

Service Plan for Protective Services

2016-2019
2019

Capital Regional District

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1 Overview

1.1 Division & Service Summary

The Protective Services Division is focused on planning, administration and operation for public safety, emergency management and response, and bylaw and animal care services. The division manages services of both a regional and local electoral area nature. Included in this division are:

- **Regional services** including Hazmat Response, 911 Call Answer and Regional Emergency Support
- **Sub-regional services** including Fire Dispatch, Animal Care and Bylaw
- **Electoral Area services** including Fire Protection, Emergency Management and Search and Rescue

The purpose of Protective Services is to maintain a comprehensive Emergency Management and Response Organization to ensure appropriate and timely response to emergency incidents in our areas of responsibility (regional, sub-regional and electoral areas).

Bylaw and Animal care respond to complaints, seek voluntary compliance and use regulatory and legal enforcement options to enforce bylaws in the three Electoral Areas for noise, nuisance and unsightly premises, as well as soil deposit and removal in the Juan de Fuca (JdF) Electoral Area (EA).

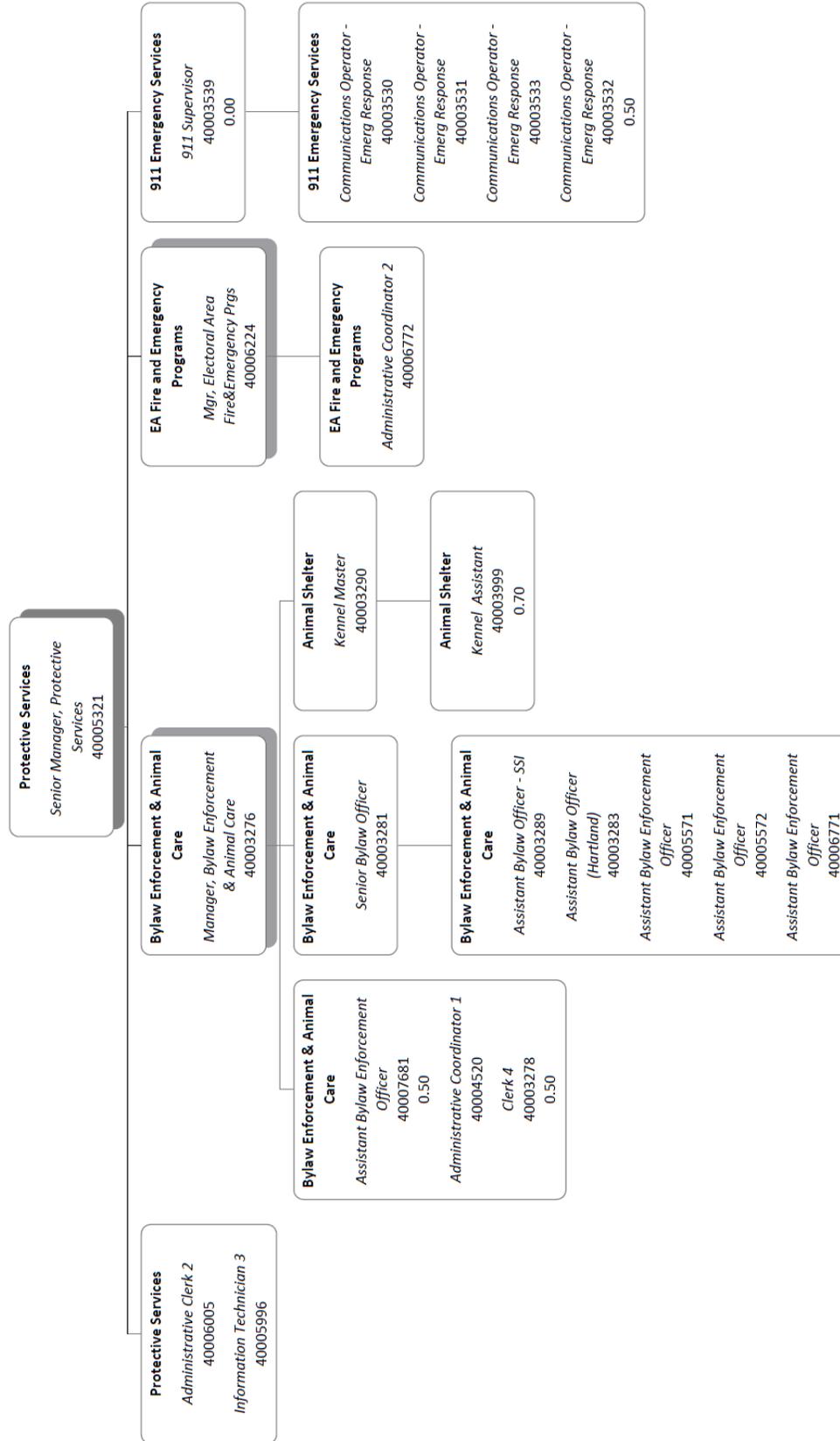
Service Purpose, Role or Overview	Participants	Funding Sources	CRD Board Committee and/or Commission Reporting Structure
911 Call Answer (Regional) Administration and oversight of 911 Call Answer services within the Capital Regional District	Police, Fire and Ambulance Dispatch	Call Answer Levy	Planning and Protective Services Committee (PPSC)
Hazmat Response (Regional) Operation and administration of the regional Emergency Hazardous Material Response team in partnership with the region's fire departments	Regional service includes members from fire departments across the region. Japan Gulch Water Treatment Plant staff cross trains with the Hazmat team for preplanning responses	Regional Requisition	PPSC CRD EHT Advisory Group Operational Working Group (Team members, Advisory Group reps and CRD)
CRD Emergency Management Responsible for local emergency management programs in each of the electoral areas supported centrally by the CRD Emergency Operations Centre (EOC). Provision of 24/7 On Call Duty Emergency Manager, Operation of Regional/EA Emergency Communications Centres. The CRD EOC will provide support to internal departments and external agencies during emergencies. Support provided to departmental emergencies such as those affecting water systems or other CRD assets, through Advance Planning, response and After Action reviews.	EA Emergency Programs, all departments	General legislative funding for corporate initiatives, local EA requisitions for each local EA program	Emergency Management Committee (EMC) Emergency Coordination Committee (ECC) Electoral Area Services Committee (EASC) Southern Gulf Islands (SGI) Advisory Commission JdF Emergency Planning Committee Salt Spring Island (SSI) Emergency Responders Planning Group

<p>Regional Emergency Management Coordination (Regional)</p> <p>Developed to provide a coordinating role for resource and information sharing among local municipal and electoral area programs, supported by the CRD Local Government Emergency Program Advisory Commission (LGEPAC) and Regional Emergency Planning Advisory Commission (REPAC). One FTE allocated to the Regional Emergency Management Partnership (REMP) supported through PS staff and strategic direction.</p>	<p>Municipal and EA Emergency Programs</p>	<p>Regional Requisition</p>	<p>PPSC LGEPAC REPAC REMP</p>
<p>Fire Dispatch (Sub-Regional)</p> <p>Operational management of fire dispatch for the three electoral areas (JdF, SGI and SSI) along with participating municipalities (Sooke, Metchosin, Langford and Highlands)</p>	<p>Fire Departments in Sooke, Metchosin, Highlands, Langford, EA Fire departments and EA Emergency Programs</p>	<p>Requisition of participating jurisdictions</p>	<p>PPSC Working group of fire department representatives</p>
<p>Bylaw Services (Sub-Regional)</p>	<p>All EAs, District of Highlands, and District of Metchosin, internal customers</p>	<p>Requisition and internal recoveries for the EA</p> <p>Fee for service to District of Highlands and District of Metchosin and internal customers</p>	<p>EASC</p>
<p>Animal Care Services (Sub-Regional)</p>	<p>All EA, the Highlands, Metchosin, Sooke, Colwood, Langford, View Royal, Central Saanich, North Saanich, Saanich and Sidney</p>	<p>Requisition for the EA, Highlands, Sooke and Metchosin. By contract for Colwood, Langford, View Royal, Central Saanich, North Saanich, Saanich, and Sidney</p>	<p>EASC</p>
<p>EA Emergency Coordination Oversight and administration of the Electoral Area Emergency Programs</p>	<p>Support to all three EA</p>	<p>Funding for two FTE is provided through a requisition to the three EAs</p>	<p>EASC</p>
<p>SGI Emergency Program</p> <p>Operation of a community based emergency management program that is supported by the CRD EOC and meets the needs of the local residents and area</p>	<p>SGI</p>	<p>Funded by requisition to the SGI EA</p>	<p>EASC</p>

SSI Emergency Program Operation of a community-based emergency management program that is supported by the CRD EOC and meets the needs of the local residents and area	SSI	Funded by requisition to the SSI EA	EASC
JdF Emergency Program Operation of a community based emergency management program that is supported by the CRD EOC and meets the needs of the local residents and area	JdF	Funded by requisition to the JdF EA	EASC
JdF Search and Rescue (JdF SAR) Program oversight and administration for the JdF SAR service	JdF	Funded by requisition to the JdF Response costs covered by EMBC	EASC
SSI Search and Rescue (SSI SAR) Financial support to the SSI SAR Society to cover overhead (non-operational) costs	SSI	Funded by requisition to the SSI EA	EASC
EA Fire Services Oversight and support of and to Fire and Rescue Commissions and services	All residents and visitors within jurisdiction set out in establishing bylaw	Funded by requisition to the residents of the service area	EASC

1.2 Organization Chart

Protective Services



1.3 Key Trends, Issues & Risks – Service Specific

- Changes in technology from the consumer side (cell phones, texting, social media, and GPS locations) have driven the need to enhance technology at the service side and look at the integration of information and technology throughout the emergency management and response areas
- Increasingly the public expects instantaneous advice and direction when events do occur (earthquake/tsunami warnings). From the service side, this is driving the need for mass notification systems and the ability to integrate situational awareness and emergency management information into and within the EOC.
- Over the past several years, focus has been on the creation of efficiencies within existing budgets in order to meet higher community expectations. These efficiencies have now been realized. Further service level increases will require budgetary expansions.
- The CRD has been chosen by the Auditor General for Local Government to undergo an audit of our emergency management program including all service area emergency plans. The audit report expected to be completed in October of 2018.
- A process for First Nations engagement has commenced. It is expected this will enhance FN engagement in regional emergency preparedness and will align with EMBC and REMP initiatives.
- Collaborations on service improvement has resulted in the establishment of the Regional Emergency Management Partnership (REMP) with Emergency Management BC (EMBC), which is designed to improve regional emergency planning for cross jurisdictional disasters in alignment with provincial level planning and a regional concept of operations.
- The unification of 911 and Police Dispatch services and building of the South Island Communications Centre to support police responders within the region is underway and is expected to be operational January 2019.
- Recently, the Office of Fire Commissioner (OFC) has established a new *Fire Services Act* that may have impact on CRD service requirements related to fire investigations and inspections. The associated regulations are in development and will dictate service expectations on regional jurisdictions. Regional districts are lobbying to have input on these new regulations.

Regional Services

- 911 Call Answer Support:
 - Public is increasingly engaged with events resulting in increases in number of calls per incident.
 - Increased call volumes put pressure on staffing levels.
 - Expectations of the public to be able to connect with 911 across a wide array of technologies.
 - Provincial take-over of responsibility for Public-Safety Answering Point (PSAP) services and call answer levies is a possibility along with attendant reduction in revenues.
 - Construction of the South Island Communications Centre that will house the unified 911 call answer and police dispatch services for the region is underway with an anticipated completion of January 1, 2019.
 - Ability of BCEHS to accept medical calls in a timely fashion causing delays and transfer of calls from 911 centre.
- Hazmat Response:
 - Increasingly the public is less tolerant of the occurrence of hazardous materials incidents and when they do occur the expectation is for a rapid and effective response.
 - The provision of the service requires ongoing training to ensure safety and efficiency.

- Structure and staffing of the service requires ongoing participation of the partner fire departments many of which are unionized. As training by necessity must occur outside of regular duty hours for these individuals, significant overtime costs are incurred.
- Reliance on cooperation of all fire departments to support integration of career, paid on call and volunteer fire-fighters (FFs)
- Potential for Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) attack due to proximity of Parliament building is being highlighted by the Legislature
- Regional Emergency Support:
 - Increased frequency and complexity of emergency events
 - Heightened public awareness and concern regarding lack of readiness/response capability
 - Increasing educational requirement expectations of volunteers (time commitment)
 - Challenges to provide timely information out to residents and integrate situational awareness into EOC operations may compound the severity of any local or regional disaster
 - CRD Regional communications centre's ability to facilitate timely communications during major events
 - Challenges with training and maintaining Emergency Communications Centre volunteer operators
 - Challenges in establishing, training and maintaining skill sets for EOC staff
 - The REMP MOU with the province will improve regional coordination during large scale emergencies
 - Changing demographics in rural areas leading to aging volunteers or part-time residents leads to reduction in available volunteers for critical programs
 - The Province introduced the Alert Ready mass notification system on April 6, 2018. This required that CRD notification processes align for consistency of messaging during emergencies.

Sub Regional Services

- Fire Dispatch:
 - Increased political impetus to move to a regional fire dispatch model
 - Continually increasing call volumes
 - Imminent change to 700 MHz spectrum for all first responder agencies, may have significant impact on equipment budgets.
 - Interoperability capacity between response services
 - Continued changes to technology need to be strategically addressed in conjunction with 911 Call Answer or we will lose the high-level of service currently achieved.
 - Interdependency between dispatch centres including technical and wired connectivity
- Bylaw and Animal Care Services:
 - Loss of current contracts could further decrease service capability and economy of scale
 - BCSPCA no longer providing veterinarian services to strays, this now falls on regional animal care service to cover. This is not covered under existing contracts.
 - Legal costs for animal control is increasing and not provided for under existing contracts.
 - Clean Air bylaw enforcement with new cannabis legislation
 - Increased bylaw enforcement of dog control in CRD Parks areas

Electoral Area Services

- Electoral Area Emergency Coordination and Fire Services:
 - Public expectations of government's ability to provide leadership and restoration of service following major incidents continue to increase.
 - Focus of the program has to continue to reflect each community's specific and unique needs to ensure that the emergency program is able to respond appropriately in an all-hazards manner to any incident.
 - Changing demographics in rural areas leading to aging volunteers or part-time residents points to reduction in available volunteers for critical programs
 - SSI Emergency Program requires new seismic resilient facilities for EOC

- Support levels for emergency programs can vary
- Climate change continues to impact frequency and severity of weather events (wildfire risks, drought, severe winter storms etc.)
- Decreasing availability of volunteers can limit program and response capability and effectiveness of volunteer emergency programs and commissions.
- Provincial Fire Commissioners Office has created new requirements tying service levels to specific training/staffing/equipment levels resulting in some significant challenges potentially impacting long-term viability of smaller volunteer based fire services.
- Increasing challenges in meeting administrative burdens of many EA fire departments with current model
- Ongoing and increasing pressures on volunteer recruitment and retention as well as issues related to training for all volunteer based EA services (Fire departments and Emergency Programs)
- Significant challenge in ability to meet and maintain compliance with new OFC Playbook fire service guidelines in all service areas
- The new Fire Services Act that may have impact on CRD service requirements related to fire investigations and inspections

1.4 Link to Priorities

PUBLIC ENGAGEMENT & COMMUNICATIONS

- Develop public participation strategies, including implications and performance metrics, as part of all major initiatives and implement more options for two-way dialogue and engagement
- Share stories of collaboration and accomplishments

PROTECTIVE SERVICES

- Collaborate with partners to prepare for, respond to and recover from emergencies

EDUCATION, OUTREACH & INFORMATION

- Demonstrate transparency and increase visibility through the provision of accessible, relevant, timely and usable data and information

2 Services

2.1 Service Levels

Service Level Adjustments in Role/Scope		
Service	Base Year	Year 4 (2019)
911 Call Answer	Working with PSAPs on unification model	Adjust to meet service levels, as needed
Hazmat Response	Focus training maintaining response capacity and multi-agency response	Adjust to meet service levels, as needed
CRD Emergency Management	Local electoral area emergency planning and response support	Adjust to meet service levels, as needed
Regional Emergency Management Coordination	Partnering with Province for enhanced Regional Cooperation	Adjust to meet service levels, as needed
Fire Dispatch	Implementation of full service fire dispatch	Review & assess feasibility of a regional fire dispatch service

Bylaw and Animal Care Services	Bylaw officers working 7 days/week from 8 am to 6 pm A bylaw officer on call for issues from 6 pm to 8 am and all day long on Statutory holidays	Adjust to meet service levels, as needed
EA Coordination	Partnering with Province for enhanced Regional Cooperation	Adjust to meet service levels, as needed
SGI Emergency Program	Focus training maintaining response capacity Focus on integrated emergency exercises with CRD EOC and multiple EAs	Adjust to meet service levels, as needed
SSI Emergency Program	Focus training maintaining response capacity Focus on integrated emergency exercises with CRD EOC and multiple EAs	Adjust to meet service levels, as needed
JdF Emergency Program	Focus training maintaining response capacity Focus on integrated emergency exercises with CRD EOC and multiple EAs	Adjust to meet service levels, as needed
JdF SAR	Focus training maintaining response capacity	Adjust to meet service levels, as needed
EA Fire Services	Implement strategies to meet OFC guidelines	Review & Assess

2.2 Workforce Considerations

Regional

Workforce (FTEs)					
Service	Base Year	Year 1 (2016)	Year 2 (2017)	Year 3 (2018)	Year 4 (2019)
911 Call Answer	3.5	3.5	3.5	3.5	0 E-Comm assumes 911 contract
Hazmat Response	73 (Non CRD)	80 (Non CRD)	80 (Non CRD)	60 (Non CRD)	60 (Non CRD)
CRD Emergency Management	5	5	5	5	5
Total	8.5	8.5	8.5	8.5	5

Sub-Regional

Workforce (FTEs)					
Service	Base Year	Year 1 (2016)	Year 2 (2017)	Year 3 (2018)	Year 4 (2019)
Bylaw and Animal Care	10.2	10.2	10.2	10.7*	10.7
Total	10.2	10.2	10.2	10.7	10.7

Both services were combined as of February 1, 2015 and will be blended into one budget in future years.

**0.5 FTE increased to support Bylaw enforcement in Parks*

Electoral Area

Workforce (FTEs)					
Service	Base Year	Year 1 (2016)	Year 2 (2017)	Year 3 (2018)	Year 4 (2019)
Emergency Management	*	*	*	*	*
Emergency Programs	1.5 (non-CRD)	1.5 (non-CRD)	1.5 (non-CRD)	1.5 (non-CRD)	1.5 (non-CRD)
JdF SAR	0.5 (non-CRD)	0.5 (non-CRD)	0.5 (non-CRD)	0.5 (non-CRD)	0.5 (non-CRD)
Total	2.0	2.0	2.0	2.0	2.0

** 5 FTE split between Regional and Electoral Area Emergency Management.*

3 Divisional Initiatives & Budget Implications

Title & Estimated Completion Date	Description	Priority	Budget Implications
2019			
Regional Emergency Management Coordination	Continued work on coordinated response protocols, (i.e., tsunamis), along with continued efforts in coordinated public education such as the workbook Upgrade Emergency Communications Infrastructure Acquire emergency management and situational awareness software platform for EOC and operational departments	Protective Services	Core Budget \$45,000 one-time supplemental and \$12,000/A adjusted for inflation ~\$8,000 above current EM software budget continuous supplementary
EA Fire Services	Ensure record keeping requirements of the Fire Commissioner Playbook are met Integrate long-range capital planning into budgets	Protective Services	Core Budget
911 Amalgamation	Complete 911 amalgamation	Protective Services	

4 Goals & Performance Indicators

Service Goals	Indicators or Measures
Maintain and Enhance Public Safety through Emergency Management and Response	<ul style="list-style-type: none"> • # of Emergency Operations Centre staff training exercises annually* (target 2 per year) • 95% of 911 calls handled within 15 seconds • Number of volunteers registered in electoral area emergency programs* (baseline 900 volunteers in 2015) • Ensure a minimum of 60 hazmat technicians and 40 Juan De Fuca Search & Rescue members are trained over 3 years • # of CRD educational workshops delivered or partnered on annually* (target minimum of 33)
Ensure Quality Animal Care Services for Region	<ul style="list-style-type: none"> • Rehome more than 90% of dogs and cats from CRD animal care facilities annually

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