

**PROVINCIAL INTEGRATED RECOVERY  
COUNCIL  
A FRAMEWORK  
FOR  
COOPERATION AND COORDINATION**



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Provincial Emergency Program

November 2006

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# Introduction

In British Columbia's emergency management structure the Provincial Emergency Program (PEP) works in cooperation with local authorities, other provincial ministries, and non-government organizations (NGO), to provide a coordinated approach to the delivery of community recovery efforts across the province. The local authorities in British Columbia are responsible for the recovery efforts within their jurisdiction. Collectively, PEP and the Provincial Integrated Recovery Council (PIRC) will provide support to local authorities in their efforts to help people recover after being affected by a disaster or an emergency.

The agreed upon recovery roles and services available from each of the PIRC members are listed in this document. This document is intended to provide an understanding of the framework which those organizations will work in a coordinated and cooperative manner to promote effective community recovery programs in support of local authorities (municipalities and regional districts) efforts within the province.

The local authorities and emergency management stakeholders in this province require an understanding of what services each PIRC member is capable of performing. This clarity of purpose and the broad communication of this message is a factor that will also promote confidence among the local authorities and PIRC members, and will lead to greater cooperation and coordination for all stakeholders.

Although it is recognized that some member organizations may not be physically located within some of the smaller communities of British Columbia, these agencies are committed to supporting community recovery efforts. Local authorities are encouraged to establish linkages with these organizations whenever possible or practical.

## Recovery in British Columbia

“The ability to recover from the physical damage, injury, economic impairment and human suffering resulting from a disaster is a critical element of any emergency program.”  
(Community Disaster Recovery Guide)

The Province utilizes an integrated response and recovery model to improve effectiveness and efficiency in emergency management. To facilitate a successful and effective transition from response to recovery, PEP formed PIRC in 2005 to provide this leadership, support and coordination. Provincial ministries and agencies, along with non-government organizations, will provide an integrated approach to support the recovery efforts of local authorities.

## **Provincial Emergency Program (PEP)**

The Provincial Emergency Program leads the province in response to and recovery from major emergencies and disasters, such as floods, earthquakes, wildland urban interface fires, landslides, and severe storms. Among other programs, PEP administers the provincial legislation designed to minimize loss of life, reduce suffering, safeguard public health, protect property and the environment, and reduce economic and social impacts to the citizens of British Columbia.

Under the authority of the *Emergency Program Act* and the Emergency Program Management Regulation, the Emergency Social Services (ESS) Office, provides leadership and co-ordination in planning for, and responding to, emergencies and disasters across the Province, where short-term Emergency Social Services are required.

Under the authority of the *Emergency Program Act, Compensation and Disaster Financial Assistance Regulation*, the Recovery Office provides leadership for the development and implementation of recovery planning strategies and provision of financial assistance to help restore communities and the environment after an emergency or disaster.

The offices of Recovery and ESS work in cooperation with other provincial ministries, local authorities and non-government organizations, to ensure a coordinated approach to the delivery of recovery across B.C.

## **Framework for Cooperation**

PIRC members are an integral component of recovery in providing support to local authorities for recovery planning and recovery activities. In British Columbia, PIRC is comprised of a combination of non-government organizations and other public agencies. To further promote this level of coordination PEP and the Council members continue to conduct joint planning, maintain informal contacts, establish preplanned agreements for the division of recovery responsibilities and strive for the use of similar terminology, procedures and performance criteria.

The purpose of this Framework for Cooperation and Coordination among PIRC organizations is to reduce and/or eliminate duplication of effort and unproductive use of resources. Lessons from other recovery efforts highlight the importance of collaboration among key service providers. Collaboration means *to work jointly with others, to cooperate with agencies with whom one is not immediately connected.*

A PIRC member who subscribes to this Framework for Cooperation and Coordination has agreed to the following general guidelines:

- It is recognized that local authorities in British Columbia are first responders to an emergency or disaster and they manage the recovery efforts within their jurisdiction for its duration;

- Any PIRC organization wishing to participate in community recovery, and having the capacity, is encouraged to build relationships with local authorities during the development of the local recovery plan;
- If a local authority requests provincial assistance to support recovery efforts through PEP, PIRC members will be activated to meet the identified needs of the community;
- PIRC members will not use disaster events to compete with other PIRC members for their own recognition purposes;
- In instances of prolonged distress arising from a disaster, Council members agree to cooperate fully in the assessment and provision of resources to meet the public's needs.
- We dedicate ourselves to working together to achieve specific goals and to undertake specific projects for mutual benefit.
- No PIRC member is required to share resources that they do not normally provide or do not have.

### **PROVINCIAL INTEGRATED RECOVERY COUNCIL**

Chaired by the Provincial Emergency Program  
(members in alphabetical order)

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• BC Association of Specialized Victim Assistance and Counselling Programs</li> <li>• BC Housing</li> <li>• Buddhist Compassion Relief Tzu-Chi</li> <li>• Canadian Disaster Child Care</li> <li>• Canadian Red Cross Society</li> <li>• Christian Reformed World Relief Committee</li> <li>• Emergency Social Services Association</li> </ul> | <ul style="list-style-type: none"> <li>• Mennonite Disaster Services</li> <li>• Ministry of Children and Family Development</li> <li>• Ministry of Health</li> <li>• Ministry of Public Safety and Solicitor General, Victim Services</li> <li>• RCMP Victim Services</li> <li>• St John Ambulance</li> <li>• Society of Saint Vincent de Paul</li> <li>• The Salvation Army</li> </ul> |
|--|---|

Affiliate member:

- First Nations Emergency Services Society

The involvement of any Council member in B.C. is based upon several premises:

1. The impact of disaster can be so catastrophic that, although the responsibility for community disaster planning lies with local authorities, no single level of government, community agency, organization or group can provide all services required by all the people affected by disaster.
2. There are many local and national organizations with an interest or mandate to provide relief to people affected by an emergency or disaster.

3. Coordination of services provided by emergency recovery organizations will promote a more effective recovery for people affected by a disaster.

It should be noted that, at the local level and based on local resources, some communities may choose to assign recovery roles to community organizations that are not identified as a PIRC member.

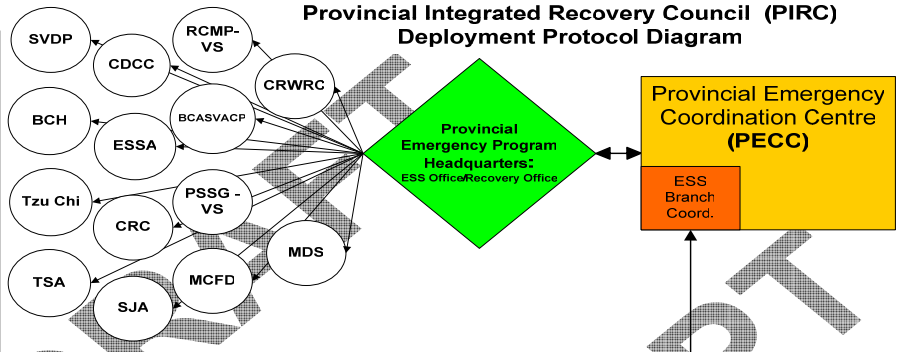
Representatives from each of the PIRC organizations sit on the Council, which convenes quarterly or as required for meetings co-chaired by the Recovery Office and ESS Office of PEP. Council members have the opportunity during these meetings to report on the related activities of their organization, identify emerging issues, discuss policies related to recovery, provide feedback and share lessons learned from responses. When a particular issue or project requires more extensive consultation and collaboration, a working group may be struck. Further details on the Council's meetings and working groups can be found in the PIRC Terms of Reference that are located on the PEP website at <http://www.pep.bc.ca/Community/community.html>.

## **Activation Protocols**

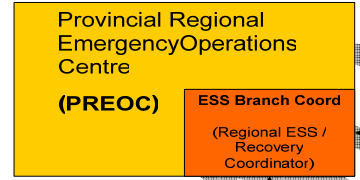
Activation protocols are under development by a PIRC working group and will be attached to this document upon completion.

- Acronym List**
- BCASVACP** - BC Association of Specialized Victim Assistance and Counselling Program
  - BCH** - BC Housing
  - CDCC** - Canadian Disaster Child Care
  - CRC** - Canadian Red Cross
  - CRWRC** - Christian Reformed World Relief Committee
  - ESSA** - ESS Association
  - MDS** - Mennonite Disaster Services
  - MCFD** - Ministry of Children and Family Development
  - PSSG - V.S.** - Ministry Public Safety and Solicitor General Victim Services
  - RCMP V.S.** - Royal Canadian Mounted Police Victim Services
  - SJA** - St. John Ambulance
  - SVDP** - Society of St. Vincent De Paul
  - TSA** - The Salvation Army
  - Tzu Chi** - Buddhist Compassion Relief Tzu Chi Foundation Canada

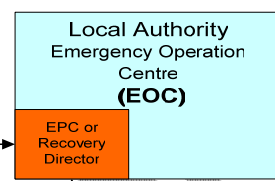
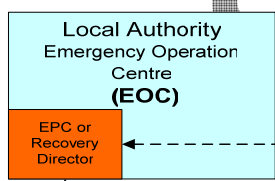
**Provincial Integrated Recovery Council (PIRC) Deployment Protocol Diagram**



**Provincial Office**  
 - upon receipt of request activates and assists in the deployment of PIRC member recovery support services



**Regional Office**  
 - if unable to meet request from regional resources forwards request to Provincial Operation Level



**Local Authority**  
 -requests additional recovery support services from Regional Operation Level at PREOC



November 2005



**BC Association of Specialized  
Victim Assistance &  
Counselling Programs**

The BC Association of Specialized Victim Assistance and Counselling Programs is a provincial umbrella organization that works to coordinate and support the work of 150 victim serving and other anti-violence programs in B.C. through the provision of training, issue based consultation, analysis of policy and legislation, resource development, research and education.

The programs the BCASVACP coordinates and supports across British Columbia include Community-Based Victim Assistance Programs, Stopping the Violence Counselling Programs and Sexual Assault Centres.

Our Services Include: Direct Support to Programs; Training; Regional Support Conference Calls; Resource Development; Access to Legal Information for Programs; Research and Policy Analysis; Newsletter, Website and List Serve Coordination. We also manage the provincial Community Coordination for Women's Safety Program and the Lower Mainland Safe Choices Program which provide leadership, program support, education and training for intersectoral groups. For more about the BCASVACP please see our website at [www.endingviolence.org](http://www.endingviolence.org)

**Roles in Recovery:**

- Consultation regarding the overall and specific safety needs of sexual assault/abuse survivors - both children and adults; those experiencing violence in relationships and individuals being victimized by criminal harassment.
- Provide input, as requested, into the development of community recovery plans through a lens of women and children's safety needs.
- Provide input to the development of training and policy development regarding emergency preparedness and safety during and post disasters.
- Facilitate local connections between emergency planners and community-based victim service and counselling programs.
- Facilitate the dissemination of relevant information to community-based victim service programs and/or counselling programs through our broadcast fax and listserv media.
- Distribute relevant information through our website.
- With additional funding, provide training to our membership in emergency response. Also, integrate information about recovery through our existing training initiatives, as time permits.
- Our Community Coordination for Women's Safety Program works with inter-sectoral committees at both the provincial and community level across B.C. We can play a role in distributing information through these forums.





## BC Housing

### **BC Housing**

BC Housing is the provincial crown agency that develops, manages and administers a wide range of subsidized housing options for those most in need across the province.

BC Housing works with other levels of government, health authorities, and private and non-profit housing providers to create affordable housing options for vulnerable British Columbians. These partnerships bring together resources and funding, expertise in housing and health, and an understanding of the unique needs of local communities. Together, partner organizations can deliver creative, community-based housing solutions.

In support of Provincial Integrated Recovery Council (PIRC) BC Housing:

- is prepared to support communities provincially in addressing their emergency accommodation needs following major emergencies and disasters;
- maintains stockpiles of emergency lodging supplies (cots and blankets) around the province to support communities with their emergency accommodation needs following major incidents;
- acquires and assigns accommodation for emergency responders (provincial staff and volunteers) in connection with the ESS Staffing Bureau; and
- develops and delivers post-earthquake Building Damage Assessment Training so that individuals, groups and communities have the capacity to assess structures and determine appropriate accommodation options for community members.

BC Housing's role in emergency management also includes the development and delivery of a variety of preparedness, response and recovery programs for public housing, group homes and non-profit housing societies funded by the provincial government.



## **Buddhist Compassion Relief Tzu Chi Foundation Canada**

It is our intention and goal to cooperate with provincial ESS Office to provide help such as life essential materials or emergency financial aid for those needy victims when disasters occur in B.C.



## **Canadian Disaster Child Care (CDCC)**

CDCC is a national organization that responds to children following disaster. We provide specialized care that focuses on using play to help children work through their experiences. Equipped with a “Kit of Comfort,” volunteers work at Reception Centres, Group Lodging facilities, and on an ongoing basis work with children in their communities. Our services are often provided in conjunction with other recovery and counseling programs for adults, and at disaster anniversary events.

Volunteers have successfully completed training, assessment and criminal record checks prior to being mentored into the program.

### **Roles in Recovery:**

- Establishing and managing CDCC sites as required
- Training local volunteers to assist affected children by disaster
- Providing information and consultation to parents, teachers, and other persons working with children affected by disaster
- Advocating for the special needs of children in PIRC planning meetings



**Canadian Red Cross**

## **Canadian Red Cross Society (CRCS)**

(as of 13 Nov 06)

### **Mission of the Canadian Red Cross**

To improve the lives of vulnerable people by mobilizing the power of humanity in Canada and around the world.

### **Guidelines**

The Red Cross is a national volunteer aid society, auxiliary to the public authorities in their humanitarian work, be they municipal, provincial/territorial, federal or Aboriginal. The Red Cross is guided by its Fundamental Principles and the International Disaster Relief Code of Conduct where the humanitarian imperative comes first.

The Red Cross works with all levels of government, health authorities, transportation authorities, educational institutions, community organizations and other relief agencies to assist those affected by disaster. Agreements may include the provision of direct service and reliable and timely information, working on teams with other community organizations or serving in a support or training role. The Red Cross also supports activities designed to build capacity and encourage active involvement at the community and individual levels.

### **Recovery Roles**

The Red Cross could partner with communities and government authorities to provide the following recovery support:

- share information and provide expertise during community recovery planning;
- share information, provide expertise, collaborate with and support community recovery in the following areas:
  - client needs and capacities (client identification, needs assessment, case management, recovery centre operations)
  - resource coordination (services, goods, funds, and volunteers)
  - linking client needs and resources (needs committee, information dissemination)
  - transition to community services;
- ensure the provision of direct support and information to clients to meet basic needs; and
- work with community members to meet other needs as required.

In the event of a major disaster or in cases where those affected do not meet available aid criteria, the Red Cross may provide relief support from local, national or international resources. Working with communities, aid may extend in major disasters to include: livelihood support, financial support, redevelopment, and other forms of assistance. Relief aid is fully coordinated with public authorities and other agencies, avoiding duplication of effort.



## **Christian Reformed Church World Relief Committee (CRWRC) Disaster Response Services (DRS)**

### **Organization Background:**

CRWRC is a service agency of the Christian Reformed Church that envisions a world where people experience and extend Christ's compassion and live together in hope as God's community.

CRWRC – DRS responds to natural and man-made disasters and help survivors be restored to self sufficiency as soon as possible. Our help is given, without distinction as to gender, race, religion, age disability or culture.

When DRS responds to a disaster, it focuses on the long-term recovery of survivors and provides services that are targeted to help the most vulnerable households affected by the disaster.

DRS is a ministry of over 900 volunteers. Trained managers in disaster relief assistance provide leadership and oversight to do needs assessment and on-site reconstruction in disaster areas.

DRS works in partnership with the affected community, community service organizations and other relief agencies.

### **Roles in Recovery:**

- **Rapid Response:** Clean up and temporary repair team.
- **Organizational Capacity Building:** Work with the community long term recovery organization to help develop its systems and become operational.
- **Early Assessment:** Evaluating immediate need as well as anticipating long term recovery need.
- **Needs Assessment:** Volunteer teams conduct door-to-door surveys of long term recovery needs. The results become a computerized data base useful for case management.
- **Estimating:** Construction estimators able to determine appropriate materials, skills, and time required for home reconstruction.
- **Reconstruction:** Volunteer teams are able to do reconstruction of damaged homes and / or to erect a house from ground up, with the exception of foundations, electrical, and plumbing services.



## **Emergency Social Services Association (ESSA)**

ESSA is a non-profit association established to support ESS volunteers and B.C. communities in the development and maintenance of their Emergency Social Services team.

ESSA is not an emergency response or recovery organization.

ESSA's role is to provide assistance to community ESS volunteers through a variety of programs:

- Free ESSA seminars contribute to the ongoing education and awareness of ESS and also provides an opportunity to network, discuss emerging issues and lessons learned
- ESSA publishes a quarterly newsletter sharing information on new developments, upcoming events, and policy and procedural changes;
- ESSA website provides training & other information;
- ESSA is the voice of ESS volunteers and carries their concerns about issues to municipal and provincial government;
- ESSA expresses appreciation for the commitment of its member volunteers through volunteer recognition initiatives.

ESSA provides a communication network through the newsletter, Regional Representatives, website and toll-free office phone number.

### **Roles in Recovery:**

ESSA would contribute to the role of recovery in disseminating recovery information to Emergency Social Services Directors:

- via the Regional Representatives (individual contact, email)
- when hosting networking opportunities at regional seminars
- content in the Resources section of the ESSA website
- via the quarterly newsletter, *mESSAges*



## **Mennonite Disaster Service (MDS) BC**

MDS BC is a registered charitable agency as part of MDS Region V (Canada) Inc. MDS is a Christian, faith-motivated bi-national agency, active since 1950 in Canada, USA and territories. MDS responds to disasters by providing volunteer leadership and labour for cleanup, repair and reconstruction of damaged or destroyed primary and personally owned dwellings. MDS endeavors to help disaster survivors regain faith and wholeness, targeting uninsured or under-insured homes of low-income families, single parents, elderly and disabled.

MDS is organized for quick response and is committed to long-term recovery, frequently spending a year or more in affected communities.

### **Roles in Recovery:**

- Provide necessary investigative analysis; MDS has six Area Disaster Response Representatives (ADRR) in place in B.C.
- Provide volunteers, as available, to assist in initial residential cleanup.
- Provide volunteer leadership and trades people to assist in the recovery, normally determined by local recovery committee(s).
  - Plan construction work and prepare material lists.
  - Repair homes
  - Do new construction
- Provide long-term presence, as needed, in the recovery process.



## Ministry of Children and Family Development

The ministry's **general responsibilities** include: Child Protection, Adoption, Foster Care, Early Childhood Development and Child Care; Child and Youth Mental Health, Youth Justice and Youth Services; Special Needs Children & Youth, and Adult Community Living Services

### **Child Protection**

Legislation requires that anyone who has reason to believe that a child may be abused, neglected, or is for any other reason in need of protection, must report it to a delegated social worker. The reports are assessed and responded to by delegated social workers who take the most appropriate action that is least disruptive to the child and family and ensures the safety of the child.

Delegation agreements give authority to Aboriginal agencies to administer some or all child welfare responsibilities. To date there are 24 fully or partially delegated Aboriginal agencies that provide services to their communities. The Ministry and delegated Aboriginal agencies have guardianship responsibilities for approximately 9,000 children in care.

**Youth Mental Health:** The Ministry provides a wide range of community-based specialized mental health services to mentally ill children and their families.

**Youth Justice:** The Ministry provides support and services in communities across the province for young people involved in the Youth Justice system through the provision of community Youth Justice services, and Youth Custody services.

**Children and Youth with Special Needs:** The Ministry offers services to assist and support families and children and youth with special needs. These services are provided through various organizations, including ministry offices, health authorities, contracted agencies and other ministries. These include autism services and services for deaf and hard of hearing children.

### **Roles in Recovery:**

- Staffing needs for recovery work will be identified and, if necessary, staff from other parts of the province will be temporarily re-assigned. Alternate care will be arranged for unattended children who cannot be re-united with parents
- Children/youth in care who have lost their foster homes or other placement will be re-located
- Needs of children in care, their foster homes/resources will be identified and met, asap.
- Youth justice custody facilities will be assessed for physical safety and the capacity to meet the needs of youth in custody. Alternate custody arrangements will be made for youth in custody if necessary.
- The needs of youth in non-custodial youth justice care and their resources will be assessed and met. Some youth may have to be re-located.
- Child and youth mental health needs related to the trauma of the disaster will be determined and a plan developed to meet those needs.
- The ministry's current and new obligations for services to children with special needs will be identified and plans for individual children developed to ensure safety and immediate need are met.





## **Ministry of Health**

The Ministry of Health retains limited service delivery responsibility for areas such as Vital Statistics Agency and the BC Ambulance Service. Beyond this, the Ministry is primarily responsible for stewardship within the health system while the majority of responsibility for local health services, such as home, public health and hospital care, has been delegated to five regional health authorities and responsibility for provincial and specialized health services, such as cancer care, to a single provincial health authority. These six health authorities, in conjunction with the Ministry of Health, have comprehensive responsibility for managing and delivering most publicly funded health services in British Columbia.

The provincial and regional health jurisdictions are responsible for assessing risks and threats to all aspects of the health system including infrastructure and developing all hazard response and recovery plans. Recovery efforts would be directed to:

- Health facilities and infrastructure (acute and community care)
- Medical service delivery (traditional/non-traditional)
- Public & environmental health related to water and sewerage systems
- Psycho-social/disaster mental health services
- Critical health human resources



## Ministry of Public Safety and Solicitor General

- The Division contributes toward a comprehensive response to crime by delivering and supporting services from prevention through to support for victims and survivors. It achieves this by delivering and funding programs and initiatives that help British Columbians build and maintain safe communities, prevent crime and support victims of crime and their families.
- As the centre of responsibility for victims' and survivors' issues and crime prevention in the province the Division provides training, leads policy and program responses and has legislative responsibility for the *Victims of Crime Act* and the *Crime Victim Assistance Act*. The Division directly delivers services through the Crime Victim Assistance Program and the Victim Safety Unit. The Division provides funding to police-based and community-based victim service programs including VictimLINK, and supports community accountability programs as well as crime prevention initiatives across the province. There are 150 victim service programs funded to deliver local services to victims of crime.

### **Roles In Recovery:**

- Immediate provision and delivery of local crisis responses to emergencies and disasters through funded community based and police based services.
- Ability to provide 24 hour telephone crisis response and referrals for victims of crime to local agencies through Victim Link, our toll free crisis and information line. During the 2004 forest fires, Information Services, Vancouver, agreed that the Victim Link toll free number could be included in the list of resources provided by PEP. Victim Link employs trained and experienced counsellors that work 24/7. The line is multilingual and TTY and also serves the Yukon.
- Possible provision of emergency funds for victim services when local programs experience high levels of demand and increased hours of operation in the event of emergencies, disasters etc,
- Ability to deliver training in crisis response for victim service workers and volunteers.
- Capacity to conduct research and identify the impact of disasters on victimization and violence against women and children, and respond through policy and program development.
- Capacity to improve awareness of risk, safety and increased incidence of violence in the aftermath of disasters and support development of local 'safety protocols' with the network of justice, health and social service agencies.





## St. John Ambulance

### **St. John Ambulance (SJA)**

St. John Ambulance is the oldest humanitarian organization in the world. With a history dating back more than 900 years, our volunteers have been caring for the injured since the days of the crusades. In Canada, St. John volunteers have been easing suffering for more than a century. St. John Ambulance is Canada's leader in first aid training and products. Revenues from training and products are used to support volunteer services in the communities.

St. John Ambulance's mission is "to enable Canadians to improve their health, safety and quality of life by providing training and community service".

In support of the Provincial Integrated Recovery Committee (PIRC), the following is St. John Ambulance's

#### **Role(s) in Recovery:**

- temporary recovery centres at our training centres;
- providing first aid and health related training courses, as required; and
- providing relief to first responders and medical staff at medical facilities or mobile hospitals set up during recovery.



## **The Salvation Army (TSA)**

The Salvation Army has been active in British Columbia for well over 100 years providing not only food, shelter and other assistance to people regardless of age, religious affiliation, gender or race, but also responding to the needs of people recovering from a disaster. The Salvation Army is prepared to respond to the furthest parts of British Columbia in times of flood, fire, storm or any other emergency situation – not only during the critical disaster response phase but long after the immediate tragedy, helping to rebuild lives, families and communities that have been affected.

### **Roles In Recovery:**

- Ongoing Grief and Advocacy Counseling
- Spiritual Ministry
- Community Crisis Response Vehicle Deployment
- Cash and In – Kind Donation Management
- Clothing and Furniture Supply



## **Society of Saint Vincent de Paul**

Organization Background: The Society originated in Paris in 1833. It was founded by 18 year old Frederic Ozanam and a small group of fellow students who were concerned about the plight of the poor. They dedicated themselves to serving those in need by visiting them and providing emergency assistance such as food, and clothing, etc. The Society is active today in more than 120 countries. Members dedicate themselves to the service of the poor without regard for race, religion or background. In Canada the Society has been active since 1836 and in Vancouver the Society has been in existence since 1914, serving the needy throughout the Lower Mainland. The Society is active on Vancouver Island, the Interior, the Okanagan and in Northern B.C. The Society has members in all these areas and has plans to expand to the Kootenays. We are a faith based Society with a long history of helping to ease the hardships of others.

### **Roles in Recovery:**

- collecting and distributing donated goods;
- assisting with soup kitchens and feeding operations for evacuees and/or volunteer emergency workers and volunteers;
- offering encouragement and emotional support to evacuees and staff; and
- mobilize volunteers and assist other agencies if required.