

REGIONAL DISTRICT OF NANAIMO

EMERGENCY MANAGEMENT SELECT COMMITTEE

MONDAY, JULY 25, 2016

2:00 PM

(RDN COMMITTEE ROOM)

RDN meetings may be recorded

A G E N D A

CALL TO ORDER

DELEGATIONS

MINUTES

- 2-3 Minutes of the regular Emergency Management Select Committee meeting held on April 22, 2015.

BUSINESS ARISING FROM THE MINUTES

COMMUNICATIONS/CORRESPONDENCE

UNFINISHED BUSINESS

REPORTS

Emergency Program Update Power Point (Verbal).

- 4-11 Emergency Program Gap Analysis Report.

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

ADJOURNMENT

Distribution: *B. Rogers (Chairperson); A. McPherson; H. Houle; M. Young; J. Fell; J. Stanhope; B. Veenhof; D. Trudeau; D. Pearce; D. Marshall; J. Drew; E. Beauchamp; N. Hewitt*

For Information Only: *T. Westbroek; M. Lefebvre; C. Haime; B. McKay; B. Bestwick; J. Kipp; J. Hong; W. Pratt; I. Thorpe; B. Yoachim; B. McCrae; J. Hill; M. O'Halloran*

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE EMERGENCY MANAGEMENT SELECT COMMITTEE
MEETING HELD ON WEDNESDAY, APRIL 22, 2015 AT 11:05 AM
IN THE RDN COMMITTEE ROOM**

Present:

Director M. Young	Chairperson
Director A. McPherson	Electoral Area A
Director H. Houle	Electoral Area B
Director B. Rogers	Electoral Area E
Director J. Fell	Electoral Area F
Director J. Stanhope	Electoral Area G
Director B. Veenhof	Electoral Area H

Also in Attendance:

G. Garbutt	General Manager Strategic & Community Development
T. Armet	Manager Building, Bylaw & Emergency Planning
J. Drew	Emergency Coordinator
B. Ritter	Recording Secretary

Regrets:

Director C. Haime	District of Lantzville
P. Thorkelsson	Chief Administrative Officer

CALL TO ORDER

The meeting was called to order at 11.05 AM by the Chair.

MINUTES

MOVED Director Houle, SECONDED Director Veenhof, that the minutes of the Emergency Management Select Committee meeting held on Wednesday April 22, 2015, be adopted.

CARRIED

REPORTS

December 2014 Winter Storm – Emergency Response Summary.

T. Armet provided an overview of the December 2014 winter storm emergency response.

MOVED Director Houle, SECONDED Director Rogers, that the report on the Regional District of Nanaimo's response to emergency events during the December 2014 winter storm be received.

CARRIED

Emergency Program Update Power Point (Verbal).

J. Drew presented a detailed presentation of the actions and emergency responses that took place in December 2014.

MOVED Director Houle, SECONDED Director Fell, that the verbal Emergency Program Update report be received.

CARRIED

NEW BUSINESS

No new business.

ADJOURNMENT

MOVED Director Stanhope, SECONDED Director Houle, that this meeting be adjourned.

CARRIED

TIME: 12.40 PM

CHAIRPERSON

TO: Daniel Pearce
A/Director, Transportation and Emergency
Planning Services

DATE: July 14, 2016

FROM: Jani Drew, Emergency Coordinator
Erica Beauchamp, Special Projects Assistant

MEETING: July 25, 2016 - EMSC

FILE: 7130-03-01 EMSC

SUBJECT: Emergency Program Gap Analysis Report

RECOMMENDATIONS

That the Board Emergency Program Gap Analysis report be received for information.

PURPOSE

To propose follow up actions for issues identified during the April 15, 2016, Directors Seminar regarding the Emergency Program Gap Analysis presentation.

BACKGROUND

The Regional District of Nanaimo (RDN) Strategic Plan highlights resilience and recognizes emergency services as being key to community safety. In order to ensure that the Emergency Program reflects the Boards' strategic vision, an objective analysis was conducted, based on completion of a Community Emergency Program Review (CEPR). The CEPR is a web-based self-assessment tool designed by Emergency Management BC for local authority emergency programs. The assessment is based upon the four pillars of the Emergency Management Cycle: mitigation and prevention, preparedness, response and recovery. The CEPR provides benchmarks for measuring and tracking progress, as well as determining activities needed to enhance the local government's response capacity and reducing risk to its residents.

The Emergency Program Gap Analysis Seminar focused on the CEPR and Electoral Area Directors reviewed the current program scope and activities and identified areas to expand or improve. Appendix A includes an overview of the action item, the primary department responsible, a brief explanation on the action, completion date and a comments section. Staff plan to provide periodic updates throughout the year so the Board is aware of progress made on these and any additional motions that are adopted by the Board.

Pillar #1: Mitigation and Prevention

Natural Hazard Mitigation

The RDN's Hazard Vulnerability Risk Analysis (HVRA) indicates that Wildland Urban Interface (WUI) fire is the number one hazard in the electoral areas. While staff promotes FireSmart practices that residents use to reduce risk on their own property, the FireSmart program identifies prevention measures local governments can take to further reduce the risk of WUI. The RDN has conducted multiple Community Wildfire Protection Plans (CWPPs) that identify areas that are most at risk of WUI. Staff has used provincial funding in the mid 2000's to create CWPPs to help guide area specific planning. These studies

also highlight mitigative strategies for land use planning and building construction. Due to the age of these plans staff are recommending they are updated.

In order to learn more about the hazards and risks in the region, staff submitted an Expression of Interest Letter to Public Safety Canada's *National Disaster Mitigation Program (NDMP)* to conduct a risk assessment, which was approved. Staff is currently exploring the potential of involving the municipalities and First Nations in a regional assessment prior to the next application intake.

The Provincial *Emergency Program Act* is currently under revision, and should the proposed changes be adopted, local governments will become responsible for natural hazard mitigation. A proactive study on natural hazard mitigation could be conducted to identify potential land use practices and building processes prior to the *Act* changing. Development permit applications in areas identified as at being at risk of natural hazards should be reviewed by Emergency Planning Services staff as part of the approval process. Another prevention measure would be to institute a rebate initiative for those utilizing fire resistive building materials, similar to rebate programs used by other departments.

Off Site Data Storage

Directors discussed the importance of having off site data storage in case of a large scale disaster. Staff indicated that Regional District of Nanaimo corporate data is replicated on virtual servers located at Oceanside Place in Parksville. Currently, there is no off island data storage in the event of a large scale disaster. Staff identified potential options for off island data storage, but noted that financial impacts would be significant. Staff will be including this item in the 2017 financial plan process.

Pillar #2: Preparedness

Communication

Directors pointed out that internal and external communication tools are an essential aspect of the Emergency program. Internal communications for Emergency Operations Center staff notification need to be enhanced and staff have initiated a ConnectRocket trial that will provide an automated, web based roll call type notification and has the capability to provide for mass public notification. Additionally, it was recommended that more landlines should be installed in the Board Chambers for the purpose of the EOC. Staff are looking into the financial impacts to complete this and will be including it in the 2017 financial plan process.

External communications often vary in effectiveness for different electoral areas. Surveys conducted after public awareness events in the SD69/Oceanside area show that the population demographic prefers newspaper articles and radio ads/interviews as methods of information delivery. In SD68/southern electoral areas, targeted mail outs and social media are preferred. Other methods used for community outreach include posters, flyers, school informational sessions, attending community meetings. Staff will continue to use annual surveys to ensure residents receive information in the most desirable method.

Directors emphasized the value of involving First Nations in regional emergency management issues, events, training and identification of critical infrastructure and resources. Staff will continue to act as information brokers and offer to assist First Nations partners wherever possible and desired.

Public Outreach

The Emergency Program provides talks on emergency preparedness for individuals, families and neighbourhoods. Organizations or special interest groups can request a seminar from staff.

Additionally, staff attends community days; interact with the public to disseminate information and partner with fire departments and other stakeholder agencies to maximize target audience.

The Neighbourhood Emergency Preparedness Program (NEPP) objective is to develop a grassroots community program designed to empower communities to utilize and draw upon the skills and knowledge within their neighbourhoods. Emergency Management BC (EMBC) has released a streamlined NEPP methodology and materials. Staff will incorporate this new approach with residents to increase participation. Sending out NEPP and emergency preparedness information along with tax notices and water bills is an excellent way to expand message reach. These methods support the most important aspect of public outreach – making direct contacts with residents. Upgrades and streamlining of the NEPP program will be addressed during the 2017 financial plan process.

Community outreach is a continuous and dynamic entity. Staff will be conducting an online survey asking the residents of the RDN what delivery methods would work best for them, and what types of content they would most like to receive information about. To date, staff have created many resources that have been made available to residents including a highly sought after Emergency Preparedness Guidebook, which has been shared as a template with other districts that have adapted it for their areas. Staff are considering bulk purchase options and other best practice examples to ensure RDN residents receive the most up to date and relevant information possible.

To ensure that electoral area residents know what to do in an emergency, staff is updating information brochures to identify local resources and hazard specific response information.

Youth Engagement

Directors pointed out the importance of creating a culture of resiliency, beginning with youth. Staff are increasingly engaging with School Departments and, along with City of Nanaimo and the Cowichan Valley Regional District, have been invited to participate in an October 2016 (SD68) Professional Development Day to provide workshops to staff. RDN staff also host contests to peak interest with youth during national Emergency Preparedness Week. Further, staff collaborated with City of Parksville and Town of Qualicum Beach staff to bring the Quake Zone Shake House to School District 69. Staff will continue to work with School Districts to encourage more participation in the annual Great Canadian ShakeOut Earthquake Drill.

Emergency Kits

Directors discussed purchasing emergency kits and distributing to every home, similar to the green bin/recycling program. Currently there are approximately 19,886 housing units in the electoral areas resulting in the estimated cost to be \$1,590,880 (\$80/2 person unit). Further, the kits would need to be replaced or replenished every three years and kits issued to new home owners annually. Staff does not believe it is feasible to purchase a kit for each household given the cost and overhead required to support the initiative. Instead staff will try to find a grant process to provide a reduced rate for residents to purchase emergency kits.

Access to Information

Directors pointed out that the RDN website does not always contain current information and should be more user friendly. Staff is currently reviewing the emergency planning pages on the RDN website, as well as conducting extensive research into how to make the emergency planning pages more usable for the public with relevant information and resources. Once the research and collaboration is complete, staff will update the site. Further, it was pointed out that there could be more emergency planning

related media releases on the website and more presence and membership on the RDN's social media to encourage interest. Staff are working to enhance emergency planning on social media.

Pillar #3: Response

Training

Directors identified the need for more Rapid Damage Assessment (RDA). Since 2003 staff has arranged annual RDA (neighbourhood level) training taught by BC Housing for Emergency Program volunteers, RDN facility staff and Elected Officials. An RDA level 2 course is aimed at Building Inspectors and industry professionals. To accommodate staff turnover, another level 2 course can be arranged and cost shared with other local authorities for Building Inspectors across the region. Arrangement for RDA courses will be included in the 2017 financial plan process.

Emergency Operations Centre staff undertake annual training, however Directors felt more drills and exercises need to be conducted to increase capability and staff comfort levels. RDN staff is compiling a multi-year training plan that involves incremental knowledge and opportunities to apply those skills in a practical setting. Creation of the multi-year training plan will be included in the 2017 financial plan process.

Volunteer Management

The RDN ascribes to the *Canadian Code of Volunteer Involvement* in volunteer management of Emergency Social Services (ESS), Search and Rescue (SAR) and Emergency Communications (EComms) volunteers. Directors suggested that these volunteer groups be polled as to how the RDN can best support them. Staff requests an annual list from each group that typically includes training, equipment needs and volunteer appreciation activities. RDN staff will be addressing these needs in the annual 2017 financial plan process.

Emergency Social Service volunteers provide service to potential evacuees at emergency reception centers. It was noted that there is insufficient ESS capacity in the southern electoral areas, due in part to demographics. A targeted recruitment campaign will be conducted to raise interest in these areas. Staff is also exploring the possibility of working in partnership with the City of Nanaimo as they have an extensive and very experienced ESS team that may be able to assist Electoral Area 'A' and 'C'. Further, since there is no current designated reception center in Electoral Area 'C', RDN staff will explore potential emergency reception center sites that meet the required criteria.

EComms volunteers in the Oceanside area have a fully equipped response trailer that was funded by the RDN, City of Parksville and the Town of Qualicum Beach. Currently the southern EComms team operates out of a closet in the Board Chambers (EOC) with no windows, air circulation or noise attenuation. If a similar trailer (approximate cost \$45,000) was purchased it could be parked outside of the EOC and provide service or it could be deployed to a site. Staff will be investigating if the City of Nanaimo and the District of Lantzville would be interested in cost sharing a trailer to increase response capacity and provide better working conditions for EComms volunteers. In addition, staff has requested volunteers from both regional EComms teams to collaborate on a consistent equipment inventory to ensure interoperability. This process will help to determine the optimal equipment purchase to upgrade the RDN's base radio and antenna. Staff will be reviewing options for a district communications trailer in the 2017 financial plan process.

Area Specific Emergency Response Planning

The RDN's Emergency Response Plan is updated annually using the provincially recognized best practice 'All Hazards Approach' and contains various contingency plans. In areas that are at risk or the RDN has responded, specific operational guidelines are created. Site specific details and actions are included to effectively respond and contact the appropriate agencies. To date these detailed operational guidelines have been created on a priority basis and include: Flooding (Nanaimo River/Wilkinson Road, Raines Road, Englishman River/Parry's Trailer Park, Little Qualicum River/Cedar Grove campground) and Landslide (Little Qualicum River Village and Shoreline Drive in Bowser). Staff is currently working with Nanoose Fire department for focused planning in the Rivers Edge area.

The issue of derelict vessels was brought to the forefront in a recent response in Deep Bay Harbour. The RDN's primary response role in this situation is site support, coordination and public information management. Since there is no operational guideline in the Emergency Plan, staff will be creating an operational guideline to outline the roles and actions for marine incidents.

Staff have also identified multiple areas with problematic access/egress in an evacuation and staff are in the process of creating operational guidelines specific to these areas. Staff will be updating evacuation routes, bringing information back to the Emergency Management Select Committee.

Collaboration

Directors recognized that large scale or extended emergencies or disasters can exhaust regional resources. Inter-regional emergency management agreements were suggested as a way to plan in advance for increased capacity. Staff are recommending that best practice examples are brought back to the Emergency Management Select Committee.

By working with the City of Nanaimo, the RDN will be better able to understand and respond to a catastrophic failure of the South Fork Dam. Emergency response plans (including flood inundation maps) created by the City of Nanaimo and Harmac would be activated to take appropriate response measures. These plans are shared with the RDN and other stakeholders and annual updates are provided. RDN staff will request to take part in their next emergency exercise, in order to better prepare for our role in such an emergency event. Other facilities within the region are subject to legislation that pertains to their operations. These facilities are responsible for their own emergency response plans and conduct site specific training. Staff will be trying to participate in as many response training exercises as possible.

Directors raised the importance of understanding our region's critical infrastructure. EMBC has initiated a process where local authorities can list and prioritize its critical infrastructure and assets. According to *Regional District of Nanaimo Emergency Measures Bylaw No. 1416, 2005*, section 3(b)(viii), staff should create "...procedures to establish the priorities for restoring essential services provided by the Regional District of Nanaimo...". Staff will commence a critical infrastructure assessment utilizing the EMBC process.

The RDN Emergency Plan currently includes a section regarding animal carcass disposal. Phase 1 of an investigative process into planning for animal carcass disposal was completed in 2012 and included an animal carcass disposal plan, table top exercise and a GIS study to identify potential suitable mass

carcass burial/disposal sites¹. Phase 2 involved a surficial geology suitability analysis outlined in the report from Westrek, in order to determine suitable soil sites for emergency disposal of infected and non-infected poultry and livestock. Phase 3 for this project would be to drill and have samples taken from each of the suitable sites identified in the report. Investment Agriculture Foundation (IAF) Livestock Waste Tissue Initiative funding may be available for ongoing projects.

Directors highlighted the critical need for a disaster debris disposal (collection, transport, sorting) plan. At this time, there is nothing within the Emergency Plan for large scale removal of debris during or after a major emergency event. Disasters such as the Slave Lake and Fort McMurray fires create massive amounts of debris to sort and dispose of. These local authorities created an expedited permit process to use under these circumstances. Since there is limited waste capacity within the RDN's landfill and no pre-planned expedited permit process, a disaster debris disposal plan needs to be developed.

Pillar #4: Recovery

Currently the RDN has planned for the human consequence side of community disaster recovery and have in place an Agreement for Recovery Services with the Canadian Red Cross Society (CRCS). Staff initiated a Regional Community Recovery Working Group and a draft Recovery Plan was created. This plan identifies how the CRCS will be integrated into the RDN's recovery operations. Staff will be reviewing this plan and will collaborate with CRCS on how it integrates into the draft Recovery Plan.

ALTERNATIVES

1. Receive the Board Emergency Program Gap Analysis report for information.
2. Receive the Board Emergency Program Gap Analysis report as presented and provide alternative direction to staff.

FINANCIAL IMPLICATIONS

Any financial impacts for work being directed to be undertaking within the five year financial plan will be included in the 2017 financial planning process.

STRATEGIC PLAN IMPLICATIONS

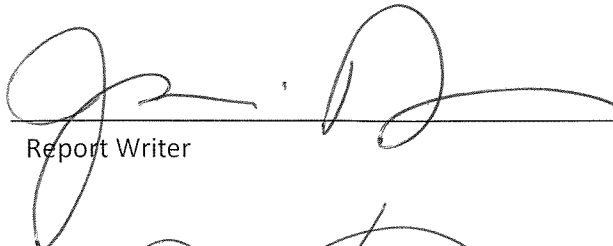
The 2016 – 2020 Regional District of Nanaimo's Strategic Plan highlights the importance of building resilient communities. The second priority focus area of *Service and Organizational Excellence* identifies emergency services as core elements of community safety. The action items arising from the Emergency Program Gap Analysis are intended to align the scope of the Emergency Program with the Board's vision of moving towards a resilient future.

- Focus on Relationships: expanded support of Emergency Program volunteers, collaborating with First Nations partners and exploring inter-regional emergency management agreements.
- Focus on Environment: developing local hazard response plans and initiating a focus on natural hazard mitigation.

¹ (Refer to: *RDN Emergency Plan: Sub Plan 1-3-20 Carcass Disposal*; also *Project Report#: LWT-071* from Investment Agriculture Foundation (dated November 22, 2011 – 14 September 2012); and *Technical Report* completed by *Westrek Geotechnical Services Ltd.: Surficial Geology Suitability Analysis for Mass Carcass Disposal Sites for the Nanaimo Regional District*).

SUMMARY/CONCLUSIONS

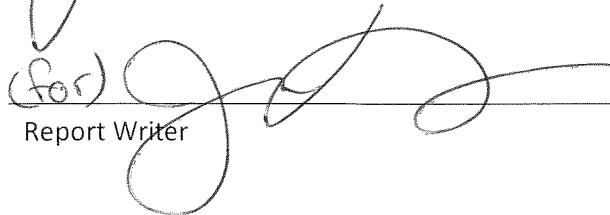
Following an April 15, 2016, Emergency Program Gap Analysis Seminar, Directors reviewed the current Emergency Program scope and activities and identified areas to expand or improve, based upon the completion of a Community Emergency Program Review (CEPR). The action items recommended in this report respond to issues raised in the Gap Analysis Seminar and are intended to develop an expanded Emergency Program and increase the ability of the Regional District of Nanaimo to successfully respond to and recover from emergencies or disasters as required by provincial legislation.



Report Writer



Director Concurrence



(for)
Report Writer



CAO Concurrence

APPENDIX A

	Description	Department	Action	Completion Date	Comments
1	Update Community Wildfire Protection Plans (CWPPs)	Transit & Emergency Planning Services (TEPS)	apply for funding through Strategic Wildfire Interface Protection Initiative to update each CWPP	on going over 2017-2020	make applications starting with oldest first. Upon approval, needs working committee (requires fire department consultation and agreement to participate)
2	Review best practices regarding Wildland Urban Interface (WUI) fire mitigation through land use/development processes	Strategic & Community Development (SCD) and TEPS	produce information report describing best practices of natural hazard mitigation that are applicable within the RDN	year end 2017	in consultation with SCD staff, compile an information report outlining how natural hazard mitigation can be carried out in the OCP, development permit process
3	Conduct a natural hazard mitigation study in anticipation of <i>Emergency Program Act</i> changes	TEPS & SCD	identify areas of natural hazards, and potential avenues of mitigation within RDN existing regulatory practices	Phase 1: end 2017 Phase 2: end 2018 Phase 3: end 2019	Phase 1: identify hazard areas within RDN (year 1) Phase 2: identify mitigative strategies available through the land use/development process Phase 3: prioritize action items and put plan into action
4	Determine the feasibility of off island data storage and associated financial impacts	Information Technology (IT) & TEPS	research off island data storage options and methods to ensure business continuity; identify initial as well as maintenance costs	year end 2017	IT is project lead; need to account for both start up and ongoing costs for offsite data maintenance
5	Prepare an application to the Investment Agriculture Foundation, Livestock Waste Tissue Initiative to begin Phase 3 of the mass carcass disposal planning process	TEPS	complete grant application for Phase 3 funding	year end 2016	requires Board approval; intake is ongoing
6	Investigate the feasibility of creating a disaster debris disposal plan	Solid Waste (SW) & TEPS	Phase 1: determining best practices examples Phase 2: create a regional working group & hire a consultant Phase 3: produce a plan	Phase 1: 2017 Phase 2: 2019 Phase 3: 2020	Phase 2: 2018 - establish working group, perform feasibility studies Phase 3: 2020 - complete RFP to determine successful consultant to establish plan
7	Update the Neighborhood Emergency Preparedness Program (NEPP)	TEPS	review and update existing program, materials, & methodologies	end 2016	
8	Determine the feasibility of a bulk emergency kit purchase for Regional District of Nanaimo Electoral Area residents	TEPS	market assessment for bulk purchase	end 2016	
9	Conduct a review of Emergency Planning website design, content and social media outreach	TEPS	review of existing emergency planning web material & design; research best practices to increase social media outreach	end 2016	
10	Arrange a level 2 Rapid Damage Assessment course for Building Inspectors	TEPS	contact BC Housing and coordinator regional building inspector participation	mid 2017	requires coordination of building inspectors
11	Create a multi-year incremental training plan for EOC staff	TEPS	compile a multi year plan based on best practices and increasing complexity	end 2016	needs to be presented and approved to the Corporate Planning Committee. Department managers can then forecast staffing needs.
12	Attend external emergency related training and deployment opportunities for Emergency Planning Services staff	TEPS	explore external training opportunities	ongoing	to increase operational readiness and extend knowledge
13	Explore potential emergency reception center sites that meet the required criteria	TEPS	following established processes, identify suitable facilities	mid 2017	work in conjunction with Emergency Social Services (ESS) volunteers
14	Explore options to increase onsite emergency communications capacity	TEPS	consult with regional partners to determine optimal equipment to remain consistent within the RDN	mid 2017	work in conjunction with the City of Nanaimo, District of Lantzville, Emergency Communications volunteers
15	Prepare a report regarding best practices examples of inter-regional emergency management agreements	TEPS	explore Canada-wide best practices	mid 2018	