

**Provincial Government
Emergency Management:**

***A Strategy for Recovery
And Reconstruction***



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Foreword

This document outlines a strategy to enhance recovery and reconstruction management within the Government of British Columbia, to enable government to effect its leadership role for the public and private sectors. Optimum use is made of existing resources through common recovery and reconstruction management structure, procedures, and terminology.

The Strategy defines the responsibilities of the three levels of government - local, provincial, and federal - and assigns roles to provincial ministries, agencies and crown corporations.

This document, which has been endorsed by the Provincial Government Inter-Agency Emergency Preparedness Council and [will be] approved by all Deputy Ministers, focuses primarily on managing recovery of provincial government services and reconstruction of provincial government facilities.

This paper is part of a comprehensive emergency management strategy being developed by the Inter-Agency Emergency Preparedness Committee. The *Strategy for Response* component was published in 1992.

British Columbia at Risk

British Columbia is undeniably a beautiful and pleasant place in which to live, but its location rugged topography, and population distribution render it vulnerable to a variety of natural hazards, which can turn into catastrophic events. One example is an earthquake.

At least once a week an earthquake of sufficient magnitude to be noticeable occurs somewhere in the province. Severe earthquakes capable of causing serious damage in coastal areas occur every 25 to 40 years.

An earthquake that would result in widespread damage to southwestern British Columbia has been predicted by geologists to occur every 300 to 500 years.

Southwestern British Columbia is the economic and social heartland of the province. An earthquake could have a devastating effect on the economic and social fabric of the province.

For example, almost all of the headquarters of ministries and crown corporations are located in Vancouver and Victoria. Were an earthquake to occur, damage would be slight in specially designed structures, considerable in ordinary substantial buildings with possible partial collapse, and great in poorly built structures.

Very few, if any, government offices are housed in specially designed structures, so a major earthquake will have a serious impact on government services. The Government of British Columbia recognizes that it has a fundamental obligation to provide services to British Columbians and is committed to recovery and reconstruction of government services and facilities in a timely manner.

It is recognized that recovery and reconstruction activities will be required at a time of significantly reduced government income due to delays in business and industry recovery. Planning to meet the anticipated demands on government is required.

This document takes into account the special circumstances pertaining to management of recovery of services and reconstruction of facilities following a catastrophic event.

Emergency Management

Emergency management is a comprehensive system set up by governments, private sector agencies and individuals to address natural and man-made hazards. It includes:

Prevention programs designed to prevent or mitigate the effects of emergencies and include measures such as building codes, building use regulations, zoning and land use management, diking, public education, legislation, and tax and insurance incentives and disincentives.

Preparedness programs designed to ensure that individuals and agencies will be ready to react effectively once emergencies have occurred. They include measures such as emergency plans, mutual aid agreements, resource inventories, warning procedures, training exercises and emergency communications systems.

Response programs designed to combat emergencies when they have occurred, and which include measures such as the implementation of emergency plans, activation of emergency operations centres, mobilization of resources, issuance of warnings and directions, provision of medical assistance and emergency social services, and declaration of emergencies as enabled by appropriate legislation. The response phase could last approximately two months.

Recovery and reconstruction programs designed to help restore the environment, the provincial government infrastructure and communities to their pre-emergency condition. They includes measures such as:

- re-establishment of a facility for the executive level of government;
- activation of ministry and crown corporation business continuation plans;
- establishment of ministry, crown corporation and agency emergency operations centres to manage both response and recovery;
- restoration of government services;
- reconstruction of facilities and other infrastructure;
- debris removal;
- counselling;
- financial assistance programs;
- provision of interim housing;
- public consultation process and,
- health and safety information.

The recovery phase may last about two years and the reconstruction phase may last up to ten years.

A variety of prevention, preparedness and response programs now exist throughout the provincial government. These programs are currently undergoing examination with a view to integrating them into an overall emergency management system. As part of this

process, this paper focuses on recovery and reconstruction management and the linkages to the prevention, preparedness and response programs.

Responsibilities of the Three Levels of Government

Local Authorities

Local authorities are responsible for management of recovery and reconstruction within their municipal or regional boundaries.

Local authorities may request assistance from the provincial government, neighbouring municipalities and regional districts, private sector agencies, or the local offices of the federal government. The anticipated role of the provincial government in these circumstances is to provide co-ordinated material support, advice, expertise or such other assistance as may be required.

Provincial Government

The provincial government is responsible for recovery of its services and reconstruction of its facilities in a manner that demonstrates a leadership role and best supports the public and private sectors of British Columbia.

The provincial government is responsible for recovery and reconstruction operations in unorganized areas of the province where there is no local government structure.

The provincial government will only assume the leadership of recovery and reconstruction operations in an organized area of the province if:

- a catastrophic event occurs which has rendered the local government incapable of fully managing recovery and reconstruction;
 - a catastrophic event occurs that prevents the local government from providing adequate management of recovery and reconstruction, the local government has requested support, and the provincial government has agreed the request is reasonable; or
 - management of recovery and reconstruction falls under provincial jurisdiction.
- When required, the province will request assistance from local government and private sector agencies.
 - The province will provide assistance to the federal government, in the same way as it would to a local government, if assistance is requested and it is in the provincial interest to do so.

Federal Government

The federal government is responsible for the direction and control of recovery and reconstruction operations on federal lands within the province.

On the request of the province, the federal government may declare a Public Welfare Emergency, which may invoke National Emergency Arrangements (NEA). NEAs have been written to mobilise resources (eg., construction materials) on a national basis in a declared national emergency.

Principles of Recovery and Reconstruction Management

Sharing the Responsibility: All governments have an obligation to recover services and restore facilities as soon as possible following a catastrophic event.

To meet this obligation, each ministry, board, commission and crown corporation of the Government of British Columbia will contribute personnel and resources wherever they may be needed following a catastrophic event. This will include pre-event exchange of information, training and technology.

The Responsibility For Managing Recovery and Reconstruction Rests With The Level Of Government Most Directly Affected: As long as the capacity to deal with a recovery and reconstruction situation exists, the operational responsibility for management of recovery and reconstruction will remain at the lowest level of government possible. When the capacity to do so is inadequate and governmental action is appropriate, the sequence of responsibility will start at the local level and, as required, move to the other levels of government.

Maximum Use Of Existing Systems And Procedures: To the extent possible, the organizations and procedures used to conduct day to day operations will be the same as those used to deal with recovery and reconstruction. Expedited processes should be anticipated. New, untried arrangements, mechanisms or structures will be developed only to meet clearly identified shortcomings in existing systems.

A Single Set of Management Arrangements: To enhance communication and understanding, provincial government recovery and reconstruction plans, procedures, and terminology will be standardized. See Annex A for the recovery and reconstruction management structure.

Ministry, Supporting Ministry and Crown Corporation Planning: Ministries will prepare business continuation plans that address recovery and reconstruction issues posed by the hazard of a catastrophic event in British Columbia in consultation with the Risk Management Branch.

These plans will identify, to the extent possible, the supporting ministries, agencies and crown corporations required to help with particular recovery and reconstruction issues, recognizing that the organizations named will differ depending upon the type and scale of the recovery and reconstruction.

Annex B shows tasks that supporting ministries and crown corporations may be called upon to perform.

The Recovery and Reconstruction Management Structure Is Flexible And Consists Of Components That Will Be Activated Only When Required: Recovery and reconstruction operations that involve a number of ministries, agencies and crown corporations working in close co-operation may require some central direction and co-

ordination, but the amount required will vary with the scale and nature of the emergency.

The management organization in Victoria must be flexible enough to allow for the close direction and co-ordination of recovery and reconstruction operations when required, including input from elected officials, but must also allow for situations in which most decision-making will be delegated to ministries, agencies and crown corporations.

Ministry, agency and crown corporation emergency operations centres will be designed on a modular basis. This allows adjustments to meet the requirements of a given recovery and reconstruction situation. The emergency operations centre will be able to increase in size if the recovery and reconstruction situation escalates and decrease in size as the recovery and reconstruction situation comes under control.

Recovery and Reconstruction Management will be based Upon an Active and Co-operative Partnership between All Levels of Government: The provincial government will assist municipalities, where requested, in the development of local recovery and reconstruction plans.

The provincial government and the federal government will expand co-operative joint planning to ensure that each will be ready to assist the other with recovery and reconstruction.

Under the authority of the Emergency Program Act the provincial government may have the requirement to control or direct resources and activities anywhere in the province.

Concept of Operations

Many recovery and reconstruction operations will be hampered by a shortage of facilities and resources. Provincial government organizations will find themselves competing with one another as well as with other levels of government and the private sector. In these circumstances, the actions of various ministries, crown corporations and agencies have to be co-ordinated to achieve common goals, priorities and economy of effort.

The co-ordinating agency for recovery and reconstruction will be **the Recovery and Reconstruction Group (RRG)**.

The Deputy Minister, Office of the Premier, shall name the members of the Recovery and Reconstruction Group.

The RRG will be chaired by an appointee of the Deputy Minister, Office of the Premier and will include representatives at the Assistant Deputy Minister level or equivalent from ministries, crown corporations and central agencies that are responsible for the provision of facilities and resources. The following should be permanently represented:

- Ministry of Finance and Corporate Relations (Treasury Board)
- British Columbia Buildings Corporation
- Ministry of Employment and Investment
- Ministry of Finance and Corporate Relations(Government Communications Division)

Following their appointments, the RRG members will prioritize and/or confirm the list of essential government services. This list can be obtained from ministry, crown corporation and agency business continuation plans. The list will be forwarded to Deputy Ministers Council for approval. This process will occur at least annually, and following a restructuring of ministry, crown corporation or agency responsibilities. The RRG will make recommendations to Deputy Ministers' Council on how recovery and reconstruction activities are to be funded.

The RRG will be activated at the recommendation of the Committee of Deputy Ministers following a catastrophic event. This will allow for central co-ordination, support, and overall direction of resource allocation for recovery and reconstruction.

- Where there is a conflict for resources between ministries, agencies and crown corporations, the RRG will direct how the available resources will be allocated. When requested by BC Buildings Corporation, the RRG will establish priorities for reconstruction of facilities and manage the process of authorizing reconstruction expenditures.
- The RRG will brief the Deputy Ministers Council on the recovery and reconstruction situation and communicate directions received to emergency operations centres.

The RRG will liaise with the Central Co-ordination Group (CCG) to ensure recovery and reconstruction activities are not hampering response activities and can be co-ordinated with response activities where feasible.

As response activities diminish, personnel assigned to response may be transferred by the CCG to recovery and reconstruction activities.

The management of recovery and reconstruction will be provided through activation of ministry, crown corporation and agency business continuation plans.

Each ministry, agency and crown corporation business continuation plan shall provide for establishment of an emergency operations centre to direct and co-ordinate recovery and reconstruction activities.

Business continuation plans, prepared in advance, will identify the functions to be performed by ministry, crown corporation and agency emergency operations centres.

Each business continuation plan will specify who has the authority to activate ministry, crown corporation and agency emergency operations centres.

Directions from the executive level of government will be channelled through the Committee of Deputy Ministers to the Recovery and Reconstruction Group and the appropriate ministry, agency and crown corporation emergency operations centres.

A diagram of the provincial government recovery and reconstruction management structure and linkage to the emergency response management structure is shown in Annex A. It is emphasized this is a flexible structure whose individual components will only be activated as required.

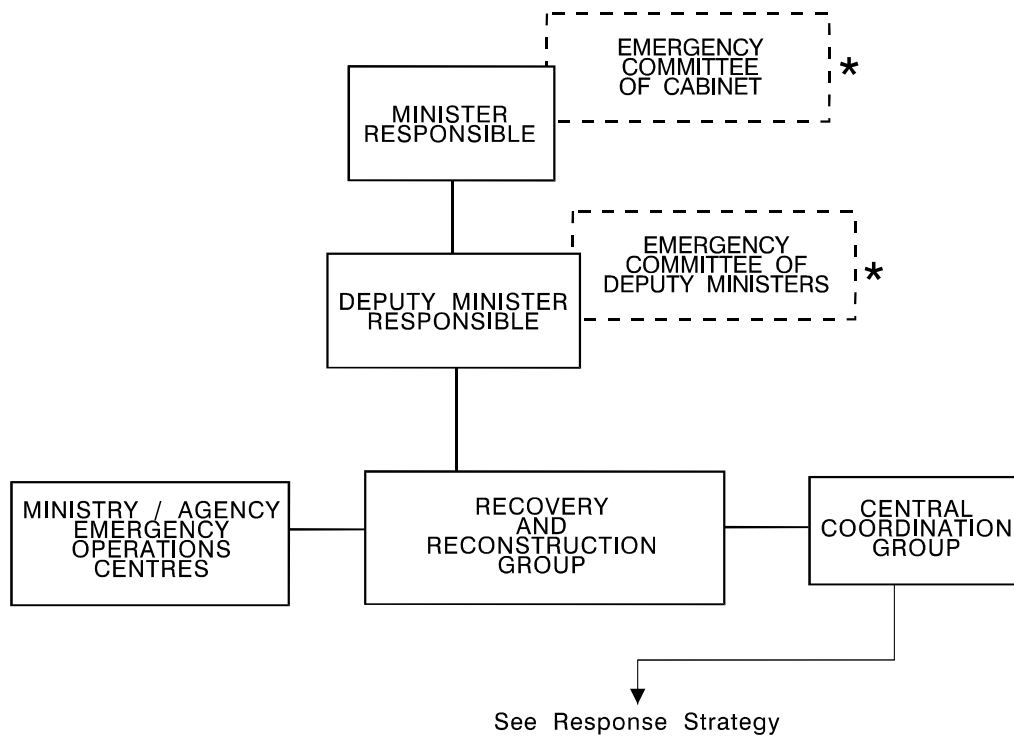
Action Plan

Listed below are actions required to implement the recovery and reconstruction management system. The timetable for implementation will be developed by the RRG.

Actions to be taken are as follows:

- The RRG will confirm recovery and reconstruction tasks and requirements for ministries and crown corporations shown at Annex B, for the approval of government.
- The RRG will develop the organizational structure and standard operating procedures for provincial government recovery and reconstruction operations, and associated staff functions, communications systems and common terminology.
- Ministries, agencies and crown corporations shall prepare business continuation plans for local (eg., building fire) or widespread catastrophic (eg., flood or earthquake) events in British Columbia. The preparation of individual plans is to be undertaken by all ministries in consultation with the Risk Management Branch.
- Ministries, agencies and crown corporations shall amend existing business continuation plans to establish common terminology, content, procedures and management structure; the amendment to be undertaken by all ministries in consultation with the Risk Management Branch.
- Ministries, agencies and crown corporations shall develop a mechanism for amending and approving business continuation plans.
- The Inter-Agency Emergency Preparedness Council shall review and recommend changes to legislation where appropriate.
- Ministries, agencies and crown corporations shall develop training plans and exercises to test individual business continuation plans.

PROVINCIAL GOVERNMENT RECOVERY AND RECONSTRUCTION MANAGEMENT STRUCTURE



* Ad hoc committee that may be formed in the event of a severe emergency or catastrophic event.

***Representative Recovery and Reconstruction Tasks
For Provincial Government Ministries,
Crown Corporations and Agencies***

All ministries, agencies and crown corporations:

- Develop and maintain current business continuation plans for the orderly recovery of services and reconstruction of facilities following a catastrophic event.
- If requested, provide personnel, facilities and material resources in support of the Recovery and Reconstruction Group.
- If requested, provide advice and assistance to local authorities on recovery and reconstruction.
- Provide financial administration of recovery and reconstruction operations expenditures.
- Choose the best recovery and reconstruction alternatives to restore services and facilities.
- Accomplish recovery and reconstruction, to the extent possible, through the existing government organization structure.
- Following any catastrophic event, make every effort to restore normal operating and decision making processes as quickly as possible.
- Develop fast track permit review procedures and criteria to facilitate rapid recovery.
- Plan for the availability of priority equipment and services required for the recovery and reconstruction process.
- Develop, implement and maintain mutual aid agreements for recovery and reconstruction services.
- Join other government agencies and the private sector to return the government's services and facilities to pre-event levels or better.
- Ensure recovery and reconstruction planning is consistent with response planning.

Ministry of Advanced Education:

- Restoration of educational facilities.

Ministry of Agriculture and Food:

- Work with appropriate federal and provincial government agencies to ensure humans are protected against animal and plant diseases through monitoring and control measures.
- Maintain food/water stockpiles for redistribution.
- Coordinate allocation of feed stuffs for commercial farm animals and arrange for distribution as necessary.
- Arrange for slaughter of injured farm animals and disposal of carcasses (including household pets).
- Develop a public information plan for food and extension support services for the agri-food sector.
- Continue to monitor the situation and determine agri-food sector requirements, including human resources.
- Maintain contact with the federal government, provincial ministries, and private industry, including processors, distributors, and retailers.

Ministry of Attorney General:

- Establish and maintain legislative policy to address recovery and reconstruction from a catastrophic event.
- Through the Provincial Emergency Program:
 - Serve as the point of contact for requests for recovery and reconstruction assistance from and to local government and the Government of Canada, unless otherwise specified in inter-governmental agreements.
- Through the IEPC:
 - Encourage and assist local government and private sector entities in the development of recovery and reconstruction plans.
 - Ensure the recovery and reconstruction plan is consistent with the response plan.

Ministry of Education:

- Restoration of educational facilities.

Ministry of Environment, Lands and Parks:

- Ensure the proper disposal of hazardous wastes, pollutants and animal carcasses.
- Provide dam safety and inspection services.
- Ensure legal action and recovery of cleanup costs where appropriate.

Ministry of Finance and Corporate Relations:

- Provide risk management services in respect to possible compensation and liability claims.
- Promote legislation addressing recovery and reconstruction from a catastrophic event and work with other jurisdictions where feasible in promoting such legislation.
- Maintain ongoing liaison and contact with appropriate public and private agencies to improve co-operation among agencies and to ensure familiarity with their recovery and reconstruction plans.
- Arrange the assignment of suitably qualified public employees from various ministries to special recovery and reconstruction duties.
- Provide for the leasing or purchase of recovery and reconstruction supplies and equipment.
- Fully utilize provincial government employees during the recovery and reconstruction phase of a catastrophic event whenever feasible.
- PSERC address the psychological aspects of the aftermath of a catastrophic event affecting provincial government employees.
- Maximize government resources available to deal with provincial government employee stress management in a catastrophic event.
- Work with federal entities to expedite the provision of financial and other assistance to citizens who have experienced a loss.
- Work with the private sector to expedite the restoration of businesses and residences in the recovery and reconstruction phase.

- Co-ordinate with appropriate municipal and federal entities to expedite the provision of financial and other assistance to municipalities and businesses which have been damaged.
- Provide technical advice on recovery and reconstruction to the Strategic and Corporate Communications branch.
- Through the Strategic and Corporate Communications Branch:
 - Co-ordinate where appropriate with other jurisdictions and the media to assure accurate and timely public information is disseminated.
 - Develop a co-ordinated public information system to keep government employees and the general public informed of ongoing recovery and reconstruction activities and government employees advised of their assignments and responsibilities.
 - Allocate staff (emergency focus) to work in the government situation centre established for the executive level of government.

Ministry of Health:

- Restoration of medical facilities.
- Address the psychological aspects of the aftermath of a catastrophic event affecting both citizens and provincial government employees.
- Maximize government resources available to deal with stress management in a catastrophic event.
- Arrange with Health Canada for federal government support.

Ministry of Municipal Affairs:

- Encourage and assist local government and private sector entities in the development of business continuation plans which address recovery and reconstruction issues.
- Work with local authorities to expedite the restoration of private sector businesses and residences in the recovery and reconstruction phase.
- Co-ordinate with appropriate municipal and federal entities to expedite the provision of financial and other assistance to municipalities and businesses which have been damaged.

- Work with local authorities to facilitate and encourage the re-establishment of government services and necessary utilities in locations required whether on private or public property.
- Work with local authorities to assist citizens and private sector businesses in re-establishing normal activities and operations as quickly as possible.

Ministry of Employment and Investment:

- Assist citizens and private sector businesses in re-establishing normal activities and operations as quickly as possible.

Ministry of Transportation and Highways:

- Co-ordinate and arrange for transportation resources.
- Work with appropriate local and federal entities to facilitate the restoration of roadways and utilities.

Ministry of Small Business, Tourism and Culture:

- Encourage and assist local government and private sector entities in the development of business continuation plans that address recovery and reconstruction issues.
- Co-ordinate with appropriate municipal and federal entities to expedite the provision of financial and other assistance to municipalities and businesses which have been damaged.
- Assist citizens and private sector businesses in re-establishing normal activities and operations as quickly as possible.

Ministry of Human Resources:

- Where appropriate, assist government agencies to expedite the provision of financial and other assistance to citizens who have experienced a loss.

Ministry for Children and Families:

- Address the longer term psychological aspects of the aftermath of a catastrophic event affecting children and families, youth who are not accompanied by a guardian or custodian, and adults with mental handicaps and special needs.

British Columbia Ferry Corporation:

- Restore ferry facilities.
- Provide priority loading for the transport of recovery and reconstruction personnel, equipment and supplies.

British Columbia Hydro and Power Authority:

- Work with appropriate local and federal entities to restore electrical utilities to pre-catastrophic event or better levels and plan for temporary alternate sources of electrical power.

British Columbia Rail Limited:

- Restore rail facilities and services.
- Provide priority movement of recovery and reconstruction personnel, equipment and supplies.

Information, Science and Technology Agency:

- Provide technical advice and assistance on the acquisition of telecommunications equipment, systems and computers.
- Formulate and maintain a vital records protection and retention plan as part of the business continuation planning process in order to provide protection of government documents and information required to resume normal operations after a catastrophic event.

British Columbia Transit:

- Work with appropriate local and federal entities to facilitate the restoration of transit services.

British Columbia Buildings Corporation:

- Develop an inventory of available public and private buildings that can be used to house government services in the event of a catastrophic event.
- Demolish government facilities, when necessary, as expeditiously as possible.

- Provide systematic detailed damage assessment inspections of government owned and leased facilities on a priority basis to the RRG.
- Co-ordinate debris disposal with the Ministry of Environment, Lands and Parks and the Ministry of Transportation and Highways.
- Co-ordinate the allocation of construction and engineering resources to the repair of older buildings and the construction of new ones.

BC Housing Management Commission:

- Arrange for long term housing as soon as possible.
- Maximize available housing stock by protecting residents of government housing or subsidised housing from unwarranted displacement and financial hardship as a result of unlawful actions by landlords.
- Arrange with Canada Mortgage and Housing Corporation for federal government support.