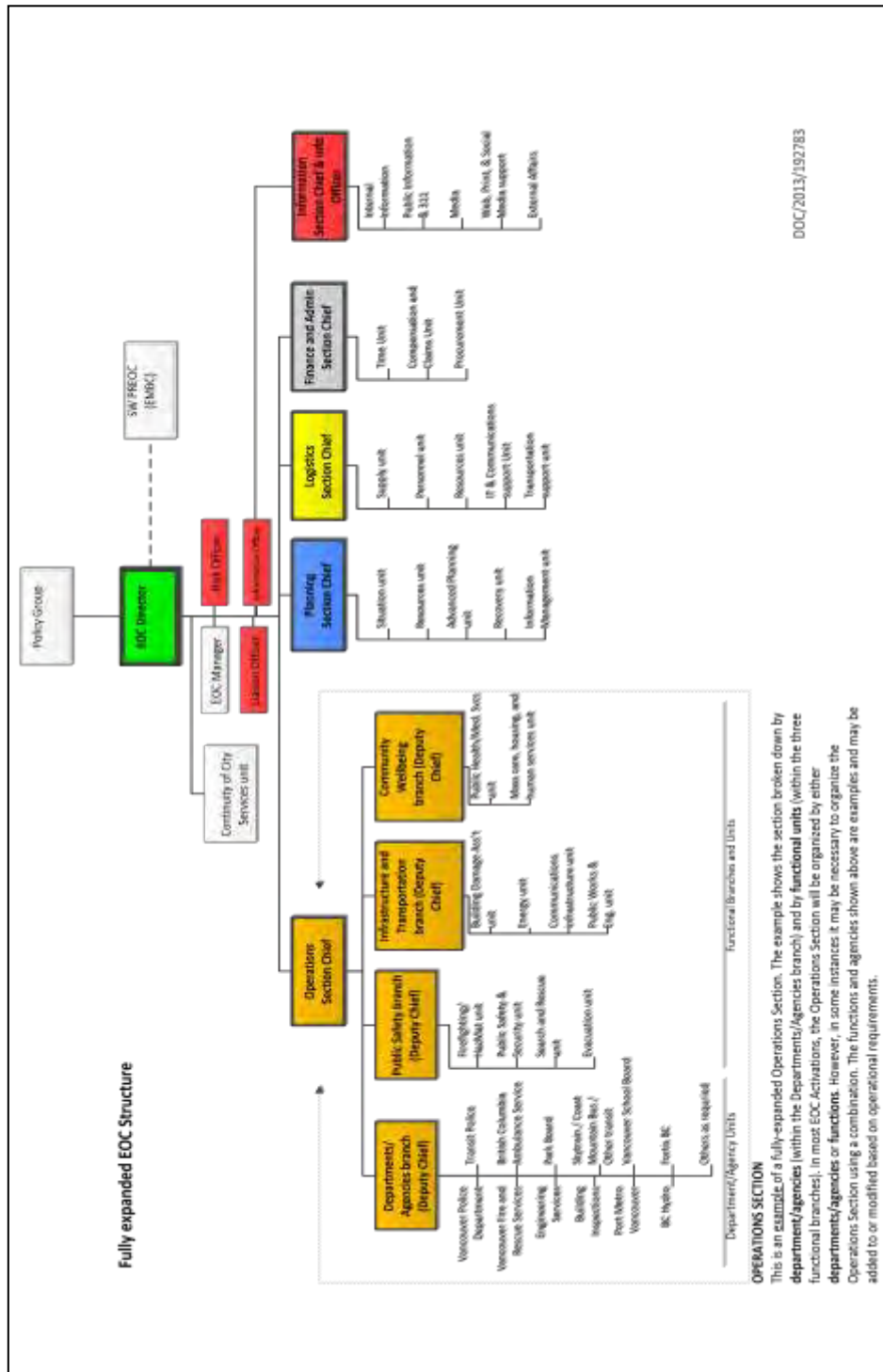


Figure 4 Fully expanded EOC structure

This structure may expand and contract based on operational needs. The structure in use for a specific emergency event will be determined at the time and may change as the response and recovery progresses.

4.3.4 Function Operations Centres (FOCs)

Function Operations Centres may be established to operationalize a pre-identified emergency support function (see Section 5) or any other function required to support the emergency response. They are usually named after their function (e.g. Damage Assessment Operations Centre, Evacuation Operations Centre, Downtown Access Operations Centre). Function Operations Centres operationalize missions and objectives received from the EOC.

The following applies to the activation of FOCs:

- FOCs should be organized based on ICS
- FOC Directors are responsible for implementing a structure sufficient for carrying out the functions and sub-functions of an ESF and/or the missions and objectives identified by the EOC
- Depending on the scope and resource requirements of an ESF, the FOC Director may choose to establish branches and bases of operations to support the sub-functions within the ESF
- The FOC Director reports directly to EOC through the appropriate representative and submits sit reps as scheduled by the EOC
- FOCs are responsible for planning, resource tracking, documentation, and operations for their assigned missions

Where appropriate, FOCs may be embedded within DOCs. For example, the firefighting FOC will be embedded within the Fire DOC. In this case, the DOC is responsible for carrying out the missions and objectives of the ESF as defined by the EOC, and for business continuity as per the Departmental Plan.

4.3.5 Area Operations Centres

An Area Operations Centre may be established to manage multiple ESFs for a defined geographic area where tight coordination needs to be maintained between ESFs. An Area Operations Centre may be established due to unique circumstances in the given area (e.g. an area of heavy damage cordoned following an earthquake).

Most considerations for a Function Operations Centre apply to Area Operations Centres (see Section 4.3.4 above); however, Area Operations Centres are usually established separately and not within a DOC.

4.3.6 Department Operations Centres (DOCs)

The primary function of Department Operations Centres is to maintain business continuity and manage normal operations for the department during an emergency.

Where appropriate, DOCs may be tasked with managing Emergency Support Functions or sub-functions for which they have been assigned responsibility. For example, the Engineering DOC may be responsible carrying out functions and sub-functions related to ESF 3: Public Works and Engineering. In order to carry out concurrent business continuity operations and emergency support functions, deputies may be assigned and

independent organizational structures established. It is the responsibility of the DOC Director to report to the EOC on the status of assigned ESFs, and to ensure that all resources and expenditures related to ESFs are tracked independently from normal operations.

4.3.7 Site Command

For the purposes of this plan, Site Command refers to the leadership position in any field location where a command structure is organized. Site Command may refer to but is not limited to any of the following:

- Incident Commander
- Area Commander
- Reception Centre Director

Site commanders may be located at Incident Command Posts, Area Command Posts, Staging areas (or other site locations such as Reception Centres or Group Lodging Facilities).

Incident Command Post (ICP)

An ICP will be established in the field to coordinate site response operations at an incident site. The Incident Commander (IC) is the most senior member on scene from the lead agency and is responsible for all aspects of response at the site. Depending on the nature of the incident and if multiple agencies are involved, Unified Command may be established between the most senior representatives from responding agencies.

The IC may report directly to the EOC, ACP, DOC, or FOC depending on the nature and scale of the incident and the organizational structure in place for emergency response.

Area Command Post (ACP)

An Area Command Post may be established to: oversee the management of multiple incidents that are each being handled by an Incident Command System organization; or to oversee the management of a very large incident that has multiple agencies supporting it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Depending on the level of implementation of this Plan, Area Command may receive objectives and missions directly from the EOC, or from a DOC or FOC.

Staging Areas

Staging areas will be established to manage resources related to emergency response. The City also has in place 6 Disaster Staging Area containers that are specific to earthquake response plans, but that may be activated as a staging area to respond to other major emergencies. DOCs and FOCs may identify their own staging areas for equipment that they manage. A staging area will be under the control of a Staging Area Manager who will report to the DOC, FOC, or EOC that established it.

5 EMERGENCY SUPPORT FUNCTION ROLES AND RESPONSIBILITIES

The City has identified 18 Emergency Support Functions (ESFs) that may need to be implemented during emergency response and recovery operations. While these ESFs are modeled on the Federal Emergency Management Agency (FEMA) ESFs, they have been adapted to fit the City's needs. They provide a structure for coordinating critical response activities. Table 3 below lists each ESF with a high-level description of its objective. Tasks under each ESF may fall to a range of internal and external partners.

COV's departments with roles to support each ESF must develop their departmental emergency plans accordingly. When external agencies are identified as responsible for all or part of an ESF, this plan assumes they have appropriate plans in place.

It is the responsibility of ESF lead departments to determine the sub-functions required to support ESFs assigned to them. This includes the identification of sub-functions, which department/agency is responsible for each sub-function, and which departments/agencies will support each sub-function.

In the next update of the Emergency Plan, each Emergency Support Function outlined in Table 3 will have a corresponding table detailing sub-functions and assigned *lead* and *support* departments/agencies for each sub-function. See Table A1-1 in Appendix A for an example.

Table 3 Emergency Support Functions. Some ESFs have identified lead departments identified.

ESF #1 - Transportation Lead: Engineering Services	<ul style="list-style-type: none">▪ Conduct of damage and impact assessments▪ Facilitating the movement of emergency resources▪ Repair and restoration of transportation infrastructure▪ Enable public transportation▪ Movement of private and commercial traffic and goods▪ Movement restrictions
ESF #2 - Communications - Technical Lead: Financial Services - Information Technology	<ul style="list-style-type: none">▪ Damage assessments and repair of critical communications infrastructure (e.g. Engineering Radio System, E-Comm's Police, Fire, Ambulance radio system)▪ Damage assessments of communications infrastructure▪ Repair and restoration of telecommunications infrastructure▪ Provision of IT support for city response facilities▪ Restoration of data centers and telecom networks▪ Restoration and security of cyber assets▪ Management of city-wide communication structures▪ Coordination with telecommunications and IT industries▪ Amateur radio operation and support

ESF #3 - Public Works and Engineering Lead: Engineering Services	<ul style="list-style-type: none"> ▪ Critical infrastructure damage assessments ▪ Restoration of water and sewer systems ▪ Provision of alternative water supplies ▪ Water quality inspections, treatments, and advisories ▪ Infrastructure protection and emergency repairs ▪ Restoration of critical infrastructure ▪ Engineering services and construction management ▪ Emergency contracting support ▪ Emergency support to vehicle fleet, including vehicle servicing, fuel provision, and procurement of additional vehicles (e.g. rentals)
ESF # 4 - Firefighting Lead: Vancouver Fire and Rescue	<ul style="list-style-type: none"> ▪ Coordination and support of firefighting activities ▪ DFPS activation and operations
ESF # 5 - Emergency Management Lead: Emergency Operations Centre / Office of Emergency Management	<ul style="list-style-type: none"> ▪ Declaration of Local State of Emergency ▪ Establishment of city-wide priorities ▪ Coordination of city-wide response activities ▪ Coordination of requests for external aid ▪ Activation of the City of Vancouver Emergency Plan ▪ Collation, analysis and processing of damage assessment data ▪ Coordination of the Disaster Financial Assistance process ▪ Gathering of situational awareness information and coordination of the public warning and notification process ▪ Provision of risk management and legal support ▪ Procurement of critical resources and emergency contracting
ESF # 6 - Mass Care, Emergency Assistance, Housing, and Human Services Lead: Office of Emergency Management - Emergency Social Services	<ul style="list-style-type: none"> ▪ Emergency Social Services assistance including group lodging, feeding, and Family reunification support to affected populations ▪ Pet care services to lost, injured or abandoned pets ▪ Provision of temporary disaster housing ▪ Psycho-social support to victims of disasters ▪ Public health support to ESS facilities ▪ First aid services to disaster victims
ESF # 7 - Logistics Management and Resource Support Lead: Emergency Operations Centre / Office of Emergency Management	<ul style="list-style-type: none"> ▪ Procurement of and management of response facilities ▪ Resource and logistical support for response entities including the acquisition of staff, equipment, and supplies ▪ Establishment of points of distribution of emergency supplies ▪ Administration of solicited monetary and non-monetary donations ▪ Management of affiliated as well as unaffiliated volunteers ▪ Emergency resource procurement and financial costs tracking

ESF # 8 - Public Health and Medical Services Lead: Vancouver Coastal Health	<ul style="list-style-type: none"> ▪ Public health surveillance, reporting, and alerting ▪ Pandemic response operations ▪ Provision of mental health and disaster psychosocial services ▪ Mass injury and fatality management ▪ Procurement of additional health care services/medical supplies ▪ Post disaster care for pets
ESF # 9 - Search & Rescue Co-leads: Vancouver Fire and Rescue Services & Vancouver Police Department	<ul style="list-style-type: none"> ▪ Heavy Urban Search and Rescue activation and operation ▪ Acquisition of additional Search & Rescue resources ▪ Emergency medical care to the injured ▪ Mass fatality response operations
ESF # 10 - Hazardous Materials Response Lead: Vancouver Fire and Rescue Services	<ul style="list-style-type: none"> ▪ Hazardous materials identification, response, and disposal ▪ Situational awareness and public notifications ▪ Environmental short- and long-term cleanup
ESF # 11 - Agriculture and Natural Resources	<ul style="list-style-type: none"> ▪ Nutrition assistance Animal and plant disease and pest response ▪ Food safety and security ▪ Natural/cultural resources and historic properties protection ▪ Restoration of natural, cultural, and historic assets
ESF # 12 - Energy Co-leads: Engineering and Financial Services - Supply Chain Management	<ul style="list-style-type: none"> ▪ Energy infrastructure damage assessment ▪ Repair and restoration of energy industry utilities ▪ Monitoring of utility shortages ▪ Procurement of fuel and other essential supplies ▪ Fixing of prices as approved following a Local State of Emergency ▪ Rationing of essential supplies as approved following a Local State of Emergency
ESF # 13 - Public Safety and Security Lead: Vancouver Police Department	<ul style="list-style-type: none"> ▪ Peace and order during civil disorders/post disaster ▪ Provision of traffic control support to support response operations ▪ Mass injury and fatality management ▪ Response to terrorist or human intentional acts ▪ Establishment of Incident and Unified Command and site response operations
ESF # 14 - Long Term Community Recovery Co-leads: Community Services and Planning and Development Services	<ul style="list-style-type: none"> ▪ Transition from response to long-term community recovery ▪ Compilation of/Analysis of disaster impacts and recovery needs ▪ Development of recovery priorities and recovery plans ▪ Implementation of recovery plans ▪ Social and economic community impact assessment ▪ Long-term community recovery assistance ▪ Identification of and implementation of mitigation measures

ESF # 15 - External Affairs and Information Co-leads: Corporate Communications and Protocol	<ul style="list-style-type: none"> ▪ Providing emergency public information and protective action guidance ▪ Liaising with the Media and coordinate community relations ▪ Handling of external and intergovernmental affairs ▪ Sharing of situational awareness information with partners
ESF # 16 - Evacuation & Shelter in Place Lead: Vancouver Fire and Rescue Services & Vancouver Police Department	<ul style="list-style-type: none"> ▪ Evacuation and shelter in place planning ▪ Evacuation of at risk populations from impacted or potentially impacted areas ▪ Coordination of shelter in place emergency response activities
ESF # 17 - Damage Assessment Lead: Emergency Operations Centre / Office of Emergency Management	<ul style="list-style-type: none"> ▪ Coordination of the city-wide damage assessment process ▪ Planning/Implementation of critical facility damage assessments ▪ Conduct of other damage assessments ▪ Compilation, analysis, and reporting of damage assessment data
ESF # 18 - Debris Management Lead: Engineering Services	<ul style="list-style-type: none"> ▪ Debris management assessment and planning ▪ Prioritization of the debris removal process ▪ Clearing of roadways and removal of debris ▪ Communication of debris management instructions to the public

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APPENDIX A: EMERGENCY PROCEDURES

This appendix provides basic emergency procedures for a number of functions as required by the Local Authority Emergency Management Regulation that forms part of the Emergency Program Act (R.S.B.C. 1996, c. 111).

A1. ACQUISITION OF RESOURCES

During a disaster, circumstances may not allow for the following of normal competitive supply management processes.

A number of City policies and procedures focus on the emergency procurement of goods and services. These procedures outline exceptions to normal supply management procedures as well as how emergency resources may more quickly be acquired during day-to-day emergency situations. However, during a large emergency or disaster, the Emergency Operations Centre will take over acquisition of resources in support of emergency operations as outline in

COV's Supply Chain Management branch describes an emergency purchase as one where "an immediate purchase or purchasing decision is necessary and where the delay required to issue competitive bidding could threaten the functioning of a city service which could result in; a safety issue, damage to property, suspension of the provision of an essential service, or would create an immediate danger to the health of the general public or staff". An emergency purchase is also defined as "one where a sudden and unforeseen situation arises where the delay required to issue competitive bidding would cause unreasonable expense or delay".

As per Section 9.2 of Policy Number AF-015-01, when purchasing delays may be injurious to public interest, the following exceptions exist:

- The City Manager has so determined this to be the case, where the required sole source contract total purchase price is in excess of \$250,000
- The Chief Purchasing Official has so determined this to be the case if the required sole source contract total purchase price is not in excess of \$250,000
- The sole source contract is signed by both the City Manager and Director of Legal Services if in excess of \$250,000 and signed by both the Director of Finance and Chief Purchasing Official if not in excess of \$250,000
- The Chief Purchasing Official promptly issues a public notice so as to give the vendor community notice of the contract and an opportunity to comment

Provincial resource request guidelines must be followed by all responders including those at Incident Command Posts, DOCs, and the EOC. Resource request procedures, including for the acquisition and management of critical resources, should be adhered to. Resources may be requested from within or outside COV's jurisdiction and may include technical expertise, the acquisition of specialized equipment, or the request of facilities. The resource request process generally commences from first responders and may end with a formal request from the EOC to the SW PREOC in the event that the EOC is unable to acquire that particular resource in-house. In the event that the SW PREOC is unable to fulfil that request, they may forward the request to the

Provincial Emergency Coordination Centre (PECC) and possibly up to federal and international level. **Requests for resources that have been identified as *critical* (i.e. in short supply and high demand) by the EOC or SW PREOC must be approved by the EOC Director.**

Resources will be assigned to the requestor, who is responsible for that resource (borrowed and rented resources are returned to their rightful owner following the end of the loan or rental period). The EOC Planning Section is responsible for tracking deployed resources and ensuring they're returned once no longer needed. Thorough documentation must be maintained and receipts and other financial paperwork must be kept and forwarded to the EOC Finance and Administration Section.

Table A1-1 Emergency Procurement

Implementation Level	Procurement Procedure
Level 1 Monitoring and mitigation with limited risk to public safety	<ul style="list-style-type: none"> Any required resources for response efforts are procured by business units as per day-to-day procurement policies and procedures. Supply Chain Management staff are generally not required at the EOC. Resources may be requested from the SW PREOC
Level 2 Moderate risk to public safety	<ul style="list-style-type: none"> Supply Chain Management staff may be requested at the EOC to staff the Supply Unit and support resource acquisition and tracking. EOC Director must approve purchases made by the EOC Supply Unit. Resources may be requested from the SW PREOC
Level 3 Significant risk to public safety	<ul style="list-style-type: none"> Supply Unit is fully activated at the EOC. Any required resources for response efforts should be procured by the EOC Supply Unit. The EOC Director must approve purchases made by the EOC Supply Unit. Any Functional Operations Centres requiring resources should submit those requests to the EOC. Department Operations Centres may continue to procure their standard supplies directly in accordance with their day-to-day spending limits but any procurements in support of the emergency or disaster must be tracked and report to the EOC daily.

A2. PUBLIC NOTIFICATION

For all incidents and emergencies responders on the ground will provide initial notification and instructions to impacted members of the public.

If an emergency has occurred or is imminent, the City of Vancouver will provide the following information to the impacted public:

- The nature of the emergency and the risk to the public
- Instructions on what affected members of the public should do
- The location of reception centres and emergency social services if applicable

- Road closures and alternate transportation routes if applicable
- Evacuation and closure zones if applicable
- The status of the response and expected timelines
- Where to go for more information

The public will always be notified if a local state of emergency has been declared. The priority will always be to provide information to members of the public who may be harmed or suffer losses as a result of an emergency or impending disaster.

Methods of notification will vary depending on the scale and nature of the hazard, advanced warning, and available communications tools. Table A2-1 below identifies potential methods of notification for different levels of plan implementation.

Table A2-1 Methods of Public Notification

Implementation Level	On site / Field	Media / Public
Level 1 Monitoring and mitigation with limited risk to public safety (Information Officer role not activated at the EOC, Director of Corp Comms liaises with lead agency and EOC Director)	First responders on site speak directly to the public, use loudspeakers as necessary; installation of signage as requested by the IC, or pre-planned by the lead agency.	Lead Agency responsible for media relations; Corp Comms may monitor social media and post information about the activation on website. Pre-event safety information provided to the media through briefings.
Level 2 Moderate risk to public safety (Information Officer role activated at the EOC)	As above <i>and</i> door to door information, handouts; staff and partners may provide information to the public through briefings at reception centres. When appropriate volunteers may also support public notification.	Immediate updates on website and social media; 3-1-1 provided with messaging for the public; issuance of press release containing notification information; coordinated messaging with communications partners from impacted agencies;
Level 3 Significant risk to public safety (Information Section activated at the EOC with full staffing complement)	As above.	As above <i>and</i> dedicate staff to social media monitoring and response.

Methods of public notification will vary depending on the level of implementation of the emergency plan and the scale and nature of the emergency or disaster. During any emergency, the lead agency and/or incident commander is responsible for providing the EOC with information pertinent to the issuance of emergency notification.

The following steps will be taken to initiate public notification during an emergency or impending disaster:

- 1 Director of Emergency Management or designate notifies the Director of Corporate Communications or designate of the situation and requirements for public notification

- 2 Director of Communications or designate assumes the role of Information Officer and authorizes dissemination of emergency messaging via:
 - Social Media, including twitter and facebook
 - The City of Vancouver website
 - 3-1-1
 - Radio and television stations
 - Blogs or other webpages, if the City of Vancouver website is down
 - Door-to-door notification by first responders, city staff, or volunteers
- 3 Information Officer will report to the EOC with communications team
- 4 If required, Information Officer will convene a meeting in person or via conference call with communications representatives from partner agencies to develop and disseminate consistent messaging to the public
- 5 If required, Information Officer will schedule a press conference
- 6 Information Officer leads development of messaging, handouts, and materials to support additional public notification during the emergency which may include but is not limited to:
 - Public meetings held at community centres / reception centres
 - First responders and volunteers going door to door
 - Posters
 - Electronic signboards
- 7 Site command is responsible for coordinating door-to-door notification or requesting support from the EOC to do so.
- 8 The Information Officer is responsible for retaining translation services to ensure that notification is developed for persons who do not speak English.

A3. COORDINATION OF FOOD, CLOTHING, SHELTER

Food, clothing and shelter are provided to the public during an emergency through the Office of Emergency Management Emergency Social Services program. Following a major emergency or disaster, the Emergency Operations Center will coordinate the provision of aid to victims. When the EOC is not activated and for small events, this role is fulfilled by the Office of Emergency Management and coordinated by the Emergency Social Services Director (ESSD).

At any level of emergency plan implementation the ESSD will activate the ESS plan to the appropriate level to respond to an emergency and will call out required external partners to support the activation.

Table A3-1 describes the key tasks that may be carried out to provide these services, and identifies the responsible and supporting parties involved.

Table A3-1 Emergency Support Function 6: Mass Care, Housing, and Human Services

Role:

R	Responsible	A department or agency is directly responsible for the co-ordination or implementation of a specific sub-function. There is only one responsible party per sub-function.
P	Partner	A department or agency whose role is critical for the successful implementation of a sub-function, but who is not the responsible lead. A partner usually has unique skillsets or special authority over the activities they are responsible for performing.
S	Support	A department or agency providing a supportive role in the implementation of a task or function.

ESF 6: Mass Care, Housing, and Human Services			
Sub-Functions	Department Organization	Role	Activities
Emergency Social Services (ESS)	OEM-ESS	R	Responsible for providing Emergency Social Services
	EMBC	P	Supports local and regional level ESS responses to disasters and emergencies. EMBC manages provincial level ESS responses including the activation of ESS support organizations as needed
Reception Centres	OEM-ESS	R	For large events, OEM will set up RCs in Parks Community Centres. For smaller events such as apartment fires, an RC would most likely be in a hotel lobby or other suitable location where evacuees may be assisted through referrals or some other type of support
	MST	S	Provincial Mobile Support Teams may assist by organizing/operating Reception Centres, Group Lodging Facility or other ESS facilities
	TSA	S	TSA may assist with the "Meet and Greet" function at Reception Centres (providing information, conducting an initial screening of evacuees, and referring them to appropriate services)
Group Lodging	OEM-ESS	R	Dormitory style accommodation for the displaced (at community centres, school gymnasiums, and arenas). Provision of shelter, meals, potable water, emotional support, family reunification, and clothing following the registration of volunteers
	MST	S	ESS MST may assist with setting up group lodging or provide on-the-spot training, mentoring and consultation for local volunteers
	TSA	S	TSA, on request from the local authority, assists local ESS teams with the provision of group lodging services

	BCH	S	BCH maintains stockpiles of emergency lodging supplies (cots and blankets) around the province and may acquire or assign accommodation for responders (provincial staff and volunteers).
Feeding	OEM-ESS	R	Feeding of evacuees at Reception Centres or at Group Lodging centres will be coordinated and managed by ESS
	TSA	S	TSA is capable of providing meals for people affected by a disaster and emergency response personnel.
Public Messaging & Media Liaison	CC	R	Corporate Communications Staff or EOC Information Officers to provide communications related support to ESS (e.g. media releases, public advisories, and social media messaging)
	311	S	The 311 Contact Centre to assist Corporate Communications staff and/or EOC Information Officers to provide information to the public
Amateur Radio Support	VECTOR	S	VECTOR volunteers to provide communications support to ESS Reception Centres and/or Group Lodging facilities as needed
Clothing & Comfort Kits	OEM-ESS	R	Referrals of clothing are provided by the ESS volunteers at Reception Centres to the evacuees
	TSA	P	TSA coordinates provision of clothing to displaced people
	OEM-ESS	R	Comfort kits with basic necessities such as soap, toothbrushes and tooth pastes, are to be provided initially by ESS.
Family Reunification	CRC	R	CRC can provide post-disaster support to COV ESS, including family reunification services at Reception Centres as well as Central Registration and Inquiry Bureau (CRIB) management and the creation and update of a Central Registry (to respond to large numbers of inquiries from friends and families looking for loved ones from outside the disaster area, the CRIB can be used as there will most likely be multiple registration sites). Just-in-time training may also be provided. To obtain CRC support, a local authority makes the request through EMBC or the PREOC (if operational)

First Aid Services	SJA	R	<p>SJA maintains a provincial database of people who have taken its First Aid courses and who are willing to help in the event of an emergency. SJA sends personnel to set up and staff first aid stations at Reception Centres. SJA will:</p> <ul style="list-style-type: none"> ▪ maintains a data base of students with first aid knowledge and who are willing to assist their communities in the event of emergency; upon request, this data base may be made available to local ESS Directors for inclusion in their call-out procedures; ▪ coordinates its volunteers and convergent volunteers, if necessary, in providing primary first aid and patient care to disaster victims at Reception Centres or staging areas or where needed; ▪ will provide orientation on ESS to potential first aid responders to ensure they will be able to work effectively in a Reception Centre; ▪ may provide first aid training to ESS volunteers; and ▪ is responsible for health screening and follow-up health care of incoming volunteers and staff in the ESS Staffing Bureau (ESB).
Public Health Support to ESS	VCH	R	<p>Provide advice to ESS Reception and Group Lodging Centres; advise on public health matters; advise on matters concerning public health; and arrange for mass immunization where needed</p> <p>Arrange for the sanitary inspections and health supervision of temporary emergency feeding and lodging facilities</p> <p>Work with other health care agencies and entities to arrange for the continuity of care for those that require medical assistance at ESS shelters and facilities</p>
Psycho-social (emotional) support	OEM-ESS	R	Organize psycho-social support as needed post disaster (e.g. liaising with partners to arrange for experienced human resources). Additionally, COV ESS has Meet & Greet trained volunteers who are able to provide a very basic level of psycho-social support
	DPC	P	The Disaster Psycho-social Committee of trained clinicians is also available to assist with supporting disaster victims as needed

	TSA	P	TSA may provide psycho-social post-disaster assistance (counselling or critical incident stress debriefing) at Reception Centres or at Group Lodging facilities. Assists families, individuals, and volunteers with emotional and spiritual support. TSA may also deploy its Community Crisis Response Units (CCRU) at shelters and reception centres
Emergency childcare services	PB	R	COV ESS will be using established daycare centres at Community Centre to provide childcare services. These centres are organized and managed by COV Parks & Recreation
	CDCC	S	CDCC provides assistance as needed to local ESS teams following a disaster. Equipped with a “Kit of Comfort,” this volunteer organization may set up child care facilities in Reception Centres and/or Group Lodging facilities, allowing parents and emergency response workers to focus on the tasks of disaster recovery
Pet Care	AC COV ESS	R	COV ESS to provide for pet care during disasters (emergency pet supplies container). Pets accepted at Reception Centres at the PNE Forum building where lost, injured or abandoned pets will be cared for post disaster by COV’s ESS Pet Committee (the City’s Animal Control takes the lead on the ESS Pet Committee)
Walk-in volunteer training	OEM-ESS	R	Vancouver ESS has volunteers assigned to train walk-in volunteers
	JIBC	S	The JIBC is mandated to, when requested by the provincial Emergency program, to deliver ESS training on-site during a disaster response to meet with a community request

A4. Coordination of Medical Services

The Coordination of Medical Services is the primary responsibility of the Chief Medical Health Officer and Vancouver Coastal Health. The City of Vancouver will coordinate City services that are required to support health objectives. The Chief Medical Health Officer is a member of the City of Vancouver’s Policy Group. Vancouver Coastal Health and BC Ambulance Service both have a dedicated seat at the City of Vancouver

Emergency Operations Centre. It is the responsibility of health agencies to request support from the City of Vancouver as needed.

A5. Coordination of Transportation

The City of Vancouver will include transportation considerations in all emergency plans. The City of Vancouver will designate transportation routes, including egress and access for first responders and aid, and access and egress routes for the public in areas within the City of Vancouver's jurisdiction.

All public transit agencies in Vancouver along with Port Metro Vancouver have a dedicated seat at the City of Vancouver EOC. In situations where the incident commander requires support to coordinate transportation, or in situations requiring mass evacuations, the EOC will work with public transit agencies, the Port, and private transportation companies to coordinate emergency transportation plans. Methods of transportation will vary based on the level of plan implementation and the nature and scale of the emergency or disaster.

Port Metro Vancouver and the Canadian Coast Guard will coordinate marine transportation among marine resources, including private and public vessels.

The EOC will coordinate resources attained for transportation from outside sources including the Province and Federal government.

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APPENDIX B: ESSENTIAL SERVICE RESTORATION PRIORITIES

Priorities for Restoration of City Services

- 1 Fire suppression
- 2 Water operations
- 3 Sewer operations
- 4 Street operations (debris clearance / access for responders)
- 5 Primary policing services
- 6 Emergency management (coordination of response)
- 7 ESS
- 8 Corporate communications (public notification and emergency instructions)
- 9 3-1-1 call centres
- 10 Council operations (continuity of government to Declare State of Local Emergency and authorize emergency powers)
- 11 Building inspections (safety)
- 12 Community services for vulnerable populations (e.g. Carnegie Centre, SRO's)
- 13 IT - telephones and email (support critical services)
- 14 Facilities Management (support infrastructure for critical services)

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APPENDIX C: HAZARD ASSESSMENT

The City of Vancouver Hazard Risk and Vulnerability Assessment (2008) assessed the potential emergencies and disasters that could affect all or any part of the City of Vancouver's jurisdictional area. The following table lists the hazards and disasters assessed as well as their relative risk of occurrence and their potential impact on people and property.

Rank	Hazard		Impact Score 1 = low impact 5 = high impact	Likelihood 5 – monthly/yearly 4 – 2 years to 10 year 3 – 11 years to 100 yrs 2 – 101 yrs to 1000 yrs 1 – 1001 years +	RISK SCORE (Max. 25)
1	Geological	Earthquake	3.25	3	9.75
2	Atmospheric	Wind Storm	1.50	5	7.50
3	Health	Human Disease Outbreak	2.00	3	6.00
4	Atmospheric	Blizzard / Snow Storm	1.75	3	5.25
5	Atmospheric	Extreme Heat (heat wave)	1.63	3	4.88
6	Atmospheric	Freezing Rain / Ice Storm	1.50	3	4.50
7	Tech/Attack	Aircraft Crash - large plane	2.25	2	4.50
8	Tech/Attack	Water Contamination	1.25	3	3.75
9	Atmospheric	Rain Storm	0.75	4	3.00
10	Atmospheric	Extreme Cold	1.00	3	3.00
11	Tech/Attack	Power Outage	1.50	2	3.00
12	Tech/Attack	Explosion	1.50	2	3.00
13	Atmospheric	Hurricane	2.75	1	2.75
14	Tech/Attack	Aircraft Crash - small plane	1.38	2	2.75
15	Atmospheric	Hailstorm	0.63	4	2.50
16	Atmospheric	Rapid Snow Melt	0.63	4	2.50
17	Geological	Landslide	0.75	3	2.25
18	Fire	Urban Fire - High-rise	1.13	2	2.25
19	Atmospheric	Drought	0.50	4	2.00
20	Geological	Volcanic Ash Fall	1.00	2	2.00
21	Tech/Attack	Structure Collapse - bridge	2.00	1	2.00
22	HAZMAT	Illicit Laboratory Incidents	0.75	2	1.50
23	HAZMAT	Transport - Rail	1.38	1	1.38
24	Tech/Attack	Structure Collapse - building	1.25	1	1.25
25	Fire	Urban Fire - Industrial Site	1.00	1	1.00
26	HAZMAT	Transport - Road	1.00	1	1.00
27	HAZMAT	In-situ - Industrial Site	0.88	1	0.88
28	HAZMAT	Transport - Marine	0.88	1	0.88
29	Atmospheric	Storm Surge	0.25	3	0.75
30	Tech/Attack	Telecom Outage	0.50	1	0.50

The complete Hazard Risk and Vulnerability Assessment (2008) is filed as record DOC/2011/105084 : EM - HRVA 2008 - FINAL REPORT - 2008-07-03.

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APPENDIX D: SAMPLE SCENARIOS DEPICTING THE CONCEPT OF OPERATIONS FOR DIFFERENT LEVELS OF PLAN IMPLEMENTATION

Scenario 1: Protest Monitoring, Plan implemented to Level 1; EOC Activated to Level 1

The Concept of Operations below is based on a Protest Scenario in which unified command has been formed at the site and all decisions are being made at site level. The EOC has been activated to Level 1 to monitor the event and provide situation updates to the Policy Group and Corporate Communications.

COV Concept of Ops – Emergency
Plan Implementation Level 1 to
Monitor Protest

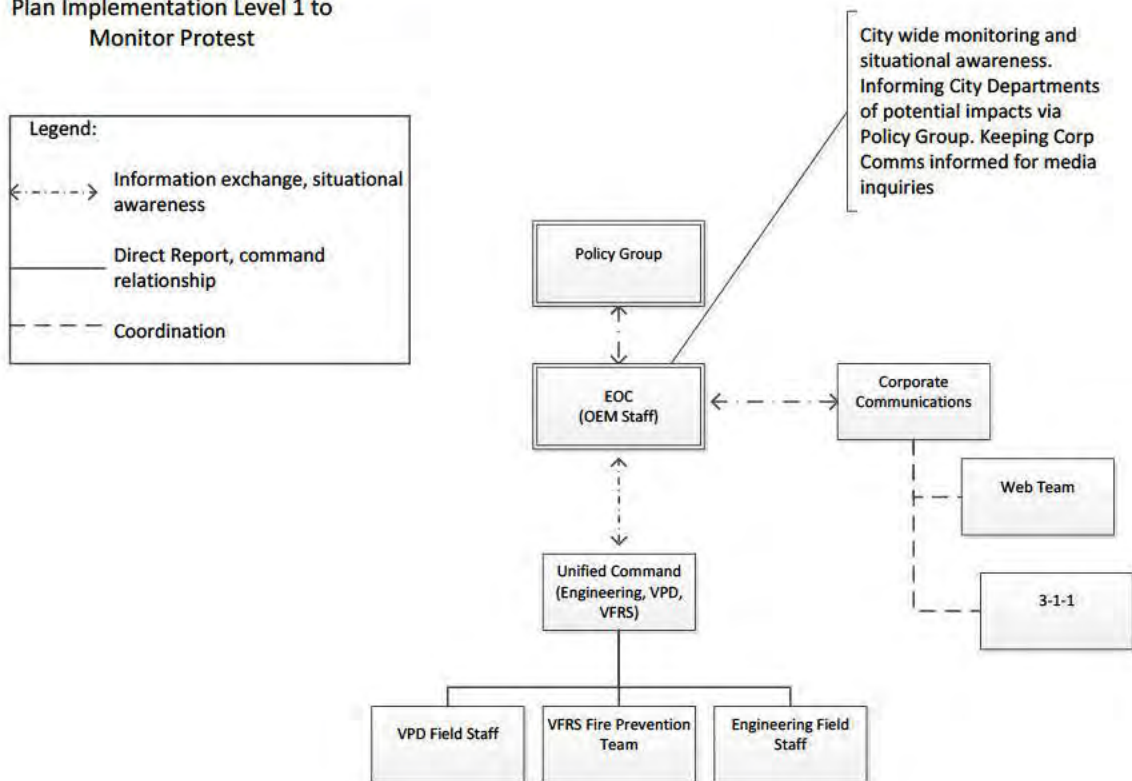


Figure 5: Level 1 Sample Scenario (Protest)

DOC/2013/179145

Scenario 2: Earthquake, Plan Implemented to Level 3; EOC Activated to Level 3

The Concept of Operations shown in Figure 6 represents a fully expanded organizational structure for an earthquake scenario in which several Department Operations Centres (DOC) and Functional Operations Centres (FOC) are reporting in through their respective representatives at the EOC.

In this scenario, Reception Centres have been activated at Kitsilano and Trout Lake, and are reporting directly into the ESS Director at the EOC.

VPD is coordinating Evacuation and Security Functions through their DOC, and have established a Base of Operations from which to deploy Task Forces to the hardest hit areas of the Downtown East Side, Downtown, and the West End.

An FOC has been established for Building Damage Assessment, and task forces are being deployed to in Kitsilano and South Vancouver to facilitate re-entry of residents in these areas that have not suffered significant damage.

VFRS is managing ESF Firefighting and ESF Search and Rescue. A Base of Operations has been established for HUSAR operations. HUSAR strike teams have been deployed in the Downtown East Side and West End.

The Engineering DOC has been activated and is managing ESF Public Works and Engineering and ESF Debris Management.

During earthquake response and recovery operations, the status, mission, and objectives of different operations centres will change with the situation and others may be activated while some may be stood down. The example shown here is for illustrative purposes only and the actual framework used during an earthquake may differ.

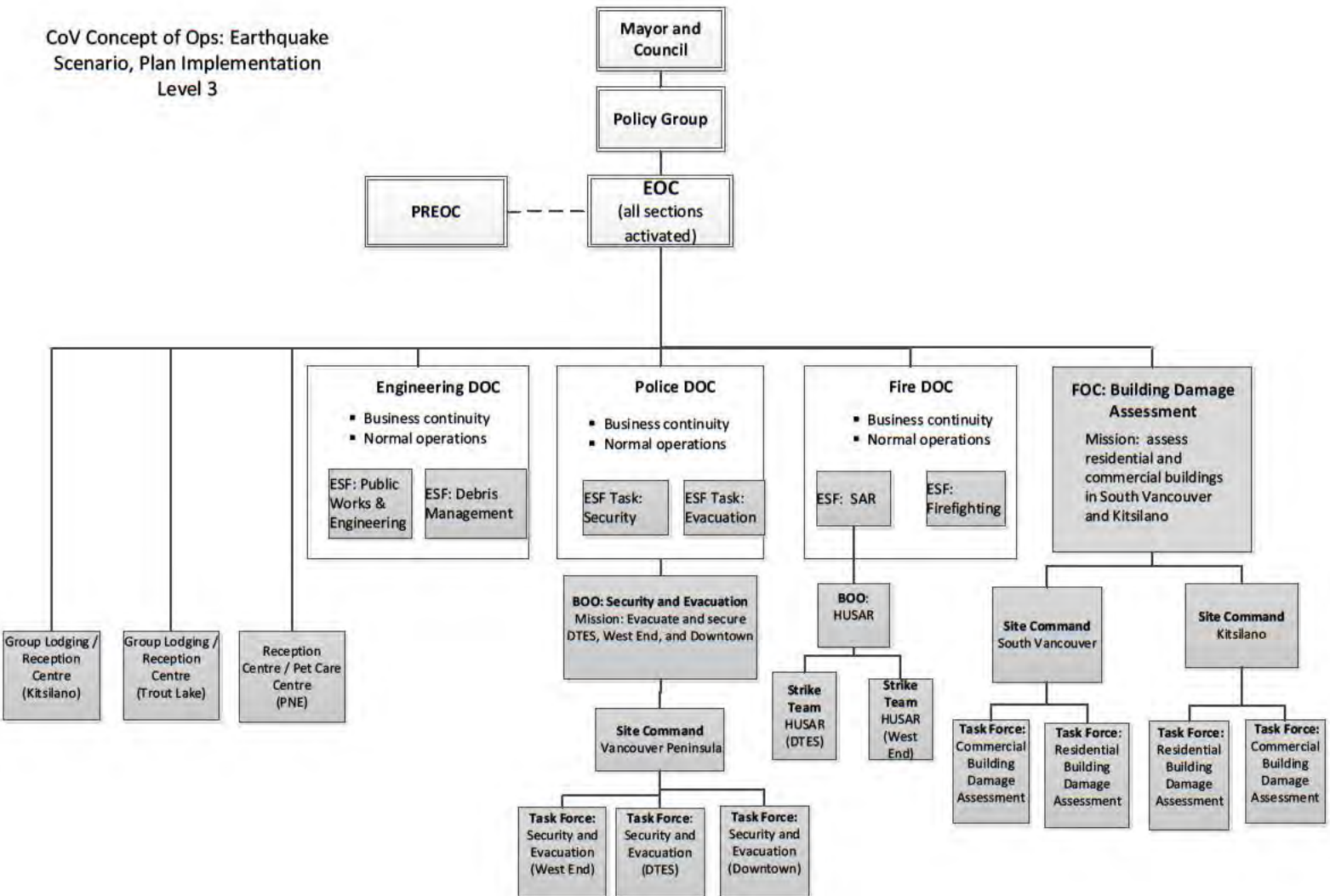


Figure 6: Level 3 Sample Scenario (Earthquake)

DOC/2013/174821

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ANNEX A - LEGISLATION

VANCOUVER CHARTER [SBC 1953] CHAPTER 55

http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/vanch_00

EMERGENCY RESPONSE BY-LAW (5654)

<http://former.vancouver.ca/bylaws/5654c.pdf>

EMERGENCY PROGRAM ACT [RSBC 1996] CHAPTER 111

http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96111_01

LOCAL AUTHORITY EMERGENCY MANAGEMENT REGULATION

http://www.bclaws.ca/civix/document/id/complete/statreg/380_95

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ANNEX B - INITIAL RESPONSE GUIDELINES

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ANNEX C - MUTUAL AID AGREEMENTS
