



**To:** Community Safety Committee  
**From:** Chuck Gale, P. Eng.  
General Manager, Community Safety  
**Date:** November 15, 2001  
**File:** 5125-01  
**Re:** **Emergency Management Program - Recommended Level of Service**

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**STAFF RECOMMENDATION**

1. That the Emergency Management Program be developed to the basic level of service, as outlined in the staff report from the Manager, Emergency & Environmental Programs, dated November 15, 2001.
2. That the funding identified to meet the basic level of service be approved, in principle, and that staff be directed to include the necessary funding as part of the 2002 budget submission for consideration by Council.
3. That staff be directed to modify the programs and implementation timeframe to correspond with the basic level of service.

Chuck Gale, P. Eng.  
General Manager, Community Safety

Att. 3

**STAFF REPORT****NOVEMBER 14, 2001 - COMMUNITY SAFETY COMMITTEE CHANGES**

The Community Safety Committee, at their November 14, 2001 meeting, directed staff to modify the staff report to move "pre-recorded messages in different languages" from a 'high' level of service to the 'basic' level of service and make the appropriate adjustments to the costs outlined in the report. This change has been made and is reflected in this report.

**ORIGIN**

Council is mandated under the Emergency Program Act ("the Act") to undertake a number of activities relative to Emergency Planning. This report provides a number of service level options for Council's consideration in meeting these legislative requirements.

**FINDINGS OF FACT**

The Emergency Program Act states that Council must:

1. Prepare Emergency Plans which identify preparedness, response and recovery measures. Local Emergency Plans *must* reflect all of the following:

	<b><i>Requirement</i></b>	<b><i>Program Tool</i></b>
a)	Potential emergencies and disasters which could occur	<b><i>Hazard &amp; Risk Assessment</i></b>
b)	The risk of occurrence and potential impact on people and property	<b><i>Community Awareness Program</i></b>
c)	Designated emergency response staff	<b><i>Emergency Plan, Departmental Emergency Plans</i></b>
d)	Training exercises for designated emergency response staff	<b><i>Exercise Program</i></b>
e)	A training program for designated emergency response staff	<b><i>Training Program</i></b>
f)	Procedures for obtaining emergency resources	<b><i>Resource Database</i></b>
g)	Procedures to notify those who may be harmed or suffer loss from an emergency or pending disaster	<b><i>Emergency Public Information Plan &amp; Communications Plan</i></b>
h)	Co-ordinate the provision of food, clothing, shelter, transportation and medical services	<b><i>ESS Plan</i></b>
i)	Establish priorities for restoring essential services provided by the city	<b><i>Business Continuity &amp; Recovery Plan, Departmental Emergency Plans</i></b>
j)	Recommend priorities for restoring essential services not provided by the city, i.e. electricity, telephone, gas, etc.	<b><i>Emergency Plan, Departmental Emergency Plans</i></b>
k)	Council's commitment to provide policy guidance and direction	<b><i>Emergency Plan</i></b>
l)	The procedures by which council will provide such guidance and direction	<b><i>Emergency Plan</i></b>
m)	A requirement and procedure for periodic review, revision and update	<b><i>Emergency Plan</i></b>

2. Establish and maintain an Emergency Management Organization. This requirement has been met through Council Bylaw 7234 - adopted July 30, 2001.

### ANALYSIS

To meet these obligations, staff had presented the programs outlined in Attachment 1, which were endorsed by Council on April 10, 2000.

Work is progressing on most, but not all, of these programs. Sufficient funding is a key challenge in delivering these programs, particularly since they require considerable development at the onset to meet the obligations under the Act.

The Emergency Program provides for one regular full time position – the Emergency Co-ordinator, which is currently vacant. The 2001 total budget allocation for the Emergency Program is \$184,700. Program funding has been supplemented through corporate consulting and budget re-allocations to carry the program through this year. Given the current economic climate, staff feel it may be an appropriate time for Council to review the level of service the City wishes to provide, in order that staff may shape or revise the program initiatives to balance it with Council's goals.

To facilitate this discussion, staff have prepared the summary in Attachment 2, which takes each of these programs and provides optional levels of service for each:

- **'Basic'** represents a level of service that meets most of the basic requirements of the Act, but to a low level.
- **'Medium'** represents a service level that meets the basic Act requirements.
- **'High'** represents a service level that meets the full intent of the Act.

Council may wish to select different service levels for different programs. The service level that staff would suggest as appropriate for Richmond is noted with a checkmark (✓). The reality of current economic conditions, leads us to consider whether this is the appropriate time to develop the programs to the suggested level. Therefore, Council may wish to consider developing the programs to the basic level of service at this time, as recommended in this report. This will meet the minimum needs of the community. Council could also give consideration to a more gradual increase in funding levels in future budgets, which would allow the program to be developed over a longer period of time to meet the level suggested by staff.

### FINANCIAL IMPACT

At the time these programs were identified in 2000, the Emergency Program was at the very early stages of development and hence, staff were unable to provide any reasonable estimate of costs. Our approach, therefore, has been to evaluate the programs we would most likely be able to pursue in each year, and submit funding requests through the normal budgeting process. At this time, we can provide some better insights into the general costs for the various service levels. Many of the costs identified in Attachment 2 are estimates only, but they provide some approximation for service level comparison purposes:

Service Level	Annual Operating Cost	Capital Cost
Basic	\$247,000	\$50,000
Medium	\$485,000	\$575,000
Recommended (2002)	\$470,000	\$69,500
High	\$808,000	\$1,535,000

As noted in Attachment 2, staff suggest a mix of basic, medium and high levels of service, depending on the particular program. Our current program implementation timelines (Attachment 3), would complete these programs by the end of 2005 at the following estimated funding levels:

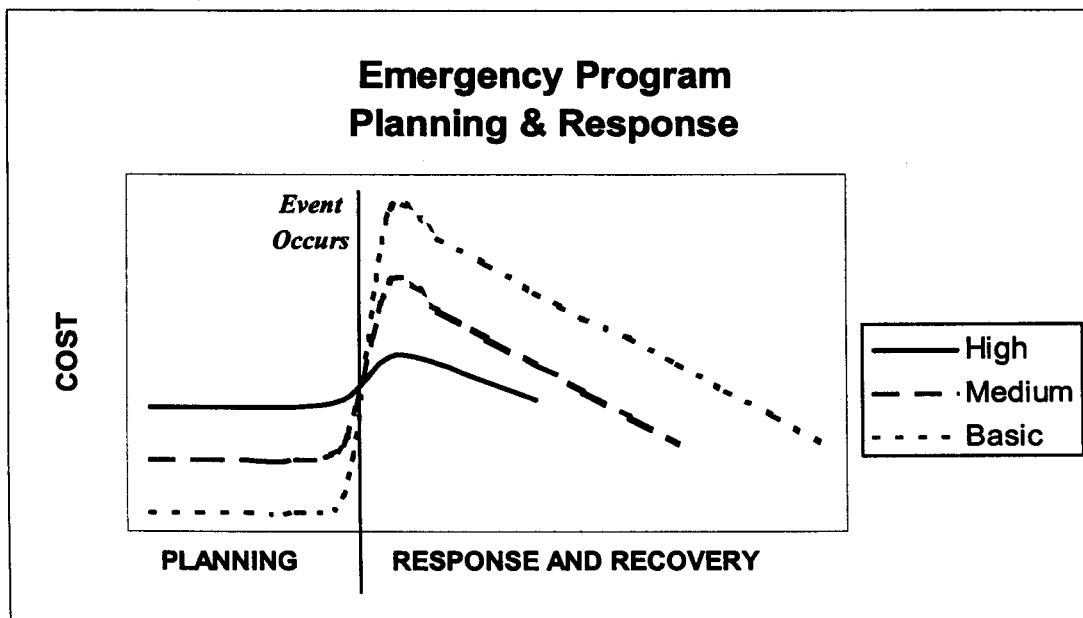
Year	Annual Operating Cost	Capital Cost
2002	\$470,000	\$69,500
2003	\$500,000	\$400,000
2004	\$500,000	\$200,000
2005	\$500,000	\$150,000

**These costs and implementation timelines can and will be adjusted to meet the basic level of service, or other level of service desired by Council.**

It should be noted that staff seek to supplement program funding where possible through available grants – the Joint Emergency Preparedness Program (JEPP). For the 2001/2002 year, the City received funding approval for approximately \$54,000 to support development of the ESS and Public Information plans, and to pursue development of a resource inventory database. Funding submissions for the 2002/2003 JEPP grant amounts to approximately \$125,000 in requests to assist in undertaking some of the identified programs.

It can be stated with confidence that money spent on planning is saved in exponential terms after an emergency or disaster. Not only is this realized in direct savings to municipal tax dollars, but also to the community as a whole – the faster the local community can recover key services – water, sewer, etc., the quicker the business community can recover and people can return to work, etc. This is the basis for the provincial government requirements as laid out in the Act.

What must be weighed is the degree of risk that a community wishes to take: the high risk option is cheaper at the outset, but much more costly if the disaster/emergency event occurs. The low risk option requires expenditure of funds in the here-and-now, but saves considerably if and when the disaster strikes.



## CONCLUSION

This report is presented in order that staff may obtain direction from Council concerning the level of service the City of Richmond wishes to provide relative to the Emergency Program. It is important to establish the service level at this time to ensure the program is built to a level that is sustainable within approved funding to avoid the 'start/stop syndrome' and considerable costs associated with program re-development.

Council has the following options:

1. Approve the basic level of service, as outlined in this report, and direct staff to modify the programs and implementation timelines to meet this service level. This would result in an increased funding level for the program from the current amount of \$185,000 to \$247,000. This is the minimum amount necessary to deliver a basic level of service and maintain that which has been developed over the last two years.
2. Approve the basic level of service, and provide direction to staff to allow for gradual program and funding growth to meet the level of service suggested by staff. Direct staff to develop implementation timelines accordingly.
3. Select a different level of service for the identified programs, and direct staff to report back on costs and implementation timelines.

Recent world events -- the February, 2001 earthquake in the Seattle area and the September, 2001 terrorist attack in New York -- remind us of the need to be prepared on an on-going basis. This report outlines options for a measured approach by the City to meet that need for Richmond.



Suzanne Bycraft  
Manager – Emergency and Environmental Programs

## Emergency Management Program Initiatives – 2002 - 2003

Key Initiative	Description	Method	Anticipated Timing
Bylaw 7234 (Emergency Management Organization)	A bylaw which establishes the Emergency Management Organization, establishes emergency planning measures and assigns high level responsibilities for the emergency plan and programs.	Emergency Program staff	July 30, 2001
Emergency Plan	A plan which identifies the specific actions, roles and responsibilities to be carried out in the event of an emergency or disaster. It will also identify response priorities and recovery strategies.	Emergency Program staff with Planning Committee involvement, supplemented by regional support and added assistance as required.	January, 2002 (Basic Plan) September, 2002 (Response Priorities)
Emergency Social Services Plan	A plan to provide services to evacuees, including temporary food, shelter, clothing, counselling and other personal services – after an emergency or disaster has occurred. Includes designation of reception centres, emergency shelters, etc.	Emergency Program staff supplemented with staff secondment and additional assistance as required.	December, 2001
Resources Plan/ Evaluation of Communication Methods	Identification of the resources available throughout the community and associated costs/agreements. Also, includes a review of communication methods to be used in the event of an emergency or disaster and recommendations concerning back-up/alternatives available.	Staff Secondment supplemented with additional assistance for development/purchase of database application	December, 2001 (preliminary) 2003 (Database)
Community Awareness Program/s	A two-part program – one which will provide on-going education with respect to overall emergency preparedness, and one which identifies how we will communicate with the community in the event of a disaster.	Emergency Program staff supplemented with volunteers. Also, the Mngr, Communications & Public Affairs	December, 2001
Training Program	A program to provide regular training of staff who have designated emergency response roles in the Emergency Plan.	Emergency Program staff	Ongoing
Exercise Program	A program designed to exercise, or practice key elements of the emergency plan, with those staff who have designated emergency response roles.	Emergency Program staff	Ongoing
Departmental Recovery & Continuity Plans	Department plans will identify how priority services will be restored. In addition, they will identify the main services that will be provided and how – as part of business continuity planning.	Emergency Program staff and Department Directors/ Managers, with regional assistance and added assistance as required.	December, 2003
Business Continuity Plan	A plan which identifies the risk assessment, business impact, recovery strategy, business continuity and implementation procedures for ensuring that key city services are maintained after an emergency or disaster.	Emergency Program staff, Department Directors/Managers, supplemented by outside assistance, as required.	Framework October, 2002 City Plan (2003) Business Initiative (2005)

# Emergency Programs Levels of Service

## Hazard & Risk Analysis



- | Basic   | Medium   | High   |
|---|--|--|
| <ul style="list-style-type: none"> <li>✓ Assumed threats</li> <li>✓ Existing studies</li> <li>✓ Trends - local, domestic &amp; international</li> </ul> | <ul style="list-style-type: none"> <li>■ Undertake specific assessments based on perceived need</li> </ul> | <ul style="list-style-type: none"> <li>■ Consultant based City-wide risk assessment</li> </ul> |

\$10,000	\$40,000	\$30,000	
		<b>Operating</b>	
		\$400,000	<b>Capital</b>

## Community Awareness



- | Basic   | Medium  | High   |
|---|---|--|
| <ul style="list-style-type: none"> <li>✓ Provide presentations on request</li> <li>✓ Neighbourhood emergency workshops</li> <li>✓ Provide Province produced brochures</li> <li>✓ Richmond specific brochures i.e. flooding &amp; earthquakes</li> </ul> | <ul style="list-style-type: none"> <li>✓ Emergency Preparedness Week event(s)</li> <li>✓ Emergency Supplies Distribution Program</li> <li>✓ Interactive web site</li> <li>✓ Proactive promotional campaign</li> </ul> | <ul style="list-style-type: none"> <li>■ Community area specific presentations based on local conditions &amp; threat</li> <li>■ Richmond educational video</li> </ul> |

\$30,000	\$60,000	\$95,000	
		<b>Operating</b>	
		\$15,000	<b>Capital</b>

## Emergency plan



- | Basic   | Medium   | High   |
|---|--|--|
| <ul style="list-style-type: none"> <li>■ Basic plan which identifies roles &amp; responsibilities of key City staff, divisions and agencies</li> <li>■ Dual purpose EOC equipped with basic supplies</li> </ul> | <ul style="list-style-type: none"> <li>✓ More detailed version of basic plan which includes response priorities, jurisdiction, etc.</li> <li>✓ Supplies at city facilities</li> <li>✓ Threat specific plan i.e. Flood Management, Air disaster, Spill response, Disaster Debris, Bio-terrorism, etc.</li> <li>✓ Alternate EOC</li> </ul> | <ul style="list-style-type: none"> <li>✓ Neighbourhood Emergency Preparedness Teams &amp; Plans</li> <li>■ Additional threat specific plans i.e. Livestock &amp; Evacuation</li> <li>■ Inter-agency plan coordination - working with school district, health services and other supporting agencies</li> <li>✓ Software based emergency plan i.e. GIS mapping &amp; Personal Digital Assistant</li> <li>■ Assist local business &amp; nonprofit agencies with emergency plans</li> </ul> |

\$20,000	\$50,000	\$90,000	
		<b>Operating</b>	
\$25,000	\$85,000	\$100,000	<b>Capital</b>

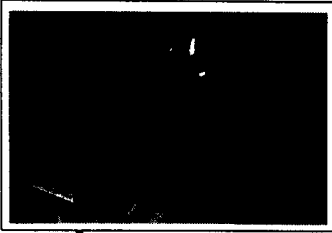
## Training Program




- | Basic   | Medium  | High  |
|---|---|---|
| <ul style="list-style-type: none"> <li>■ Ad-hoc training based on course availability from other organizations</li> </ul> | <ul style="list-style-type: none"> <li>■ Arrange training for key positions only based on course availability from other organizations</li> </ul> | <ul style="list-style-type: none"> <li>✓ Regular training program which aligns clearly with roles &amp; responsibilities outlined in the Emergency Plan</li> <li>✓ Maintain training status of all key individuals</li> </ul> |

\$10,000	\$20,000	\$40,000	
		<b>Operating</b>	
			<b>Capital</b>


## Emergency social services plan

	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ ESS plan -outlining response organization &amp; management, details on how services to be provided</li> <li>■ Equip ESS facilities with supplies</li> <li>■ Coordination of a volunteer base of approximately 50 volunteers with 1 exercise per year</li> <li>■ Training for volunteers and staff as appropriate</li> </ul>	<ul style="list-style-type: none"> <li>✓ Review &amp; update plan to include current demographic findings</li> <li>✓ More detailed version of ESS plan to include Standard operating procedures, facility operations plan, and volunteer base maintenance</li> <li>✓ Volunteer &amp; supplier recognition</li> <li>✓ One community based exercise every 2 years</li> </ul>	<ul style="list-style-type: none"> <li>■ Semi - annual updates of ESS Plan</li> <li>■ Coordination of a large volunteer base (200)</li> <li>■ 4 Exercises per year for volunteers &amp; designated staff</li> <li>■ One community based exercise each year</li> </ul>	
	\$35,000	\$80,000	\$120,000	<b>Operating</b>
	\$15,000	\$65,000	\$90,000	<b>Capital</b>

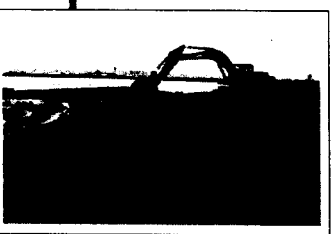
## Communications plan

	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ Maintain inventory of current City equipment</li> <li>■ Basic overview of key communications people and groups, i.e. HAMS, Information officers</li> <li>■ Coordinate HAM Volunteers</li> </ul>	<ul style="list-style-type: none"> <li>✓ Establish back-up communications systems</li> <li>✓ Plan which includes protocols, procedures, roles &amp; responsibilities of staff &amp; supporting communications groups</li> </ul>	<ul style="list-style-type: none"> <li>■ Integrating communication networks that already exist in the community</li> <li>■ Emergency Radio Channel</li> <li>✓ Automated call out system (equipment &amp; software)</li> </ul>	
	\$30,000	\$40,000	\$100,000	<b>Operating</b>
	\$5,000	\$100,000	\$250,000	<b>Capital</b>

## Emergency Public Information Plan


	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>✓ Plan which includes clear roles &amp; responsibilities and pre-scripted messages based on anticipated scenarios</li> <li>✓ Pre-recorded messages in different languages</li> </ul>	<ul style="list-style-type: none"> <li>✓ Provisions for public call centre including telecommunications equipment and training</li> </ul>	<ul style="list-style-type: none"> <li>✓ Provisions for a media centre</li> <li>■ Public alert system</li> </ul>	
	\$27,000	\$35,000	\$83,000	<b>Operating</b>
	\$5,000	\$200,000	\$355,000	<b>Capital</b>

## Resource management

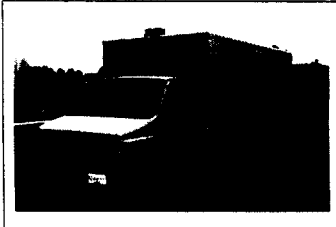
	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ Documented listing of City equipment, suppliers, volunteers and training, facility and demographic information using existing software.</li> </ul>	<ul style="list-style-type: none"> <li>■ Detailed information on supplier inventory and rates</li> <li>■ Comprehensive database of suppliers, equipment, volunteers etc. which allows for queries and basic reports</li> <li>■ Information is update yearly by staff</li> </ul>	<ul style="list-style-type: none"> <li>✓ Internet-based database program where resources can update their information</li> <li>✓ Detailed queries and reports to assist with other emergency planning functions i.e. Training schedules, volunteer recognition etc.</li> <li>✓ Corporate wide accessibility</li> </ul>	
	\$15,000	\$30,000	\$30,000	<b>Operating</b>
		\$75,000	\$200,000	<b>Capital</b>




## Business Continuity Plan

	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ City business recovery plan</li> <li>■ IT recovery plan</li> </ul>	<ul style="list-style-type: none"> <li>■ Recovery plan for critical infrastructure and services (water, sewer, etc.) and priorities for restoration</li> </ul>	<ul style="list-style-type: none"> <li>✓ City</li> <li>✓</li> </ul>	<ul style="list-style-type: none"> <li>Tool to assist businesses in preparing their business continuity plans</li> <li>Outreach program to Richmond businesses</li> </ul>
	\$50,000	\$60,000	\$80,000	<b>Operating</b>
		\$50,000	\$75,000	<b>Capital</b>

## Departmental Emergency Plans

	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ None</li> </ul>	<ul style="list-style-type: none"> <li>✓ Basic plans for key departments, as established in the Emergency Plan, which identifies roles &amp; responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>■ Comprehensive response and recovery departmental plans which include standard operating procedures and strategic direction</li> <li>■ Augmented by a regular training and exercise program</li> </ul>	
		\$40,000	\$60,000	<b>Operating</b>
			\$50,000	<b>Capital</b>

## Exercise Program

	Basic	Medium	High	
	<ul style="list-style-type: none"> <li>■ Two tabletop exercises per year</li> <li>■ Participation in other agencies exercises</li> </ul>	<ul style="list-style-type: none"> <li>■ Established annual exercise program which also includes 4 tabletops, 3 drills and 1 functional exercise</li> </ul>	<ul style="list-style-type: none"> <li>✓</li> </ul>	<ul style="list-style-type: none"> <li>Established annual exercise program which includes 1 full-scale exercise every 2 years</li> </ul>
	\$20,000	\$30,000	\$80,000	<b>Operating</b>
				<b>Capital</b>

## Totals

	Basic	Medium	High	
	\$247,000	\$485,000	\$808,000	<b>Operating</b>
	\$50,000	\$575,000	\$1,535,000	<b>Capital</b>

**Emergency Management Program**

*Implementation Timeline for Initiatives Approved by Council, April 10, 2000*

