

AGLG

AUDIT REPORT
MARCH 28, 2019



**AUDITOR GENERAL FOR
LOCAL GOVERNMENT**

ACCESSIBILITY • INDEPENDENCE • TRANSPARENCY • PERFORMANCE

EMERGENCY MANAGEMENT IN LOCAL GOVERNMENTS DISTRICT OF MISSION

An independent assurance audit carried out by the
Auditor General for Local Government of British Columbia





MESSAGE FROM THE AUDITOR GENERAL FOR LOCAL GOVERNMENT

To the Mayor and Council of the District of Mission:

I am pleased to present this performance audit report on the management of emergency services by the District of Mission.

Our performance audits are independent, unbiased assessments, carried out in accordance with professional standards. They aim to determine the extent to which the area being examined has been managed with due regard to economy, efficiency and effectiveness.

We conducted this audit in accordance with the standards for assurance engagements set by the Auditing and Assurance Standards Board of the Chartered Professional Accountants of Canada and under the authority of the *Auditor General for Local Government Act*.

Local governments across British Columbia face a wide range of hazards. As providers of essential services, including protective services, drinking water, wastewater and roads, local governments must effectively prepare for, respond to, and recover from emergency events, protecting the health and safety of their residents while minimizing damage to their property.

This audit reviewed emergency management processes and practices at the District of Mission. This report is neither an audit of causes of past emergency events nor an evaluation of previous emergency event responses.

During our audit planning process, whereby we identify the local governments that will be the subject of an audit under this topic, the District of Mission contacted us. It is my understanding that they recognized that improvements could be made to their emergency management program. The District requested this audit with the intent of using the results to assist them in making needed changes. After review, we agreed to include them as an auditee, as this aligned well with our office's planning on this audit topic.

In completing this work, we found that the District of Mission had some foundational practices in place for its emergency management program where it had achieved some success. However, the audit found many aspects of the District's emergency program that needed to be developed or significantly strengthened, including governance structure and oversight, emergency management policies, plans and procedures, business continuity planning and monitoring and reporting.

I want to commend the District for seeking our assistance in reviewing its progress to date. My hope is that this audit report will provide a starting point for helping the District of Mission continue its efforts to deliver a strong emergency management program focused on continuous improvement.

In addition to helping Mission identify its next steps, I believe there is a great deal of information in this report that is relevant to many other local governments across the province that also manage emergency services.

I want to thank the District of Mission for its cooperation during the performance audit process and its response to our findings and recommendations.

A handwritten signature in black ink, appearing to read 'Gordon Ruth'. The signature is fluid and cursive, written over a white background.

Gordon Ruth, FCPA, FCGA
Auditor General for Local Government
Surrey, B.C.

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EXECUTIVE SUMMARY

1. Local governments are a major part of British Columbia's public sector, providing a wide range of critical core services. Given the importance of these services, all local governments should take a comprehensive, coordinated and organized approach to emergency management.
2. Emergency management involves all levels of government, each of which needs emergency management plans. British Columbia's *Emergency Program Act* and the Local Authority Emergency Management Regulation set out emergency management requirements for local governments.
3. Under the Regulation, each local government is responsible for creating local emergency plans and guidelines that set out the priorities and means by which it will restore essential local government services following an emergency or disaster. In addition, the Province's Compensation and Disaster Financial Assistance Regulation provides for compensation to owners of lost or damaged property and disaster financial assistance to eligible claimants and local governments.
4. We expect a local government to have effective emergency management plans and programs. In order to optimize restoration and recovery of services, local governments also need to incorporate business continuity considerations when developing plans and preparing for emergencies.

WHAT WE EXAMINED

5. The overall purpose of the audit was to provide an objective and independent assessment of the effectiveness of emergency management plans and programs in the District of Mission.
6. Our specific audit objectives were to assess the local government's compliance with statutory requirements as a starting point for the local government's emergency management program. We also examined the robustness of the organization's emergency management plans and practices to determine whether they included activities necessary to respond to and manage the consequences of an emergency event in a timely manner. Finally, we assessed whether the District had developed a business continuity management system containing recovery procedures necessary to resume critical operations in the event of a disruption.

WHAT WE FOUND

7. Overall, the District of Mission had taken some foundational steps toward developing an emergency management program. However, many of the District's emergency management processes and practices were only partially developed or not developed at all.
8. Our review indicated that the District should take further steps to strengthen its emergency management practices and be better prepared for potential emergencies. This audit report could serve as a first step in a continuous improvement process; it aims to provide information to the District on areas of its emergency management program where it may wish to focus its efforts.

STATUTORY REQUIREMENTS AND GOVERNANCE

STATUTORY REQUIREMENTS

9. Our review indicated that the District of Mission partially met its emergency management statutory requirements:

- Mission established an emergency management bylaw and governing organization, prepared a community risk assessment and local emergency plans and provided opportunities for training and exercises. However, each of these aspects needed improvement
- Mission had not developed a formal training and exercise program or implemented a regular review process for its local emergency plans. It also lacked strategic direction and guidelines for its emergency social services and had not formally identified essential services or established priorities for restoring these services, as legislatively required



POLICY DIRECTION

The District had a bylaw in place that guided its emergency management program, however, the bylaw did not include considerations relating to business continuity.



EMERGENCY MANAGEMENT ORGANIZATION

The District had established an emergency management organization represented by the Emergency Planning Committee and emergency program coordinator. However, their terms of reference were outdated, not comprehensive and not fully followed.



RISK ASSESSMENT AND EMERGENCY MANAGEMENT PLANS

The District's risk profile was outdated and not comprehensive. The District's organizational emergency plan, including three supplemental hazard-specific response plans, was not informed by the formal risk profile and primarily focused on emergency response activities, rather than all four phases of emergency management.



EMERGENCY PLAN PROVISIONS

The District provided opportunities for emergency management training and exercises and established some procedures for allocation of resources and implementation of the plan. However, it had not developed a formal training and exercise program or methods and procedures for public notification.



EMERGENCY MANAGEMENT PLAN REVIEW PROCESS

The District had established an annual review process for its emergency management plans but did not follow this process.



EVACUATION STRATEGY

The District established a general evacuation plan as part of its organizational emergency plan, however, the evacuation plan lacked sufficient details to guide responders before, during and after an emergency.



EMERGENCY SOCIAL SERVICES

The District had an emergency social services program that lacked strategic direction.



PRIORITIZATION OF ESSENTIAL SERVICES RESTORATION

The District had not identified and prioritized its essential services or identified critical infrastructure.

GOVERNANCE

10. The District of Mission had some elements of an emergency management governance structure, leadership and processes in place, however, these did not provide systematic, proactive support and guidance for the District's emergency management program. The emergency management program lacked a holistic approach, strategic direction and strong oversight by executive management and Council.



POLICIES

The District's emergency management bylaw was outdated. There was no process in place to review and update the bylaw on a periodic basis.



GOVERNANCE STRUCTURE

The District's emergency management program did not have an effective governance structure in place. The key body responsible for oversight of the emergency management program was large and had non-comprehensive, outdated terms of reference that were not followed. The structure did not include an internal executive level committee or working groups.



REPORTING

The District's reporting to Council on emergency management was ad hoc and event-driven. Staff did not report to Council on the progress or needs of the program, other than annual budget-related reports.



EXPECTATION MET



EXPECTATION PARTIALLY MET




EXPECTATION NOT MET

PLANNING AND RESOURCING

11. The District implemented some emergency planning and management practices to facilitate its response to emergencies or disasters. However, its existing emergency management documentation was outdated and not comprehensive and a number of aspects of emergency management had not been developed at all.

 **RISK ASSESSMENT**
The District developed a risk assessment, however, it did not regularly review and update the risk profile to inform its emergency plans.

 **PLANS**
The District's local emergency plans focused on the response phase of an emergency and had minimal or no guidance on the prevention/mitigation or recovery phases of emergency management.


 **EMERGENCY OPERATIONS CENTRE**
The District's emergency management plan covered roles and responsibilities of Emergency Operations Centre staff and outlined key response actions during an emergency. However, the plan did not specify conditions under which the Emergency Operations Centre would be activated. Some Emergency Operations Centre positions did not have a designated backup.


 **COMMUNICATION**
The District identified some emergency communication and information requirements, but lacked a comprehensive communication plan and procedures.

 **COORDINATION**
The District engaged external stakeholders on emergency planning and reached a number of mutual aid agreements. However, all of these agreements related to fire management rather than the broader area of emergency management.

 **VOLUNTEER MANAGEMENT**
The District had not established a volunteer management strategy, including one for emergency social services.

 **DEBRIS MANAGEMENT**
The District had not developed a debris management plan.

 **BUSINESS CONTINUITY**
The District had not established business continuity as part of its organizational emergency planning. Limited emergency response and service recovery procedures existed at the department level.


 **RESOURCING**
The District had an annual budget for emergency management as well as financial management procedures to recover costs, however, the budget did not consider staff costs. The District did not fully follow its reserve and surplus policy.

TRAINING

 The District had not developed a formal training program, including specific training requirements for personnel with emergency duties.


 The District provided fundamental training in emergency management to most but not all Emergency Operations Centre staff and response personnel.


 The District cross-trained personnel but did not have backups for all Emergency Operations Centre positions.

 The District maintained records of staff training, however, these records were not updated on a regular basis.

EXERCISING AND TESTING

 The District had not developed a formal exercise and testing program.

 The District conducted five emergency exercises over the last five years to familiarize staff members with their roles and responsibilities during or after emergency events. It designed and prioritized exercises based on staff knowledge of local communities and known risks affecting the community, rather than risks identified within its risk profile.

 Debriefings occurred after exercises, however, action plans were not developed to address lessons learned, resulting in some persistent operational challenges during exercises.

PUBLIC AND STAKEHOLDER AWARENESS AND EDUCATION

 The District used its website, social media and community events to educate the public on emergency preparedness.

 The District did not promote its emergency social services to the public.

MAINTENANCE AND CONTINUOUS IMPROVEMENT

 The District had made some improvements to its emergency management program, but these improvements were not reflected in its Emergency Response and Recovery Plan or procedures.

 The District had not developed a formal process to measure the performance of its emergency management program and did not report on the results of the program to internal and external stakeholders.



STATUTORY REQUIREMENTS

1. The District of Mission should strengthen its emergency management program and ensure it is fully compliant with statutory requirements set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation:

- **Policy Direction**—Improve emergency management and business continuity policy direction by regularly reviewing and updating relevant emergency management bylaws to ensure they meet organizational priorities and changing needs and include business continuity expectations
- **Emergency Management Organization Coordination**
 - Review and revise the emergency program coordinator’s accountabilities and responsibilities as part of the governance structure and processes review
 - Ensure all emergency program documentation reflects the updated accountabilities and responsibilities
 - Ensure all responsibilities are carried out as intended
- **Risk Assessment**—Regularly assess community risks and hazards and ensure emergency plans address identified risks
- **Emergency Plans**—Prepare formal guidelines for public notification during emergencies
- **Review Process**—Implement a process to regularly review emergency plans to ensure they effectively address community risks, organizational needs and priorities. Identify the responsibility for implementing local emergency plans and communicate it to all relevant staff
- **Evacuation**—Strengthen evacuation planning by including detailed procedures that address aspects of evacuation before, during and after an emergency or disaster
- **Emergency Social Services**—Develop a strategy, supported by a plan, for emergency social services that supports the overall emergency management program, maximizes volunteer resources and considers assistance that could be provided by non-government organizations
- **Essential Services Restoration**—Formally identify essential services and establish priorities for restoring these services. Communicate to service providers priorities for restoring essential services not provided by the District that might be interrupted during an emergency or disaster



GOVERNANCE

2. The District of Mission should conduct a review of its governance structure and processes to ensure it provides effective oversight and support for its emergency management program. The District should consider:

- Establishing an internal oversight body, such as an executive committee, to set policy direction, strategic priorities and oversee the emergency management program
- Establishing working groups tasked with fulfilling certain aspects of the program
- Updating the terms of reference of the Emergency Planning Committee, developing terms of reference for any newly-established committees or working groups and ensuring that all parties understand their roles



EMERGENCY MANAGEMENT PLANNING

3. The District of Mission should strengthen its emergency risk assessment and management processes by:

- Establishing a formal and regular review process of the risks facing the community, fully identifying the impacts of these risks and incorporating them into its Hazard, Risk and Vulnerability Assessment
- Ensuring the assessment includes input from stakeholders
- Incorporating results of its risk assessment across all of its emergency management planning documents

4. The District of Mission should strengthen its emergency plans and procedures to ensure these documents consider all four phases of emergency management, including mitigation/prevention, preparedness, response and recovery.

5. The District of Mission should strengthen its Emergency Operations Centre documentation by:

- Ensuring that activation procedures are consistent across all emergency documentation
- Including Emergency Operations Centre activation condition requirements
- Designating a backup for each Emergency Operations Centre position

6. The District of Mission should strengthen its internal and external communication processes and procedures by:

- Developing an emergency communication plan that will help ensure information provided during an emergency is timely, accurate, appropriately secured and communicated to the appropriate people
- Raising awareness of communication processes and procedures among District staff



EMERGENCY MANAGEMENT PLANNING *Continued*

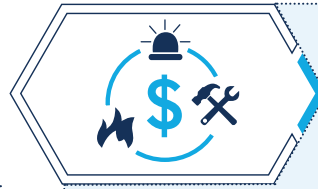
7. The District of Mission should strengthen its coordination with relevant parties on emergency management by:

- Exploring opportunities for partnerships and mutual aid agreements with nearby local governments, First Nations and stakeholders
- Securing emergency supplies and resources with formal agreements
- Developing and implementing a volunteer management strategy that effectively utilizes volunteer resources, including support that could be provided by non-government organizations

8. The District of Mission should consider collaborating with the Fraser Valley Regional District, First Nations and neighbouring governments in the development of a debris management plan to support recovery from an emergency and increase community resilience.

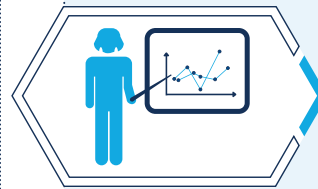
9. The District of Mission should develop a business continuity program, following recommendations from Emergency Management BC to facilitate timely recovery of the District's critical business services. To develop this program, the District should:

- Assess the need and obtain support and funding
- Build an organizational framework to support the program and introduce key concepts such as program management, risk awareness, identification of critical services, recovery strategies, training and awareness, exercising and testing

**RESOURCING**

10. The District of Mission should identify all relevant costs associated with its emergency management program, including staff time spent on emergency management duties, to have a better understanding of full program costs and ensure the District's budget accurately reflects the cost of the program.

In addition, the District should ensure it regularly reviews and updates, if necessary, its reserve and surplus policy and ensure it complies with this policy.

**TRAINING**

11. The District of Mission should adopt a holistic approach to emergency management training and develop a training program, including a multi-year training plan, that supports its emergency management program objectives and focuses on continuously increasing proficiency required for the success of its emergency management program.

The District should continue working with other communities and share training expenses and related workload.





EXERCISING AND TESTING



12. The District of Mission should adopt a strategic approach to emergency management training and exercising and develop a multi-year training and exercising plan that:

- Supports and validates the effectiveness of emergency response and business recovery plans
- Includes large scale/full scale joint exercises that test collaboration among all relevant parties involved in responding to a major emergency in the region
- Considers opportunities to participate in provincial-level emergency exercises, such as the Exercise Coastal Response scheduled for 2021



PUBLIC AND STAKEHOLDER AWARENESS AND EDUCATION

13. The District of Mission should continue its efforts to build public awareness of personal emergency preparedness and the District's emergency management program, including emergency social services.



MAINTENANCE AND CONTINUOUS IMPROVEMENT

14. As part of a continuous improvement process, the District of Mission should improve data collection, analysis, monitoring and reporting on its emergency management program. This should include:

- A performance measurement system that assesses progress towards emergency management objectives
- Monitoring of progress
- Regular reporting to senior management, Council and the public on results

INTRODUCTION

12. This report presents the results of a performance audit conducted by the Auditor General for Local Government of British Columbia (AGLG) under the authority of the *Auditor General for Local Government Act*. The audit was performed in accordance with the standards for assurance engagements set out by the Chartered Professional Accountants of Canada (see the “About the Audit” section for more information).

13. Local governments are a major part of British Columbia’s public sector. They provide critical core services such as land use control, drinking water and wastewater services, roads and sidewalks, public safety and parks and recreation facilities. Given the importance of these services, all local governments should establish a comprehensive, coordinated and organized approach to emergency management.

14. As part of the office of the AGLG’s 2017/18 risk-based audit planning process, we identified emergency management as highly relevant and significant. This is due to the operational, reputational and financial risks local governments may encounter when preparing for, responding to and recovering from a significant emergency event.

15. Some risks include resourcing and capacity constraints that can affect a local government’s ability to develop and implement comprehensive emergency management programs, low levels of awareness across organizations for emergency response measures and insufficient knowledge of procedures necessary for the effective and efficient recovery of essential services. These risks can negatively impact residents and the local economy.

16. We selected the District of Mission and three other local governments to be audited on this topic. The other local governments selected for this audit topic are the Town of Sidney, the Capital Regional District and the Fraser Valley Regional District. We selected these auditees based on their

varying sizes, geographic locations, types and individual community characteristics, including the impact of potential hazards and risks facing each local government and its residents. We may conduct more audits on emergency management in the future, as this is an important service area for local governments.

17. The purpose of this performance audit was to provide an objective and independent assessment of the effectiveness of the District of Mission’s emergency management plans and programs.

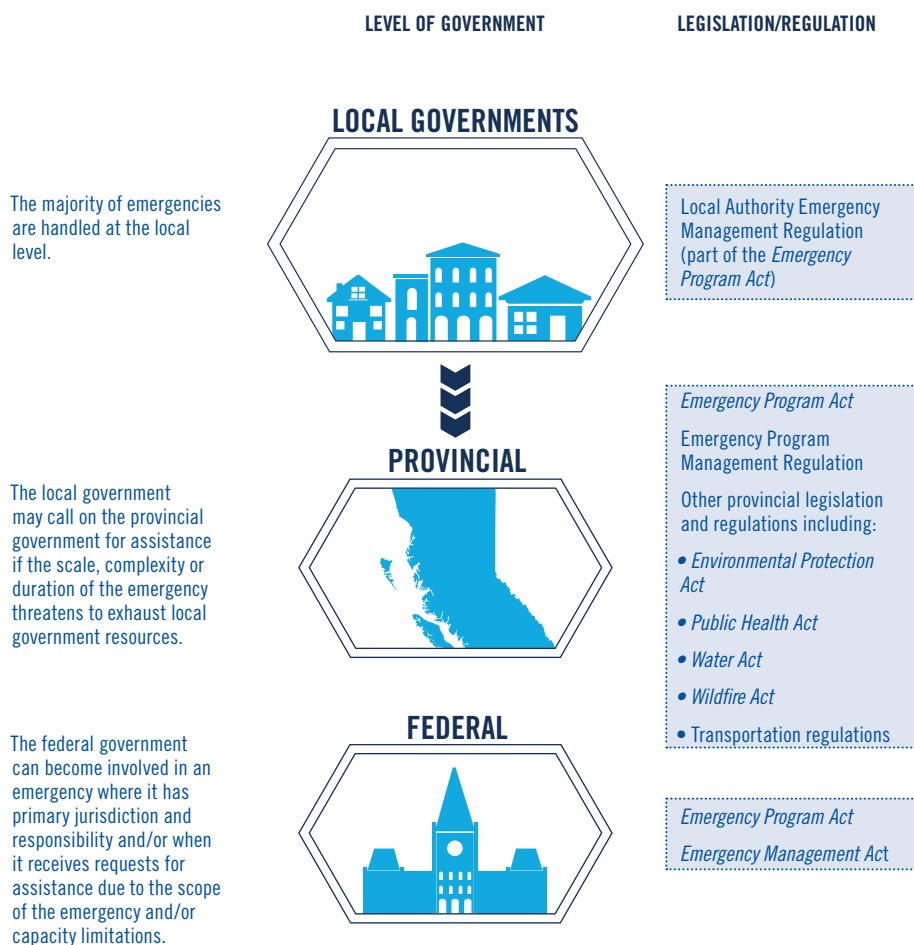
18. We assessed the District’s performance in two areas: emergency management and business continuity management. This audit considered what local governments are required by provincial legislation to have in place, as well as good practices that can add to the robustness of emergency services, including governance, policies and procedures, communication, training and exercising, monitoring and reporting. In carrying out our work, we acknowledge the considerable differences in size and capacity across British Columbia’s local governments. We take these differences into account in identifying and applying our audit criteria.

19. Our findings are based on our review of relevant documentation and data, interviews with key local government management and staff, elected officials and a range of other stakeholders and observational visits to some facilities.

EMERGENCY MANAGEMENT

20. As shown in *Exhibit 2*, emergency management is a shared responsibility of all levels of government and all are required to have emergency management plans. British Columbia’s *Emergency Program Act* and the *Local Authority Emergency Management Regulation* set out legislative directions on emergency management for B.C.’s local governments. Under the Regulation, each local government—including municipalities and regional districts—is responsible for developing local emergency plans and guidelines.

Exhibit 2—ROLES AND RESPONSIBILITIES FOR EMERGENCY MANAGEMENT

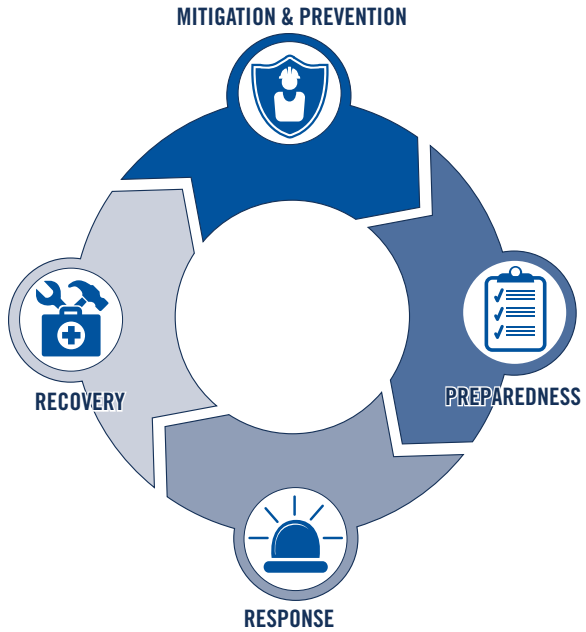


EMERGENCY MANAGEMENT BC

As the provincial government’s lead coordinating agency for provincial emergency management activities, Emergency Management BC provides executive coordination, strategic planning and multi-agency facilitation. It strives to develop effective working relationships in an increasingly complex emergency management environment. Emergency Management BC works in collaboration with local governments, First Nations, federal departments, non-government organizations and volunteers to support all phases of emergency management.

2.1. Emergency Management BC has developed the British Columbia Emergency Management System (2016), which consists of four phases of emergency management: mitigation/prevention, preparedness, response and recovery. Given Emergency Management BC’s leading role in the province, many of our audit criteria and measurements are drawn from that agency’s publications.¹

FOUR PHASES OF B.C.’S EMERGENCY MANAGEMENT SYSTEM



MITIGATION & PREVENTION

Mitigation/prevention activities are intended to help local governments reduce the potential impact of an emergency incident on the health, safety and security of residents, as well as damage to property and the environment. Activities may include flood mapping and zoning restrictions, the building of flood dykes, berms and other physical barriers, forest fuel management and earthquake-proof construction of capital projects.

PREPAREDNESS

Preparedness includes actions taken in advance in order to be ready to respond to an emergency incident and manage its consequences. These may include emergency response plans, mutual assistance agreements, resource inventories and training, equipment and exercise programs.

RESPONSE

Emergency management response consists of actions taken during or immediately before or after an emergency incident to manage the impact through activities such as evacuation, emergency public communication, search and rescue and emergency medical assistance. The goal is to minimize human suffering associated with emergency incidents.

RECOVERY

Recovery following an emergency incident includes steps taken to repair or restore infrastructure and services to a minimum operating level and, over the longer term, to a state of “new normal.” These measures may include return of evacuees, reconstruction and repair of damaged structures and possible provision of financial assistance to affected and eligible individuals.

Robust guidelines and emergency response and recovery planning can improve response and recovery time and lessen the impact on and costs to a community in times of disaster. It is vitally important that these plans are carefully laid out and regularly updated.

Source: Emergency Management BC web content

¹Source: *British Columbia Emergency Management System* published in 2016 and *Emergency Management in BC: Reference Manual*, published in 2011.

BUSINESS CONTINUITY MANAGEMENT

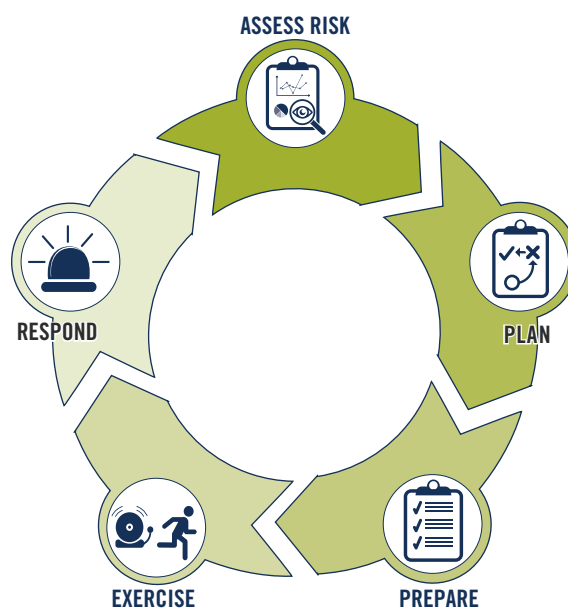
22. Local governments depend on critical services and supplies to ensure their community's survival and resilience during and after any type of disruptive event. Local governments aim to avoid injury and still meet their established obligations.

23. Business continuity management is a proactive, ongoing process that helps ensure critical services (for example, drinking water, wastewater, and protective services) are delivered during and after disruptions. It requires a local government to meet immediate and long-term organizational objectives by identifying where and how to allocate resources, considering the impact of a disruption on all its services and preparing for recovery and restoration. Effective business continuity management has several phases, as indicated in the diagram.

24. Business continuity does not eliminate risks, but instead helps communities manage them by preparing for potential business interruption using risk solutions, documented plans, staff training and exercises and a culture of continuous improvement.

25. Often, organizations focus on emergency management planning to keep communities safe. However, business continuity planning is equally important, prioritizing critical services for recovery so operations can return to normal as quickly as possible during disruptions.

26. We selected *ISO Chapter 22301 Business Continuity Management* (2012) as an authoritative source of audit criteria in this area.



ASSESS RISK

Identify organizational priorities and critical services that may be impacted by disruptions (business impact analysis)

PLAN

Develop business continuity plans and risk mitigation strategies based on impact analysis that detail ways to ensure critical services are delivered at a minimum service level within tolerable down times

PREPARE

Familiarize relevant staff with business continuity plans by ensuring personnel are trained and knowledgeable about responsibilities and alternate facilities or service providers are pre-arranged

EXERCISE

Validate business continuity plans through exercises and tests to maintain high levels of competence and readiness and adjust plans as necessary based on learnings

RESPOND

Execute plans during disruptions, with a goal to recover and restore operations, facilities and identified critical services within target timeframes

Source: Adapted from *A Guide to Business Continuity Planning*, Public Safety Canada, 2018

OUR EXPECTATIONS BASED ON THE AUDIT CRITERIA



We expect a local government to incorporate the following key elements of an emergency management program into its plans and practices:

- **Statutory requirements and governance**, including structures, systems and processes necessary to ensure the local government meets all legal requirements
- **Planning**, with a focus on addressing major hazards and risks
- **Resourcing** that considers personnel and volunteers, facilities, equipment and supplies
- **Training** targeted to staff, key stakeholders and the public
- **Exercising and testing** of plans and procedures
- **Public and stakeholder engagement** designed to promote awareness and education
- **Maintenance and continuous improvement**, including ongoing review and revision of the emergency management program



We also expect a local government to incorporate the following key elements of a business continuity management system into its plans and practices:

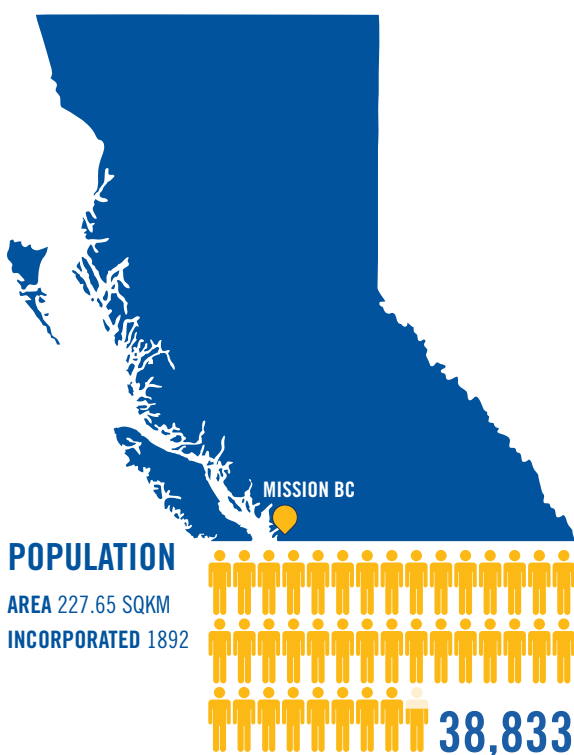
- **Governance**, through a framework of leadership, commitment, objectives, policies and procedures, that supports business continuity
- **Business impact analysis**, to gain an understanding of the potential consequences faced by the local government because of business disruptions
- **Business continuity plan**, with recovery strategies that maximize the delivery of essential services and functions
- **Training and awareness** to ensure proficiency in business recovery practices and promote an understanding of everyone's involvement
- **Exercises and testing** to validate business recovery strategies and procedures
- **Review and revision**, with an emphasis on continuous improvement
- **Performance measurement** to assess the effectiveness of the business continuity management system, including the plan

CONTEXT

DISTRICT OF MISSION

27. The District of Mission is located on the south coast of British Columbia and is one of six municipalities in the Fraser Valley Regional District. It is located about 70 kilometres east of the City of Vancouver and approximately 17 kilometres north of the Canada—U.S. border.

Exhibit 3—DISTRICT OF MISSION VISUAL FACTS



Source: 2016 census, BC Stats

28. Mission was incorporated as a district municipality in 1892 and grew to include additional villages and rural areas over the years, adding the original Town of Mission City in 1969. Its geographic area covers more than 227 square kilometres.

29. The 2016 census indicated that the District had a relatively young population, with 86 per cent under 65 years old. The average age of residents in Mission was 40 years as of 2016, lower than the regional average of 41 and the provincial average of 42. Mission’s population grew from 36,426 in 2011 to 38,833 in 2016, an increase of 6.6 per cent over five years, which is higher than the provincial average at 5.6 per cent.

30. Mission’s major industries rely on natural resources, including forestry, forestry milling and hydroelectricity. Over 40 per cent of the District’s total area is covered by the municipally operated tree farm licence.

THE DISTRICT OF MISSION’S ROLE IN EMERGENCY MANAGEMENT

31. The District of Mission is responsible for emergency management within its jurisdictional area. There are several First Nations located within and adjacent to the District’s boundaries; they fall under federal jurisdiction. These groups may coordinate with or participate in Mission’s emergency management activities.

32. The District’s emergency management program is delivered as part of its fire and rescue services and is led by a senior member assigned as the emergency program coordinator. Residents can dial 911 or contact Mission Fire and Rescue Services to report an emergency or contact the District’s Public Works department for emergencies related to water or sewer services.

33. The District’s emergency management program cost an average of \$0.74 per resident per year between 2015 and 2018, with the highest expenditure per capita of \$0.86 in 2016 and the lowest at \$0.68 in 2017 and 2018, as shown in Exhibit 4. The District’s emergency program budget excludes the cost of salaries for staff time spent on emergency management duties. (See the Resourcing section of this report for more details.)

Exhibit 4—DISTRICT OF MISSION EMERGENCY MANAGEMENT PROGRAM COST PER CAPITA

	EXPENDITURES \$	POPULATION	PROGRAM COSTS PER CAPITA \$
2018 (BUDGETED)	27,155	40,007*	0.68
2017	27,155	39,873*	0.68
2016	33,385	38,833	0.86
2015	28,385	38,000*	0.75
Average Cost Per Capita			0.74

* Estimates

Source: District of Mission documentation

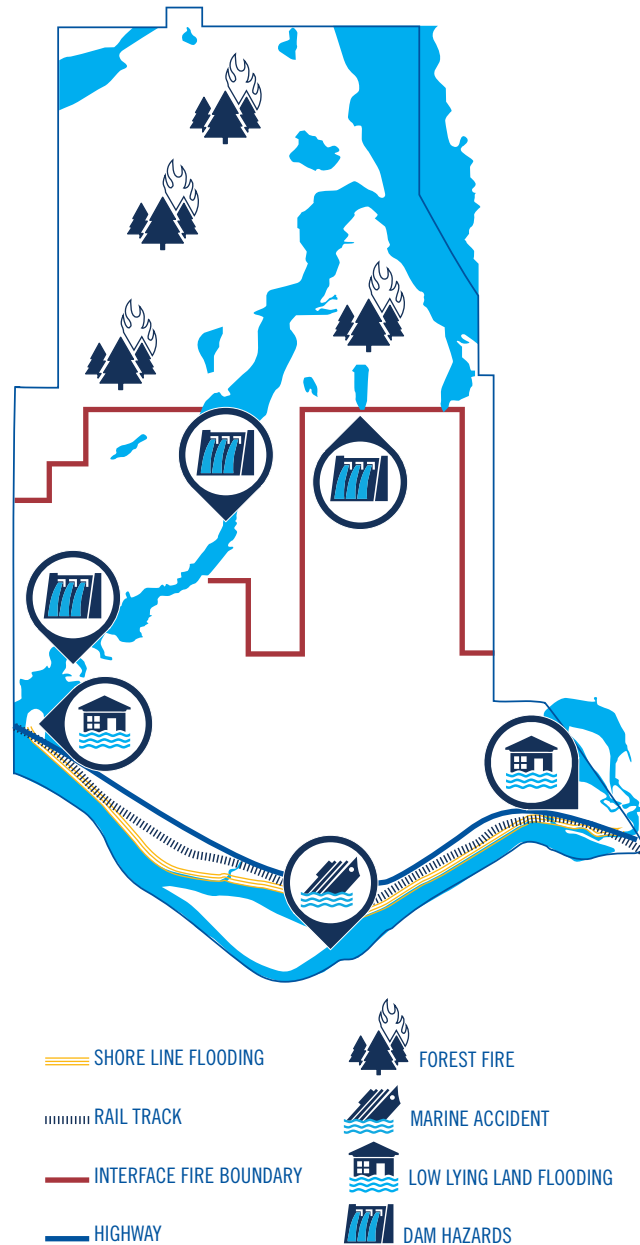
HAZARDS

34. The District of Mission faces the risks of flooding and wildfires, as the municipality is located on the north bank of the Fraser River, with mountains and forests to the north. Also, Mission is located in one of North America’s most active seismic zones, so, as with all communities in its region, earthquakes are a significant risk.

35. There are three dams in Mission, including two operated by BC Hydro, posing potential hazards from dam failures. A Canadian Pacific Railway corridor running through the District exposes it to potential risks of derailments and associated hazardous materials. See *Exhibit 5* for an overview of some of the major hazards facing the District.

36. Other high-risk hazards that have been identified by the District include severe weather (blizzard, hailstorm, and windstorm), human and animal disease, marine accidents, landslides and gas explosions/leaks.

Exhibit 5 — DISTRICT OF MISSION HAZARD MAP



Source: District of Mission documentation

CRITICAL INFRASTRUCTURE

37. The District of Mission has a variety of critical infrastructure that could be affected by emergencies, including:

- Drinking water, wastewater and stormwater systems
- Information technology infrastructure
- Road networks
- Other major facilities such as the municipal hall, fire halls, the Engineering and Public Works department's facility and the leisure centre

38. Mission is home to 14 public schools, one independent high school and two colleges. School District 75 is headquartered in Mission.

39. Mission Bridge and Highway 11 connect the District with communities on the south side of the Fraser River. Highway 7 connects the District with most of the Lower Mainland that is located north of the Fraser River and to the west, including Vancouver. These highways and bridges are maintained by the Province of B.C. Mission Bridge underwent a seismic upgrade between 2010 and 2016.

40. Mission Memorial Hospital is the only hospital in the District. It is located near where the two highways connect with Mission Bridge.

WATER, SEWER AND WASTE MANAGEMENT SERVICES

41. The District of Mission administers two water systems:

- **District of Mission Water System**—Administered jointly by the District of Mission and the City of Abbotsford, this water system is supplied by two surface sources: Cannell Lake and Norrish Creek. Water is distributed through 170 kilometres of water mains to about 30,000 Mission residents. A Water and Sewer Commission is involved in managing this water system
- **Ruskin Townsite Water System**—This small water system gets water from Hayward Lake to serve a community of approximately 270 persons in the Ruskin Townsite and Ruskin Trailer Court

42. The District operates a collection and trunk main sewer system serving the urbanized areas of Mission. It operates 157 kilometres of sanitary sewer system and 155 kilometres of storm sewer mains. The sewage is treated by the Joint Abbotsford Mission Environmental System (JAMES) sewage treatment plant that is operated and managed by the City of Abbotsford.

43. The District administers a waste management program that collects and processes solid waste in Mission. Residents receive weekly curbside collection of compostables, recyclables and bi-weekly collection of garbage. The District owns a landfill in the northern area of Mission where it manages municipal solid waste and processes compost and recyclables.

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

SUMMARY OF FINDINGS

44. The overall purpose of this audit was to provide an objective and independent assessment of the effectiveness of emergency management plans and programs in the District of Mission. Specifically, we set out to determine whether—during the period covered by the audit—the District had:

- An emergency management system in compliance with statutory requirements
- Emergency management plans that included activities necessary to respond to an emergency event in a timely manner and manage its consequences
- A business continuity management system containing the recovery procedures necessary to resume critical operations in the event of a disruption

45. While the District had some foundational elements of an emergency management program in place, it partially met or did not meet most of the expectations included in our audit objectives:

- The District partially complied with the statutory requirements set by emergency management regulations, as our review indicated
- The District did not have effective emergency management governance structure and processes
- Almost every aspect of the District's emergency and business continuity planning, resourcing, training, exercising and performance management needed to be developed or significantly strengthened

46. To more effectively deliver its emergency management services and be better prepared for any future disruptive events, the District of Mission should take a more proactive approach to its emergency program.

47. The District should review and revamp its emergency program governance, including structure, processes and overall performance. The District should then bring together emergency management and business continuity by developing a strategic and cohesive approach supported by goals, objectives and comprehensive plans.

48. As Mission continues to develop its emergency management program and strengthen individual components, we encourage the District to reach out and collaborate with other local governments. There is a great deal of useful information available, including best practices, from the Province and other agencies, from which the District could benefit, as it revamps its emergency management program.



STATUTORY REQUIREMENTS

49. Local governments are responsible for complying with statutory requirements set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation (“the legislation”).

50. Overall, our review indicated that the District of Mission partially met emergency management statutory requirements.

51. The District established an emergency management bylaw and governing organization, prepared a community risk assessment and developed local emergency plans. However, each of these aspects needed improvement. The District did not implement a regular review process of its local emergency plans. It lacked a comprehensive evacuation strategy and guidelines for emergency social services, a strategic approach to training and exercising and did not formally identify essential services or establish priorities for restoring such services.

STATUTORY REQUIREMENTS	MET	PARTIALLY MET	NOT MET
Policy Direction		⚠	
Emergency Management Organization		⚠	
Risk Assessment and Emergency Plans		⚠	
Emergency Plan Provisions		⚠	
Emergency Plans Review Process		⚠	
Evacuation Strategies and Emergency Social Services Program		⚠	
Prioritization of Essential Services Restoration			✘

STATUTORY REQUIREMENT

POLICY DIRECTION

The legislation requires local governments to set policy direction to guide their emergency management program, as well as to support business continuity of their essential services.

52. Our review indicated that the District of Mission partially met this statutory requirement. While the District set policy direction to guide emergency management, this policy was outdated and not fully followed.

53. The District’s emergency program bylaw #3799 was adopted in 2005 and was meant to guide the District’s emergency program. It authorized the establishment of the Emergency Planning Committee, defined required emergency planning

activities and assigned oversight responsibilities for the emergency program to the Emergency Planning Committee and an emergency program coordinator.

54. However, Mission did not follow some of the bylaw requirements as discussed later in the “Governance” section of this report. Further, the bylaw did not consider business continuity of the District’s essential services.

STATUTORY REQUIREMENT

EMERGENCY MANAGEMENT ORGANIZATION

The legislation requires local governments to establish an emergency management organization to develop and implement emergency plans and other emergency preparedness, response and recovery measures for emergencies and disasters.

55. Our review indicated that the District of Mission partially met this statutory requirement. The District, through its bylaw, established a local emergency management organization that consisted of the Emergency Planning Committee and an emergency program coordinator. However, its terms of reference were outdated, not comprehensive and were not followed.

DISTRICT OF MISSION COUNCIL

56. District of Mission Council established a policy direction in 2005 by approving the emergency program bylaw #3799. Council’s involvement in the emergency program, with the exception of approving the annual budget, was ad hoc and emergency event-driven. For example, Council received briefings on the District’s response during particular emergencies. While two Council members were part of the Emergency Planning Committee, their roles were not formally defined and were primarily observational, without requirements to report to Council.

DISTRICT OF MISSION EMERGENCY PLANNING COMMITTEE

57. The District’s Emergency Planning Committee was a committee that met an average of five times per year to discuss training opportunities, emergency supplies, volunteer programs, mutual aid agreements, emergency plans, funding, emergency procedures and exercises.

58. The District’s emergency program bylaw served as terms of reference for the committee. However, the bylaw had not been updated for more than ten years and its terminology was outdated and inconsistent with daily emergency management roles and functions.

59. Committee duties included establishing and maintaining the local emergency plan, preparing budgets, directing response operations during an emergency, negotiating with relevant parties and assisting the emergency program coordinator. However, between January 2014 and November 2018, the Committee did not carry out many of the duties listed in its terms of reference. This is summarized further in *Exhibit 7*, page 32.

EMERGENCY PROGRAM COORDINATOR

60. The District's emergency program bylaw assigned emergency management coordination responsibilities to an "Area Coordinator." The District expected its assistant fire chiefs to fulfill these responsibilities on a two year rotation basis. Both assistant fire chiefs had taken foundational emergency management courses and were working toward certification in emergency management.

61. During the audit period, responsibility for emergency management coordination lay with the Assistant Fire Chief, Fire Prevention and Emergency Planning.

EMERGENCY PROGRAM COORDINATOR

Leading practice for local governments is to hire a full-time dedicated emergency program coordinator to whom council delegates responsibility.

This coordinator is the key organizational contact for emergency management and should have a high profile in the organization with direct access to the chief administrative officer and other key decision-makers.

The coordinator leads the development of response plans, business continuity plans and supports communications plans. The coordinator ensures that staff are adequately trained and plans are routinely exercised so that staff are familiar with their roles and responsibilities.

Having a dedicated coordinator, even if part-time, is critical to ensure the local government can respond quickly and effectively in an emergency.

Where a local government cannot (or chooses not to) hire an emergency program coordinator, the council/board is responsible for dealing with emergencies. This is not ideal. It is also not ideal to have the chief administrative officer or fire chief serve as the emergency program coordinator. Among other issues, conflicts of interest can arise when individuals with other significant responsibilities in the organization (such as the daily operation of the fire department or supervising other public safety areas) are also tasked with emergency program coordination.

Local governments that find it difficult to hire a full-time program coordinator may want to consider creative arrangements such as sharing a full-time coordinator with another (nearby) municipality, First Nation or regional district.

Source: AGLG Perspectives booklet, *Improving Local Government Emergency Management*

62. As shown in *Exhibit 6*, during the period covered by the audit, some emergency program coordination responsibilities were either partially carried out or not carried at all. For example, there were no emergency management annual reports prepared and submitted to Council between January 2014 and November 2018. In practice, the assistant fire chiefs monitored emergency management progress and discussed operational matters during Emergency Planning Committee meetings, but did not provide any formal reporting.

Exhibit 6—DISTRICT OF MISSION EMERGENCY PROGRAM COORDINATOR ACCOUNTABILITIES AND RESPONSIBILITIES

Bylaw #3799, Clause	Emergency Program Coordinator (“Area Coordinator”) Accountabilities and Responsibilities as per Bylaw #3799-2005	Fulfilled January 2014–November 2018		
		Yes	Partially	No
4.2 d	Maintain the local emergency plan at a current state			
4.2 e	Be responsible for the day to day management of the local Emergency Program, including:			
	➤ Coordination of staff and resources			
	➤ Encouragement of public participation and preparation for an emergency or disaster			
	➤ Coordination with external organizations in emergency management			
4.2 f	Select and process candidates for federal and provincial emergency planning courses			
4.2 g	Maintain information on potential disasters			
4.2 h	Coordinate the equipping and training of volunteers			
4.2 i	Conduct studies and exercises to ensure the local Emergency Plan is effective and in a state of readiness			
4.2 j	Act as a point of contact with the Provincial Emergency Program and other agencies concerned with emergency planning and operations			
4.2 k	Annually, submit to Council a report on the Emergency Program and make recommendations to Council on any changes to the Emergency Program it considers necessary			

Note: This list covers the responsibilities of the emergency program coordinator (“Area Coordinator”) and does not include some of the duties that are to be fulfilled during Emergency Operations Centre activation or a state of local emergency.

STATUTORY REQUIREMENT**RISK ASSESSMENT AND EMERGENCY PLANS**

The legislation requires local governments to develop an emergency plan outlining preparedness, response and recovery activities based on the risk profile.

63. Our review indicated that the District of Mission partially met this statutory requirement. The District assessed its risks and hazards and prepared an organizational emergency plan. However, its risk profile was not comprehensive and was outdated. The District did not develop emergency plans using its risk profile and instead focused primarily on the response phase of emergency management with little guidance on preparedness, planning and recovery.

RISK ASSESSMENT

64. The District developed a Hazard, Risk, and Vulnerability Assessment in 2009. The District did not establish a formal process to regularly review this document. In 2017, the District updated the assessment, however, despite the document being over eight years old, the update only included clerical revisions, with no significant changes to its community risk profile including new risks such as, for example, landslide in the Hatzic or Stave Lake area.

65. Although the assessment identified and ranked 25 high-priority and five low-priority risks facing the community, it did not fully explain how each hazard, risk, or vulnerability could impact the District and did not include an accompanying risk mitigation strategy. It appears that Mission did not use the assessment to inform its emergency plans.

EMERGENCY PLAN

66. The District developed an organizational emergency plan, the Emergency Response and Recovery Plan, in 2012. This plan mainly provided guidelines on response to emergencies and disasters, including a description of duties and responsibilities for key Emergency Operations Centre personnel and high-level response activities for a variety of hazards.

67. The District's Emergency Response and Recovery Plan 2012 was supported by three supplemental hazard-specific response plans:

- Fraser River Flood Preparedness and Response Plan (2018)
- Farmed Animal Mass Carcass Disposal Emergency Plan (2010)
- Community Wildfire Protection Plan (2006)

STATUTORY REQUIREMENT**EMERGENCY PLAN PROVISIONS**

The legislation requires the following in a local government's emergency plan:

- Provisions for establishing and managing a training and exercise program for emergency personnel
- Procedures for the allocation of resources, implementation of the plan and public notification

68. Our review indicated that the District of Mission partially met this statutory requirement. The District provided opportunities for emergency management training and exercises and established some procedures for allocation of resources and implementation of the plan. However, it did not develop a formal training and exercise program and did not document methods and procedures for public notification.

TRAINING AND EXERCISES

69. The District's emergency program bylaw #3799-2005 assigned the emergency program coordinator ("Area Coordinator") responsibility for developing emergency exercises and ensuring that volunteers were trained. However, the bylaw did not include provisions for the training of District staff and Council on emergency management. The District's Emergency Response and Recovery Plan 2012 also did not provide any details on training or exercises to support Mission's emergency management program.

70. The District provided emergency management personnel with opportunities for training and discussed these at Emergency Planning Committee meetings. However, Mission lacked an emergency training program, including a strategic approach to training.

71. Over the five-year period of January 2014 to November 2018, the District conducted five emergency management exercises covering a variety of scenarios. However, it did not have a formal exercise program; therefore, exercises were not designed to meet long-term emergency exercise program objectives.

RESOURCE ALLOCATION

72. Mission Council approved the District's emergency management annual budget as part of its Fire and Rescue Service annual budget. However, the budget for emergency management did not specifically identify all costs to run the program as some of these were rolled into the larger Fire and Rescue department budget's line items.

EMERGENCY PLAN IMPLEMENTATION

73. The District's emergency program bylaw and emergency plans addressed emergency plan implementation. However, there was no consistency between the bylaw and the plan on who could implement the plan during an emergency. This could potentially result in overlapping responsibilities, confusion and conflicting assumptions during an emergency that could lead to gaps in staff coverage.

EMERGENCY PUBLIC NOTIFICATION

74. The District's Emergency Response and Recovery Plan 2012 did not provide procedures for public notification.

75. In 2018, the District developed a communications guide that provided guidance on the use of social media and the District's website, however, this was designed to inform and update residents only in the event of freshet flooding (a sudden rise in stream or river levels due to rainfall or snow melt).

STATUTORY REQUIREMENT**EMERGENCY PLANS
REVIEW PROCESS**

The legislation requires local governments to have processes that ensure plans are regularly reviewed and updated as appropriate.

76. Our review indicated that the District of Mission partially met this statutory requirement by developing a process for the periodic review and revision of its emergency plans through its emergency program bylaw. However, the review process was not carried out as intended.

EMERGENCY PLAN REVIEW AND UPDATES

77. Mission's emergency program bylaw #3799-2005 stated that the emergency program coordinator and the Emergency Planning Committee shared responsibility for reviewing and revising emergency plans. The coordinator was responsible for ensuring that plans were reviewed/updated regularly and making minor amendments to names, addresses and phone numbers. The Committee was responsible for approving substantive changes to emergency plans as well as reviewing the plans annually.

78. The District had not updated its emergency plan since it was developed in 2012, resulting in outdated information. The District made minor revisions to the emergency contact list in 2015 and maintained a separate emergency contact list that was last updated in 2017.

79. The District had not updated any of its supplemental hazard-specific plans, with the exception of the 2007 Fraser River Flood Preparedness and Response Plan, which was substantially updated in 2011 and clerically updated in 2018.

BUSINESS CONTINUITY PLAN REVIEW AND UPDATES

80. The District did not have a business continuity plan, with the exception of the Business Recovery Plan for its municipal hall, which was developed in 2012. This plan had not been reviewed or updated since it was developed and staff were unaware of it.

STATUTORY REQUIREMENT**EVACUATION
STRATEGIES AND
EMERGENCY SOCIAL
SERVICES**

The legislation requires local governments to have strategies to manage:

- Potential evacuation
- Resources and support to coordinate and provide food and lodging, clothing, transportation and medical services to those affected by an emergency incident

81. Our review indicated that the District partially met this statutory requirement by establishing an evacuation plan and an emergency social services program. However, the evacuation plan was not sufficiently comprehensive and did not include procedures covering before, during and after an emergency. The District's emergency social services program lacked a comprehensive strategy.

EVACUATION PLAN

82. The District had prepared a general evacuation plan as part of its Emergency Response and Recovery Plan 2012. The evacuation plan identified relevant provincial legislation, notification procedures (alert, order, rescind) and described evacuation routes and assembly points. While the guidelines met minimum requirements for an evacuation plan, they were only high-level and did not include specific procedures in important areas such as vulnerable populations, reluctant evacuees, re-entry to an evacuated zone, evacuation route options, transportation arrangements, the division of various larger areas into more manageable areas for evacuation and collaboration with emergency social services.

83. District staff told us that in case a larger evacuation were to occur, the District would need to rely on neighbouring communities such as the City of Abbotsford and the City of Maple Ridge for support. However, the District did not have any formalized mutual aid agreements in place regarding this. In case of a larger emergency that affected neighbouring communities, the District's reliance on such support may not be realistic.

EMERGENCY SOCIAL SERVICES

84. The District of Mission's emergency social services program consisted of one part-time staff member supported by the emergency social services volunteer group to help provide emergency relief when needed.

85. Staff told us that emergency social services was designed to provide shelter and referrals to a limited number of residents for up to a 72-hour period. However, the District did not have a program strategy and objectives for emergency social services. Also, while the District identified a primary reception centre in its Emergency Response and Recovery Plan 2012, it did not provide guidance or procedures for emergency social services to follow during an emergency, disaster or evacuation.

86. The District did not maintain an inventory of its emergency social services supplies, which is important to have as supplies are usually difficult to obtain during emergencies. However, cots and rubber mats were available at the leisure centre gym and the senior's centre. The District relied on informal supply agreements with external suppliers for additional resources such as food, lodging and shelter, although these agreements were not legally binding so could not be fully relied upon during emergencies.

87. In 2018, the District was in the process of setting up a mobile reception centre for emergency social services. Basic inventory items had been placed inside, including first aid and survival kits, adult and child care kits, water, program documentation and office supplies. As of November 2018, the mobile reception centre was not yet complete.

88. District staff told us that Mission’s emergency social services program was activated several times during the period covered by the audit, including Level 1 (less than 12 people affected, no reception centre established) and Level 2 activations (12 or more people affected, reception centre established). However, staff stated that the program’s volunteers would not be capable of responding to Level 3 incidents (community-wide, more than one reception centre established) due to insufficient training and resources.

89. As of November 2018, emergency social services volunteer meetings had started to take place regularly with discussions about volunteer participation and minimum required training. In addition, the District informed us that they were considering options to combine some aspects of its emergency social services with the Fraser Valley Regional District in the future.

EMERGENCY SOCIAL SERVICES

Emergency social services is a provincial-scale program delivered at the local level across B.C. It is an important component of local emergency plans, focused on providing people affected by an emergency with basic survival needs. The program also assists in reunifying families and sharing important information updates. Emergency Management BC supports local governments in developing emergency social services programs.

Emergency social services can be initiated following a small, localized event (Level 1), a significant event impacting more than 12 people (Level 2) or a major emergency involving a large-scale evacuation (Level 3). Emergency social services are typically provided for a 72-hour period.

To enhance the effectiveness of its emergency social services program, a local government should have an overall strategy in place, including preparedness, response and recovery components. There should be an operating budget, a director responsible for coordinating activities, a core group of volunteers, an identified reception centre and group lodging locations.

Source: EMBC web contents

STATUTORY REQUIREMENT**PRIORITIZATION OF ESSENTIAL SERVICES RESTORATION**

The legislation requires local governments to establish priorities for restoring essential services and recommend to service providers priorities for restoring essential services not provided by the local authority that are interrupted during an emergency or disaster.

90. Our review indicated that the District of Mission did not meet this statutory requirement for prioritizing its essential services and identifying its critical infrastructure.

91. Although the District informally identified some essential services (potable water distribution, sanitary sewer conveyance, fire and police services), it did not formally identify and prioritize its essential services, nor had it established restoration priorities for these services.

RECOMMENDATION ONE

The District of Mission should strengthen its emergency management program and ensure it is fully compliant with statutory requirements set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation:

- **Policy Direction**—Improve emergency management and business continuity policy direction by regularly reviewing and updating relevant emergency management bylaws to ensure they meet organizational priorities and changing needs and include business continuity expectations
- **Emergency Management Organization Coordination**
 - Review and revise the emergency program coordinator’s accountabilities and responsibilities as part of the governance structure and processes review
 - Ensure all emergency program documentation reflects the updated accountabilities and responsibilities
 - Ensure all responsibilities are carried out as intended

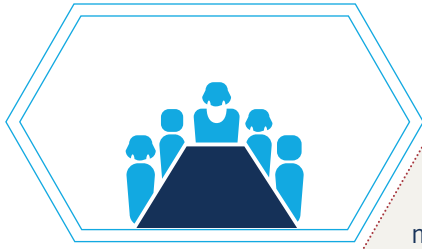
RECOMMENDATION ONE *continued*

- **Risk Assessment**—Regularly assess community risks and hazards and ensure emergency plans address identified risks
- **Emergency Plans**—Prepare formal guidelines for public notification during emergencies
- **Review Process**—Implement a process to regularly review emergency plans to ensure they effectively address community risks, organizational needs and priorities. Identify the responsibility for implementing local emergency plans and communicate it to all relevant staff
- **Evacuation**—Strengthen evacuation planning by including detailed procedures that address aspects of evacuation before, during and after an emergency or disaster
- **Emergency Social Services**—Develop a strategy, supported by a plan, for emergency social services that supports the overall emergency management program, maximizes volunteer resources and considers assistance that could be provided by non-government organizations
- **Essential Services Restoration**—Formally identify essential services and establish priorities for restoring these services. Communicate to service providers priorities for restoring essential services not provided by the District that might be interrupted during an emergency or disaster

92. Other recommendations that address compliance with statutory requirements are included throughout the report.



GOVERNANCE



We expect a local government to have a governance structure that provides adequate strategic direction to and oversight of their emergency management programs. This typically includes strategic direction that aligns with organizational priorities, clear policy requirements, descriptions of objectives, roles and responsibilities and ongoing performance monitoring and reporting to ensure plans are implemented and processes are subject to continuous improvement.

93. The District of Mission's governance of its emergency management program did not meet our expectations. Mission's emergency management program did not have an effective governance structure in place and lacked strategic direction and oversight by executive management and Council.

94. The District specified emergency management program objectives and policy requirements in its emergency program bylaw #3799-2005. Mission had not reviewed or updated this bylaw since 2005 to ensure it aligns with new requirements, such as provincial legislation and organizational priorities.

95. The bylaw established the Emergency Planning Committee, a key body responsible for the emergency management program, and provided its terms of reference. While the terms of reference specified committee composition, appointment of a committee chair (the "Area Coordinator"), meeting frequency and the authority and duties of the committee, they did not describe other key components, for example:

- Description of the Committee and its status in the organization (ad hoc or standing)
- Committee meeting arrangements (meeting location, procedures, quorum, responsibilities for minutes or recording and distribution and communication protocols)
- Description of the Committee reporting process (who the Committee reports to, when and how)

- Committee budget and resource requirements (administrative support, equipment, dedicated funds and others)
- Committee review process to assess effectiveness and identify opportunities for improvement

96. The Committee included more than 20 internal and external members, including external agencies, volunteer groups, staff and two Council members. There was neither an internal executive level committee that focused on the program's strategic needs, nor were there working groups to collaborate on specific emergency management initiatives, with the exception of the Exercise Design team that functioned between May 2016 and May 2017. The Committee's structure precluded the District from separating emergency management program operational needs from external coordination/collaboration needs.

97. Although the Committee discussed a variety of operational topics during its meetings, the Committee did not carry out most of the oversight duties assigned to it in its terms of reference, as shown in *Exhibit 7*. In practice, the Emergency Planning Committee functioned less as an oversight body and more as a large emergency management working group guided by the emergency program coordinator.

Exhibit 7—DISTRICT OF MISSION EMERGENCY PLANNING COMMITTEE OVERSIGHT RESPONSIBILITIES

Bylaw #3799, Clause	Emergency Planning Committee Oversight Responsibilities as per Bylaw #3799-2005	Responsibilities Fulfilled January 2014–November 2018		
		Yes	Partially	No
3.3	Approve substantive amendments to local emergency plans			
3.4 a and b	Maintain and annually review local emergency plans			
3.4 d and e	Negotiate with external parties on emergency management			
3.4 f	Make and amend guidelines regulating its own practices and procedures			
3.4 g	Make recommendations to Council regarding the emergency program			
3.4 h	Submit a budget for the emergency program annually to Council			

98. Mission Council had a limited role in relation to the emergency management program, which focused on annual budget approval and event-driven reporting rather than oversight of the emergency management program. The Emergency Planning Committee did not present meeting minutes to Council for review or approval and the two Council representatives on the committee played a primarily observational role at Committee meetings.

RECOMMENDATION TWO

The District of Mission should conduct a review of its governance structure and processes to ensure it provides effective oversight and support for its emergency management program. The District should consider:

- Establishing an internal oversight body, such as an executive committee, to set policy direction, strategic priorities and oversee the emergency management program
- Establishing working groups tasked with fulfilling certain aspects of the program
- Updating the terms of reference of the Emergency Planning Committee, developing terms of reference for any newly-established committees or working groups and ensuring that all parties understand their roles



EMERGENCY MANAGEMENT PLANNING

We expect a local government to have comprehensive emergency plans based on a current hazard, risk and vulnerability assessment. These plans should outline the roles and responsibilities of all key participants and a local government should ensure that staff have a high level of awareness of those roles and responsibilities. We expect these plans to include a range of preparedness, response and recovery measures designed to guide key participants. Further, the plans should clearly outline emergency information and communication protocols and systems.

We also expect the local government to have mutual aid agreements and/or memorandums of understanding with stakeholders and relevant parties in support of emergency preparedness, as well as response and recovery activities. In addition, we expect the local government to have a strategy to identify and manage a core group of volunteers who may be involved in key response and recovery activities during and following an emergency.

We expect the local government to support business continuity and have components of a business continuity management system in place, including a set of objectives and measures, organizational structure, policy and procedures for conducting risk analysis and business impact analysis and regular exercising and updating of business continuity plan(s) and any supplementary documents.

99. The District of Mission partially met our expectations in this area. We found that the District had some foundational elements of emergency planning and management in place. However, the District's emergency management plans, guidelines and procedures were not fully developed. Most of them were outdated due to the lack of a regular review process.

100. A summary of the District's emergency plans is presented in *Exhibit 8*.

EMERGENCY MANAGEMENT PLANNING TOOLKIT FOR LOCAL AUTHORITIES AND FIRST NATIONS

In February 2019, Emergency Management BC published the *Emergency Management Planning Toolkit for Local Authorities and First Nations*—a suite of self-guided tools to support communities of all sizes in creating and updating their emergency management plans. The Toolkit includes:

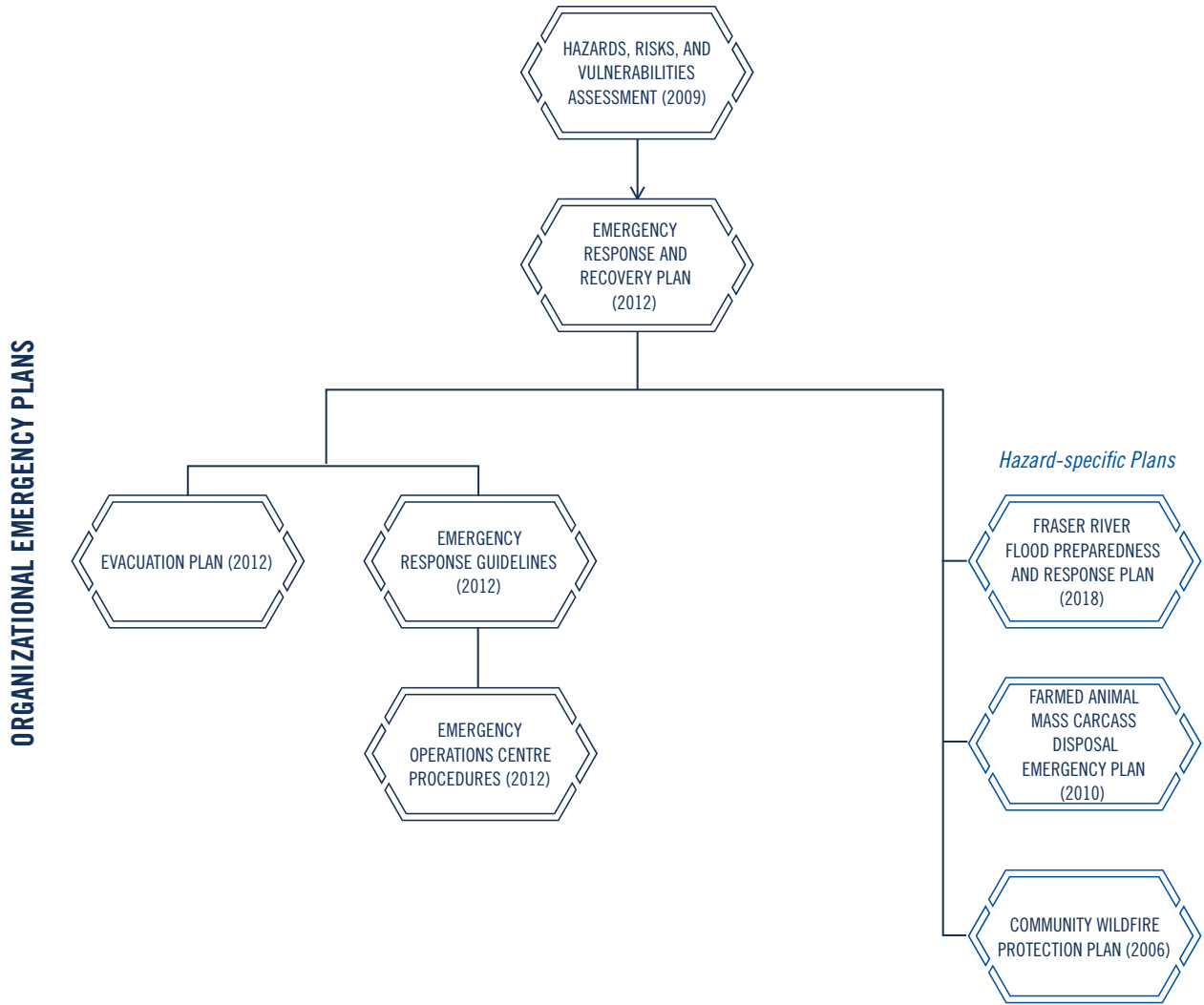
- **Emergency Management Planning Guide**—A step-by-step guide that provides a flexible, adaptable resource for developing an all-hazard emergency management plan
- **Local Emergency Management Plan Template**—A template that provides a pre-formatted structure that can be used to write a local all-hazard emergency management plan. It is adaptable and scalable to the unique needs of each community and is designed to be easily updated

Two companion documents to the toolkit include:

- **Planning Process Checklist**
- **Partner Engagement List**

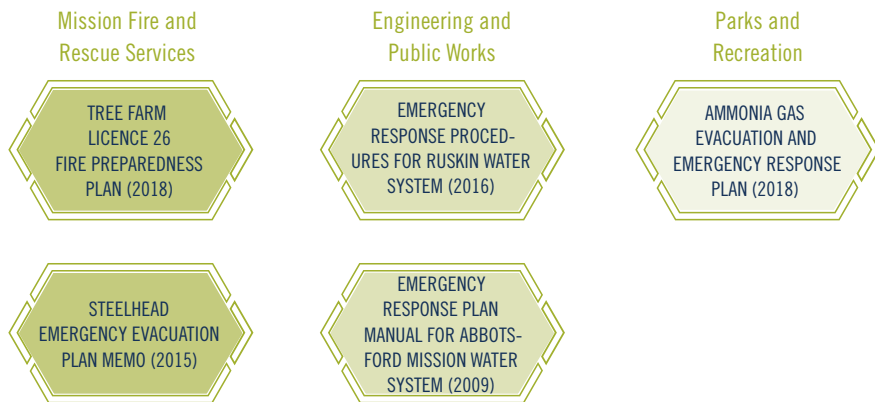
Source: EMBC web contents

Exhibit 8—DISTRICT OF MISSION EMERGENCY PLANS



LEAD DEPARTMENTS

FUNCTIONAL PLANS



Source: District of Mission documentation

RISK ASSESSMENTS

HAZARD, RISK AND VULNERABILITY ANALYSIS

101. A hazard, risk, and vulnerability analysis is critical to an effective emergency management program. In British Columbia, local authorities are required to prepare emergency plans that reflect their assessment of relative risk occurrence and the potential impact emergencies and disasters could have on people and property. This assessment is mandated by the Local Authority Emergency Management Regulation of the *BC Emergency Program Act* and should address all parts of a local authority's jurisdictional area.

102. The District of Mission analyzed its community risks by developing a Hazard, Risk and Vulnerability Assessment in 2009. The District did not develop and implement a regular review process for this assessment. Although its emergency program bylaw #3799-2005 required an annual review of emergency plans, responses, resources and capabilities, it was not clear if the risk assessment had to follow this same process.

103. In 2017, the District made updates to the Hazard, Risk and Vulnerability Assessment, including revisions to demographic information and economic profile. These updates were minor and did not affect the risk profile. Staff indicated they did not seek stakeholder input when updating the assessment. Doing so is an important part of the process to learn more about the types of risks and resource capabilities in a local government's jurisdiction.

104. It appears the District did not use the Hazard, Risk and Vulnerability Assessment to inform its Emergency Response and Recovery Plan 2012 or other supplementary plans.

105. While the District's risk assessment identified a number of risks and ranked them as high or low risks, it did not fully explain how each hazard or risk would impact the District. It also did not develop formal risk management strategies for each risk. Some risk mitigation steps, as presented in *Exhibit 9*, were taken by the District, but these measures were ad hoc in nature and not part of a broader risk management process.

HAZARD, RISK AND VULNERABILITY ANALYSIS

A hazard, risk and vulnerability analysis can help a local government make risk-based decisions for managing vulnerabilities, preventing or mitigating hazards and preparing for, responding to and recovering from hazardous incidents. It is used to anticipate risks, help save lives and property, reduce damage and quicken a community's recovery following an emergency.

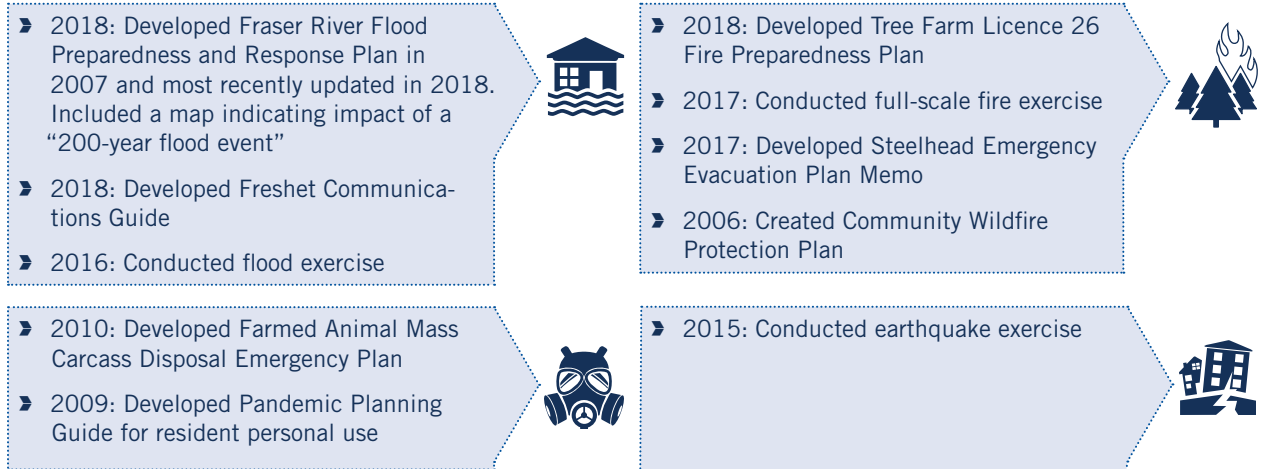
This type of analysis involves:

- Gathering risk information (e.g. floodplain maps, industry knowledge)
- Identifying associated hazards
- Analyzing risks based on likelihood and consequence
- Formulating risk-reduction measures
- Consulting with the community
- Developing action plans or mitigation projects that address or reduce each risk

Where possible, mitigation projects should be incorporated into overall planning and day-to-day operations of the local government. To ensure its ongoing effectiveness, a hazard, risk and vulnerability analysis should be updated at least every two to three years or following any significant changes in the community.

Source: EMBC web contents

Exhibit 9—DISTRICT OF MISSION HIGH RISK MITIGATION AND PREPAREDNESS APPROACHES



Source: District of Mission documentation

RECOMMENDATION THREE

The District of Mission should strengthen its emergency risk assessment and management processes by:

- Establishing a formal and regular review process of the risks facing the community, fully identifying the impacts of these risks and incorporating them into its Hazard, Risk and Vulnerability Assessment
- Ensuring the assessment includes input from stakeholders
- Incorporating results of its risk assessment across all of its emergency management planning documents

106. Taking these steps will help the District meet the statutory requirements set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation and provide a substantiated basis from which the District can create an effective emergency plan.

EMERGENCY RESPONSE PLANNING

107. Emergency plans are considered road maps to actions that will be taken when an emergency or disaster occurs. Emergency response planning should include emergency plans that are scalable, realistic and clearly describe how people, property and the environment will be protected in an emergency. At a minimum, communities should produce an “all-hazards” plan, integrating common response and recovery elements across many types of hazards. Supporting plans, including communications, recovery and hazard-specific response plans may also be developed to increase the community’s operational effectiveness when responding to emergencies.

108. The District of Mission’s Emergency Response and Recovery Plan 2012 was an “all-hazards” plan that followed the BC Emergency Response Management System rather than the newer BC Emergency Management System 2016, now advocated by the Province, which covers all four phases of emergency management, with more content on recovery.

BC EMERGENCY MANAGEMENT SYSTEM

The BC Emergency Management System is recognized as a standard system for emergency response and is currently mandated for use within the Government of B.C.

It is a comprehensive framework that helps ensure a coordinated and organized approach to emergencies and disasters. The system is based on the four phases of emergency management: mitigation/prevention, preparedness, response and recovery.

The Province has encouraged local governments to make a transition from the older BC Emergency Response Management System, which focused more on response, to this newer system.

In 2016, Emergency Management BC published a guidebook called *British Columbia Emergency Management System* to promote adoption of the system across the province.

Local governments using this system are well positioned to apply for provincial financial assistance in the event of an emergency.

Source: *BC Emergency Management System*, Emergency Management BC, 2016

109. Because of its less current approach, the District's emergency plan focused more on the emergency response phase rather than other phases of emergency management. For example, the District's Emergency Response and Recovery Plan 2012 included the following high-level response guidelines and procedures:

- Establishment and management of emergency response team members
- Emergency Operations Centre notification procedures
- Activation of the Emergency Response and Recovery Plan and emergency response centre
- Hazard-specific response activities
- Declaration of a State of Local Emergency

110. The District had not included any recovery strategies in its emergency plans, for example, processes for damage assessment, or establishment of a resiliency centre to aid the local government in coordinating community recovery and others.

111. As part of its "all-hazards" plan, the District developed an evacuation plan, however, the plan was not comprehensive and did not include sufficient detail to guide staff before, during and after an evacuation. The plan also did not guide the provision of food, clothing and shelter through the District's emergency social services program.

112. In addition to its "all-hazards" Emergency Response and Recovery Plan 2012, the District developed three supplemental plans for fire protection (2006), flood preparedness (2018) and mass animal carcass disposal (2010).

113. As part of the Fraser River Flood Preparedness and Response Plan 2018, the District had established a Flood Task Force that:

- Included senior management and members of the RCMP
- Was tasked with monitoring flood levels and, if needed, responding to flooding
- Was expected to liaise with the Emergency Planning Committee to determine if the Emergency Operations Centre would need to be activated

RECOVERY PLANNING

Community resilience involves the ability to recover from infrastructure damage, economic impairment and human suffering resulting from an emergency. A formal recovery plan can help a community reduce human suffering, protect community culture, reduce economic loss and enhance community sustainability.

Recovery planning should include considerations for individual, local authority and community recovery over short, medium and long-term timeframes. During recovery the local authority should provide leadership:

- Appoint a recovery director
- Establish a recovery working group
- Encourage collaboration by working with community groups and recovery organizations

A formal recovery plan should also consider establishing a recovery operations centre and a resiliency centre, as well as carrying out a damage assessment.

Source: *Emergency Management in BC: Reference Manual*, Emergency Management BC, 2011

114. Some Flood Task Force members were also designated to Emergency Operations Centre functions, although the emergency plans did not clearly describe the transition from Flood Task Force responsibilities to Emergency Operations Centre responsibilities.

115. The District also developed a number of functional emergency response plans and procedures, as shown in *Exhibit 8*.

RECOMMENDATION FOUR

The District of Mission should strengthen its emergency plans and procedures to ensure these documents consider all four phases of emergency management, including mitigation/prevention, preparedness, response and recovery.

116. Taking these steps would help the District meet its statutory requirements set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation and be better prepared for potential emergencies.

EMERGENCY OPERATIONS CENTRE

117. Emergency Operations Centres are vital to emergency planning, response and recovery. They increase a community’s capacity to respond to emergencies by centralizing response efforts and coordinating and allocating necessary resources. Emergency Operations Centres also enable local governments to coordinate with provincial agencies during an emergency or disaster. A plan for such a centre can be an effective tool for managing response staff during an emergency and ensuring that staffing levels are appropriate to meet organizational needs.

118. Although the District did not have a stand-alone Emergency Operations Centre plan, it did follow the BC Emergency Response Management System. Mission’s Emergency Response and Recovery Plan 2012 included an Emergency Operations Centre structure that indicated the functions and responsibilities for each of the centre’s sections and positions.

EMERGENCY OPERATIONS CENTRE PLAN

An Emergency Operations Centre plan typically includes:

- Authority matrix for activating the centre and call-out list
- Conditions under which the centre is activated and activation procedures
- Checklists and procedures for all centre functions and roles
- Forms, templates and other documentation needed to operate the centre

Source: *Emergency Management in BC: Reference Manual*, Emergency Management BC, 2011

119. The District’s Emergency Response and Recovery Plan 2012 described the location and functional requirements for the primary Emergency Operations Centre but did not indicate when the centre should be activated. For example, the Plan did not identify the standard three activation levels of an Emergency Operations Centre and, as a result, had not considered staffing levels or resource needs at each level.

EMERGENCY OPERATIONS CENTRE ACTIVATION LEVELS

EOC Activation Level	Event/Situation	Minimum Staffing Requirements (Example)
1	Potential threat / monitoring: <ul style="list-style-type: none"> ➤ Flood ➤ Severe storm ➤ Interface fire Small event / one site: <ul style="list-style-type: none"> ➤ 2-3 agencies involved ➤ Small-scale evacuation alert 	<ul style="list-style-type: none"> ➤ EOC Director ➤ Information Officer ➤ Liaison Officer ➤ Operations Section Chief Provincial Support: <ul style="list-style-type: none"> ➤ EMBC notified
2	Moderate event: <ul style="list-style-type: none"> ➤ Two or more sites ➤ Several agencies involved ➤ Major scheduled event (e.g. conference or sporting event) ➤ Limited evacuations ➤ Some resources/support required 	<ul style="list-style-type: none"> ➤ EOC Director ➤ Information Officer ➤ Liaison Officer ➤ Risk Management Officer ➤ Section Chiefs (as required) Provincial Support: <ul style="list-style-type: none"> ➤ PREOC (*) limited activation
3	Major event: <ul style="list-style-type: none"> ➤ Multiple site ➤ Multiple jurisdictions ➤ Multiple agencies ➤ Extensive evacuations ➤ Resources/support required ➤ 24/7 operations 	<ul style="list-style-type: none"> ➤ All EOC functions and positions (as required) ➤ Policy Group Provincial Support: <ul style="list-style-type: none"> ➤ PREOC (*) activation

PREOC (*) - Provincial Regional Emergency Operations Centres

Source: *Emergency Management in BC: Reference Manual*, Emergency Management BC, 2011

120. Hard copies of emergency management documents were available onsite at the primary Emergency Operations Centre. They were also available on the District's SharePoint site and on workstation hard drives. Documentation included the District's emergency plans, procedures and forms. While the District distributed its Emergency Response and Recovery Plan 2012 to both internal and external stakeholders, it had not established any control measures to ensure that plans were updated on a regular basis and provided to all relevant parties.

121. The District had designated primary and secondary Emergency Operations Centres and identified them in its Emergency Response and Recovery Plan 2012. The District's primary centre was located at Fire Hall No.1 and was equipped with a backup generator, which staff said was seismically upgraded. The centre was furnished with necessary equipment for deployment during an emergency, including dedicated workstations, communications equipment, information displays, office supplies and a meeting space. A secondary Emergency Operations Centre was located at the District's public works building and was equipped with a backup generator.

122. The Emergency Program Bylaw #3799-2005 and Emergency Response and Recovery Plan 2012 identified a number of individuals as having the authority to activate the Emergency Operations Centre, however, these individuals differed between the two documents. Activation procedures were also not consistent across the District's documents, making it challenging to ensure that centre activation would be initiated by the appropriate personnel.

123. The District identified some backups for key Emergency Operations Centre positions. However, the callout list was out-of-date and some of the positions did not have designated backup personnel.

RECOMMENDATION FIVE

The District of Mission should strengthen its Emergency Operations Centre documentation by:

- Ensuring that activation procedures are consistent across all emergency documentation
- Including Emergency Operations Centre activation condition requirements
- Designating a backup for each Emergency Operations Centre position

COMMUNICATIONS

124. Local governments are required to have notification procedures to alert officials, such as first responders and emergency services personnel, and residents impacted by an emergency event. Communication resources, practices and audiences vary from community to community and, as a result, local governments should make robust plans that consider the capabilities and needs of their community before an emergency or disaster occurs. Equally important is the coordination of internal information within the Emergency Operations Centre. To reduce confusion and facilitate quicker response in the centre, timely briefings and information sharing is of the utmost importance.

125. The District of Mission identified some of its emergency communication and information requirements as part of its emergency planning, including roles and responsibilities of its public information officer, Emergency Operations Centre notification procedures and internal communications. However, the District's communication processes and procedures required strengthening.

PUBLIC INFORMATION OFFICER

126. The District's Emergency Response and Recovery Plan 2012 identified the Manager of Information Services as the public information officer at the Emergency Operations Centre and also indicated this position's backup.

EMERGENCY INFORMATION / COMMUNICATIONS PLAN

The public information officer works directly under the Emergency Operations Centre director and coordinates public information, media relations and internal information when responding to and recovering from emergencies or disasters.

It is vital that all information within the Emergency Operations Centre is accurate and delivered in a timely manner during a response and that information provided to the public is consistent and authoritative to reduce confusion. As part of emergency preparedness and planning, local authorities are encouraged to create a formal communications plan.

A communications plan typically includes the following:

- Identified qualified information officers and appropriate spokespersons
- Lists of media, community and response agency contacts
- Prepared key messages (such as public service announcements and emergency instructions)
- Procedures for the establishment of a call centre
- Checklists for information meetings and media debriefings
- Information facility setup instructions and supply list
- Policies and procedures regarding information coordination and release

Source: *Emergency Management in BC: Reference Manual*, Emergency Management BC, 2011

127. Roles and responsibilities of the public information officer were laid out in the District's emergency plan, including actions to take during the mobilization, response and demobilization phases.

128. Although the organization as a whole had two staff members with formal information officer training, the staff member who had the assigned information officer role and the backup did not have this recommended training.

PUBLIC NOTIFICATION

129. The District's emergency plan did not provide guidelines or procedures for public notification during an emergency or disaster, with the exception of notification during freshet flooding. The communications guide developed by the District in 2018 for freshet flood incidents provided guidance to the public information officer on the use of social media and the District's website to inform and update residents during such an incident. This communications guide was not integrated with the District's other emergency plans, for example, the 2018 Fraser River Flood Preparedness and Response Plan.

INTERNAL COMMUNICATIONS

130. The District outlined procedures for Emergency Operations Centre notification in the form of a three-phase call-out list. The list was last updated in 2017, was available on the District's SharePoint site, but was not widely distributed to all relevant parties.

131. In 2017, the District introduced a new Connect Rocket mass notification system for notifying Emergency Operations Centre personnel. The District intended for this to replace the call-out list. However, the use of this new system was not reflected in any of the District's emergency planning documentation. Staff told us that the District tested the system, however, results of those tests were not documented.

132. The District's emergency plan provided some guidance for internal information release, including internal communications between departments and the Emergency Operations Centre, within the Emergency Operations Centre and coordination with response agencies such as Emergency Management BC. Although some guidelines were in place, staff told us that the District's internal communication methods and coordination needed improvement. For example:

- Staff who were not on the Emergency Planning Committee were unsure as to how they would be contacted or deployed for emergency response roles during emergencies or disasters
- During a 2018 freshet flooding incident, internal departments purchased sandbags without coordinating with the Flood Task Force or Emergency Operations Centre, therefore causing some confusion and highlighting the need to improve internal communications

133. We were told that, since 2017, the District had used an online tool to facilitate communication and coordinate departmental response and resources during emergencies. The use of this tool was not reflected in the documentation. Staff told us they were aware of information security issues associated with using a public platform, including potential storage of data outside Canada, and made efforts to remove sensitive information. However, the District did not have any formal procedures to guide this process and ensure security of potentially sensitive information.

AMATEUR RADIO

134. The District's emergency communications capabilities were supported by a volunteer amateur radio group. The District had a radio room at the primary Emergency Operations Centre where radios and satellite phones were stored for emergency use. Staff told us that these volunteers maintained radio equipment and tested it during monthly meetings, however, the group did not keep records of these tests.

135. While the District identified the amateur radio group in its Emergency Response and Recovery Plan 2012, it did not have any formal arrangements in place that specified the group's roles and responsibilities. This undermines the reliance that could be placed on the group in the event of an emergency.

RECOMMENDATION SIX

The District of Mission should strengthen its internal and external communication processes and procedures by:

- Developing an emergency communication plan that will help ensure information provided during an emergency is timely, accurate, appropriately secured and communicated to the appropriate people
- Raising awareness of communication processes and procedures among District staff

136. Taking these steps would help the District meet the statutory requirements related to public notification set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation and be better prepared for potential emergencies.

COORDINATION

137. Effective emergency response planning requires coordination and cooperation with internal and external stakeholders and partners, including neighbouring communities, First Nations, contractors, local institutions and volunteer organizations. Collaborative partnerships can be an invaluable asset to local governments in supporting emergency response and can take a variety of forms: mutual aid agreements, multi-agency committees, joint training and exercises and consultation on the development of response plans.

138. The District engaged with Emergency Management BC and was aware of the provincial government support services. In addition, Mission did not develop any strategies that would support and help manage volunteers.

THE PROVINCIAL GOVERNMENT

139. The District of Mission had a clear understanding of the roles and responsibilities assigned to the District and Emergency Management BC and communicated these roles and responsibilities to its emergency management staff. Emergency Management BC was invited to be part of the District's Emergency Planning Committee and participated in a District-organized flood response exercise in 2016.

140. The District maintained regular contact with Emergency Management BC's regional coordinator and was aware of ongoing support services, including training and funding opportunities.

REGIONAL ORGANIZATIONS AND PARTNERS

141. The District coordinated and engaged in emergency management discussions with relevant partners through its Emergency Planning Committee meetings, for example:

- Mission RCMP attended these meetings and helped plan emergency management exercises. They also participated in emergency management exercises and were part of the District's Flood Task Force

- Fraser Valley Regional District occasionally attended Mission’s Emergency Planning Committee meetings and discussed regional emergency planning initiatives, such as emergency management coordination with nearby electoral areas. In addition, staff told us that Mission set up a reception centre on behalf of the Fraser Valley Regional District during an ice storm in 2017 and during the freshet incident in 2018

142. The District had established a number of mutual aid agreements with some neighbouring municipalities, however, all of these agreements focused only on fire response. The District had not established any such mutual aid agreements for emergency social services or for preparedness and recovery efforts.

FIRST NATIONS

143. The District of Mission had several First Nations within its boundaries. Matsqui First Nation, Leq’a:mel First Nation (both of which are part of Stó:lō Nation) and Kwantlen First Nation were the three main communities among them. The District did not have any current emergency management-related agreements with these First Nations.

SUPPLIERS AND CONTRACTORS

144. The District’s emergency social services program had arranged for some supplies and resources (for example, food and shelter) to support the program’s services through informal supply agreements with external suppliers. However, these agreements were not legally binding and could not be fully relied upon during an emergency.

VOLUNTEER MANAGEMENT

145. Emergency programs rely heavily on volunteer help, especially during times of response and recovery when local emergency personnel are busy dealing with incidents. It is important for local governments to develop volunteer management strategies and programs that support emergency response and enable a community to recover quickly. Volunteers can take on various responsibilities such as neighbourhood preparedness, emergency social services, or community emergency planning.

146. The District interacted with three volunteer groups:

- Mission Search and Rescue
- Amateur Radio Group
- Emergency Social Services—the District was responsible for managing this group. As of November 2018, this group had 16 volunteers

BUILDING RELATIONSHIPS WITH FIRST NATIONS

Positive engagement between local governments and First Nations can facilitate stronger relationships, open dialogue and improve understanding between communities to promote reconciliation and build a foundation for future relations.

“Although no legal precedent exists indicating that municipalities have a duty to consult, municipalities are increasingly committing to building meaningful decision-making relationships with Indigenous governments and could participate in collaborative consent processes if the matter at hand falls within the bounds of delegated municipal jurisdiction.”

The AGLG Perspectives booklet “*Primer on Drinking Water Management in BC*” provides guidelines for working with First Nations.

Source: *Collaborative Consent and Water in British Columbia—Towards Watershed Co-Governance*, Phare, Simms, Brandes, and Miltenberger, 2017; *Primer on Drinking Water Management in BC*, Auditor General for Local Government, 2018

EXAMPLES OF EMERGENCY MANAGEMENT PROGRAMS

- Fire Smart
- Emergency Preparedness Week (first week of May)
- ShakeOut BC Earthquake Drill (third Thursday of October)
- Tsunami Awareness Week (last week of March)
- PreparedBC: In It Together
- Call Before You Dig

Source: *BC Emergency Management Systems*, Emergency Management BC, 2016

147. The District had not established a volunteer management strategy that would effectively utilize volunteer resources to support its emergency management activities on an ongoing basis. The District did not have a formal reporting process for the program.

148. The emergency social services program had outdated and limited plans for its volunteers to use when responding to emergency social services activations. However, in the second half of 2018, the District started a review of its emergency social services program and processes, for example:

- We were informed that since mid-2018, a newly contracted emergency social services coordinator had started to track volunteer time, which would help estimate costs and efforts associated with the program
- The District introduced specific training requirements for emergency social services—volunteers were required to take at least four introductory courses for emergency social services activation to set up reception centres and group lodging

RECOMMENDATION SEVEN

The District of Mission should strengthen its coordination with relevant parties on emergency management by:

- Exploring opportunities for partnerships and mutual aid agreements with nearby local governments, First Nations and stakeholders
- Securing emergency supplies and resources with formal agreements
- Developing and implementing a volunteer management strategy that effectively utilizes volunteer resources, including support that could be provided by non-government organizations

DEBRIS MANAGEMENT

149. Events such as ice storms and floods can produce a significant amount of collateral waste, which can hinder community recovery and overwhelm solid waste resources such as landfills. Incorporating debris management within emergency planning can enhance the speed of physical, social and economic recovery of a community following an incident and can also increase resiliency.

150. The District had not developed a formal debris management plan as part of its emergency response planning. However, the District's Fraser River Flood Preparedness and Response Plan indicated that in cases where debris disposal is required after flooding events, staff would meet with the landfill operator to deal with waste.

RECOMMENDATION EIGHT

The District of Mission should consider collaborating with the Fraser Valley Regional District, First Nations and neighbouring governments in the development of a debris management plan to support recovery from an emergency and increase community resilience.

BUSINESS CONTINUITY PLANNING AND SERVICE RECOVERY STRATEGIES

151. As their operations can be significantly affected by an emergency incident, it is important for local governments to develop business continuity plans that ensure critical services continue through disruptions. By creating and maintaining a business continuity plan, a local government can help ensure it has the resources and information it needs to deal with an emergency, sustain long-term recovery and meet its obligations. Business continuity management can also reaffirm a local government's commitment to recovery efforts.

BUSINESS CONTINUITY PLANS

Business continuity plans are strategic plans concerned with returning a local government's critical services to full operation as soon as possible. They address productivity loss and physical damage that may result from disruptions while normal services and operations are being restored.

Local governments should prepare business continuity plans to ensure that emergency operations and critical services continue despite the loss of power, facilities, infrastructure and/or communication systems.

Source: *A Guide to Business Continuity Planning*, Public Safety Canada, 2018 and various publications on business continuity management

ESSENTIAL SERVICES IDENTIFICATION AND PRIORITIZATION

152. Although business continuity planning is not a statutory requirement, Emergency Management BC, the leading provincial body in emergency management, states that public and private entities could be guided by CSA Z1600, Emergency and Continuity Management Program, a standard for establishing emergency management and business continuity programs.

ORGANIZATIONAL SUPPORT AND POLICY

153. The District of Mission had not established business continuity management and consequently had not provided staff with guidance or expectations for business continuity.

154. The District prepared a Business Recovery Plan for its municipal hall in 2012. However, this plan was not used, reviewed or updated since it was developed.

155. Mission had not assigned any of its staff with responsibility for establishing or maintaining an organizational business continuity plan and had not required any staff to take business continuity management training. Furthermore, most staff were not aware of any business continuity objectives or plans, District-wide or departmental.

156. The District had not identified objectives for service recovery activities, except for the following two instances:

- A service target in the Business Recovery Plan for the District of Mission Municipal Hall (2012) to resume municipal hall services within 48 hours of an emergency
- Information technology staff believed that data would be backed up every four hours and critical information technology-dependent functions would be restored within two hours of an incident

157. However, neither of these stated targets had been tested for feasibility or achievability.

158. It is important for local governments to identify critical services needed to continue business operations throughout emergencies and to prioritize resources such as staff and funding accordingly.

159. The District of Mission had not identified its essential services or functions that needed to be sustained through formal business continuity processes. The District's Official Community Plan (2008) indicated important services that might require continuity of service, including drinking water services, sanitary sewer services, support services to rescue agencies, street lighting for safety, solid waste management, waste disposal and recycling. However, the District had not prioritized these services to ensure continued service delivery in the event of a disruption.

160. Staff indicated they were informally aware of some critical services in the District, such as potable water distribution, sanitary sewer conveyance and protective services, but these were based on staff's personal judgement on what services would be most important.

161. Only some departmental staff, such as Information Services and Engineering and Public Works, understood the importance of business continuity and their roles and responsibilities during disruptions. They had developed department-specific processes for business continuity on an ad hoc basis and emphasized that they aimed to prioritize the recovery of these types of services as quickly as possible following a disruption.

SERVICE DISRUPTIONS RISK ASSESSMENT (BUSINESS IMPACT ANALYSIS)

162. Business impact analysis can help a local government understand the potential effect emergencies may have on its business functions and know what resources need to be set aside to mitigate such risks.

163. The District of Mission had not assessed the business impact of service interruptions or conducted a business impact analysis for the organization. Instead, the District prioritized critical services at the time of incidents and took a reactive approach focused on the health and safety of the public. Staff told us that they used “common sense” to determine service priorities.

164. Of the 25 high-priority hazards described in the District’s Hazard, Risk and Vulnerability Assessment, 14 were described along with their corresponding potential impacts on services and infrastructure. However, the District had neither recently reassessed risks, nor prioritized processes for restoring services, taking into consideration the impact of lost essential services.

165. As the District had not developed a business continuity program, it had not identified dependencies and resources necessary to support its critical services. The District also did not identify suppliers to provide any identified essential services during emergencies.

BUSINESS IMPACT ANALYSIS

A business impact analysis identifies and evaluates business processes and functions and provides a foundation for developing recovery strategies and business continuity plans.

A business impact analysis typically details:

- Essential government operations or services to be covered by a business continuity management system, their dependencies and required support resources
- Threats and situations that may impact the provision of these services
- The impacts of disruptive incidents
- Criteria for prioritizing essential operations for restoring these services

Source: *Provincial Government of BC Core Policy & Procedural Manual; ISO Chapter 22301—Business Continuity Management Systems*

SERVICES RECOVERY PROCEDURES AND PRACTICES

166. The District of Mission had developed some emergency response and service recovery procedures at the department level as described below.

DRINKING WATER SERVICE

167. The District had two sources of drinking water:

- The Ruskin Townsite Water System—served approximately 270 people, with water from Hayward Lake. Treated water was piped approximately one kilometre to a reservoir. The District had some emergency or business continuity-related measures available at the water treatment site, including an emergency response and recovery plan, a backup generator, fire hydrant and operation and maintenance manuals
- The District of Mission Water System—was co-owned with the City of Abbotsford, which operated this joint system. It used water from two main sources: Cannell Lake and Norrish Creek. Water was treated at each source and delivery mains from these sources served approximately 30,000 residents. As the co-owner of the system, the District had access to its emergency response plan and relied on it to address emergencies or disruptions that affected the District’s part of the distribution system

168. The District did not have its own water supply redundancy. In the event of an emergency affecting water supply, the District would need to work with the City of Abbotsford to determine available water supply options such as using private wells and trucking potable water to the community, provided roads and transportation are all functioning as normal.

WASTEWATER SERVICES

169. The District of Mission operated a collection and trunk main sewerage system serving urbanized areas of the community, with 26,000 of the total 38,833 residents served via 157 kilometres of sewer mains. The District also co-owned the Joint Abbotsford-Mission Environmental System sewer treatment plant, with the City of Abbotsford managing and operating the plant. Properties without municipal sewer service used ground disposal systems (septic tanks) with the exception of a small number of properties that used holding tank systems.

170. Staff told us that the City of Abbotsford would be responsible to provide alternative wastewater treatment in case of disruptive events such as seismic activity. Assessment of Abbotsford's capacity and capability to provide alternative wastewater treatment was outside the scope of this audit.

171. As of November 2018, the District did not have wastewater treatment backup strategies and anticipated that in the event of large-scale events affecting the wastewater treatment plant, untreated waste would be deposited into the Fraser River, with the associated environmental impact. Staff informed us that the District had begun discussions to increase redundancy in the sewer system by building additional pipes to move wastewater to the treatment plant.

SOLID WASTE SERVICE

172. The District administered a waste management program that provided services for collecting and processing solid waste. It also owned a landfill north of Mission and contracted externally for its operations.

173. The District relied on contractors to ensure the continuity of landfill operations and did not have any emergency response or recovery plans for the landfill. Staff stated that the landfill was monitored during daytime business hours and relied on local residents to update the District if an emergency occurred outside that timeframe.

INFORMATION TECHNOLOGY (IT) SERVICES

174. The District identified the importance of having good information technology connections, backup power and improved communication tools throughout emergencies.

175. As of June 2018, the District had minimal documented information technology recovery procedures:

- In 2009, the District developed an IT Disaster Recovery Situation document outlining the types of services or connectivity that would be available in the event of a disruption, however, the document was outdated and unused
- In June 2018, the District created an IT Business Continuity Plan that included information technology recovery procedures in the event the municipal hall experienced disruptions, including internet failure. The plan identified external agencies and resources that might be contacted to assist in an information technology recovery process. However, the District did not establish any agreements with vendors to provide such supplies and services during emergencies

CRITICAL BUILDINGS AND INFRASTRUCTURE

176. The District had not formally identified critical infrastructure such as drinking water, wastewater and stormwater systems, road networks, or facilities such as the municipal hall and the leisure centre, that could be affected by emergencies and impact the recovery of the community.

177. The District had not developed processes to mitigate risks to critical infrastructure, except for information technology, as discussed in the previous section.

CRITICAL INFRASTRUCTURE

Local governments should determine in advance assets they consider to be critical infrastructure. These are the assets needed to provide services throughout an emergency. There are nationally-recognized types of critical infrastructure: those necessary to provide drinking water, food, transportation, health, energy and utilities, safety, telecommunications and information technology, government, finance and manufacturing.

Emergency Management BC, along with Defence Research and Development Canada and the Justice Institute of British Columbia, has developed a Critical Infrastructure Assessment Tool to help local governments analyze their critical infrastructure within hazard scenarios. By using this tool, a local government can improve community resilience:

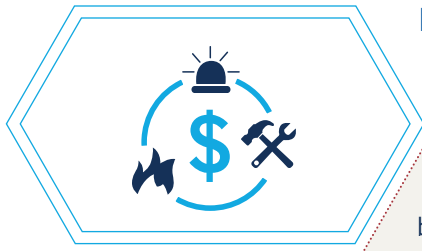
- Enhance its overall awareness of critical infrastructure and its dependencies among key players
- Identify and analyze vulnerable goods and services as well as criticality of local assets
- Identify areas with a need for increased robustness and redundancies
- Implement recommendations for prevention/mitigation, preparedness, response and recovery.

Source: EMBC web contents

RECOMMENDATION NINE

The District of Mission should develop a business continuity program, following recommendations from Emergency Management BC to facilitate timely recovery of the District's critical business services. To develop this program, the District should:

- Assess the organizational need and obtain support and funding
- Build an organizational framework to support the program and introduce key concepts such as program management, risk awareness, identification of critical services, recovery strategies, training and awareness, exercising and testing



RESOURCING

We expect a local government to take steps to ensure its emergency management program is adequately resourced in terms of staffing and budget.

We also expect the local government to have an annual operating budget and financial management policies and procedures to support its emergency management program, including cost recovery.

178. The District of Mission mostly met our expectations in this area. The District’s emergency program budget considered resourcing needs, with the exception of staff costs. Besides utilizing external grant opportunities to support the program, the District had insurance coverage and capital asset reserve funds which could help fund asset replacement during the recovery phase following an incident. The District established financial management procedures for emergency management that included guidelines for cost recovery.

POLICY REQUIREMENTS AND EXPECTATIONS

179. The District outlined financial management duties and responsibilities in its emergency program bylaw #3799-2005, including program equipment and training, annual submission of the program budget to Council and emergency response funding and expenditure approval.

BUDGETING AND NEEDS ASSESSMENTS

180. The emergency management program budget reflected the same level of service from January 2014 to December 2018. The District did not have any service level increases, or large asset purchases, other than purchases covered by grants or other financial aid.

181. The District assessed and identified its emergency program resource requirements during the annual budgeting process. As shown in *Exhibit 10*, the emergency program budget included funding requirements for equipment, supplies, training, public advertising and other items. However, the District did not establish a process to budget and track staff time spent on emergency management, other than seven hours (recently increased to eight hours) per week spent by the newly-contracted emergency social services coordinator starting in mid-2018.

182. In 2018, the District budgeted \$27,155 for its emergency management program, which was 0.65 per cent of its annual fire operations budget (\$4.2 million) and 0.04 per cent of its total annual budget for operating expenditures (\$72.4 million).

183. As shown in *Exhibit 10*, the emergency program’s budget decreased slightly between 2014 and 2018, which was mainly due to equipment purchases in the earlier years. The 2018 emergency management budget indicated that the District planned to spend over 60 per cent of the budget on telephone and fax, with only 15 per cent allocated to staff training.

Exhibit 10—DISTRICT OF MISSION EMERGENCY PROGRAM BUDGET, 2014-2018

BUDGET ITEM DESCRIPTIONS	2014 \$	2015 \$	2016 \$	2017 \$	2018 \$	2018 % of Total Budget	2014-2018 % Change
Emergency Telephone & Fax (includes 911 service)	11,700	11,700	16,700	16,700	16,700	61%	43%
Training and Conventions	4,155	4,155	4,155	4,155	4,155	15%	0%
Materials and Operating Supplies	3,258	3,258	3,258	3,258	3,258	12%	0%
Equipment	8,371	8,371	8,371	2,141	2,141	8%	-74%
Other (travel, membership, etc.)	701	701	701	701	701	3%	0%
Advertising	200	200	200	200	200	1%	0%
TOTAL	28,385	28,385	33,385	27,155	27,155	100%	-4%

Note: The budget includes direct costs and excludes capital purchases

Source: District of Mission financial records

COST RECOVERY AND RESOURCE REQUEST FOR EMERGENCY INCIDENTS

184. The District generally relied on its finance department for emergency management cost recovery. In addition to finance staff, a number of other emergency personnel also confirmed they were familiar with the process of requesting resources from Emergency Management BC. Staff stated that the finance department and emergency management personnel continuously improved cost recovery processes by sharing feedback and lessons learned from prior experiences.

185. The District used Emergency Management BC forms to request resources during or after an emergency. In June 2017, the Finance Department developed an Emergency Operations Centre Finance Quick Checklist/Refresher document to help capture all eligible expenditures for cost recovery purposes. The document described the kind of expenses eligible for reimbursement, eligible amounts, the types of forms to use and where Emergency Management BC forms were located on the website or associated government links.

GRANTS AND OTHER EMERGENCY MANAGEMENT FINANCIAL AID

186. District staff informed us that they learned about emergency management grant opportunities through interactions with Emergency Management BC and the Union of BC Municipalities. They discussed these opportunities during Emergency Planning Committee meetings and committee members were encouraged to consider eligible items for application.

187. Between January 2015 and November 2018, Mission applied for various types of funding to strengthen its emergency management program and in some cases was successful in receiving funding. For example, in October 2017, the District worked with Emergency Management BC on an application under the Community Emergency Preparedness Fund program for its emergency social services program. A \$24,312 grant was approved in 2018 and helped fund a mobile reception centre, staff training and equipment for Mission's emergency social services program. Staff indicated that they applied for gas tax funding and other grants to help further emergency preparedness activities, fire protection and flood management.

RESERVES

188. The District adopted a Reserve and Surplus policy in 2009 that established minimum and optimal funding levels for its statutory, operating and capital reserves and surpluses to meet ongoing and unforeseen expenditures. The District did not have a specific reserve fund for its emergency management program. It had several reserve funds that could be used for continuation of operations or asset recovery during and after an emergency, as shown in *Exhibit 11*.

189. The District met the minimum dollar level for reserve funds that could be used for the emergency management program, with the exception of the General Capital reserve, which was below the policy-required minimum level by \$4.8 million.

Exhibit 11 — DISTRICT OF MISSION SURPLUSES/FUNDS

Surplus/Fund	2018 Projected Balance, \$	Minimum Level as per Reserve and Surplus Policy	
		Met	Not Met
Unappropriated Surpluses—For working capital purposes and unforeseen general emergency expenditures			
General Operating	4,731,911	✓	
Water Operating	1,041,482	✓	
Sewer Operating	854,905	✓	
Major Capital Assets Reserve Funds			
Water Capital	15,273,135	No min level, fully funded	
Sewer Capital	9,649,370	No min level, fully funded	
Major Capital	2,255,676	Not identified in the policy	
Vehicles and Equipment	1,435,269	✓	
General Capital*	1,238,094		✗
Roads Capital	882,648	✓	
Financial Stabilization Reserve	875,063	✓	
Information Systems	203,995	✓	
Drainage Capital	141,020	Not identified in the policy	

*General capital reserve could be used to fund general capital projects not specifically funded from other established reserves

Source: District of Mission financial records

INSURANCE

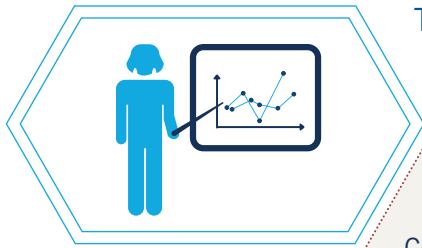
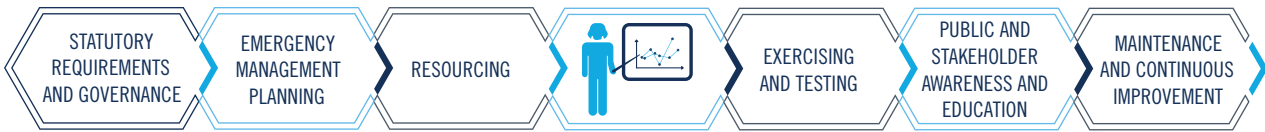
190. The District was insured through the Municipal Insurance Association of British Columbia, which included property, business interruption, loss of income and crime coverage. The District’s property coverage included special endorsements for flood and earthquake events and an “All Risks” perils policy.

RECOMMENDATION TEN

The District of Mission should identify all relevant costs associated with its emergency management program, including staff time spent on emergency management duties, to have a better understanding of full program costs and ensure the District’s budget accurately reflects the cost of the program.

In addition, the District should ensure it regularly reviews and updates, if necessary, its reserve and surplus policy and ensure it complies with this policy.

191. Taking these steps would help the District meet statutory requirements related to resource allocation set out in the *Emergency Program Act* and *Local Authority Emergency Management Regulation* and be better prepared for potential emergencies.



TRAINING

We expect a local government to provide opportunities for the training of emergency planning committee members and Emergency Operations Centre members, volunteers and key stakeholders. In particular, there should be a budget in support of a training plan, along with documented training activities, including training certifications of Emergency Operations Centre members.

192. Training helps ensure that emergency management personnel are ready and prepared to carry out their responsibilities in the event of an emergency or disaster.

193. The District of Mission partially met our expectation in this area. The District provided emergency management training opportunities to staff and emergency management personnel but did not develop a formal training program, including a strategic approach to emergency training.

194. The District included training as part of its emergency program budget. Between 2014 and 2018 this budget remained at \$4,155 annually.

195. The emergency program coordinator communicated emergency management training opportunities at emergency planning committee meetings. Staff members interested in attending emergency training opportunities were expected to express interest in doing so.

EMERGENCY MANAGEMENT TRAINING PROGRAMS

Formalized training (usually in the form of established training programs) should:

- Include target timelines
- Reaffirm the organization's commitment to the emergency plan and emergency response
- Have training matrices that list each identified role and the training required for it
- Have a training curriculum that ties in with planning documents, supports emergency plan goals and validates the plan

To ensure that staff and emergency response personnel are ready for the unpredictability of events, it is important to review training programs and ensure that personnel continue to stay up-to-date with the knowledge and skills required to fulfill their roles and responsibilities when events occur.

Source: *British Columbia Emergency Management System, Emergency Management in BC, 2016*

ELECTED OFFICIALS TRAINING

196. It is important for elected officials to have a good understanding of their local government's emergency management responsibilities.

197. Council representatives on the Emergency Planning Committee were aware of training opportunities but were not actively encouraged to take any specific training in emergency management. Other Council members were not generally informed of emergency management training opportunities.

STAFF TRAINING

198. As communication and coordination among internal departments and external agencies is critical during and after a disaster, local governments should ensure that staff members are knowledgeable of and comfortable with their roles and responsibilities and prepared to respond to emergencies as they occur.

199. In general, the District provided its staff with workplace safety training unrelated to emergency management. There was no requirement for the District's staff to take any emergency management training. Emergency management-related content was not part of new staff orientation.

200. Mission had no specific training requirements for Emergency Operations Centre personnel:

- Training opportunities related to emergency management, for example the foundational training courses "Introduction to Emergency Operations Centres" and "Emergency Operation Centres Essentials," were offered to Emergency Operations Centre personnel, who had the option of attending this training
- Not all staff with assigned Emergency Operations Centre positions had training to meet the needs of their positions

TRAINING RECOMMENDATIONS FOR EMERGENCY MANAGEMENT

All Emergency Operations Centre personnel and their alternates should, at a minimum, have emergency management training that includes the following Justice Institute of British Columbia courses:

- Introduction to Emergency Management (online)
- Incident Command System 100 (online)
- Emergency Operations Centre Essentials (two-day)

The Emergency Operations Centre management team, section chiefs and their alternates should have the above courses, plus the following courses, depending on their role:

- Operations and planning section chiefs—add Emergency Operations Centre Operations and Emergency Operations Centre Planning (one day each)
- Logistics and finance section chiefs—add Emergency Operations Centre Logistics and Finance (one day each)
- Information officer, information team, municipality spokespersons—Information Officer course (two-day)

Additional training includes:

- Incident Command System 200, 300 and 400 (this training is intended for site responders and is more operational and tactical, whereas emergency response centre training is more strategic)
- Introduction to Emergency Social Services
- Emergency Social Services Reception Centre Operations
- Evacuation Planning
- Crisis Leadership

Elected officials, new or existing, should have the following training, at a minimum:

- Introduction to Emergency Management
- Emergency Management for Elected Officials and Executives
- Crisis Leadership

Source: Justice Institute of British Columbia web contents and various research on emergency management

201. We noted that several staff members were in the process of obtaining emergency management certification. Staff had some cross-training related to emergency management, incident command systems and Emergency Operations Centre functions. For example, senior fire and rescue services staff were trained in both emergency evacuations as well as Emergency Operations Centre operations.

202. The District maintained an emergency training matrix detailing training taken, however, the matrix was not updated regularly to accurately reflect changes in staff training.

203. Staff said that the District had hosted emergency management training, such as a training session on evacuations in 2018 and invited other communities, including the Fraser Valley Regional District, to attend the training and help share the costs.

BUSINESS CONTINUITY TRAINING

204. As with emergency management training, it is important that staff are also trained in developing business continuity plans and are familiar with these plans and their individual responsibilities. Staff should also be trained to ensure they are prepared to complete their respective tasks and be aware of other team functions.

205. The District of Mission had not identified business continuity training as a requirement for its staff and had not advocated business continuity training to staff, including those responsible for ensuring that critical services would be available during emergencies. As of November 2018, only one staff member had taken an introductory course on business continuity.

RECOMMENDATION ELEVEN

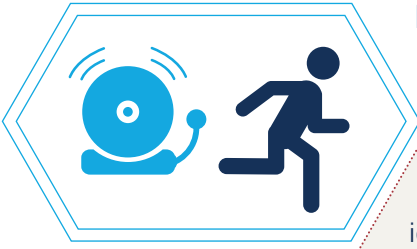
The District of Mission should adopt a holistic approach to emergency management training and develop a training program, including a multi-year training plan, that supports its emergency management program objectives and focuses on continuously increasing proficiency required for the success of its emergency management program.

The District should continue working with other communities and share training expenses and related workload.

206. Taking these steps would help the District meet the statutory requirements related to training set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation and be better prepared for potential emergencies.



EXERCISING AND TESTING



We expect a local government to have procedures to support regular emergency plans exercises. We also expect a local government to periodically conduct or participate in exercises that involve all key stakeholders such as provincial and federal government officials, First Nations, surrounding communities, police and ambulance personnel, representatives of major industries and key suppliers and volunteers.

207. Because emergencies are largely unpredictable, it is important for local governments to exercise or test their plans on a regular basis, increasing the robustness of plans and emergency management confidence. Business continuity plans, like emergency response plans, should also be tested regularly for feasibility and effectiveness. An exercise program can assist local governments to identify exercises of a variety and size commensurate with identified resources and hazards. Such a program can also describe the goals of the community and follow a timeline to implement exercises (for example, a three-year time frame).

208. The District of Mission partially met our expectations for exercising and testing.

209. The District did not have a formal exercise program with defined objectives and timelines. However, it conducted a few emergency exercises to familiarize staff with their roles and responsibilities during or after emergency events.

210. As the District did not have a business continuity plan, business continuity exercises and testing were not part of these emergency exercises.

EXERCISE PROGRAM

Local authorities are required by the Local Authority Emergency Management Regulation to develop a formal exercise program as part of their emergency programs. The following goals can be included in an exercise program:

- ▶ Validating emergency plan objectives
- ▶ Testing systems, procedures and equipment
- ▶ Identifying resource gaps and execution weaknesses
- ▶ Clarifying roles and responsibilities
- ▶ Improving inter-agency coordination and communication
- ▶ Assessing participant knowledge and skills and their readiness to perform their duties during emergencies/disasters

An exercise program typically identifies exercises of a variety and size that are commensurate with the local authority's resources and hazards. An exercise program also follows a timeline in which to implement exercises and describes the goals of the community.

Source: *British Columbia Emergency Management System, Emergency Management in BC, 2016*

EXERCISE DESIGN AND PRIORITIZATION






211. In 2016, the District of Mission established an Exercise Design team, a working group within its Emergency Planning Committee. The team was to design and implement emergency exercises with the goal of one full-scale exercise every two to three years. Led by the emergency program coordinator, the team was composed of senior management and an RCMP representative. At the time of our audit, the Exercise Design Team had been inactive since May 2017.

212. The District conducted one internal emergency exercise per year between January 2014 and November 2018. The District did not use its Hazard, Risk and Vulnerability Assessment to develop exercises, but instead based exercises on staff knowledge of community risks. Exercises were primarily in response to historical emergency events or events that staff felt the community was at risk of experiencing.

EMERGENCY EXERCISES

213. The District conducted emergency exercises of various types and scale, as indicated in Exhibit 12.

Exhibit 12—DISTRICT OF MISSION EMERGENCY EXERCISES

 <p>2018 Tabletop Exercise Identified potential risks and analyzed scenario associated with flooding</p>	 <p>2015 Tabletop Exercise Level 3 earthquake scenario</p>
 <p>2017 Full-scale Exercise Wildfire exercise at Steelhead community with BC Wildlife Service and Mission Fire and Rescue</p>	 <p>2014 Tabletop Exercise Level 1 Emergency Operations Centre activation and level 2 incident scenario</p>
 <p>2016 Mock Activation Exercise Mock Emergency Operations Centre activation for flooding with EMBC observer</p>	

Source: District of Mission documentation

EXERCISING EMERGENCY PLANS

Exercising can occur in various formats:

- Discussion-based activities such as tabletop exercises that familiarize participants with plans, procedures and responsibilities and can inform new plans and revisions
- Operations-based drills that focus on the functionality of specific activities, such as a building evacuation drill or a hazardous material containment drill
- Full-scale exercises that typically involve multiple stakeholders and are designed to exercise “boots on the ground” responses to a wide-scale emergency incident

Exercises should be geared to the local government’s hazard, risk and vulnerability assessment and focused on incidents considered high risk in terms of likelihood and consequence. Exercises should be scaled progressively to increase complexity and challenge over time.

Source: British Columbia Emergency Management System, Emergency Management in BC, 2016

214. Between January 2014 and November 2018, the District did not have any opportunities to participate in regional emergency exercises except for the annual “ShakeOut” earthquake drill led by the Province.

DEBRIEFING

215. In Mission, exercise debriefings occurred after exercises, generally at Emergency Planning Committee meetings. The Committee, in some cases, highlighted and summarized comments and feedback, but did not devise action plans to address response capability gaps. For example, after its 2016 flood exercise, the Committee identified the need for staff to familiarize themselves with emergency forms and where to locate them. While the Emergency Planning Committee debriefed and documented areas for improvement, it did not develop any follow-up action plans nor discuss lessons learned. As a result, the same issue arose in a 2017 wildfire exercise.

RECOMMENDATION TWELVE

The District of Mission should adopt a strategic approach to emergency management training and exercising and develop a multi-year training and exercising plan that:

- Supports and validates the effectiveness of emergency response and business recovery plans
- Includes large scale/full scale joint exercises that test collaboration among all relevant parties involved in responding to a major emergency in the region
- Considers opportunities to participate in provincial-level emergency exercises, such as the Exercise Coastal Response scheduled for 2021

216. Taking these steps will help the District meet the statutory requirements related to exercising set out in the *Emergency Program Act* and Local Authority Emergency Management Regulation and be better prepared for potential emergencies.



PUBLIC AND STAKEHOLDER AWARENESS AND EDUCATION

We expect a local government, as part of the emergency management program to:

- Promote public and stakeholder awareness of emergency management
- Organize focused engagement initiatives for stakeholders that strengthen their roles in emergency mitigation, preparedness, response and recovery
- Design a public emergency notification system to provide emergency alerts (this is a legislative requirement), updates, and information during and after an emergency incident

217. To ensure that a community is prepared for emergencies, local governments should raise public awareness and provide education. It is important to engage the public to participate meaningfully in emergency management initiatives and develop the skills they need to help mitigate their personal risk.

218. The District of Mission partially met our expectations in this area. Mission provided some emergency preparedness education and background information to the public, however, more could be done to increase public awareness, including promotion of the emergency social services program.

GENERAL EMERGENCY AWARENESS

219. The District used a variety of ways to raise public awareness of its local emergency services and emergency management, as shown in *Exhibit 13*.

NEIGHBOURHOOD EMERGENCY PREPAREDNESS

There is growing recognition that the disasters our communities face, both natural and man-made, increasingly challenge people when facing complex cascading events. Many recognize the need to more fully engage the “whole community” in preparing, responding to and recovering from large complex disasters.

Citizens’ grassroots efforts in their neighbourhoods are one way to raise public awareness and foster emergency preparedness to make the community more resilient.

Local governments can help build neighbourhood preparedness by providing workshops and training, advice on preparing emergency kits, or building awareness of available emergency services and volunteering opportunities in the area.

Source: *Connecting Grassroots to Government for Disaster Management*, Burns and Shanley, Commons Lab, Woodrow Wilson International Centre for Scholars, 2013

Exhibit 13—PUBLIC OUTREACH AND AWARENESS OF EMERGENCY PREPAREDNESS



In May 2016 and April 2018, the District provided residents with freshet information and links to emergency preparedness. It also provided contact information to report incidents.



The District identified at-risk communities during the 2018 freshet and sent residents a letter with information on sandbags and monitoring lake levels.



The District promoted emergency services at community events such as Canada Day and 2017 Mission Fest.



The District updated residents as needed for events like snow, road conditions, and when flood risks were high.

Source: District of Mission documentation

FIRE PREVENTION AND PROTECTION AWARENESS

220. The District used its website to educate the public on the importance of ensuring propane gas was stored properly to prevent fire in the home and outside.

221. Staff began raising Fire Smart awareness in vulnerable areas like Steelhead in 2016 and hoped to continue raising awareness in other areas.

EMERGENCY SOCIAL SERVICES AWARENESS

222. The use of community events to raise awareness of emergency social services started after the hiring of a new coordinator for the program in July 2018. However, the program and services were still not well known, partially because the program was not fully developed and had limited staff capacity.

223. Although staff indicated they shared educational information about emergency social services and fire safety at public events, they did not keep records of these materials or activities up until August 2018.

RECOMMENDATION THIRTEEN

The District of Mission should continue its efforts to build public awareness of personal emergency preparedness and the District's emergency management program, including emergency social services.

PUBLIC AWARENESS AND PREPAREDNESS

Emergency management experts have recommended that residents be prepared and self-sufficient for up to 72 hours following an emergency event. More recently, experts have suggested that people should plan to be self-sustaining for a full week, while others suggest up to two weeks in the aftermath of a wide-area emergency such as a catastrophic earthquake.

During such events, first responders are fully occupied with saving lives and protecting property, while government officials are busy restoring essential services. Critical services such as water, roads infrastructure along with facilities that provide groceries, gasoline and pharmaceuticals will likely face shortages as the region recovers.

To properly prepare, residents must be aware of the potential hazards facing their community, such as earthquakes, tsunamis, floods and wildfires. They must also take steps to manage the risks. Simple preparations include:

- Making a phone list of important family, medical, business and emergency numbers
- Proofing the home to minimize damage
- Building a grab-and-go bag containing essential items
- Having an emergency kit with food, water and basic medical supplies in an easily accessible location following an event

More information on emergency preparation is available on Emergency Management BC's website.

Source: EMBC web contents



MAINTENANCE AND CONTINUOUS IMPROVEMENT

We expect a local government to adhere to the principle of continuous improvement. Aside from regular reviews of emergency plan(s), lessons learned following emergency incidents and exercises should be reflected in those plans and incorporated into operational actions. Formal reporting of emergency management progress and results also supports the continuous improvement of a local emergency management program.

224. Local governments should use lessons learned from exercises and activations to review, evaluate and improve emergency plans, procedures and guidelines. This can be accomplished through surveys or interviews with emergency response personnel and stakeholders after exercises or by using “after action reports” as part of the demobilization phase. The ultimate goal is to ensure that plans reflect current capabilities, needs and conditions of the community when responding to emergencies or disasters.

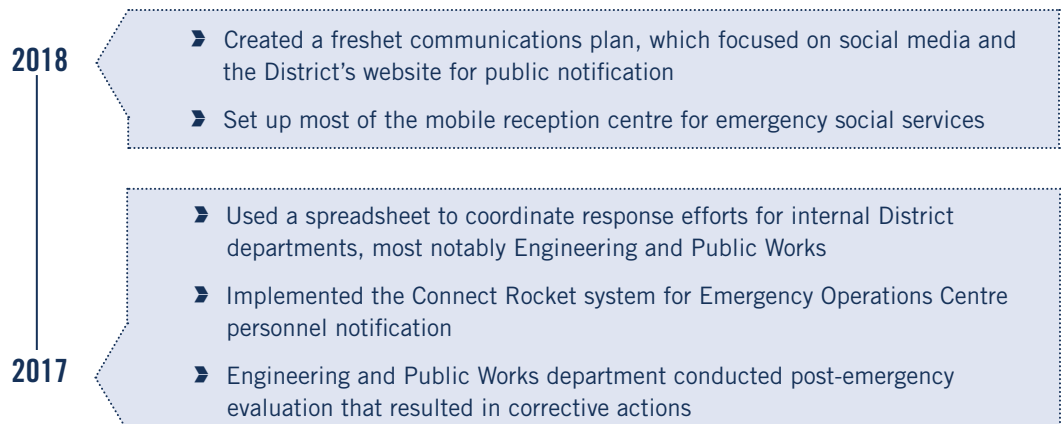
225. The District of Mission did not meet our expectations in this area:

- Emergency management reporting to Mission Council was event-driven rather than being a standing item on the agenda. There were no other reports on emergency management submitted to Council
- The District did not establish a mechanism to measure performance of the emergency management program and did not report on performance and trends to internal and external stakeholders

226. In 2017 and 2018, the District made some improvements to its emergency management program based on previous learnings, as shown in *Exhibit 14*. However, none of these learnings were reflected in the Emergency Response and Recovery Plan or procedures.

227. At the departmental level there was one example where the District took corrective action based on evaluation and response to emergencies. After an Emergency Operations Centre activation due to an ice storm in 2017, Engineering and Public Works staff conducted a formal post-emergency evaluation and submitted it to Council. This evaluation resulted in corrective action including new policies outlining override procedures for emergency services and other utilities, as well as snow plowing procedures identifying priority routes.

Exhibit 14—EXAMPLES OF DISTRICT OF MISSION IMPROVEMENT ON EMERGENCY MANAGEMENT



EMERGENCY MANAGEMENT PERFORMANCE INDICATORS

Emergency Mitigation/Prevention

- Frequency and regularity of review and updating of the hazard, risk and vulnerability assessment
- Annual cost of emergency mitigation/prevention-related activities such as a fire prevention campaign and inspections

Emergency Preparedness

- Number of emergency planning committee meetings per period
- Number of reviews and updates of emergency management plans based on hazard, risk and vulnerability assessment per period, including supplementary emergency plans for all critical services
- Number of Emergency Operations Centre refresher training sessions and emergency exercises conducted per year to validate the emergency plan
- Number of mutual aid agreements and memorandums of understanding for the provision of key services
- Number and annual cost of community awareness and engagement campaigns

Emergency Response

- Time required to respond to incidents
- Number of incidents responded to per year and number of response evaluations and revisions
- Cost of emergency response-related activities, including staff and volunteer time, equipment and supplies

Emergency Recovery

- Time required to recover from incidents
- Cost of emergency recovery-related activities, including staff and volunteer time, equipment and supplies
- Total cost per incident, including response and recovery costs

Note: This list is not comprehensive and local governments are encouraged to define their own.

Source: Various educational publications on emergency management

RECOMMENDATION FOURTEEN

As part of a continuous improvement process, the District of Mission should improve data collection, analysis, monitoring and reporting on its emergency management program. This should include:

- A performance measurement system that assesses progress towards emergency management objectives
- Monitoring of progress
- Regular reporting to senior management, Council and the public on results

ABOUT THE AUDIT

228. The office of the AGLG complies with the independence requirements, other ethical requirements and rules of professional conduct of the Chartered Professional Accountants of British Columbia applicable to the practice of public accounting and related to assurance engagements and the standards of conduct of the B.C. Public Service.

229. This audit was performed in accordance with the standards for assurance engagements set out by the Chartered Professional Accountants of Canada in the CPA Handbook—Assurance and Value-for-Money Auditing in the Public Sector, PS 5400, PS 6410, PS 6420 and Canadian Standard on Assurance Engagements 3001—direct engagements. Additionally, the AGLG applies Canadian Standards on Quality Control, CSQC 1.

OBJECTIVE

230. The overall objective of this performance audit was to obtain reasonable assurance that the District of Mission has effective emergency management plans and programs in place.

PERIOD COVERED BY THE AUDIT

231. The audit covered the most current emergency management plans and programs that were in place as of November 2018. We reviewed the period from January 2014 to November 2018 for any financial data and trend analysis. We completed our examination work in October 2018.

AUDIT SCOPE AND APPROACH

232. The audit included a review of the District of Mission's performance in managing its emergency management (including plans related to the four phases: mitigation/prevention, preparedness, response and recovery), business continuity management and key elements such as governance, policies and procedures, communications, training and exercising and monitoring, reporting and updating.

233. The audit did not include an investigation of causes of past emergency events or an evaluation of previous emergency event responses, however, we examined any post-event learnings and how they were reflected in current plans.

234. To carry out the audit, we designed detailed audit procedures that we used to obtain sufficient and appropriate audit evidence. We also reviewed documents related to the audit topic, interviewed internal and external stakeholders and analyzed relevant data and information.

AUDIT CRITERIA

235. Performance audit criteria define the expectations against which we assessed the local government's performance. We identify our criteria before we begin assessing a local government. We intend them to be reasonable expectations for the local government's management of the area being audited in order to achieve expected results and outcomes. Current legislation and regulations serve as an authoritative source of criteria for this audit.

236. Below are the criteria we used to assess the local government:

OBJECTIVE 1—The local government has an emergency management system in alignment with legislative requirements.

- The local government has prepared a local emergency plan that describes how to prepare for, respond to and recover from emergencies and disasters based on the risk profile of its jurisdictional area (hazard, risk and vulnerability analysis).
- The local emergency plan has provisions for establishing and managing the emergency response team members, training, procedures for allocation of resources, procedures for implementing the plan, emergency notifications, coordination of food, clothing, shelter provision, etc., and priorities for restoring of essential services.
- The local government has established and maintained a local emergency organization (internal and external) to develop and implement emergency plans and other preparedness, response and recovery measures for emergencies and disasters.
- The local government has developed a clear process for periodic review and revision of the local emergency plan and carried out this process.

- The local government has prepared an evacuation plan to coordinate providing food, clothing, shelter, transportation and medical services to those impacted by emergencies.
- The local government has established and maintained an emergency training and exercise program.

OBJECTIVE 2—The local government has emergency management plans that include activities necessary to respond to and manage the consequences of an emergency event in a timely manner.

- The local government provides organizational support for emergency management, including policy direction and resource planning and allocation (facility, finance and human resources).
- The local government has a committee comprised of local government personnel, agency representatives and designated volunteers responsible for emergency management and has established working relationships with these key stakeholders including having plans, agreements, exercises and tests and joint training.
- The local emergency plan covers the designation, roles and functions and condition requirements of an Emergency Operations Centre (EOC), the response activities at the EOC and team member training and deployment (human resource management) during an emergency event.
- Response and recovery guidelines reflect the risks and hazards assessed, and outline key actions in the response process, from the activation of the EOC, response activities at the EOC, mobilization and declaration of a state of local emergency to evacuation steps.
- The local emergency plan covers emergency information management requirements, including the roles and responsibilities of an emergency information officer and appropriate spokespersons, communication means and requirements for all key parties, information distribution and controls at each response and recovery step.

- The local government has the infrastructure and capacity to establish and maintain a volunteer strategy for emergency activities and to manage volunteers.
- The local government has an emergency social services strategy.
- Educational materials on emergency management are provided to raise public awareness.
- Emergency management team members are provided adequate training.
- The local emergency plan has been exercised and tested with relevant parties in frequency and scale appropriate to the local government's size, capacity, risk and impact assessment and prioritization results.
- The local emergency plan reflects up-to-date policy requirements, lessons learned from past incidents, exercises, tests and best practices.
- The local government is aware of the support outlined in the provincial strategy issued by Emergency Management BC in 2015, "A Strategy to Advance Support for Local Authority Emergency Management Programs".
- The local government has necessary controls (bylaws, protocols, policies and procedures) for the financial management of its emergency planning.
- The local government has developed clear frameworks to ensure the clarity of roles and responsibilities between the local government and Emergency Management BC.

OBJECTIVE 3—The local government has developed a business continuity management system which contains the recovery procedures necessary to resume critical operations in the event of a disruption.

- The local government has assessed the needs of an organizational Business Continuity Management System (BCMS) and set its scope expectation and objectives, such as risks and uncertainties covered, services and boundaries, in consideration of interests of key stakeholders, legislative requirements and organizational vision and mission.

- Organizational support for BCMS is demonstrated, such as leadership, employee awareness and policy support.
- Business continuity risks and impact are evaluated, prioritized and updated regularly.
- Resource requirements for BCMS, including financial, physical and human resources have been identified and allocated.
- Business continuity processes (including response and restoration structure and procedures) are developed based on risks assessed, and roles and responsibilities for all involved parties within or outside of the local governments are identified.
- Business continuity policy and procedural requirements are implemented, and roles and responsibilities are communicated to all relevant parties within and outside the organization.
- Controls are in place to ensure BCMS information and documents are organized, accessible, reliable and up to date.
- Business Continuity Plans (BCPs) are regularly tested and exercised to ensure feasibility and effectiveness.
- BCMS is reviewed, evaluated and reported regularly to ensure effectiveness and compatibility with policy, information system requirements and other emergency plans.
- BCPs reflect lessons learned and best practices and are subject to continuous monitoring and improvement.

SUMMARY OF LOCAL GOVERNMENT COMMENTS



OFFICE OF THE MAYOR

FILE: 01-0410-01

March 13, 2019

Gordon Ruth
Auditor General for Local Government
201-10470 152nd Street
Surrey BC. V3R 0Y3
Email: Gordon.ruth@aglg.ca

Dear Mr. Ruth:

Re: Emergency Management in Local Governments – District of Mission

The Council of the District of Mission is in receipt of the Auditor General for Local Government's proposed final audit report for the District of Mission on the topic "*Emergency Management in Local Governments*" sent by email from your office on January 30, 2019.

On February 19, 2019, Council approved the attached action plan as the District's comments to the Auditor General for Local Government. We appreciate the willingness of your office to include Mission within this series of Performance Audit reports. Council and staff accept the recommendations and are already taking steps to address them to ensure Mission is well prepared to respond to emergencies going forward.

The District appreciates the collaborative efforts of your team during this audit process.

Please contact Dale Unrau, Fire Chief, at 604-820-5396 if you have any questions.

Sincerely,

PAM ALEXIS
MAYOR

Encl.

Cc. Marina Makhnach, AGLG Office
Mike Younie, Chief Administrative Officer
Dale Unrau, Fire Chief
Norm MacLeod, Assistant Chief Operations and Training

DISTRICT OF MISSION ACTION PLAN

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
STATUTORY REQUIREMENTS				
<p>1. The District of Mission should strengthen its emergency management program and ensure it is fully compliant with statutory requirements set out in the <i>Emergency Program Act</i> and Local Authority Emergency Management Regulation:</p> <p>➤ Policy Direction—Improve emergency management and business continuity policy direction by regularly reviewing and updating relevant emergency management bylaws to ensure they meet organizational priorities and changing needs and include business continuity expectations</p> <p>➤ Emergency Management Organization Coordination —Review and revise the emergency management program coordinator’s accountabilities and responsibilities as part of the governance structure and processes review —Ensure all emergency program documentation reflects the updated accountabilities and responsibilities —Ensure all responsibilities are carried out as intended</p> <p>➤ Risk Assessment—Regularly assess community risks and hazards and ensure emergency plans address identified risks</p> <p>➤ Emergency Plans—Prepare formal guidelines for public notification during emergencies</p>	<p>Will conduct full review of District of Mission (DOM) emergency management program and amend where necessary to comply with statutory requirements set out in the <i>Emergency Program Act</i> and Local Authority Emergency Management Regulation.</p>	Assign Working Group—Policy Group	Council Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019
	<p>Will improve emergency management and business continuity policy direction by regularly reviewing and updating relevant emergency management bylaws to ensure they meet organizational priorities and changing needs and include business continuity expectations.</p>	Assign Working Group—Policy Group	Council Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019
	<p>DOM Bylaw 3799-2005 will be reviewed and amended to ensure it meets any organizational priorities and changing needs and includes business continuity expectations.</p>	Assign Working Group—Policy Group	Council Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019
	<p>Will review and revise emergency program coordinator’s accountability and responsibilities as part of a governance structure and processes review.</p> <p>Will review and revise documentation process for emergency planning.</p> <p>Will include updated accountabilities and responsibilities in Terms of Reference.</p> <p>Oversite of responsibilities to be identified and reviewed on scheduled basis.</p>	Executive Committee Review	Council Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019
	<p>Will review Hazard, Risk, Vulnerability Assessment (HRVA) and amend as necessary.</p> <p>Will review all incident specific plans and amend and update as necessary.</p>	Consultant required Identify Funding Assign Working Group—Planning Group	Mission Fire Rescue Emergency Management Program Coordinator	1 st Quarter 2020
	<p>Will prepare formal guidelines for public notification during emergencies.</p>	Internal	Corporate Admin. Manager of Civic Engagement and Corporate Initiatives	3 rd Quarter 2019


AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
STATUTORY REQUIREMENTS <i>continued</i>				
<p>► Review Process—Implement a process to regularly review emergency plans to ensure they effectively address community risks, organizational needs and priorities. Identify the responsibility for implementing local emergency plans and communicate it to all relevant staff</p>	Will draft process to regularly review emergency plans to ensure they effectively address community risks, organizational needs and priorities.	Internal	Mission Fire Rescue Emergency Management Program Coordinator	2 nd Quarter 2021
	Will draft process to identify responsibility and process for implementation of local emergency plans.		Mission Fire Rescue Emergency Management Program Coordinator	2 nd Quarter 2021
	Will implement communication process for communicating with all relevant staff.		Corporate Admin. Manager of Civic Engagement and Corporate Initiatives	3 rd Quarter 2019
<p>► Evacuation—Strengthen evacuation planning by including detailed procedures that address aspects of evacuation before, during and after an emergency or disaster</p>	Will draft evacuation plan that includes detailed procedures that address aspects of evacuation before, during and after an emergency or disaster.	Internal	Mission Fire Rescue Emergency Management Program Coordinator	4 th Quarter 2020
<p>► Emergency Social Services—Develop a strategy, supported by a plan, for emergency social services that supports the overall emergency management program, maximizes volunteer resources and considers assistance that could be provided by non-government organizations</p>	Strategic plan for emergency social services that supports the overall emergency management program, maximizes volunteer resources and considers assistance that could be provided by non-government organizations. Plan is in initial stages of a draft document.	Council support for funding	Mission Fire Rescue Emergency Support Services Coordinator	1 st Quarter 2020
<p>► Essential Services Restoration—Formally identify essential services and establish priorities for restoring these services. Communicate to service providers priorities for restoring essential services not provided by the District that might be interrupted during an emergency or disaster</p>	Will draft an Essential Services Restoration plan that formally identifies essential services and establishes priorities for restoring these services.	Assign Working Group—Planning Group	Mission Fire Rescue Emergency Management Program Coordinator	4 th Quarter 2021
GOVERNANCE				
<p>2. The District of Mission should conduct a review of its governance structure and processes to ensure it provides effective oversight and support for its emergency management program. The District should consider:</p>	Will conduct a full review of DOM emergency management governance structure and processes to ensure it provides effective oversight and support for its emergency management program by:	Support and input from Executive Committee	Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
GOVERNANCE <i>continued</i>				
<ul style="list-style-type: none"> ▶ Establishing an internal oversight body, such as an executive committee, to set policy direction, strategic priorities and oversee the emergency management program 	1. Internal oversight body, such as an executive committee, to set policy direction, strategic priorities and oversee the emergency management program has been achieved pending Council Approval of amended Bylaw	Support and input from Executive Committee		
<ul style="list-style-type: none"> ▶ Establishing working groups tasked with fulfilling certain aspects of the program 	2. Establishing working groups to fulfill certain aspects of the program and draft Terms of Reference for each	Assign Working Group—Policy Group	Mission Fire Rescue Emergency Management Program Coordinator	3 rd Quarter 2019
<ul style="list-style-type: none"> ▶ Updating the terms of reference of the Emergency Planning Committee, developing terms of reference for any newly-established committees or working groups and ensuring that all parties understand their roles 	3. Updating the terms of reference of the Emergency Planning Committee, developing terms of reference for any newly-established committees or working groups and ensuring that all parties understand their roles	Support and input from Executive Committee		
EMERGENCY MANAGEMENT PLANNING				
3. The District of Mission should strengthen its emergency risk assessment and management processes by:	Will strengthen our emergency risk assessment and management processes by engaging internal and stakeholders.	Assign Working Group—EOC Operations	Mission Fire Rescue Emergency Management Program Coordinator	1 st Quarter 2020
<ul style="list-style-type: none"> ▶ Establishing a formal and regular review process of the risks facing the community, fully identifying the impacts of these risks and incorporating them into its Hazard, Risk and Vulnerability Assessment 	1. Will establish a formal and regular review process of the risks facing the community, fully identifying the impacts of these risks and incorporating them into its Hazard, Risk and Vulnerability Assessment		Mission Fire Rescue Emergency Management Program Coordinator	1 st Quarter 2020
<ul style="list-style-type: none"> ▶ Ensuring the assessment includes input from stakeholders 	2. Will seek input and create opportunities for dialogue between DOM and its internal, external and community stakeholders		Corporate Admin. Manager of Civic Engagement and Corporate Initiatives	1 st Quarter 2020
<ul style="list-style-type: none"> ▶ Incorporating results of its risk assessment across all of its emergency management planning documents 	3. Will incorporate results of its risk assessment across all of its emergency management planning documents		Mission Fire Rescue Emergency Management Program Coordinator	4 th Quarter 2021
4. The District of Mission should strengthen its emergency plans and procedures to ensure these documents consider all four phases of emergency management, including mitigation/prevention, preparedness, response and recovery.	Will review all emergency plans and strengthen procedures to ensure these documents consider all four phases of emergency management, including mitigation/prevention, preparedness, response and recovery.	Assign Working Group—Planning Group	Mission Fire Rescue Emergency Management Program Coordinator	4 th Quarter 2021

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
 EMERGENCY MANAGEMENT PLANNING <i>continued</i>				
<p>5. The District of Mission should strengthen its Emergency Operations Centre documentation by:</p> <ul style="list-style-type: none"> ➤ Ensuring that activation procedures are consistent across all emergency documentation ➤ Including Emergency Operations Centre activation condition requirements ➤ Designating a backup for each Emergency Operations Centre position 	<p>Will strengthen emergency operations centre documentation processes by:</p> <ol style="list-style-type: none"> 1. Ensuring that activation procedures are consistent across all emergency documentation 2. Including emergency operations centre activation condition requirements 3. Designating a backup for each Emergency Operations Centre position 	Assign Working Group—EOC Operations	<p>Mission Fire Rescue Emergency Management Program Coordinator</p>	1 st Quarter 2020
<p>6. The District of Mission should strengthen its internal and external communication processes and procedures by:</p> <ul style="list-style-type: none"> ➤ Developing an emergency communication plan that will help ensure information provided during an emergency is timely, accurate, appropriately secured and communicated to the appropriate people ➤ Raising awareness of communication processes and procedures among District staff 	<p>Will strengthen internal and external communication processes and procedures by:</p> <ol style="list-style-type: none"> 1. Developing an emergency communication plan that will help ensure information provided during an emergency is timely, accurate, appropriately secured and communicated to the appropriate people 2. Raising awareness of communication processes and procedures among District staff 	Internal	<p>Corporate Admin. Manager of Civic Engagement and Corporate Initiatives</p>	1 st Quarter 2020
<p>7. The District of Mission should strengthen its coordination with relevant parties on emergency management by:</p> <ul style="list-style-type: none"> ➤ Exploring opportunities for partnerships and mutual aid agreements with nearby local governments, First Nations and stakeholders ➤ Securing emergency supplies and resources with formal agreements ➤ Developing and implementing a volunteer management strategy that effectively utilizes volunteer resources, including support that could be provided by non-government organizations 	<p>Will strengthen coordination with relevant parties in emergency management by:</p> <ol style="list-style-type: none"> 1. Exploring opportunities for partnerships and mutual aid agreements with nearby local governments, First Nations and stakeholders 2. Securing emergency supplies and resources with formal agreements 3. Developing and implementing a volunteer management strategy that effectively utilizes volunteer resources, including support that could be provided by non-government organizations 	Internal	<p>Mission Fire Rescue Emergency Management Program Coordinator</p>	3 rd Quarter 2020

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
EMERGENCY MANAGEMENT PLANNING <i>continued</i>				
8. The District of Mission should consider collaborating with the Fraser Valley Regional District, First Nations and other neighbouring governments in the development of a debris management plan to support recovery from an emergency and increase community resilience.	Will collaborate with the Fraser Valley Regional District, First Nations and other neighbouring governments in the development of a debris management plan to support recovery from an emergency and increase community resilience.	Internal	Engineering Director of Engineering and Public Works	4 th Quarter 2020
9. The District of Mission should develop a business continuity program, following recommendations from Emergency Management BC to facilitate timely recovery of the District's critical business services. To develop this program, the District should:	Will develop a business continuity program, following recommendations from Emergency Management BC to facilitate timely recovery of the District's critical business services by:	Internal	Corporate Admin.	4 th Quarter 2021
<ul style="list-style-type: none"> ▶ Assess the need and obtain support and funding ▶ Build an organizational framework to support the program and introduce key concepts such as program management, risk awareness, identification of critical services, recovery strategies, training and awareness, exercising and testing 	<ol style="list-style-type: none"> 1. Assessing the need and obtaining support and funding 2. Building an organizational framework to support the program and introducing key concepts such as program management, risk awareness, identification of critical services, recovery strategies, training and awareness, exercising and testing 			
RESOURCING				
10. The District of Mission should identify all relevant costs associated with its emergency management program, including staff time spent on emergency management duties, to have a better understanding of full program costs and ensure the District's budget accurately reflects the cost of the program.	Will identify all relevant costs associated with its emergency management program, including staff time spent on emergency management duties, to have a better understanding of full program costs and ensure the District's budget accurately reflects the cost of the program.	Internal	Finance Director of Finance	4 th Quarter 2021
In addition, the District should ensure it regularly reviews and updates, if necessary, its reserve and surplus policy and ensure it complies with this policy.	Will ensure regular reviews and updates and, when necessary, its reserve and surplus policy.			

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
 TRAINING				
<p>11. The District of Mission should adopt a holistic approach to emergency management training and develop a training program, including a multi-year training plan, that supports its emergency management program objectives and focuses on continuously increasing proficiency required for the success of its emergency management program.</p> <p>The District should continue working with other communities and share training expenses and related workload.</p>	<p>Will adopt a holistic approach to emergency management training and develop a training program, including a multi-year training plan that supports its emergency management program objectives and focuses on continuously increasing proficiency required for the success of its emergency management program.</p> <p>Will, when appropriate, continue working with other communities and share training expenses and related workload.</p>	<p>Assign Working Group—EOC Training and Exercises</p>	<p>Mission Fire Rescue Emergency Management Program Coordinator</p>	<p>3rd Quarter 2020</p>
 EXERCISING AND TESTING				
<p>12. The District of Mission should adopt a strategic approach to emergency management training and exercising and develop a multi-year training and exercising plan that:</p> <ul style="list-style-type: none"> ➤ Supports and validates the effectiveness of emergency response and business recovery plans ➤ Includes large scale/full scale joint exercises that test collaboration among all relevant parties involved in responding to a major emergency in the region ➤ Considers opportunities to participate in provincial-level emergency exercises, such as the Exercise Coastal Response scheduled for 2021 	<p>Will adopt a strategic approach to emergency management training and exercising and develop a multi-year training and exercising plan that:</p> <ol style="list-style-type: none"> 1. Supports and validates the effectiveness of emergency response and business recovery plans 2. Supports and validates the effectiveness of emergency response and business recovery plans 3. Considers opportunities to participate in provincial-level emergency exercises, such as the Exercise Coastal Response scheduled for 2021 	<p>Assign Working Group—EOC Training and Exercises</p>	<p>Mission Fire Rescue Emergency Management Program Coordinator</p>	<p>2nd Quarter 2020</p>
 PUBLIC AND STAKEHOLDER AWARENESS AND EDUCATION				
<p>13. The District of Mission should continue its efforts to build public awareness of personal emergency preparedness and the District's emergency management program, including emergency social services.</p>	<p>Will continue efforts to build public awareness of personal emergency preparedness and the District's emergency management program, including emergency social services.</p>	<p>Internal</p>	<p>Mission Fire Rescue Emergency Management Program Coordinator & Corporate Admin. Manager of Civic Engagement and Corporate Initiatives</p>	<p>1st Quarter 2020</p>

AGLG RECOMMENDATION	STEPS TAKEN	RESOURCES NEEDED	RESPONSIBILITY	TARGET DATE
 MAINTENANCE AND CONTINUOUS IMPROVEMENT				
<p>14. As part of a continuous improvement process, the District of Mission should improve data collection, analysis, monitoring and reporting on its emergency management program. This should include:</p> <ul style="list-style-type: none"> ➤ A performance measurement system that assesses progress towards emergency management objectives ➤ Monitoring of progress ➤ Regular reporting to senior management, Council and the public on results 	<p>Will improve data collection, analysis, monitoring and reporting on its emergency management program including:</p> <ol style="list-style-type: none"> 1. Establishing a performance measurement system that assesses progress towards emergency management objectives 2. Monitoring of progress 3. Regular reporting to senior management, Council and the public on results 	<p>Internal</p>	<p>Mission Fire Rescue Emergency Management Program Coordinator & Corporate Admin. Manager of Civic Engagement and Corporate Initiatives</p>	<p>4th Quarter 2020</p>

AGLG CONTACT INFORMATION

STAY CONNECTED WITH THE AGLG



The AGLG welcomes your feedback and comments. Contact us via email info@aglg.ca, our website at www.aglg.ca or follow us on Twitter [@BC_AGLG](https://twitter.com/BC_AGLG).

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