



Province of
British Columbia

PROVINCIAL EMERGENCY
PROGRAM

Ministry of
Attorney General

MEMORANDUM

To: **Tony Heemskerk**
Director

Date: **January 22, 1993.**

Our File No.

Your File No. **400-20**

**Re: PROGRAM ACTIVITY PLAN CONTENT 93/94 and FIVE YEAR
VISION**

INTRODUCTION:

It was with some sadness that I received your brief note indicating that the Auditor General would not review the program. I thus wholeheartedly welcome this opportunity to respond to your request for feedback on how the Program could be shaped in the years to come.

I hope too that this is the threshold of a new, invigorating and frank era in which the Program can begin a **TEAM** perspective to its future management.

The program is presently rife with dissatisfaction. There is a vicious "we and they" rift between the field offices and HQ, there are acute frustrations centred on the relationship between the program and other ministries as well as between the program and the Municipalities. The current economic climate drives a wedge between the program and volunteers; most resent the idea of standards requiring courses at their expense, and, despite the obvious growth of workload demonstrated by our own statistics, and the awareness climate we have created, we are less and less able to match expectations with any level of client satisfaction. We are purely reactive and in no way proactive, at least at the regional level. Regional population growth continues to drive our workload burden.

It is with the diversity of opinion and uniqueness of the individual regions (zones) that the program draws much of its strength. Obviously it also draws strength from the abilities, interests, stature and contacts developed by staff in headquarters. Our collective weakness is that we do not emphasize our respect for the concept of TEAM. This response then, is predicated on the continuation of the Program in a climate of mutual respect and participation.

PROVINCIAL EMERGENCY PROGRAM

AN ANALYTICAL MODEL

LOOKING TO THE FUTURE

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While much of what I write will be repeated in the thoughts and material prepared by other managers and our zone group collectively, based on our telephone bridge, I trust it will still provide some ideas which advocate needs as I perceive them in the Vancouver region, as well as needs in the broader provincial context.

A) PUBLIC SAFETY

First let me suggest the concept of the:

PUBLIC SAFETY UMBRELLA OF BRITISH COLUMBIA

It has six spokes supporting the fabric:

- 1) Political intent (knowledge, interest, philosophy, emphasis, culture etc.).
- 2) Legislative framework (new fresh approach, re-invigorated Regulations, powers delegated to other levels of government & enforcement)
Policy - Ministry (whichever one) Program and Regional
- 4) Assigned Responsibility (Political, Ministerial, Clarity of Mandate, etc.)
- 5) Workload Comprehension (FTE's to carry our mandate, \$'s to implement)
- 6) Funding (Budgets, who compiles, manages, what money, line items, who controls)

B) PANELS OF PROTECTION

If we take the same umbrella and we look at the "Panels that protect the population" we might postulate thus:

First Responders:	Police
	Fire
	Ambulance
	Medical fraternity & facilities
Plus:	Volunteers
	Ministries with a specific resource mandate, e.g. Environment
	The Provincial Emergency Program
All hazard type dependent	Non Profit Societies e.g., Red Cross
	Special interest groups, e.g. EPICC
	Special associations, i.e. EMPA of B.C.

Crown Corporations
Municipalities
Community Groups
WCB
Academia, colleges and the J.I.
etc.

C. CLIENT IDENTIFICATION

From this list, we can develop a client (customer) outline.
It might be thus:

LEVEL 1 Clients

1. The Political arm of Government, provincially (elected) who stipulate our broad delegated raison d'etre
 - (i) What are caucus expectations, if any?
 - (ii) What are government platforms or inclinations?
 - (iii) What are ministerial interests, emphasis, and directions?
 - (iv) what understanding do any of the above have of the concept of (a) public safety (b) Emergency Management (c) Ministerial duty (d) Ministerial responsibility (e) imperatives of good government
2. Our Ministerial management (appointed)
Deputy
A.D. Minister
3. The collective ministerial appointed senior managers
DM's Council
I.E.P.C.
etc.
4. The money apparatus
Treasury Board!
Sustainable Development Committee
Ministry allocations

LEVEL 11 Clients

Other operational Provincial and Federal Ministries (Staff)
Municipalities, elected and appointed
Regional Districts, elected and appointed
School Districts, elected and appointed
Hospital Boards
Health Units

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Crown Corporations, Provincial and Federal
RCMP

Non-Government Organizations (NGO's) with direct interest in
Emergency Management

LEVEL III Clients

Life Line Organizations e.g., B.C. Gas, B.C. Tel
Non government Health Care Facilities
General Public organized
Interested Societies e.g., Risk Management Association,
Academia - Universities, Colleges, Institutes

LEVEL IV Clients

General Public (not organized)
NGO's not directly connected with Emergency Management, but
with peripheral interest, e.g. United Way

D) OUR PRODUCT

We MUST have, and be able to present, a clear picture of
what we are about and what we have to offer.

Obviously our "product" differs somewhat depending on the
client. It would seem fundamental to our Program that there
is the concept of:

Emergency Management:

The four cornerstones of which are Prevention, Preparedness,
Response and Recovery.

So: If Emergency Management is one of the main stays that
support our social program "Public Safety", we then have to
look at why and how "we" might deliver that program. Each
of the four cornerstones yield particular products and it is
possible to model them for each client group. An example is
attached in Appendix III.

E) Mega-trends in Society

In recent years it has become fashionable to try to identify major
trends in society. The books Megatrends and Megatrend 2000 have
crystallized thinking in the United States. Some of those thoughts
are incorporated here. Headings are given but explorations
relevant to emergency management are not developed here.

Globalization
technocracy
computerization
population growth and longer life spans

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public health and community wellness
environmental awareness and regulation
urbanization
energy source changes
information overload
champions
specialization
professionalism
world trade
complexity of societal issues
conflict
equality issues
collectively and neighbourhood focus
individual responsibility in society
family
vulnerability of urban lifeline systems
virtual reality and similar visual communications systems
the importance of water as a resource
the importance of networking
greater free time in developed economies

Mega-trends have application and relevance to B.C. and emergency management here. By identifying them, it helps develop emphasis, structure, and goals for the future.

urban and suburban growth in the lower mainland and Fraser Valley
increased tourism and wild-land use
retirement to the west
service rather than resource based economy
dependence on electricity
mandatory emergency planning
distance education
conservation and environmental activism

We need to identify those of importance to us in a professional context of emergency management and then draw on these trends to help strengthen our program, embrace new technologies and set directions for the 21st century thirteen years from now. A vision 2000 document showing the face of emergency management in the future should emerge.

F) OUR PROGRAM

We clearly need to make a case for our "Product". We also need to make a clear, concise, irrefutable case for our Program. The better substantiated that case, the more difficult it is to "cut the budget". There is only so much income to the provincial treasury. The best cases, that

match the governments priorities, the better the funding. We must be, and remain, a government priority. To do this, we must justify, in the most explicit terms possible, why the program is, and must remain, the government's means of delivering this portion of Public Safety.

If we cannot make that case, the Program should be dispensed with. If, by study, we can find a better or more efficient mode of delivery, the same holds true.

Elements that support the program might be:

- (i) No vested interest in any single Ministry or resource
- (ii) Unique ability to tie the individual expectations/responsibilities of individual Ministries together and provide inter-ministerial co-ordination and interface.
- (iii) We are "cheap" political insurance to combat a major provincial emergency.
- (iv) We are people focused, not industry or natural resource focused.
- (v) We can provide emergency management leadership because we are professional and driven by the concept of excellence.
- (vi) We have a unique ability to fit pieces of the broad emergency management puzzle together where that puzzle picture includes the municipal government, NGO's with emergency management interests and the volunteer - No other group (ministry/program) has an outreach to these constituencies.

G) CONTEXT

I believe that there is a contextual environment in which we work. Part of that context, apart from Political Environment, Mandate, Role, Responsibilities etc., is (i) time; and (ii) effectiveness. It might be modeled thus:

FANTASY

What the program could do with unlimited \$, mandate and intellectual ability

Preparation of a Joint Regionalized and Central office 10 year plan

DREAM

What the program could do with constrained but receptive government climate

Preparation of a Joint 5 year plan

FUTURE REALITY
A focus on what programs we can and should deliver in the near future and with what structure, emphasis and organization

Activity Plan

PROJECT NEEDS
The formation of work groups to postulate how program delivery can be accomplished with specific resources, milestones, accountability etc.

	PRESENT REALITY Existing Programs	Do Less
Really Good	Neutral	Really Bad

H) PROGRAM CHARACTER

If we agree that there are things that are not ideal and these are things that everybody feels good about, and that the latter are the right things that have merit and tie back to our mandate, then we can examine and test what characteristics the good and the bad stances of the program.
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They might be portrayed thus:

GOOD

Professional
comprehensive
open/equitable
customer/client
devolved/local

BAD

oppressive
top down
centralized
antagonistic
fear generating

They might be portrayed thus:

GOOD

BAD

devolved/local
cooperative
quality driven
accountable
responsive
anticipatory
positive
innovative
practical
partnership
community oriented

fear generating
controlling
arbitrary
thoughtless
shallow
narrow
closed
underfunded
understaffed
reactive
frustrated

current/forward looking
flexible/reflective
solution driven
service driven
explicit
able to deliver
timely
leadership
quality

division

I) Program Menu

There is a whole panoply of activities that we can embrace in the program. I would suggest that we can focus this down into a number of crisp headings. From that menu list it is then possible to select actual projects that reflect our short and long term goals, both in Victoria and in the regions, (zones).

I would suggest that the program menu might be cast thus:

strategic planning for the program

strategic delegation of responsibilities within the province,
other ministries, other levels of government

advocacy for emergency management

advocacy for the program

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program marketing

level 1 training and educating

publication development (includes videos, etc.)

public policy development now and future

ministry/branch policy development

planning for the province

hazard, risk and impact identification and assessment -
provincial & regional

staff development (our program resource)

administration of legislation and regulations delegation and
enforcement

coordination of other ministries roles

administration of grant programs

statistical data collection

level 2 volunteer management

outreach to NGO's involved in emergency management

leadership and "leading edge" analysis

Academic support for applied research

exercise management

Agreement negotiation and administration (federal/provincial,
provincial/local)

emergency management information systems

community and public relations

J) Core Principles

From an assessment of program character, one might wish to distil that the first words down into some core principles, much as was the case in the 1992/1993 activity plan. I

would see these principles as value based and again the test by which we assess the activities and attitudes of staff, as well as the delivery of our product.

Clearly, we need to give careful thought to this area to illustrate and give one example. The previous draft plan had "Elicit participation of staff in the management of the program," On the same page under "Operations", ten items are listed in three priorities. NOT ONE mentioned the regional offices, regional delivery of programs, improved communications or understanding of the regional perspectives.

While no one would refute the importance of a public stance and adherence to the idea of "quality service", we certainly are in no position to provide it. The number of calls we put on hold and the report turn around time we can offer certainly "bells the cat" from our perspective.

There are many ways to focus our interest in portraying core principles. One division we might well embrace would be: those core principles that govern the program from within. And those which guide our actions with regard to clients. The former might also be broken into two parts: that which is pertinent to headquarters and that which is pertinent to the regions.

One final point - principles are only as good as the actions attitudes and programs they underscore. Often principles and lip-service go hand in hand. We must not fall into that trap. Nor should we indulge fastuous pleasantries that have no executable content.

I would suggest from a regional perspective the following:

1. The regional programs will be client focused.

The regional offices will provide the regional perspective and advocacy necessary to shape the overall program direction in the delivery of its regional programs.

2. The regional programs will provide leadership in Emergency Management. That leadership will reflect the professionalism of the Service and the regional needs of each administrative area of the province.
3. The zones will embrace and participate in team management of the program. Regional representation

will be fully facilitated by the program and the zones will undertake to provide collective and individual input into the development and operation of the program in an atmosphere of mutual respect.

Program wide core principles might be thus:

1. The program will provide professional leadership in emergency management through the four cornerstones of prevention, preparedness, response and recovery.
2. The program will provide a decentralized and regional focus for the delivery of province wide programs such that these programs match the hazards, administrative needs, expectations, and geographic difference of each region in the province.
3. The program will provide explicit mechanisms for consultation with all four groups of volunteers regarding program delivery.
4. The program will provide explicit mechanisms to ensure that clients of the program are provided the input, information tools and liaison with which to implement or respond to provincial emergency management initiatives.

Internal Program Principles. These could be stated thus:

- 1) The program will be governed by a team approach to administration, operations, program direction, and financial accountability.
- 2) The program will be performance oriented. To accomplish this management by objectives, in modified form, will underpin each division and each regional office annual program.
- 3) The program will be quality oriented. Excellence in all operations will characterize the services provided.
- 4) The stance of the internal approach to problem solving will be pro-active, not reactive. We will actively search for and identify problem areas and aggressively find solutions in a consultative atmosphere.
- 5) Staff morale will be a focus of specific internal concern and "real" program activities.

- 6) Professionalism and self-improvement will be guiding principles for staff fulfilment. Our largest program "investment" will be in people.
- 7) Identification of workload will benchmark budgeting, staffing and program delivery. Program focus will be refined in order to tailor expectation and need to resources and equipment available.
- 8) Consistency will not overshadow common sense or implicit differences between program delivery locations.
- 9) Internal excercising of capability within PEP will be linked to cross-training, flexibility and skill level enhancement.
- 10) Innovation, utilizing the wealth of experience and contacts developed by all staff members should underpin leading edge approaches to management techniques, office equipment, idea-sharing, communications, and training within the program.

K) Elemental Goals

From the plethora of "needs" that can be identified conceptually and possibly embraced we must select those broad based, seminal goals that will shape the direction and actions of the program in the foreseeable future. Such goals must identify the broad emergency management problem, justify how it will be addressed, report on program performance, and ensure improvement.

These might be recorded thus:

- 1) **Emergency Management and Leadership, Identified Hazards of client needs**

Clear and explicit program justification will be developed in the context of emergency management leadership in the province and in the context of identified provincial hazards and provincial client needs.

- 2) **Green Paper for Government on an emergency management agency in B.C.**

The program will document and prepare a detailed statement for review by government on the need, reporting structure, funding and strategies for program delivery of a PEP mandate within the broader framework of Public Safety in the Province of British Columbia. The program will also examine and document the present and alternative philosophies of emergency

management program delivery in the Province of British Columbia and recommend to government any changed to public policy that would enhance the safety of citizens, property and the economy of British Columbia.

- 3) **Hazard, Risk and Impact Study followed by a financial incentive based reduction program.**

The Program will develop a scientifically sound and robust study of the hazards, risks and predictable impacts to which British Columbians are potentially exposed. This study will form a blueprint for the development of a comprehensive program, with financial incentives, including grants to ensure reduction and mitigation of man-made and natural hazards in the Province. The study will be encapsulated in a public document, British Colombians at Risk.

- 4) **Annual Report to Government on the "state of emergency management" in the Province.**

New legislation for emergency management in the Province is proposed. The program will, after enactment, continue to review the need for innovative regulation and public policy and will institute an annual mechanism for review and reporting to government on needs and progress in the legislated implementation of the program mandate.

- 5) **Identification of real and innovative delivery of emergency management**

The program will seek innovative and tangible ways in which to enhance the delivery of emergency management, that is to say, emergency reduction, preparedness, responses and recovery, to the three levels of government in the province, namely provincial ministries and agencies, regional districts and municipalities, to industry and business, as well as to individual citizens through improved cooperation, coordination, identification of needs and procurement of resources.

- 6) **Volunteers**

The program will continue to embrace the pool of public spirited volunteers in the delivery of specific programs in the province. The program will also offer relevant training and certification to all client groups in the province, including volunteer groups.

These six fundamental goals meet the tests of:

(i) Identifying the problem and laying out the need for it to be dealt with not only by the individual but by society because of the grave implications to our social and economic fabric if we do not.

(ii) Providing an organizational framework with the provincial government for the emergency management component of Public Safety. This might well differ from the present system. "Efficiency" would drive the analysis in the green paper.

(iii) Providing a mechanism for accountability, not only for the eventual program, but for the politician. An explicit annual "state of the nation" report would reflect how both have lived up to their social contract.

(iv) Providing a climate in which new ideas on implementing emergency management thrive and develop.

(v) Cultivate and develop those constituency groups with a direct interest in various aspects of emergency management in British Columbia.

L) Program Structure

The suggestion has been made that the program should report in a different fashion than through Police Services. Reporting is immaterial if the program is (i) effective in government and can fulfil it's assigned mandate and (ii) it can procure funding commensurate with that mandate.

Some would see the Director report directly to the Premier or the Deputy Premier, as is the California model. Some would see a Ministry for Public Safety incorporating all with public safety responsibilities separated from the judicial administration of justice. Some would see us in a different Ministry, e.g. Government Management Services or Municipal Affairs. Location should be governed by effectiveness and adequacy of funding. The program should have Branch status and should be renamed Provincial Emergency Management Branch.

Organization at present differs from some other models. I would suggest the following:

1.) Headquarters

Director (span of control 4)

reports to

Director Assistant Director (span of control 6)

reports to Assistant Director
 Manager, Emergency Management - prevention
(as above) Manager, Emergency Management - preparedness
 " " Manager, Emergency Management - response and operations

 " " Manager, Emergency Management - recovery
reports to Director
 Manager, Provincial Communications Systems
reports to Assistant Director
 Manager, Research, Development and Academic Liaison
reports to Director
 Manager, Provincial Planning and Policy
reports to Assistant Director
 Manager, Finance, Financial Assistance and Grants
reports to Director
 Manager, Special Projects and Federal/Provincial Liaison

These staff would be supported by Policy and statistical analysis staff, as well as the normal administrative support.

2.) PEP Academy

Director (span of control 6)
Lectures Emergency Management Prevention
 " " " Preparedness & Planning
 " " " Response & Objectives
 " " " Recovery

Lectures, Search and Rescue
Lectures, Emergency Management Technology

Plus lectures for ESS (separate funding) and support staff

3.) Regional Staff

Regional Manager
Municipal Programs Officer
Training and Exercise Operations Officer
Administrative Assistant (full time)

M. Program Objectives

Using the program goals as an underpinning, we can clearly develop Program Objectives in three time traces; short term, near term and long term. These can then be allocated to the three instruments

presently identified in PEP for program delivery, namely the Victoria Headquarters, the Regiona, (Zones) and the PEP Academy.

The test of objectives is this; can they meet the alliteration of what, where, when, why and how? Each objective must address these questions in order to be a fully complete and actionable objective.

Objectives would also normally be grouped, typically under the menu headings developed in the Program framework evaluation.

Thus the Program objectives might be stated as follows for the Zones:

Suggested Short Term Objectives, Justice Institute

Create Academy as a Centre of Excellence

The present universities and colleges do not view emergency management as a recognized entity. The J.I. PEP Academy has the opportunity through an Emergency Management Training Advisory Council to provide Provincial Leadership in Emergency Management.

Complete review of existing course offerings and client training needs province wide.

In order to provide a budget bench-mark, the program needs to determine why there is a disparity between present course delivery and client acceptance. The program also needs to assess what client needs can be documented.

Fee for service offerings and income.

The Academy should be able to develop this market. An examination should be made of the marketability of:

- plan writing
- writing and running exercises
- identifying hazards in your building
- post earthquake inspection
- EOC training for business
- business recovery
- emergency response team training
- collapsed structure rescue

Certification and Currency Standards

The J.I. should establish standards for all emergency management courses offered including those to municipalities. Standards should be verified by multiple choice examinations. Once certificates have been conferred, a currency accreditation system

should be established.

Course offering should match the cornerstone concept of emergency management. Much of the present curriculum is oriented to response. The other three components of emergency management should be taught. Emphasis should be placed on reduction/mitigation of hazards and a recovery from incidents.

Teaching range and workload analysis

As a bench-mark to funding in conjunction with the Ministry of Advanced Education, the J.I. Academy should undertake a full and complete study of staffing needs.

Student Database

The J.I. Academy should maintain an accurate current computerized database on all students by employer, geographical location, Region page 9(1) and including their course grades, currency, and certificates held by zone.

Suggested Medium Term Objectives - Justice Institute

Workshops - The J.I. should be the leader in providing symposia, conferences and workshops in emergency management topics.

University Accredited Courses

The likelihood of an Emergency Management degree granting by a B.C. University seems somewhat in the future. In the meantime, the J.I. should explore the possibility of being a corresponding agency with the University of or a Webster University to offer undergraduate and Master's Level courses. In the longer term, the Academy should provide leadership in the province in providing a focus for future emergency management degree granting status at a provincial institution.

Advisory Council/Committee

With the aid and concurrence of Victoria, the Academy should appoint a Provincial Emergency Management Advisory Group. This group should represent the client groups training presently reaches as well as those we feel it should reach.

1. Service to Municipal & Area Coordinators and ESS Directors.
2. Service to the general public in the zone, (call-ins for advice, pamphlets, etc.)
3. Advice and support to regional SAR, ESS, Ham Radio, and PEP Air designated representatives; presentation to Teams.
4. Participation in Joint Programs, (cross regional training, cross border activities)
5. Advice to Ministries, (talks, review of plans, participation in meetings, etc.)
6. Advice to Crowns, (talks, review of plans, participation in meetings, etc.)
7. Advice to Industry and Commerce, (talks, review of plans, participation in meetings, etc.)
8. Preparation and review of emergency plans developed in the region.
9. Preparation of articles, papers, etc. for publication
10. Teaching and instructing
11. Self Improvement, (courses, accreditation programs, conference attendance, self study, etc.)
12. Training organization and supervision, (who takes Arnprior courses, arranging regional courses, workshops, etc.)
13. Committee responsibilities - corporate, (e.g. EPICC, Emergency Preparedness Conference, Regional Emergency Management Committees).
14. Committee responsibilities - Crown, (e.g. Crown Management Group Environment Committee)
15. Committee responsibilities - Ministries and Regional District, (e.g. Care facility licensing, Freshet, etc.)
16. Professional Organization Participation, (e.g. Emergency Planners and Manager's Association, Risk Management Association, etc.).

17. Grant reviews, (e.g. JEPP, Municipal Grants in aid, etc.).
18. Strategic planning
 - Visions for the Zone
 - Part I Mgmt. by Objectives
 - Part II Current Quarter Program
 - Part III EPIS Regional Outline
 - Part IV 1993-1994 Budget Recommendations
 - Part V Regional Statistics & Strategic Plan
 - Part VI Challenges for 2000 & Beyondalso, Regional plan GVRD, Critical Infrastructure, etc.
19. Program marketing, (mall displays, media relations, talks, E.P. Week, etc.)
20. Recognition of Volunteers and support staff
21. Staff Development, Career Path planning
22. Staff coverage, (regional manager alternates back up for Operational tasks, etc.)
23. Operational tasks, (incident commander for major events)
24. Equipment management, (vehicles, MFU's, sandbags, radios, etc.)
25. Miscellaneous requests for assistance or review, (e.g. Recco strips, 911 system, etc.).
26. Politics, (explaining program, providing Ministerial briefings for incidents, etc.).
27. Advocacy, (developing programs to ensure rational understanding and change).

PROVINCIAL EMERGENCY PROGRAM

AN ANALYTICAL MODEL

LOOKING TO THE FUTURE

ELEMENTAL GOALS:

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(v) Cultivate and develop those constituency groups with a direct interest in various aspects of emergency management in British Columbia.

public health and community well-ness
environmental awareness and regulation

- urbanization
- energy source changes
- information overload
- champions
- specialization
- professionalism
- world trade
- complexity of societal issues
- conflict
- equality issues
- collectively and neighbourhood focus
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- family
- vulnerability of urban lifeline systems
- virtual reality and similar visual communications systems
- the importance of water as a resource
- the importance of networking
- greater free time in developed economies

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- 1) The regional programs will be client focused. The zone offices will provide the regional perspective and advocacy necessary to shape the overall program direction in the delivery of it's regional programs.
- 2) The regional programs will provide leadership in emergency management. That leadership will reflect the professionalism of the service and the regional needs of each administrative area of the province.
- 3) The zones will embrace and participate in team management of the program. Regional representation will be fully facilitated by the program and the zones will undertake to provide collective and individual input into the development and operation of the program in an atmosphere of mutual respect.

Program wide core principles might be thus:

- 1) The program will provide professional leadership in emergency management through the four cornerstones of prevention, preparedness, response and recovery.
- 2) The program will provide a decentralized and regional focus for the delivery of province wide programs such that these programs match the hazards, administrative needs, expectations, and geographic differences of each zone in the province.
- 3) The program will provide explicit mechanisms for consultation

with volunteers regarding program delivery.

- 4) The program will provide explicit mechanisms to ensure that clients of the program are provided the input, information tools and liaison with which to implement or respond to provincial emergency management initiatives.

Internal Program Principles. These could be stated thus:

The program will be governed by a team approach to administration, operations, program direction, and the

Program Menu

There is a whole panoply of activities that we can embrace in the program. I would suggest that we can focus this down into a number of crisp headings. From that menu list it is then possible to select actual projects that reflect our short and long term goals, both in Victoria and in the regions, (zones).

I would suggest that the program menu might be cast thus:

strategic planning for the program

strategic delegation of responsibilities within the province, other ministries, other levels of government

advocacy for emergency management

advocacy for the program

level 1 training and educating

publication development (includes videos, etc.)

public policy development now and future

ministry/branch policy development

planning for the province

hazard, risk and impact identification and assessment - provincial & regional

staff development (our program resource)

administration of legislation and regulations delegation and enforcement

coordination of other ministries roles

administration of grant programs

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statistical data collection

level 2 volunteer management

outreach to NGO's involved in emergency management

leadership and "leading edge" analysis

Academic support for applied research

exercise management

Agreement negotiation and administration (federal/provincial,
provincial/local)

emergency management information systems

community and public relations

program marketing

Program Structure

The suggestion has been made that the program should report in a different fashion than through Police Services. Reporting is immaterial if the program is (i) effective in government and can fulfil it's assigned mandate and (ii) it can procure funding commensurate with that mandate.

Some would see the Director report directly to the Premier or the Deputy Premier, as is the California model. Some would see a Ministry for Public Safety incorporating all with public safety responsibilities separated from the judicial administration of justice. Some would see us in a different Ministry, e.g. Government Management Services or Municipal Affairs. Location should be governed by effectiveness and adequacy of funding. The program should have Branch status and should be renamed Provincial Emergency Management Branch.

Organization at present differs from some other models. I would suggest the following:

1.) Headquarters

Director (span of control 4)

reports to

Director Assistant Director (span of control 6)

reports to Assistant Director

Manager, Emergency Management - prevention

(as above) Manager, Emergency Management - preparedness

" " Manager, Emergency Management - response and operations
" " Manager, Emergency Management - recovery
reports to Director
Manager, Provincial Communications Systems
reports to Assistant Director
Manager, Research, Development and Academic Liaison
reports to Director
Manager, Provincial Planning and Policy
reports to Assistant Director
Manager, Finance, Financial Assistance and Grants
reports to Director
Manager, Special Projects and Federal/Provincial Liaison

These staff would be supported by Policy and statistical analysis staff, as well as the normal administrative support.

2.) PEP Academy

Director (span of control 6)
Lectures Emergency Management Prevention
" " " Preparedness & Planning
" " " Response & Objectives
" " " Recovery
Lectures, Search and Rescue
Lectures, Emergency Management Technology

Plus lectures for ESS (separate funding) and support staff

3.) Regional Staff

Regional Manager
Municipal Programs Officer
Training and Exercise Operations Officer
Administrative Assistant (full time)

Program Objectives

Using the program goals as an underpinning, we can clearly develop Program Objectives in three time traces; short term, near term and long term. These can then be allocated to the three instruments presently identified in PEP for program delivery, namely the Victoria Headquarters, the Regiona, (Zones) and the PEP Academy.

The test of objectives is this; can they meet the alliteration of what, where, when, why and how? Each objective must address these questions in order to be a fully complete and actionable objective.

Objectives would also normally be grouped, typically under the menu headings developed in the Program framework evaluation.

Thus the Program objectives might be stated as follows for the Zones:

Suggested Short Term Objectives, Justice Institute

Create Academy as a Centre of Excellence

The present universities and colleges do not view emergency management as a recognized entity. The J.I. PEP Academy has the opportunity through an Emergency Management Training Advisory Council to provide Provincial Leadership in Emergency Management.

Complete review of existing course offerings and client training needs province wide.

In order to provide a budget bench-mark, the program needs to determine why there is a disparity between present course delivery and client acceptance. The program also needs to assess what client needs can be documented.

Fee for service offerings and income.

The Academy should be able to develop this market. An examination should be made of the marketability of:

- plan writing
- writing and running exercises
- identifying hazards in your building
- post earthquake inspection
- EOC training for business
- business recovery
- emergency response team training
- collapsed structure rescue

Certification and Currency Standards

The J.I. should establish standards for all emergency management courses offered including those to municipalities. Standards should be verified by multiple choice examinations. Once certificates have been conferred, a currency accreditation system should be established.

Course offering should match the cornerstone concept of emergency management. Much of the present curriculum is oriented to response. The other three components of emergency management should be taught. Emphasis should be placed on reduction/mitigation of hazards and a recovery from incidents.

Teaching range and workload analysis

As a bench-mark to funding in conjunction with the Ministry of Advanced Education, the J.I. Academy should undertake a full and complete study of staffing needs.

Student Database

The J.I. Academy should maintain an accurate current computerized database on all students by employer, geographical location, Region and including their course grades, currency, and certificates held by zone.

Suggested Medium Term Objectives - Justice Institute

Workshops - The J.I. should be the leader in providing symposia, conferences and workshops in emergency management topics.

University Accredited Courses

The likelihood of an Emergency Management degree granting by a B.C. University seems somewhat in the future. In the meantime, the J.I. should explore the possibility of being a corresponding agency with the University of or a Webster University to offer undergraduate and Master's Level courses. In the longer term, the Academy should provide leadership in the province in providing a focus for future emergency management degree granting status at a provincial institution.

Advisory Council/Committee

With the aid and concurrence of Victoria, the Academy should appoint a Provincial Emergency Management Advisory Group. This group should represent the client groups training presently reaches as well as those we feel it should reach.

Mega-trends in Society

In recent years it has become fashionable to try to identify major trends in society. The books Megatrends and Megatrend 2000 have crystallized thinking in the United States. Some of those thoughts are incorporated here. Headings are given but explorations relevant to emergency management are not developed here.

- Globalization
- technocracy
- computerization
- population growth and longer life spans

APPENDIX I

1. Service to Municipal & Area Coordinators and ESS Directors.
2. Service to the general public in the zone, (call-ins for advice, pamphlets, etc.)
3. Advice and support to regional SAR, ESS, Ham Radio, and PEP Air designated representatives; presentation to Teams.
4. Participation in Joint Programs, (cross regional training, cross border activities)
5. Advice to Ministries, (talks, review of plans, participation in meetings, etc.)
6. Advice to Crowns, (talks, review of plans, participation in meetings, etc.)
7. Advice to Industry and Commerce, (talks, review of plans, participation in meetings, etc.)
8. Preparation and review of emergency plans developed in the region.
9. Preparation of articles, papers, etc. for publication
10. Teaching and instructing
11. Self Improvement, (courses, accreditation programs, conference attendance, self study, etc.)
12. Training organization and supervision, (who takes Arnprior courses, arranging regional courses, workshops, etc.)
13. Committee responsibilities - corporate, (e.g. EPICC, Emergency Preparedness Conference, Regional Emergency Management Committees).
14. Committee responsibilities - Crown, (e.g. Crown Management Group Environment Committee)
15. Committee responsibilities - Ministries and Regional District, (e.g. Care facility licensing, Freshet, etc.)
16. Professional Organization Participation, (e.g. Emergency Planners and Manager's Association, Risk Management Association, etc.).

17. Grant reviews, (e.g. JEPP, Municipal Grants in aid, etc.).
18. Strategic planning
 - Visions for the Zone
 - Part I Mgmt. by Objectives
 - Part II Current Quarter Program
 - Part III EPIS Regional Outline
 - Part IV 1993-1994 Budget Recommendations
 - Part V Regional Statistics & Strategic Plan
 - Part VI Challenges for 2000 & Beyondalso, Regional plan GVRD, Critical Infrastructure, etc.
19. Program marketing, (mall displays, media relations, talks, E.P. Week, etc.)
20. Recognition of Volunteers and support staff
21. Staff Development, Career Path planning
22. Staff coverage, (regional manager alternates back up for Operational tasks, etc.)
23. Operational tasks, (incident commander for major events)
24. Equipment management, (vehicles, MFU's, sandbags, radios, etc.)
25. Miscellaneous requests for assistance or review, (e.g. Recco strips, 911 system, etc.).
26. Politics, (explaining program, providing Ministerial briefings for incidents, etc.).
27. Advocacy, (developing programs to ensure rational understanding and change).

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