



Village of Anmore Evacuation Response Policy and Guidelines

Appendix to the Village of Anmore
Emergency Plan

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Overview

The Village of Anmore Evacuation Response Policy and Guidelines apply to any evacuation event, regardless of size, scope and impact severity. This is linked as a lower level plan to the *Village of Anmore Emergency Response Disaster Plan*. This set of plans fulfills legal obligations surrounding duty of care under the *Emergency Program Act*. No evacuation takes place without a Risk Assessment being conducted which identifies how that risk can be mitigated through evacuation. A declaration of local emergency must be declared for an evacuation order to be valid.

This evacuation policy has two components:

1. Village of Anmore Evacuation Response Policy and Guidelines
 - Defines and denotes policies and procedures
 - References legal, legislative, and operational conditions
 - Broadly covers issues associated with evacuation
2. Village of Anmore Evacuation Plan
 - Provides a deployable plan to evacuate the Village of Anmore
 - Links higher level emergency plans to an operational deployment
 - Forms the basis for early EOC activity for an evacuation scenario

The decision to evacuate is mandated under law and regulation and must follow six key principles:

1. Establishment and maintenance of confidence and cooperation within the Village of Anmore;
2. Clear legal authority to evacuate within the confines of legislation;
3. Maintenance and deployment of an emergency management structure;
4. Effective and timely warning and information systems;
5. Assured capability of movement through and out of the community;
6. The provision of social and public welfare services.

Evacuation has five stages:

1. Decision to evacuate
2. Warning (where possible)
3. Withdrawal
4. Shelter
5. Return

Remain-in-Place (RP)

- Where it is not possible to evacuate or where the threat does not require imminent evacuation, the decision to remain-in-place is another option during an evacuation. This can also be used as a tool to limit movement given a localized threat in an area of concern.

Types of Orders

- Evacuation Orders can be either Voluntary or Mandatory. In many cases the best option in an uncertain situation is to issue a Voluntary Evacuation Order where the situation and time allows. This will reduce the burden of evacuation should a Mandatory Evacuation Order become necessary.

Command and Control

- The Village of Anmore EOC maintains centralized coordination and control during an evacuation. The RCMP Rural Detachment is the lead organization to carry out the instructions of the EOC and may transfer authority in cooperation with other policing entities.
- The EOC and police are responsible for access control and must close and maintain areas during an evacuation:
 - ⇒ To prevent entry into the evacuation area by unauthorized persons
 - ⇒ To protect lives by controlling entry
 - ⇒ To maintain security, law and order; fear of looting can impact willingness to leave.

Evacuation Communication and Warnings

Fundamentals:

- Communication and the issue of *Warnings* during an evacuation are critical. Most important is the maintenance of communications between the EOC and key operational evacuation elements such as fire, rescue, engineering, and policing. A robust communication plan should be in place before an evacuation;
- Communications must allow for information to flow up, down and laterally between all operational groupings;
- There must also be a mechanism for communication to and from residents.

Warnings:

- Communication control and *Warnings* are managed by the Information Officer under the direction of the EOC Director;
- *Warnings* and communication must be made by an authorized officer with legislative authority. This authority must be communicated in every message. It is important that while this person may change over the course of an evacuation, their title must remain static to avoid confusion;
- Messages should follow specific guidelines:
 1. Multi-format: Messages may be sent on a variety of communication mechanisms including closed radio systems, social media, email, paper-copy, person-to-person, and through media and spokespeople. All communications must be prepared with this in mind and be formatted for a variety of methods.
 2. Brevity and Clarity: Messages should be as short as possible and must be entirely clear in their message and intent.
 3. Accuracy: Despite complex and fluid situations, messages must be accurate to be effective. Errors can lead to doubt and non-compliance.
 4. Repetitious: Messages will need to be repeated at intervals to ensure capture and confirm understanding. This adds to persuasiveness and authority.
 5. Regular: An operational cycle of reporting and update needs to be instituted and maintained throughout an evacuation.
 6. Terms and Abbreviation: Communication should use clear and open language without technical terms or jargon unless there is an operational necessity.

Evacuation Types and Immediate Considerations

Types of Evacuations

Evacuation – Immediate:

- Event is unexpected and very few residents will be ready to evacuate;
- If danger is imminent and an area has to be evacuated with a sense of urgency, significant resources will be required;
- Transport and assistance will be required for vulnerable populations where possible (elderly, disabled, small children, pets);
- Employees /volunteers will be needed for notifications, door-knocking and coordination with police resources;
- EOC / RC must be immediately stood-up given the time delay until operational;
- Evacuees will require more resources (no time to pack).

Evacuation – Planned:

- Early-warning allows residents to prepare and make arrangements ;
- There is some opportunity to surge Village employees, police, and fire staffing as well as preparing ESS and an RC;
- Delineate by pre-determined zones for a controlled rate of evacuation;
- Identify vulnerable population for assistance and consider pre-evacuation of these residents where possible;
- Each evacuated building should be marked in a simple, clear and easily identifiable manner.

Evacuation Planning: Assumptions and Considerations

These factors should be considered prior to initiating any evacuation.

Time of day:

- Peak traffic times mean slower and clogged routes and transient populace;
- Most likely locations of vulnerable citizens where possible (school, daycare, elderly care during working hours, at home or residence during the evening);
- Pedestrians and commuters are unlikely to have survival supplies and appropriate clothing during working hours;
- Majority of municipal employees work regular working hours with peak staffing availability during these times;
- An event occurring overnight will result in a delayed response;
- During business hours, families will likely be separated and reunification will become every individual's primary concern, including employees.

Time of year:

- Summer months may be hot and dry and require supplies of water for evacuees and emergency staff;
- Winter months will require additional warm clothing and shelter. Transit buses are a useful asset both for evacuation and shelter in bad weather;
- Peak vacation periods will have an influx and exodus of residents and employees.

Expectation is that 75% of Village employees available during normal working hours:

- Rural RCMP may have only one officer on-shift at any given time;
- There will be time-delay prior to surging RCMP and police from Port Moody Police Department where needed;
- Evacuation is very labour-intensive and will require the use of all Village personnel.

Vulnerable populations:

- The evacuation and care of vulnerable populations is a complicating factor that cannot be entirely managed before an evacuation is needed.
- SD43 has its own independent resources for support and evacuation of school students but expects that in a phased evacuation, parents and alternate caregivers will extricate

students from the schools. This will add traffic into the evacuation zone and may disrupt access/egress.

- Elderly residents and those with mobility issues can consume significant resources to extricate and move them. They are also far less likely to be able to self-extricate and less capable of handling the rigours of an extended evacuation
- It is critical that residents with complex medical conditions bring a multi-day supply of medication for use during and following an evacuation.
- It is almost certain that wheelchair buses will be required to extricate some residents.

Reasons to Evacuate

There are a broad range of reasons for an evacuation or for an RP order. To create a broad frame of reference, the most likely and most severe events are an earthquake and an interface fire.

Earthquake:

This event is sudden, high impact and will provide no warning. As such, there will likely be no scope for a three-phased planned evacuation. Victims will be looking for assistance and guidance immediately following the initial impact event. Buildings at high-risk of structural compromise and failure will have to be evacuated as quickly as possible. As the municipal response becomes operational (EOC is running, ESS has opened Reception Centre), there will be scope to conduct a more thorough and broadly planned evacuation process as residents continue to migrate towards the Village Center. The key planning considerations for an evacuation following an earthquake are:

- Survivors will migrate down the path of least resistance (from higher to lower elevations along main routes);
- The initial aftermath of the event will be highly chaotic and traumatic;
- Initial resources will be temporarily overwhelmed;
- 'Remain-in-Place' will be very difficult to achieve;
- As this event will likely be regional, affected persons will unlikely be able to seek shelter at a motel or with a family/friend, therefore maximum numbers of Group Lodging (GL) will be utilized;
- Marginal external resources will be readily available to assist;
- The faster resources can be allocated, and as the RCs become operational, the more effective the EP will become;
- ESS will have to recruit on-the-spot volunteers who are able-bodied and mentally resilient to assist with the mass-scale evacuation of residents to RCs.

Interface Fire:

This event will likely have some degree of pre-warning and preparation time, and therefore a detailed three-phased planned evacuation can likely occur. Before the Evacuation Alert is given, residents in high-risk areas are likely to be aware and may self-evacuate. As the fire cascades and becomes an immediate danger to high-risk areas, the Evacuation Alert must be given as early as possible to provide residents with lead-time. Evacuation should occur in a methodical manner, zone by zone under the direction of the EOC. The key planning considerations for interface fire events are:

- There will be some element of warning and preparation time;
- Many affected residents will have alternate shelter available outside the community;
- Phased escalation is likely to occur and the EOC and community may have to fully evacuate;
- External resources will likely be available to assist;
- Given the geography, the RP may have to be established outside the community.

Other:

There are other less likely reasons to evacuate parts or all of the Village of Anmore. These include:

- Floods or Landslides
- Severe Storms
- Long term power outages
- Tsunami (real or potential)
- HAZMAT from a land vehicle, marine vessel, or train car
- Aircraft Crash
- Explosion or risk of major explosion
- Pipeline/utility leak of explosive/poisonous gas
- Other: pandemic, space debris

These events are variable in the degree of pre-warning, the scale of their impact, and the necessity and time constraints to safely evacuate the affected population.

Leadership and Integration in an Evacuation

British Columbia Emergency Management Response System

The Village of Anmore employs BCEMS in managing emergencies. This system is both a strategy and a set of organizational arrangements for directing and controlling operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. BCEMS ensures a consistent, coordinated and organized response to emergency events and disasters and is used across all ministries and jurisdictions in B.C.

BCEMS identifies four operational levels:

Site Level – Management of the on-site response. Responders may represent all levels of government and the private sector. Response on-site can be directed by single site command or unified command depending on the complexity of the situation or if it crosses into multiple jurisdictions.

Site Support – When the site level response requires off-site support, an Emergency Operations Centre (EOC) at the local level may be activated. The Village of Anmore EOC will be established and:

- Provide communication down to the site level;
- Provide policy guidance; and
- Manage multiple agency support to the site level and acquire and deploy additional resources obtained locally or from other EOCs or the provincial regional level.

Provincial Regional Coordination - The Provincial Regional Coordination Level acts in support of the site support level, through Provincial Regional Emergency Operations Centres (PREOC). For Village of Anmore, coordination will run through the South West (SW) PREOC. The Provincial Regional Coordination Level:

- Establishes and activates one or more PREOCs;
- Manages the assignment of multiple ministry and agency support to individual site support locations or multiple site support level locations;
- Acquires and deploys resources at the request of the site support level; and

- Provides emergency response services where incidents cross local authority boundaries or where local authorities are not organized to fulfill their role.

Provincial Central Coordination – The Provincial Emergency Central Coordination Level manages the overall provincial government support for the regional levels. This level is comprised of the Provincial Emergency Coordination Centre (PECC) and the Central Coordination Group (CCG).

Provincial Emergency Management Structure

The Provincial Emergency Management Structure is built along the four operational levels, with the provincial organizations operating as part of the central coordination level. This includes but is not limited to the:

- Provincial Emergency Coordination Centre (PECC);
- Central Coordination Group (CCG);
- Ministers-Deputies Emergency Committee (M-DEC);
- Ministry Operations Centre (MOC); and
- Provincial Coordination Team (PCT).

Provincial Regional Emergency Operations Centre

At the Provincial Regional Coordination Level each geographic region within the province has facilities and capacity to operate a PEOC. Each PEOC coordinates regional response activities, supports local EOCs, assigns regional (provincial and federally assigned) critical resources, provides regional messaging, and provides situational understanding to the PECC.

Local Authority EOC

The Site Support Level refers to the local authority; the Village of Anmore. The Village of Anmore has primary responsibility for the management of an emergency response within its jurisdiction. The Village is responsible to activate the EOC to support site activities and perform other functions, including the implementation of extraordinary powers to address the emergency. The EOC will conduct impact assessments and through communication and integration with the SW PREOC, will request resources and capabilities, conduct advanced planning, and share information to assist with response operations while contributing to the provincial common operating picture.

This plan assumes that Village of Anmore will activate its emergency plan(s) and maintain control and direction of the response within its jurisdictional boundaries. The following are anticipated response actions for local authorities:

- First responders at the local level (site) will remain responsible for managing and conducting emergency operations;
- Activate emergency plans and directly control the resources available under local authority jurisdiction for the purpose of emergency response and recovery;
- Execute response using jurisdictional resources as well as resources available through mutual aid/assistance agreements;
- Establish communication with regional and provincial partners;
- Establish an EOC. If the event is multi-jurisdictional then local authorities should initiate agreements to join EOCs in their adjacent jurisdictions; and
- Integrate with provincial response operations through the SW PREOCs

Village of Anmore Emergency Planning and Operations

The Village of Anmore has an Emergency Management Planning and Operations Committee responsible for planning and preparations for the deployment of an emergency plan, such as an evacuation:

Primary Group Representatives

- Administrator / Finance Officer
- Communications Coordinator
- Emergency Program Coordinator
- Engineer (Consultant)
- Manager of Development Services
- Operations Superintendent (Public Works)

Elements from this working group may form the nucleus of the EOC and are responsible for contacting and coordinating the activities of the core services necessary to effect an evacuation:

Operational Agencies

- BC Ambulance Service
- BC Hydro
- Buntzen Lake
- City of Port Moody
- Coquitlam Search and Rescue
- Emergency Amateur Radio Group
- Emergency Social Services
- Fortis
- Fraser Health
- RCMP (Coquitlam)
- Sasamat Volunteer Fire Department
- School District No. 43 (Coquitlam)

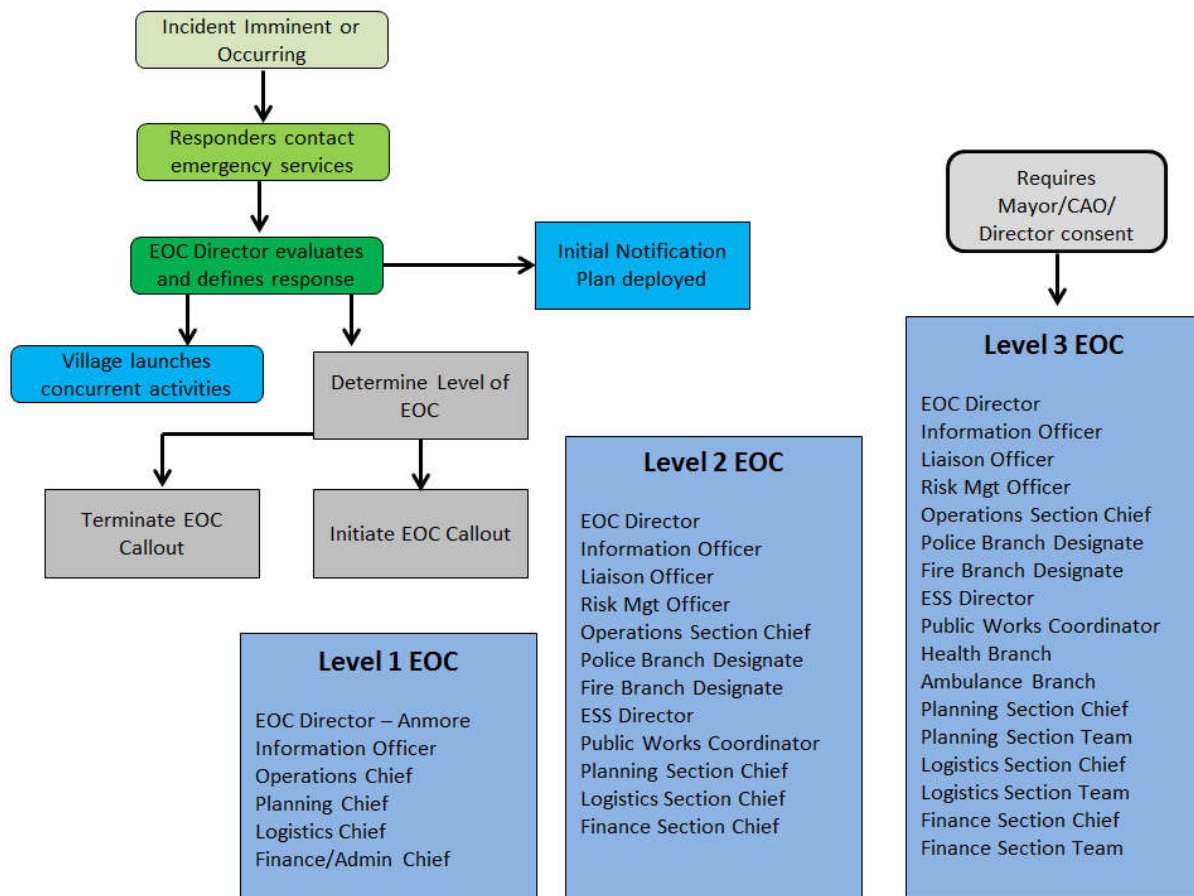
Recognized Stakeholders

- Neighbouring Local Governments
- Community groups
- Volunteer organizations
- Neighbouring First Nations
- Business and industry

Media: to be directed only by the Information Officer and EOC Director

Village of Anmore EOC Deployment

In the event of an emergency situation in the Village of Anmore a Level 2 EOC can be initiated by any appropriate delegate. Given local resources and staffing, the initial goal should be to establish an operational Level 1 EOC once the Director has evaluated and defined the response. In the event of an evacuation scenario, it is important that the city deploy an Initial Notification Plan and begins concurrent activity with all available staff. The details of this process are defined in the Village of Anmore Evacuation Plan.



Authorization

There are two foundational legal documents which lawfully authorize the Village of Anmore to initiate an Evacuation Order. The first is the British Columbia *Emergency Program Act*, and the second is the Village of Anmore By-Law.

- **BC Emergency Program Act (1993), Section 12(1) and 9(1):** This permits the head of the local authority, or designate, to declare a state of emergency and order an evacuation as required:

“Cause the evacuation of persons and the removal of livestock, animals and personal property that is or may be affected by an emergency or a disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property.”

- **Village of Anmore Emergency Program By-Law:** This defines the emergency or disaster, and therefore enables the declaration of the state of emergency and renders the authority to issue an Evacuation Order, and obligates the Village to provide adequate assistance, to the reasonable extent that resources allow.

The on-site lead agency during an evacuation is the RCMP rural section with support from the Coquitlam detachment. However, as the Village of Anmore policing resources are limited, Coquitlam RCMP and Port Moody Police Department (where relevant) will provide policing and direct liaison to the EOC, where overall command, control and coordination will still occur. All other Departments under the EOC direction will support and fill the roles and responsibilities as per the *Disaster Response Plan*.

Decision Point – “Remain-In-Place” (RP) or Evacuate

An important consideration must be made whether a zone (complex, street, or neighbourhood) should be evacuated or if residents’ should ‘Remain-In-Place.’ A large-scale evacuation will significantly strain, and potentially overwhelm resources. As such, RPs can be utilized for events that do not present an imminent danger or where the danger exposure from movement is higher than from an RP. Considerations for an RP include:

Current danger level:

- Has the event already occurred?
- Has the worst damage already past?
- How imminent is future danger if residents 'Remain-In-Place'?
- Routes out of the potential Evacuation Zone:
 - ⇒ Air quality (especially for vulnerable population);
 - ⇒ Hazards along the routes?
 - ⇒ Navigable by foot or vehicle?
 - ⇒ Transportation assets available
- At present, when considering current Village capabilities, is it safer for residents to RP?
- If so, provide all necessary information and instruction and utilize this as a pre-warning or voluntary evacuation;

Residents should:

- Gather emergency goods (clothing, medicine, diapers, water bottle, snacks, etc.)
- Close windows if the issue impacts air quality or contamination
- Some residents will have already left;

The Village should:

- Identify and assist vulnerable populations where possible;
- Consider pre-planning and pre-evacuation for vulnerable populations where possible;
- Closely monitor and prepare for the Evacuation Order

- Maintain communications with EMBC, neighbouring communities and external stakeholders in order to surge capacity if and when required

Decision Point: Given current situation and resources, are residents safer to remain in place rather than evacuate?

Always ask this question and re-assess the situation at operational intervals. If the risks associated with 'Remain-in-Place' become greater than the benefits, issue an Evacuation Order.

Planned Evacuation

There are three components to a Planned Evacuation:

1. Evacuation Alert;
2. Evacuation Order;
3. Evacuation Rescind.

Unlike an Immediate Evacuation, a Planned Evacuation will often afford preparation time, and resources, both internal to the Village and external as necessary and relevant.

Evacuation Alert

This is given when an event is imminent or the spread of the event may place residents in harm's way. Prior to the issuance of an Evacuation Alert during an event, residents, businesses and the Village may have prepared for and addressed many concerns. These preparations by residents should include:

- Adequate water, food, clothing, first aid and other necessary items collected and stored (medicine, baby formula, etc.);
- Fueling and pre-loading of vehicles;
- Self-evacuation where possible;
- Identification and support of vulnerable populations where possible.

During this phase, the Village of Anmore should:

- Evaluate supplies for emergency services and resident use. This may include food, water, temporary bedding, fuel, batteries, etc.;
- Anticipate a surge of overtime and employee availability;
- Communications and coordination with external agencies such as EMBC, stakeholders and neighbouring municipalities;
- Pre-identification of vulnerable populations where possible;
- Prepare transportation plans, ESS and manpower to assist with evacuation;

- Pre-identify evacuation zones, Assembly Areas and Reception Centres unique to the current event threat;

Once the Evacuation Alert has been given, the above items that have not been completed should now be done so. Below are additional concerns that need to be addressed or considered:

- If EOC (level dependent upon scope, nature and size of event) and RCs have not been activated, do so;
- Confirm evacuation zones, delineate the task and brief the evacuation plan to all employees involved;
- Ensure all support is ready and on stand-by (transportation, RCs, volunteers, evacuation identification markings);
- It is worth serious consideration of a pre-evacuation of vulnerable populations where possible if an Evacuation Order is likely;
- Overall, ensure Village is ready for the Evacuation Order – everything that can be prepared and planned for is in place

Evacuation Order

Once the risk evaluation has been completed and the need to issue an Evacuation Order has been met, the Mayor/CAO/designate will issue the order through the EOC Director from the Village of Anmore. The RCMP and other policing forces will be required to carry out the Evacuation. Concurrent communications with EMBC and other external stakeholders will also occur.

Considerations

- Evacuate in an ordered manner (north to south, street by street or whatever method makes the most sense for the uniqueness of the current event - generic zones may not);
 - ⇒ Utilize transportation (bus and other vehicular assets) where practical;
 - ⇒ Mark evacuation routes;
 - ⇒ Provide clear directions to nearest RC / GL;
- Ensure vulnerable population is provided assistance where possible;
- Mark the residents 'cleared' (or similar) once vacated (fluorescent tape over the doorway, for example);
- Cordon off the evacuated zone once completed and verified (residents who refuse to leave should be monitored; minors can be lawfully removed by police from guardians who refuse to vacate);
- RC / GL will maintain nominal rolls of all evacuees.

Depending on the event, the Evacuation Order may remain in effect for a significant amount of time (maximum of seven days during the initial Order, however, this can be re-issued as needed). A large number of residents will consume vast amounts of resources. Readily available and consistent supplies of food and other essentials will be required. These goods and services would ideally be sourced and procured *prior to* the Evacuation Order being given. These logistical challenges are coordinated, mitigated and solved at the EOC.

Evacuation Rescind

Once the danger has passed, it is important to ensure residents can return home in a timely manner. If no significant damage occurred to affected residents, the re-occupation of homes should be relatively simple. However, if significant damage or destruction has occurred long-term Group Lodging facilities may have to be utilized. In the interim, this may include maintaining the current Group Lodging / Reception Centre(s) set-up.

Definition List:

EOC: Emergency Operations Centre – The centralized command, control, coordination and communications hub for the Village of Anmore’s response. The primary location is the main Fire Hall. If this building is not useable, the alternate site is the Public Safety Building. This is where all the key staff and leadership of the Village and its associated stakeholders will be located.

DOC / AA: Departmental Operations Centre and/or Assembly Areas – These are the pre-designated nodes of the EOC. Located at Fire Hall #2, the Public Safety Building, Public Works Yard, and the Recreation Center, these serve dual-purposes: first, they are centralized and easily identified locations for first responders/employees to muster at, and second, they provide localized authority and assistance delegated from the EOC.

EMBC: Emergency Management British Columbia – The Province’s centralized disaster and emergency response department responsible for the oversight of emergency management within the Province. This department will be coordinating and assisting directly with the EOC. Various sub-departments and other tools utilized by EMBC and the Village of Anmore are explained in detail below.

Reception Centre / Group Lodging (RC / GL) – The foundational task of Emergency Social Services (ESS) is to provide support and assistance to the community. The main RC is located at the Village of Anmore Recreation Centre. GL is also located here. Additionally, there are numerous other RC / GL locations that may or may not be activated. The RC / GL provides a centralized support location for dislodged residents and those in need; first-aid, shelter, clothing, food, water, child-care, assistance to vulnerable peoples, and so forth.

Remain-in-Place (RP) – This refers to an Evacuation designation issued by the local authority for residents to ‘remain-in-place’ inside their respective residences. There may be caveats, such as keeping windows closed at all times, or storing water, et cetera. This designation is utilized when the authorities deem it safer and more effective for residents to stay inside their homes rather than evacuate based upon the current situation.

Immediate Evacuation – This is an evacuation order given by the local authority following a sudden impact event. There is generally little to no prior planning involved and danger is imminent.

Planned Evacuation – This is an evacuation order given by the local authority for an event that is somewhat predictable: either an event that is going to likely occur (severe wind event), or an event that is likely going to spread (fire, spill). A Planned Evacuation has three parts: an Evacuation Alert will be given, allowing residents and the Village to prepare, followed by an Evacuation Order when the threat is imminent, followed by an Evacuation Rescind once the threat ceases.

For a detailed definition list, see the *Disaster Response Plan*.

References:

Village of Anmore Emergency Response Disaster Plan

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