

CITY OF BURNABY

EMERGENCY PLANNING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

Re: BURNABY MAJOR EMERGENCY RESPONSE PLAN -
B.C. EMERGENCY RESPONSE MANAGEMENT SYSTEM

RECOMMENDATION:

1. **THAT** Council approve the British Columbia Emergency Response Management System standard for operating and managing an Emergency Operations Centre and authorize staff to revise the Burnaby Major Emergency Response Plan according to this model.

REPORT

The Emergency Planning Committee, at its meeting held on 2001 September 12, received and adopted the attached report to request approval to adopt the British Columbia Emergency Response Management System standard for operating and managing an Emergency Operations Centre and revise the Burnaby Major Emergency Response Plan according to this model.

Respectfully submitted,

Councillor D. Evans
Chair

Councillor N. Harris
Vice Chair

: COPY - CITY MANAGER
- DEP. CITY MGR.- COORP. SERV.
- OFFICER-IN-CHARGE, R.C.M.P.
- FIRE CHIEF

Councillor N. Volkow
Member

TO: EMERGENCY PLANNING COMMITTEE 2001 SEPTEMBER 04

FROM: EMERGENCY COORDINATOR

**SUBJECT: BURNABY MAJOR EMERGENCY RESPONSE PLAN -
B.C. EMERGENCY RESPONSE MANAGEMENT SYSTEM**

PURPOSE: To obtain Council approval to adopt the British Columbia Emergency Response Management System standard for operating and managing an Emergency Operations Centre and revise the Burnaby Major Emergency Response Plan according to this model.

RECOMMENDATION:

1. THAT the Emergency Planning Committee request Council adopt the British Columbia Emergency Response Management System standard for operating and managing an Emergency Operations Centre and authorize staff to revise the Burnaby Major Emergency Response Plan according to this model.

R E P O R T

1. BACKGROUND

As required by Section 6(2) of the Emergency Program Act, 1998, the City has in place a Burnaby Major Emergency Response Plan. This document is a procedural guideline for the mobilization and deployment of resources in response to a major emergency or disaster. A major or catastrophic emergency is defined as one that is wide spread, involves a large number of victims and may include loss of lives and property. While the most cited type of major emergency is an earthquake, other possible events include a train derailment, plane crash or explosion at an industrial site.

Should an event occur of significant magnitude to require a centrally coordinated response by the City's senior officials, the Burnaby Major Emergency Response Plan would be activated. Staff with designated response roles on the Major Emergency Planning & Response Committee (Attachment 1) and Operations Support Group (Attachment 2) would be called out to the Emergency Operations Centre (EOC) located on the ground floor of the Justice Building.

In November 1999, staff on the Major Emergency Planning & Response Committee and Operations Support Group participated in an exercise of the Burnaby Major Emergency Response Plan. The main objective of the exercise was to assess the effectiveness of the current Emergency Operations Centre management structure. The exercise was facilitated/evaluated by Heather Lyle, Instructor with the Justice Institute of B.C.'s Emergency Management Division.

The evaluator's report recommended that the current EOC management structure in the Burnaby Major Emergency Response Plan be revised to model the British Columbia Emergency Response Management Site Support (EOC) standard. It was suggested that this new model would provide clearer roles & responsibilities of staff working in the EOC; improved communications and information flow within the EOC and between the EOC and outside agencies; and improved contingency planning.

2. BURNABY MAJOR EMERGENCY RESPONSE PLAN - CURRENT EOC MANAGEMENT STRUCTURE

The current EOC management structure in the Burnaby Major Emergency Response Plan consists of two groups described below: the Major Emergency Planning & Response Committee (Attachment 1) and the Operations Support Group (Attachment 2).

Major Emergency Planning & Response Committee

The Major Emergency Planning & Response Committee is responsible for the overall coordination of a response to a major emergency. It develops and implements strategic decisions, policies and actions aimed at ensuring that a multi-agency response to a critical incident is executed in the most effective manner possible.

The OIC, Burnaby RCMP Detachment currently holds the position of EOC Director. During a major emergency, the EOC Director is responsible for coordinating the collective efforts of any or all personnel in City Departments in consultation with the Mayor, City Manager and other members of the Major Emergency Planning & Response Committee. When the Major Emergency Response Plan is activated, the Committee would operate out of the Strategic Control and Command Centre (conference room located on the main floor of the Justice Building).

Operations Support Group

The Operations Support Group provides ongoing comprehensive support to the Major Emergency Planning & Response Committee when it is engaged in a response. The Group collects, organizes, displays and analyzes critical information in the EOC and

conveys the information to the Strategic Control and Command Centre where it is used by the Committee to manage a comprehensive response. The Operations Support Group receives communications support from operators in the Radio Room which is an adjunct to the EOC.

3. BCERMS - SITE SUPPORT LEVEL/EOC MANAGEMENT STRUCTURE

The Province of British Columbia's Emergency Management Structure has developed and adopted the new British Columbia Emergency Response Management System (BCERMS) as a comprehensive management system to ensure coordinated and organized responses to emergencies and disasters. BCERMS establishes four levels of emergency response: Site Level, Site Support Level (EOC Management Structure), Provincial Regional Coordination Level and Provincial Central Coordination. The EOC management structure under BCERMS is diagrammed on Attachment 3.

The BCERMS EOC management structure is function based, focussing on which activities must be completed rather than which agencies should be represented. As a result, many key responsibilities not previously assigned in the EOC are clearly identified in the BCERMS EOC model. The BCERMS EOC model consists of a Policy Group, Management Team (EOC Director/Deputy, Liaison Officer, Risk Manager and Section Chiefs) and five functions. The following is a description of each function and recommendations from the Justice Institute's Emergency Management Division concerning suggested staffing.

Policy Group

When an EOC is activated, local authorities may establish a policy group comprised of the Mayor & Council. The Policy Group has overall cost expenditure authority and is the group who holds the signing authority for declaring a state of local emergency. The EOC Director keeps the Policy Group informed, as needed, and determines which decisions and approvals should be elevated to the Policy Group for consideration and endorsement.

EOC Director

The EOC Director exercises overall management responsibility for the coordination between emergency response and supporting agencies in the EOC. When there are conflicting priorities amongst agencies and functions involved, the EOC Director makes the final decision, based on the information and guidance he or she receives from the respected Section Chiefs.

It is recommended that this position be filled by a municipality's City Manager/Administrator due to the fact that he or she: has a high level of authority on behalf of the community; is familiar with reporting/liasing to the Mayor & Council; has the authority to approve additional cost expenditures and or the ability to promote & obtain any necessary approvals

from the Policy Group; is accustomed to working with the various civic department heads; and is knowledgeable of civic departments' strengths and weaknesses.

Liaison Officer

This position provides assistance to the EOC Director. It is recommended that this position be filled by the Emergency Coordinator as he or she is familiar with: the EOC facility, the agencies involved in emergency response, and the community's emergency plan and bylaw.

Information Officer

This position oversees a public information plan which involves the preparation of press releases/public information documents, coordination of media interviews and preparation of scripts for designated spokespersons. It is recommended that this position be filled by a community's existing Information Officer or staff knowledgeable in media relations.

Risk Management Officer

This position requires someone knowledgeable in risk management issues, civic liability issues and safety concerns. This position must be able to review an emergency situation, review decisions and actions EOC staff plan to initiate and recommend any alteration or issues of concerns related to "best safe practices" on behalf of the community. It is recommended that this responsibility be assigned to a municipality's Risk Manager and/or Safety Officer.

Operations Section Chief

This position is responsible for ensuring coordination of the various response agencies involved in an event and that all Incident Commanders are being supported to the extent possible. This position is dependent on the nature of the event. For example, if it is a fire related event, the Fire Chief or senior fire official would be the Operations Chief. If it is a flood or earthquake related event where there is major infrastructure damage to the community, then it is likely the City Engineer or senior engineering official would be the Operations Chief. Additional staff are assigned to work in the Operations Section as required.

Planning Section Chief

This position is responsible for analyzing, prioritizing and evaluating all of the information coming into the EOC. Knowledge of the community's geography, resource capabilities, mapping and information systems is important. It is recommended that this position be filled by staff from the Planning and/or Engineering Departments who are familiar with the layout, zoning and infrastructure needs of the community and who can prepare reports on what has happened and what can be anticipated to happen. Additional staff are assigned to work in the Planning Section as required.

Logistics Section Chief

This position is responsible for providing facilities, services, personnel, equipment and materials. This position should be familiar with the communities resource inventory, supplier listings, resource databases and knowledgeable of existing purchasing contracts the City has, yet capable of initiating new contracts as required. Knowledge and/or access to staff familiar with information technology is also important. It is recommended that this position be filled by staff from a community's purchasing department or finance division. Additional staff are assigned to work in the Logistics Section as required.

Finance Section Chief

This position is responsible for financial activities and other administrative aspects, including tracking staff time and accounting for all costs associated with the response. It is recommended that this position be filled by staff from a community's finance department. Skills in determining cost analysis, cost projections, budgets, payroll and purchasing systems is critical. Additional staff are assigned to work in the Finance Section as required.

4. ATTRIBUTES OF BCERMS EOC MANAGEMENT STRUCTURE

A. Consistent Response Model with Provincial/Municipal Counterparts

All provincial government ministries, agencies and government corporations are required to apply the new standards set out in BCERMS. The standards are recommended best practices for local authorities, other local governments, federal government agencies, First Nations, regional districts and non-governmental agencies. Many municipalities in the Lower Mainland (e.g. City of Coquitlam, Corporation of Delta, City/Township of Langley, City of New Westminster, City of Vancouver) have either adopted or will be revising their EOC operational guidelines to more closely model the BCERMS standards.

By adopting BCERMS EOC standard, the Burnaby EOC will operate more effectively and consistently with its regional counterparts. A municipal EOC normally turns to neighbouring municipalities or the Provincial Regional EOC for assistance when all of its resources are exhausted or coordination outside of its jurisdiction is required. Sharing a common response structure with provincial authorities and other municipalities will assist in requests for assistance and mutual aid.

B. Adaptable Response Structure

When activated the current EOC management structure requires a full call-out of personnel as diagrammed on Attachment A. The BCERMS EOC model allows more flexibility, accommodating all types and sizes of emergencies. The EOC structure at full activation is diagrammed on Attachment C. However, not every EOC function will be filled in every emergency or disaster. The nature of the event will dictate the functions to be activated. As a minimum, an active EOC requires only an EOC Director. Other functions are staffed as needed.

C. Span of Control

To provide optimal employee management, the span of control of supervisor to worker should be limited. The BCERMS EOC management structure maintains the span of control of supervisor to worker within an appropriate range of three to seven, with the ideal being five. An effective use of span of control is critical in ensuring efficient response efforts.

5. PLAN REVISION PROCESS

It will be necessary to retain a consultant to work with staff to develop a new EOC management structure and complete the appropriate revisions to the Burnaby Major Emergency Response Plan. Funds to conduct this work are available in the 2001 Annual Emergency Program budget.

Staff designated to work in the Emergency Operations Centre will be required to complete four (4) days of training to learn their new response roles. The required training courses will be arranged through the Justice Institute of B.C.'s Emergency Management Division on a fee for service basis. Once trained, staff will participate in regular exercises of the Burnaby Emergency Response Plan.

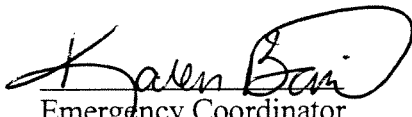
6. IMPLICATIONS FOR CURRENT EMERGENCY OPERATIONS CENTRE

The revision of the Emergency Operations Centre management structure to model BCERMS provides an opportunity to examine the functionality of the current EOC located on the ground floor of the Justice Building. Due to significant space restrictions, the EOC as presently configured is limited in its ability to qualify as an effective facility for the gathering, display and communication of information during a response to a major emergency.

Council have authorized staff to undertake a functional review of the City Works Yard for the purpose of developing strategic options and plans that would meet future operational and land use requirements. Consultant terms of reference have been drawn up for this study and it is anticipated that the study will be undertaken during the latter part of 2001. Included in the terms of reference is a requirement that the consultant evaluate the potential for incorporating an Emergency Operations Centre in any new Works Yard development. It is felt that potential benefits are available by taking advantage of the synergy offered by having the Works yard and EOC in close proximity.

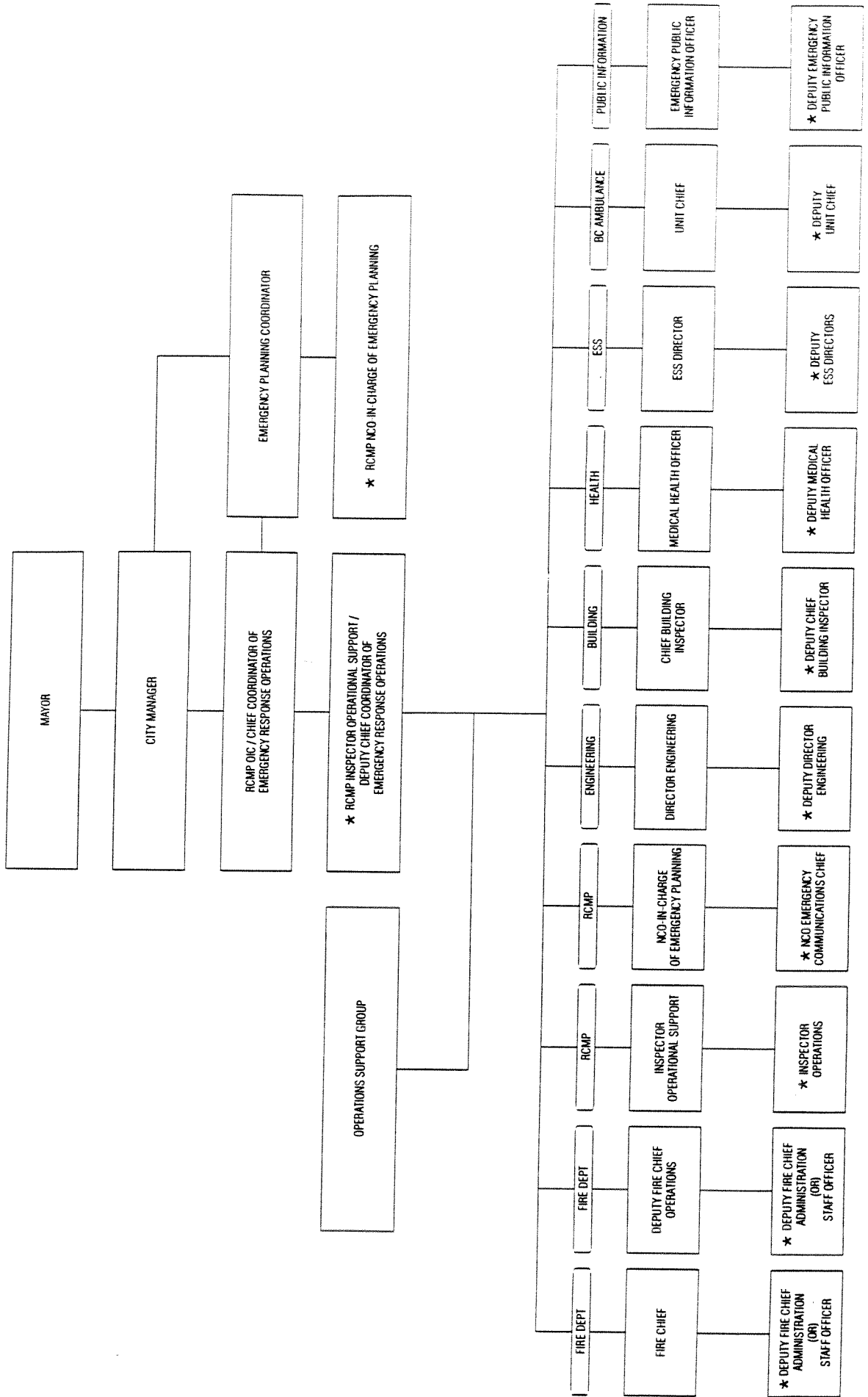
7. CONCLUSION

The British Columbia Emergency Response Management System standard for operating an emergency operations centre represents a significant improvement over the current model used to coordinate and organize responses to major emergencies or disasters. It is believed that a revision of the Burnaby Major Emergency Response Plan to model this standard will provide clearer roles & responsibilities of staff, improved communications and information flow within the EOC and between the EOC and outside agencies; and improved contingency planning to better serve the needs of Burnaby residents.


Emergency Coordinator

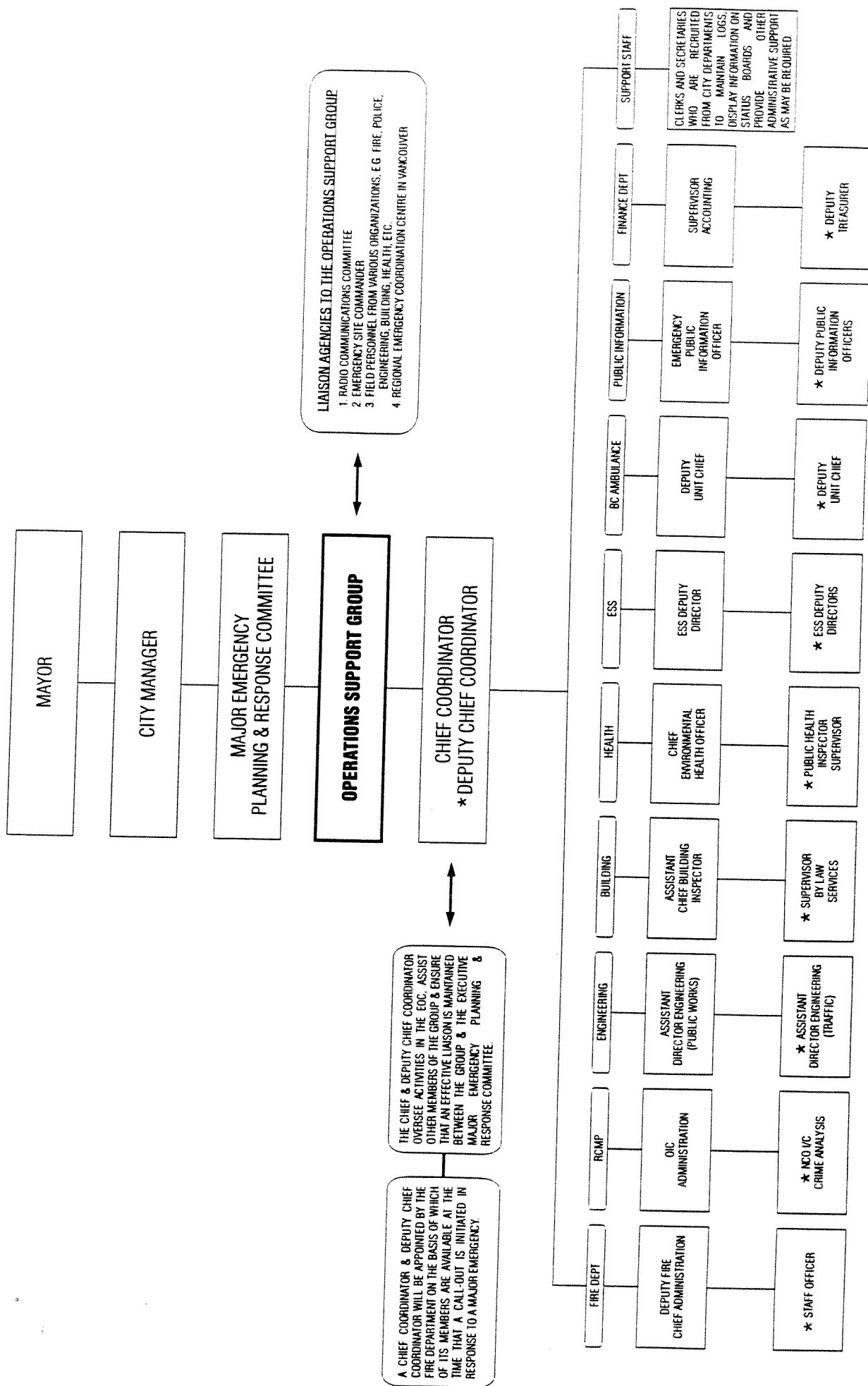
Copy to: Deputy City Manager Corporate Services
Major Emergency Response Planning Committee

MAJOR EMERGENCY PLANNING & RESPONSE COMMITTEE



★ ALTERNATES

OPERATIONS SUPPORT GROUP



★ ALTERNATES

Emergency Operations Centre (EOC) Site Support Organization Chart

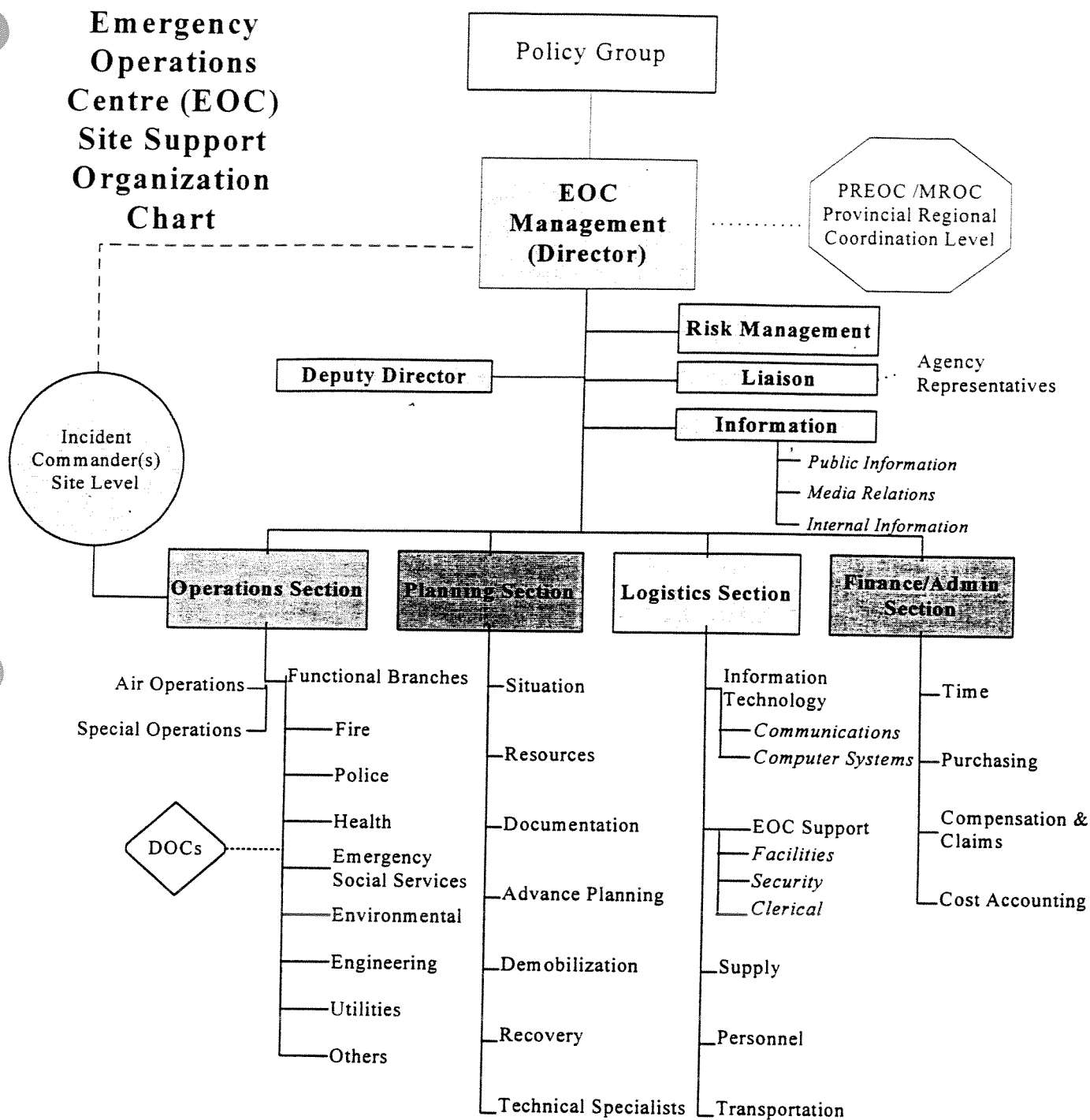


Figure 1-3. EOC Organization Chart

