



2020 | Evacuation Concept of Operations

Evacuation Plan: Part 1

Acknowledgements

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Thank you to the many partners and neighbouring jurisdictions that provided input during the development of this Evacuation Plan. The feedback has been incorporated and is very appreciated to make this Plan stronger as a result.



Version History- Concept of Operations

Version	Description	Updated by	Date
0.1	Final	Logic League Consulting Ltd.	2020 07 26



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Evacuation Concept of Operations

The *Evacuation Concept of Operations* establishes and describes the conditions and characteristics of an evacuation. It is one of five parts to the *Evacuation Plan*.

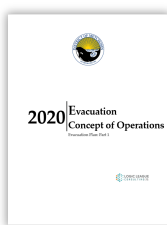
Evacuation Plan

Purpose

The *Evacuation Plan* is built to provide Oak Bay staff and Emergency Program Volunteers structure and resources to plan and execute an evacuation in Oak Bay.

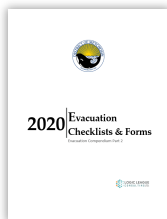
Organization

The Evacuation Plan is divided into five (5) parts.



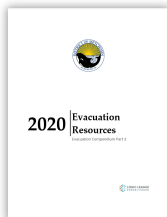
**Part 1:
Concept of
Operations**

Describes the organization, structures, and authorities of an evacuation



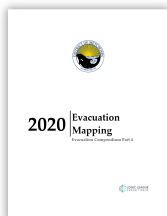
**Part 2:
Checklists and
Forms**

A series of worksheets to assist with decision making through to execution.



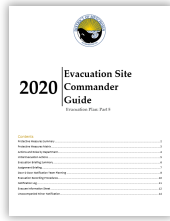
**Part 3:
Implementation
Resources**

A series of additional documents and resource references, including supporting forms and instructions for their use.



**Part 4:
Mapping**

A series of reference and assignment maps.



**Part 5:
Incident
Commander
Reference
Guide**

Resources for Site Command and personnel.

Definitions

BCEMS	The British Columbia Emergency Management System (BCEMS) is a comprehensive framework that helps ensure a coordinated and organized approach to emergencies and disasters.
District	District of Metchosin
EOC	Emergency Operations Centre. A centre and mechanism to coordinate and support and organization's emergency response.
ESS	Emergency Support Services. A service that is mandated under the Emergency Program Act to provide aid to evacuees. Aid may include food, clothing, accommodation, and incidentals. ESS are generally provided by trained volunteers.
Protective Actions	A group of strategies aimed to protect individuals from a hazard.
Evacuation	The act of leaving an area.
Planned Evacuation	Term also used to describe Strategic Evacuation
Rescue	Professional and volunteer services used to extract individuals trapped in dangerous areas, unable to leave a dangerous area or are lost.
Shelter-in-Community	When evacuees are asked to seek safe refuge in the community. Such refuge opportunities may include comfort centres, warming or cooling centres, re reception centres. The services offered at these centres will vary from simple sheltering to the full array of ESS services.
Shelter-in-Place	When evacuees are safest sheltering indoors, when conditions outside are unsafe and a higher degree of protection is offered inside.
Strategic Evacuation	When an evacuation alert can be issued and there is time to allow officials to prepare for an orderly evacuation of the area.
Tactical Evacuation	When there is no time to issue an evacuation alert or to prepare for a strategic evacuation
Receiving Point	Is a safe area that evacuees are directed to go, which may include muster areas, meeting places, shelter-in-community centres or neighbouring jurisdictions.
SAR (BC Ground)	Search and Rescue. Volunteers called upon to assist and support the police or other authorized agency(s) in searching for, rescuing, or recovering any persons who become lost, stranded, or injured, generally while in the out-of-doors. SAR (BC Ground) teams have also been used to assist with evacuation notifications or rescues.



SAR (Marine)

Volunteers called upon to assist the Coast Guard in marine rescues. SAR (Marine) teams could also be used to assist with evacuation notifications or rescues.

SOLE

State of Local Emergency. A legal mechanism for Authorities to access nine extraordinary powers as defined in the Emergency Program Act, including an evacuation. A SOLE can be called by Local Governments and/or the Province.

Scope

In British Columbia, the use of the word “evacuation” has evolved to include not only the exclusion and removal of individuals from an unsafe area, but also to a series of other protective actions that could be undertaken and should be planned for..

The primary purpose of the *Evacuation Plan* is for a “strategic evacuation”, secondary uses may include other protective actions as described below.

Primary	
Strategic evacuations	A planned evacuation of a set geographic area. Adequate time is available to plan and prepare for the evacuation of its residents.
Secondary	
Shelter in place	When it is safest to remain inside and protect oneself from the hazard.
Rescue	When evacuees are trapped, in a dangerous situation or lost and it is safe for responders or SAR teams to attempt a rescue.
Tactical evacuation	When site responders take immediate steps to evacuate individuals from the risk area.
Shelter in community	When residents do not need to leave the community but may need additional support or services, e.g. from a reception centre.
Acting as a host community	When Metchosin provides evacuee services for neighbouring jurisdictions within Metchosin.

Assumptions

The planning assumptions built into the District of Metchosin (District) Evacuation Plan include:

- References to evacuation throughout this Plan is for strategic evacuations, with the intention that elements of the Plan can be adapted to secondary protective actions (above).
- Plausible scenarios requiring an evacuation will only impact a portion of the municipality or portions of neighbouring municipalities.
- A full evacuation of the District is deemed to be unlikely.
- The decision/recommendation to evacuate will be made by a subject matter expert (likely Fire, Police or Public Works) and supported by the Emergency Operations Centre.
- Responders will have methods available to communicate with the public during an evacuation.
- The District has existing plans for communicating with internal and external partners.
- All District and interconnected regional roadways will be available for egress, with the understanding there is potential for decreased capacity or accessibility.



- Timing assumptions: alert (< 12 hours); tactical (< 6 hours); strategic (>6 hours).
- The District has existing crisis communications plans for internal and external partners and the public.
- This Evacuation Plan will supplement all District emergency plans.



Evacuation Scenarios

Structure Fire

Description of Hazard	A fire in or near a building that has or could spread to neighbouring properties and buildings.
Relative Probability	High.
Impact	Area up to 1 Km ² .
Area(s) of Risk	All areas of the District of Metchosin.

Overland Flooding

Description of Hazard	Overland Flooding may occur because of natural causes or technical failures of infrastructure such as water mains.
Relative Probability	Medium.
Impact	Area up to 1 Km ² .
Area(s) of Risk	Natural Flooding: Low lying coastal areas Technical failures: All areas of District of Metchosin.

Extreme Weather

Description of Hazard	Wind, rain or snow events may require protective actions. (most often, shelter-in-place).
Relative Probability	Medium.
Impact	Extreme weather may render buildings unsafe from structural damage, inundation, or weight loading.
Area(s) of Risk	All areas of District of Metchosin.

Hazardous Material Release

Description of Hazard	An actual or imminent release of hazardous materials that: 1) requires protective actions to protect health and 2) allows time for individuals to evacuate before the hazard is released/dispersed at dangerous levels.
Relative Probability	Medium.
Impact	Area up to 1.6 Km ² .
Area(s) of Risk	All areas of the District of Metchosin with a focused on or near major transportation corridors.

Interface Fire

Description of Hazard	A forest wildfire that threatens structures and people.
Relative Probability	Low.
Impact	An area that could include all of District of Metchosin.
Area(s) of Risk	All areas in and near the District of Metchosin.

Tsunami

Description of Hazard	A series of powerful waves caused by an earthquake or underwater landslide.
Relative Probability	Low.
Impact	Coastal areas lower than 4 Metres above mean sea level.
Area(s) of Risk	All coastal areas of the District of Metchosin.



Authority

Provincial Legislation

Emergency Program Act (1996)	Authorizes Mayor or Council to declare a State of Local Emergency and cause the evacuation of all or part of their jurisdiction. Authorizes the Minister or Lt. Governor in Council to declare a Provincial State of Emergency for any part of the province and cause the evacuation of all or part of the Province. https://www.bclaws.ca/civix/document/id/complete/statreg/00_96111_01
Wildfire Act (2004)	Authorizes the BC Ministry of Forests, Lands, Natural resources and Rural Development to require a person to leave an area if the government is engaged in fire control or suppression operations. https://www.bclaws.ca/civix/document/id/complete/statreg/04031_01
Health Act (2008)	Authorizes the Minister or any Medical Health Officer to order evacuations or shelter-in-place for a specific health hazard, such as smoke. https://www.bclaws.ca/civix/document/id/complete/statreg/08028_01
Environmental Management Act (2003)	During a spill response the “responsible person” may advise persons to take protective action in relation to the spill. https://www.bclaws.ca/civix/document/id/complete/statreg/03053_08#section87

Municipal Bylaw

Metchosin Bylaw # 420	Sets the responsibilities and authorities to comply with and implement powers of the Emergency Program Act.
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References

British Columbia Emergency Management System (BCEMS) structure:

https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/bcems/bcems_guide_2016_final_fillable.pdf

Emergency Management British Columbia, Local Emergency Program Guidelines:

<https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/local-emergency-programs/guidelines>

Emergency Management British Columbia, Policies:

<https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/emergency-management-bc/policies>



Response Structure

All events that require an evacuation will follow the British Columbia Emergency Management System (BCEMS) structure

Municipally this includes:

- Site level coordination
- Emergency Operations Centre
- Policy Group

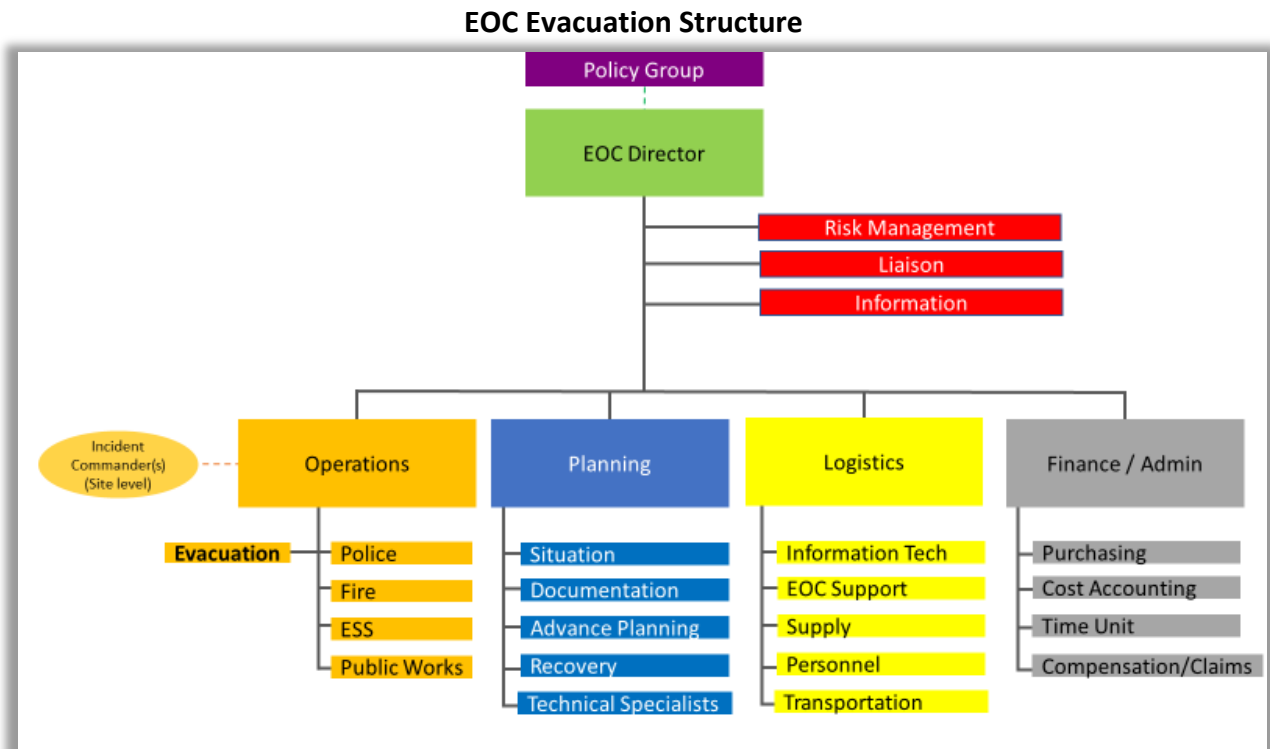
Provincially this includes:

- Emergency Coordination Centre (ECC) call centre
- Provincial Regional Emergency Operations Centre (PROEC)
- Provincial Emergency Coordination Centre (PECC)
- Other applicable agencies (Environment, Forestry, Health)

Many internal and external partners may be involved with an evacuation see *“Stakeholders and Partners”* in the *Evacuation Resources –Part 2* document for a listing of partners and their respective roles.

Emergency Operations Centre (EOC)

Below is a sample organizational chart for an EOC during an evacuation based on the British Columbia Emergency Management System (BCEMS).

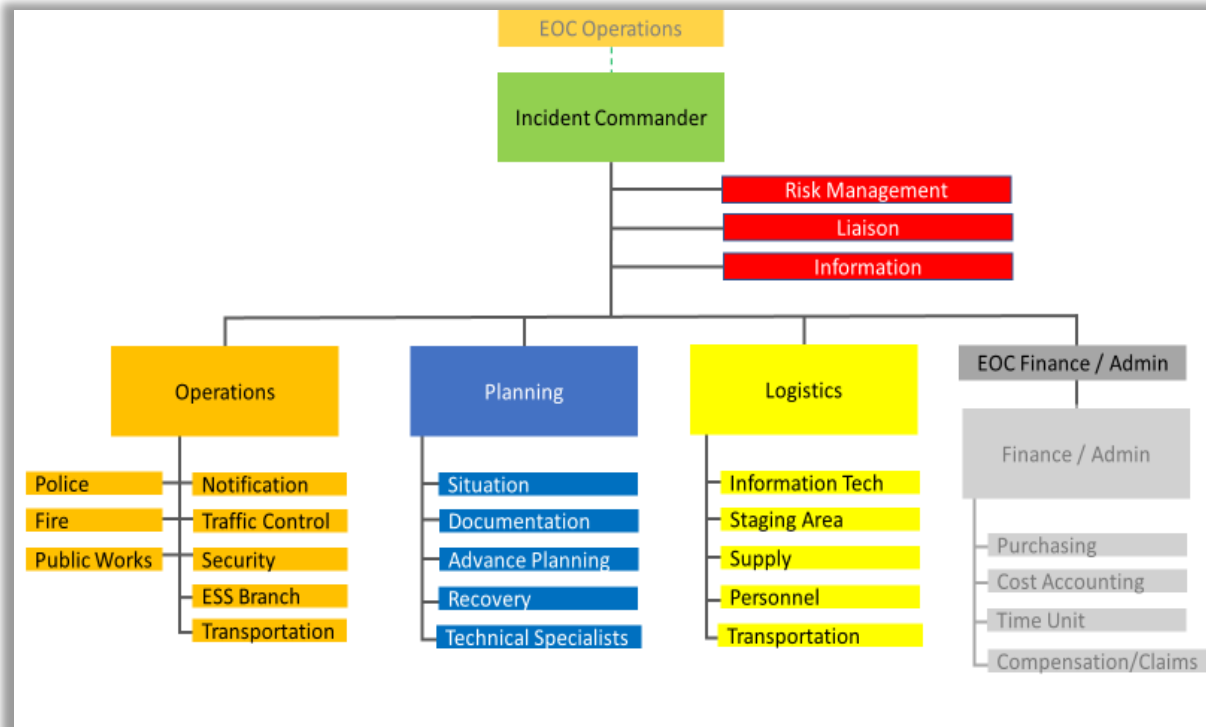




Site Organization

Below is a sample organizational chart for site level coordination. The operations section is broken into branches that reflect the functions of evacuation as well as departmental branches to address the presenting hazard (e.g. Fire, Police, Public Works).

Evacuation Site Command Structure



Stages of Evacuation

Evacuation Alert	Advises the population of a potential or current threat which may lead to an Evacuation Order.
Evacuation Order	A legal order that a population must leave an unsafe (impacted) area immediately.
Evacuation Rescind	An “all-clear” directive that individuals and families may return to an area previously under evacuation order.



Evacuation Guidelines

Who can authorize?

A strategic (planned) evacuation requires a State of Emergency to be declared prior to issuing an evacuation order.

Who	Mechanism	Who authorizes	
Local Authority	State of Local Emergency*	Mayor or Mayor and Council	*Most common mechanism for evacuations
Province of BC	Provincial State of Emergency**	Minister Responsible	**Rarely used for evacuations

When are evacuation orders issued?

An evacuation order is issued when and where imminent risks to structures and life safety exist.

Recognizing that an evacuation may impose hardships on individuals, families and businesses the District of Metchosin will:

- Provide as much notice as possible regarding the risks and potential need to evacuate
- Continue evacuation orders for only as long as required
- Evacuation decisions will be made using advice from available subject matter experts and the British Columbia Emergency Response System Goals

An evacuation order can be authorized by the District or the Province. A provincial order supersedes a local government order.

To minimize life safety risks, strategic/planned evacuations should be operationalized during daylight hours. Evacuations required outside of daylight hours are generally considered tactical evacuations.

Temporary Access into Evacuated Areas

The District of Metchosin will not issue an evacuation order without cause and considers any area requiring an evacuation order to be unsafe. Therefore, as a general policy, re-entry into an area is not deemed an acceptable risk.

The only expected exception would be for defined essential services personnel and equipment. The District will use the process to issue re-entry permits outlined in the Province's *Temporary Access into Evacuated Areas Guideline*.

https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/fact-sheets/managing_access_to_areas_under_evacuation_order_v2_final.pdf



Protective Measures Summary

Protective Measure	Description	Example	Decision Maker	Authority
None	No action is required to protect people, animals or structures.	<ul style="list-style-type: none"> Water Main break Small hazardous materials spill 	<ul style="list-style-type: none"> Incident Commander EOC Director CAO 	N/A
Shelter-in-Place	It is safest to remain inside and protect oneself from the hazard.	<ul style="list-style-type: none"> Airborne Hazardous material leak Police incident 	<ul style="list-style-type: none"> Incident Commander EOC Director CAO 	Fire Services Act , Section 25 British Columbia Police Act , RCMP Act Public Health Act , Section 28(1), 29(2)(a), 31(1), 31(2) (b)(ii) Environmental Management Act , Section 91.2 (2)c
Rescue	Individuals trapped, but safe for responders to attempt rescue.	<ul style="list-style-type: none"> Structure fire High angle rescue 	<ul style="list-style-type: none"> Incident Commander 	Fire Services Act , Section 25 British Columbia Police Act , RCMP Act
Tactical Evacuation	Site responders take immediate steps to remove individuals from the risk area.	<ul style="list-style-type: none"> Spreading structure fire Police incident 	<ul style="list-style-type: none"> Incident Commander 	Fire Services Act , Section 25 British Columbia Police Act , RCMP Act Public Health Act , Section 28(1), 29(2)(a), 31(1), 31(2) (b)(ii) Environmental Management Act , Section 91.2 (2)c
Evacuation Alert	Advance notification that an Evacuation Order may be required.	<ul style="list-style-type: none"> Wildfire approaching the area Tsunami Advisory 	<ul style="list-style-type: none"> Incident Commander EOC Director CAO 	Not Required
Evacuation Order	The legal directive to leave an area. Requires: <ol style="list-style-type: none"> State of Local Emergency Evac Order. 	<ul style="list-style-type: none"> Wildfire Landslide Dam Breach 	<ul style="list-style-type: none"> Mayor & Council Mayor 	Emergency Program Act , Section 12(1) and 9(1) Fire Services Act , Section 25 Wildfire Act , Section 11, 13 and 14 Public Health Act , Section 28(1), 29(2)(a), 31(1), 31(2) (b)(ii) Environmental Management Act , Section 91.2 (2)c Oil and Gas Activities Act , Section 51 Indian Act , Section 81



Resources

This plan is linked directly to the following District emergency plans, including the Emergency Response and Recovery Plan, and has access to the resources provided by the District for any of those plans:

- Administration
- Documentation and archiving
- Emergency Support Services Activation and Operation
- Operations
- Personnel
- Emergency Operations Centre Procurement
- Supplies



Appendix A: Supplies and Resource Locations

Location	Address	Supplies