

DATE: November 5, 2018

FILE: 1855-03

TO: Chair and Directors
Committee of the Whole

FROM: Russell Dyson
Chief Administrative Officer

Supported by Russell Dyson
Chief Administrative Officer

R. DYSON

RE: UBCM Community Preparedness Fund Application – Evacuation Route Planning

Purpose

To seek board approval to apply for funding through the Union of BC Municipalities (UBCM) Community Emergency Preparedness Fund (CEPF), for evacuation route planning. These funds will support the procurement of a contractor to develop evacuation operational guidelines and tools for a multi-government regional evacuation. These will aid in planning for mass evacuation and local governments becoming a host community.

Recommendation from the Chief Administrative Officer

THAT the board approve an application to be made to the Union of BC Municipalities Community Emergency Preparedness Fund in the amount of \$25,000.00, to assist in the procurement of a contractor to develop operational guidelines and tools for a multi-government regional evacuation;

AND FURTHER THAT, the board endorse staff to provide grant financial and project management support in collaboration with the other regional districts.

Executive Summary

- The qathet Regional District (qRD), being a landlocked community with risk of an *interface fire, has deemed it necessary to look at mass evacuation planning for Powell River and the surrounding area.
- Methods of egress are extremely limited and so the ferry system is considered a viable option.
- The Comox Valley Regional District (CVRD) and the Strathcona Regional District (SRD) could become host communities for a large number of qRD evacuees
- Collectively the qRD, CVRD, and SRD have determined the development of evacuation operational guidelines for this type of event is necessary.
- This project will be a collaboration, with each regional district applying for \$25,000 from the Community Emergency Preparedness Fund for a possible total amount of \$75,000.
- These funds will support the procurement of a contractor to develop multi-government evacuation operational guidelines.
- This project will create guidelines and tools the will benefit other local governments so the results will be shared.
- Deadline for the next CEPF intake is November 30, 2018.

* Interface fire- defined as the area where structures and other human development meet and intermix with wildland areas.

Prepared by:

Concurrence:

H. SIEMENS

T. IAN SMITH

Howie Siemens
Emergency Program Coordinator

T. Ian Smith, MCE
General Manager of Community Services

Stakeholder Distribution (Upon Agenda Publication)

qathet Regional District	✓
Strathcona Regional District	✓
K’ómoks First Nation	✓
City of Courtenay	✓
Town of Comox	✓
Village of Cumberland	✓
Ministry of Transportation and Infrastructure	✓

Background

The CEPF is a suite of funding programs intended to enhance the resiliency of local governments and their residents in responding to emergencies. Funding is provided by the Province of BC and is administered by the UBCM. The grant program can contribute up to 100% of the costs of eligible activities to a maximum of \$25,000. Local governments can submit one application per intake and the deadline for the next intake is November 30, 2018. For application refer to Appendix A.

The CEPF was announced as part of an \$80 million announcement from the Province of BC to support the following streams:

1. flood risk assessment, flood mapping & flood mitigation planning;
2. emergency social services;
3. emergency operations centre and training;
4. structural flood mitigation; and
5. evacuation route planning.

These funds are not a replacement for the past Joint Emergency Preparedness Program that was offered in partnership with the Federal and Provincial Governments. They are solely funded by the Province of BC and administered by the UBCM. All local authorities (as defined by the *Emergency Program Act*) and Treaty First Nations (as defined by the *Interpretation Act*) in BC are eligible to apply.

The Comox Valley Emergency Program (CVEP) is a regional service that supports and includes all Comox Valley municipalities as well as collaborates closely with the K’ómoks First Nation. CVEP is seeking approval to apply for funding through the CEPF for evacuation route planning. This funding stream is intended to support efficient and safe evacuation planning and needs to include movement of people, livestock, animals and personal property from an area of imminent or actual threat to an area of safety.

As noted in the Province of BC’s Evacuation Operational Guidelines (2009), “depending on the nature and scope of the event, evacuations may be limited to a single building or affect a large area such as a whole community. Successful and detailed planning is the key to effectively executed evacuations when an event occurs that requires these actions.”

The qRD, being a landlocked community with risk of interface fire, has deemed it necessary to look at mass evacuation planning for Powell River and the surrounding area. As methods of egress are extremely limited, the ferry system is considered a viable option.

This could leave the CVRD and SRD to become host communities for a large number of qRD evacuees.

It is proposed that the CVRD apply for funding assistance in developing an emergency evacuation and host community operational guidelines and tools in collaboration with both the qRD and SRD. The operational guidelines would focus on:

- mass evacuation considerations for the qRD, CVRD; and
- host community role for both the CVRD and SRD as well as considering other neighbouring local governments.

To confirm this approach, qRD connected and presented the UBCM with a concept paper pertaining to the project idea. The UBCM informed them that it would be seen favorable by the application evaluation committee if an application would entail the three local governments working collaboratively toward evacuation planning and development of operational guidelines.

Each regional district will submit its own grant application and include each regional district's board resolution to show the collaborative support for the project.

The effectiveness of an evacuation and being a host community is contingent on the proactive, coordinated, and regular exchange of necessary information between jurisdictions. Determining what that information is, how it is obtained, how it is and can be exchanged, and when it is needed is necessary when planning for and conducting these operations.

Policy Analysis

Section 3(f) of the BC Local Authority Emergency Management Regulations 380/95 requires that local authorities coordinate the provision of food, clothing, shelter, transportation and medical services for residents impacted by an emergency or disaster.

UBCM requires the CVRD board resolution to indicate:

- support for the current proposed project; and
- a willingness to provide overall grant financial and project management.

Financial Factors

The UBCM CEPF evacuation route planning stream funding may provide a maximum of \$25,000 for this stream per local government. If successful, the amount the CVRD receives will be combined with the qRD and SRD funds for a possible maximum of \$75,000. If lower amounts of funding are awarded, the project scope will be adjusted accordingly.

The CVRD will be required to provide grant financial and project management support in collaboration with the other regional districts.

A project budget is required by the UBCM to be submitted with the application and summary is provided in Table A as full budget in Appendix B

Table A

Project Components	Cost Estimate
Research lessons-learned	
Approaching Regional Districts that have planning and performed mass evacuations	\$2,000
Capacity review of hosting communities Study	
CVRD's capacity to receive mass numbers of evacuees without vehicles and considering all immediate needs	\$15,000
Development of flow charts, checklist To	
provide tools that can be utilized by host community when planning and receiving evacuees	\$5,000
Mapping	\$1,000
Tabletop development and delivery Holding	
for regional emergency planning committees & local governments if requested	\$2,000
*Estimated CVRD budget	\$25,000
*based on UBCM grant funding success	

Interdepartmental Involvement/Implications

The Emergency Program, Community Services Branch and the Finance Department have been involved in the review of the UBCM CEPF application and report. The Finance Department will provide support with the financial management of the grant funds.

Citizen/Public Relations

The CVRD encompasses a geographic area of approximately 1,725 sq. kms and a population of 66,195 as of the 2016 census. Each year the region is experiencing greater impacts from climate change such as the wildfires the North Island experienced this past summer. Advance planning for addressing a mass evacuation or becoming a host community to such an event is good emergency management and will develop stronger preparedness operationally to support residents and businesses in the Comox Valley.

Attachments: Appendix A - “CVEP UBCM CEPF Evacuation Route Planning application”
 Appendix B - “CEPF Application- Evacuation Route Planning Budget plan”



November 21, 2018


To:
Local Government Program Services
Union of BC Municipalities

Please find the attached application from the Comox Valley Regional District (CVRD), Strathcona Regional District (SRD), and qathet Regional District (qRD) for the Community Emergency Preparedness Fund Evacuation Route Planning Grant.


The evacuation and host community planning proposal is reflective of our recognition that disasters know no boundaries and that an emergency in one of our regions may result in evacuees seeking shelter in a neighbouring host community. The proposed project seeks to ensure that the planning for mass evacuations within the qRD considers the capacities and needs of the likely host communities within the CVRD and SRD. It is our belief that this coordinated approach to emergency management among neighbouring regional districts will benefit all agencies involved and is in the best interest of public safety.

This application was developed through consultation with the emergency program managers from all three regional districts.

Thank you for your consideration.


Howie Siemens
Emergency Program Coordinator
Comox Valley Emergency Program


Shaun Koopman
Protective Services Coordinator
Strathcona Regional District


Ryan Thoms
Manager of Emergency Services
qathet Regional District

Community Emergency Preparedness Fund

Evacuation Route Planning

2018 Application Form

Please complete and return the application form by **November 30, 2018**. All questions are required to be answered by typing directly in this form. If you have any questions, contact cepf@ubcm.ca or (250) 387-4470.

SECTION 1: Applicant Information	AP (for administrative use only)
Applicant: Comox Valley Regional District	Date of Application: November 23, 2018
Contact Person*: Howie Siemens	Position: Emergency Program Coordinator
Phone: 250-334-6000	E-mail: hsiemens@comoxvalleyrd.ca

* Contact person must be an authorized representative of the applicant.

SECTION 2: Project Summary
<p>1. Name of the Project:</p> <p>REVISED VERSION as per UBCM request:</p> <p>Joint qathet (Powell River) Regional District, Strathcona Regional District and Comox Valley Regional District Mass Evacuation and Host Community Project</p>
<p>2. Project Cost & Grant Request:</p> <p>Total Project Cost: \$75,000.00 Total Grant Request: \$25,000.00</p> <p>Have you applied for, or received funding for, this project from other sources?</p> <p>We hope for the success of each regional districts application so that this project has the budget to provide guidelines, tools and information that can be shared with other local governments. Please see Section 3 for more details on how the three regional districts are working in collaboration to obtain funding to address a common HRVA risk that of an Interface fire, which could result in the need for a mass evacuation for Powell River to the CVRD or SRD regions. Also, with Climate Change, this may becoming the same high risk and planning need for others communities on the Vancouver Island.</p>
<p>3. Project Summary. Provide a summary of your project in 150 words or less.</p> <p>The project will be a collaboration between the Strathcona Regional District, Comox Valley Regional District and qathet Regional District. The goals of this project are to:</p> <ol style="list-style-type: none"> 1. Study and develop operational guidelines for performing a full mass evacuation of Powell River based on their highest HRVA - Interface Fire which could require addressing the movement of 4,000+ people and their pets and livestock.

2. The operational guidelines will contain potential evacuation routes, staging areas and will connect key stakeholders that will be required to support a mass evacuation from Powell River such as but not limited to: Ministry of Transport and Infrastructure, Canadian Coast Guard, BC Ferries and First Responders and Support Responders.
3. Study and work with the Province to ensure the development of provincial policies and procedures that will support operational guidelines in the absorption & delivery capacity of neighboring communities to be a host community and receive a mass amount of evacuees who arrive without personal vehicles as well as evacuees who leave their area via marine pleasurecraft;
4. Study and procure complication of lessons learned from other communities who have served as host communities during mass evacuations; and
5. Develop operational guidelines that will contain flowcharts, evacuation route plans, checklists and ESS & EOC resources that can be utilized for host communities who receive out-of-area evacuees. These resources could then be adapted for every local government in the province for future evacuations.

4. Emergency Plan. Describe the extent to which the proposed project will specifically support recommendations or requirements identified in the local Emergency Plan.

We are seeing with Climate Change, more wildfires in BC and as of 2018, there is now an increase on Vancouver Island and the Sunshine Coast. Seeing what is also occurring in California with the lack of ability to suppress what has become super wild fire storms due to dryness, terrain and close proximity to communities, qathet RD, SRD and CVRD want to enhance our regional overall Emergency Plans. With additional guidelines and tools/functional aids to support not just our abilities to address a mass evacuation and/or becoming a host community for another community threatened, but that of having these shareable to other communities that may not have developed them.

The project summary in Section 3 defines the objectives that the three Regional Districts wish to achieve in this project. The guidelines, potential evacuation routes/staging area, roles and responsibilities developed will be implement into each of our regional plans as well as presented to our Mid-Island Emergency Coordinators and Managers group (25 member communities) for their consideration.

*Collabrating with neighboring jurisdictions & key stakeholder to establish better links and pre-planning initiatives to address mass evacuations and/or becoming a host community to improve our response is the most beneficial approach to also mitigating some of the high risk and imminent threat to public safety.

SECTION 4: Detailed Project Information

5. Proposed Activities. What specific activities will be undertaken as part of the proposed project? Please refer to Section 4 of the Program & Application Guide for eligibility.

The overall goals are stated in Section 3. We hope with each regional district receiving successful funding the project components of activities will be as follows:

1. A study of the absorption capacity of the communities within the Strathcona Regional District to receive a mass amount of evacuees who arrive without personal vehicles as well as evacuees who leave their area via marine pleasurecraft.

Specific aspects that will be examined are:

*Cross-Jurisdictional Communication and Coordination

*Transportation: evacuation routes, staging areas and support vessels

*Receiving- host community

*Tracking of evacuees

*Family reunification

*Self-evacuees

*People with disabilities and others with access and functional needs

*Health and medical care

2. Study and procure complication of lessons learned from other communities who have served as host communities during mass evacuations; and

3. Develop flowcharts, checklists and ESS & EOC resources that can be utilized for host communities who receive out-of-area evacuees. These resources could then be adapted for every local government in the province for future evacuations.

4. Present our findings at the 2019 Emergency Program Leadership Workshop that is hosted annually in Campbell River at the Thunderbird Hall on WeiWaiKum First Nation territory. And to the MIECM group and if requested, at the Emergency Preparedness and Business Continuity Conference annually held in Vancouver BC.

- 6. Rationale.** What is the rationale and evidence for undertaking this project? This may include local hazards identified in the Emergency Plan; threat levels identified in Hazard Risk and Vulnerability Analysis, Community Wildfire Protection Plans, and/or Flood Risk Assessments; and previous emergencies where evacuations were ordered.

We are seeing with Climate Change more wildfires in BC and as of 2018, there is now an increase on Vancouver Island and the Sunshine Coast. Seeing what is also occurring in California with the lack of ability to suppress what has become super wildfire storms due to dryness, terrain and close proximity to communities many communities have updated their HRVA and/or Community Wildfire Protection Plans to focus emergency planning on addressing. In Powell River as well as other Sunshine Coast and Vancouver Island based communities this is just one of the risks that could truly generate the need to address a mass evacuation and/or a community becoming a host communities. Others are; earthquake, chlorine leak, flood, landslide and hazardous material spill. We have been reviewing other multi-jurisdictional evacuation guidelines (such as the joint Whistler/Squamish Sea to Sky Multimodal Evacuation Plan) to help inform of our project objectives and budget proposal. To date we have not found an evacuation plan or guidelines or provincial documents that clearly define and specify mass evacuation or mass care best practices.

- 7. Existing Challenges.** How will the proposed project identify and address existing challenges to successful evacuations in the event of emergencies. Refer to Section 6 of the Program and Application Guide.

Research, identify and through the creation of guidelines, tools and functional aids:

- capacity of available evacuation routes/staging locations, vehicle/vessels
- focus on receiving evacuees who leave Powell River via their personal marinecrafts, - assistance with ensuing and bridging the gap in roles, responsibilities of all agencies, ministries
- define emergency/disaster radio communication operational guidelines,
- coordinate emergency planning between multiple local and provincial governments'

-*Transportation guidelines for moving evacuees from their point-of-entry (harbours) to registration and accommodation.

8. Large Scale ESS Planning. Describe the extent to which the proposed project will consider large scale emergency social services scenarios.

In a large response, additional personnel will be required to provide ESS Support. As we know local capacity for our regional district is limited to operation of one Level 3 reception centre. Supplemented with EMBC Mobile Support Team, resources will be required.

The guidelines will identify and provide detailed recommendations of the types of personnel and specialized services could further support a hosting community. The project will collaborate with the province to also consider their work on mass care process and policies.

9. Transferability. Describe the extent to which the proposed project may be transferable to other local governments and/or First Nations.

Many of the goals of this project are to develop tangible outcomes that are directly applicable to other local governments such as:

1. A compilation of lessons learned from host communities that will include both First Nation and non-First Nation communities; and
2. Develop guidelines, flowcharts, checklists and EOC resources that can be utilized for host communities as well as the local government requiring to perform mass evacuation.

These resources could then be adapted for every local government in the province for future evacuations.

There is evidence that displacement and evacuations have negative consequences for any community such as on; mental health and psychosocial well-being, resilience and overall community cohesion. Evacuations can exacerbate the physical, mental, spiritual, and social impacts of a disaster.

10. Evaluation. How will the project be evaluated? How will performance measures and/or benchmarks be used to measure outcomes? How will this information be used?

*Analysis of the contribution of the project purpose to overall short-term and long-term objectives.

*The quality of data received from both communities that have performed mass evacuations and/or have been host community lessons learned study.

*Analysis on how successful the project has been in reevaluating the way we plan to act as a host community for a mass care scenario.

*Using an objectives/benchmark approach to project invoicing

*Provide stakeholders with valuable information

*Presentation of outcomes to local emergency planning and administrative committees (CAOs).

11. Additional Information. Please share any other information you think may help support your submission.

SECTION 5: Required Application Materials

Only complete applications will be considered for funding. The following separate attachments are required to be submitted as part of the application:

- Local government Council or Board resolution, or Treaty First Nation resolution, indicating support for the current proposed activities and willingness to provide overall grant management.
- Detailed budget for each component identified in the application. This must clearly identify the CEPF funding request, applicant contribution, and/or other grant funding.

SECTION 6: Signature

I certify that: (1) to the best of my knowledge, all information is accurate and (2) the area covered by the proposed project is within our local authority's jurisdiction (or appropriate approvals are in place).

Name: Howie Siemens

Title: Emergency Program Coordinator

Signature:

An electronic or original signature is required.

Date: November 23, 2018

Submit applications to Local Government Program Services, Union of BC Municipalities

E-mail: cepf@ubcm.ca

Mail: 525 Government Street, Victoria, BC, V8V 0A8

**UBCM Community Emergency Preparedness Funding- Evacuation Route Planning
Project Budget - Comox Valley Regional District**

Project Components	Cost Estimate
Research lessons-learned	
Approaching Regional Districts that have planning and performed mass evacuations	\$2,000
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Mapping	\$1,000
Tabletop development and delivery	
Holding for regional emergency planning committees & local governments if requested	\$2,000

***Estimated CVRD budget** **\$25,000**

*based on UBCM grant funding success

SRD UBCM CEPF application	\$25,000
qathet RD UBCM CEPF application	\$25,000