



# RECOVERY GUIDE

FOR LOCAL AUTHORITIES  
AND FIRST NATIONS



Emergency  
Management **BC**

*This document has been released for Local Authority and First Nations with the caveat that it is under development and will continue to be updated through lessons learned, further engagement and subject matter input.*

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# 1. INTRODUCTION

## 1.1 ABOUT THIS GUIDE

This document is intended to guide local authorities and First Nations as they plan for post-disaster recovery. It is scalable and can be used from a small event (e.g. single apartment fire) to a large event (e.g. wildfire event). It includes:

- Planning considerations for community recovery;
- Guidance for priority actions during recovery phases;
- Infrastructure recovery; and
- Demobilization.

This guide does not include a comprehensive list of all recovery activities or pre-disaster planning considerations.

For more information about recovery operations, including roles and responsibilities and coordination mechanisms, see the [Interim Provincial Disaster Recovery Framework](#).

## 1.2 WHO IS THIS GUIDE FOR?

This recovery guide is for local authorities and First Nations in British Columbia (BC) who are seeking guidance on key recovery activities. It is intended for use by Emergency Program Coordinators, Community Recovery Managers, and other practitioners who lead emergency management efforts at the community level.

### EMBC, LOCAL AUTHORITIES AND FIRST NATIONS

EMBC is the Province's lead coordinating agency for all emergency management activities. This work is done in collaboration with **local authorities and First Nations** in BC, acknowledging that each may have unique cultural and legislative emergency management considerations.

- *Local authorities* refer to municipalities, regional districts, and Treaty First Nations who have specific legislated emergency management requirements set out in the *Emergency Program Act (EPA)*.
- *First Nations* refers to on-reserve communities that are supported by EMBC through a 10-year bilateral agreement signed in 2017 with Indigenous Services Canada (ISC). While ISC holds the legislated responsibility for emergency management activities on First Nations Reserve Lands, the Agreement enables EMBC to provide First Nations with the full range of emergency management services.

## 2. RECOVERY

There are four pillars of emergency management: mitigation, preparedness, response, and recovery. Recovery is the phase of emergency management which aims to:

- Repair communities affected by a disaster;
- Restore conditions to an acceptable level or, when possible, improve them; and
- Restore self-sufficiency and increase resilience in individuals, families, organizations, and communities.

**Resilience:** Resilience is the capacity to recover quickly from disaster. It includes the ability to cope or adapt in the face of adversity, trauma, tragedy, threats or stress.

Recovery consists of three stages: short-term, medium-term, and long-term. The timing of the transition between these stages will vary depending on the circumstances. Short-term activities begin as soon as possible following a disaster, generally after life-saving actions are complete.

Recovery is community-led, complex, and can take years to complete. It requires a collaborative effort from many partners to build resilience.

When moving through the stages of recovery, communities will need to:

- Set priorities for recovery;
- Articulate the roles and responsibilities of all parties involved;
- Set realistic milestones for gauging how much progress has been made; and
- Ensure the effective transfer of knowledge, expertise, services and support.

A well-managed community recovery can mitigate both short and long-term impacts and can allow impacted communities to introduce improvements that would not otherwise have been possible. Key benefits for local authorities and First Nations engaging in community recovery include:

**Reduce Human Suffering** through a coordinated recovery effort that directly helps residents of BC return to normal as quickly as possible.

**Protect Community Culture** by bringing together the community to support those residents most impacted. The entire character of a community can be influenced by how its leaders manage the recovery process.

**Reduce Economic Losses** by using the recovery process to encourage growth in every sector of the local economy. Successful recovery means greater market share for new businesses and non-government organizations seeking a place to set up shop.

**Enhance a Sustainable Community** by promoting disaster risk reduction, resilience, and “build back better” so that residents are better able to withstand future disasters.

***Build Back Better:*** This refers to more than just infrastructure. It’s an opportunity to build resilience and capacity within the community and focus on disaster risk reduction.

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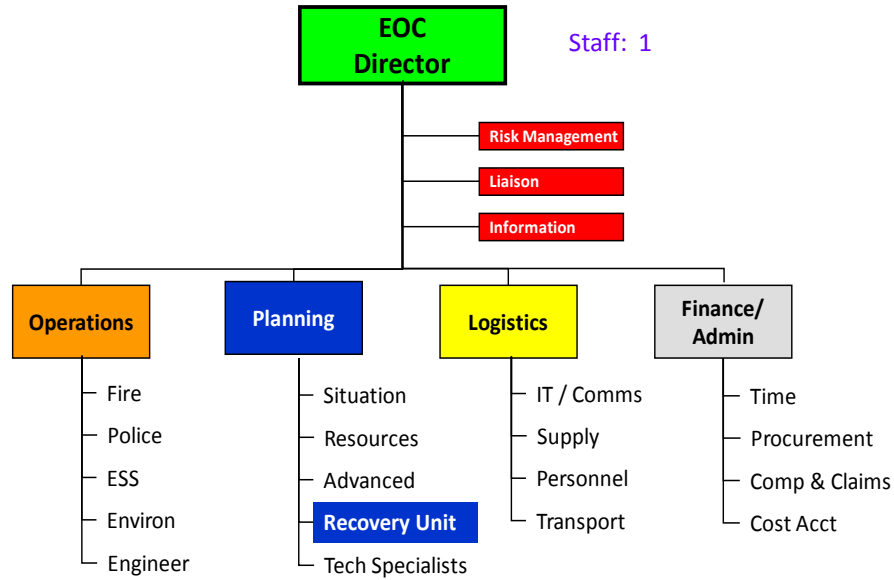
## 2.1 TRANSITION FROM RESPONSE

Recovery activities should be initiated as quickly as possible, generally after risk to life-safety is reduced and life-saving activities, such as search and rescue, are nearing completion. In some cases, recovery activities may be conducted at the same time as response activities. For instance, during the response phase communities should review and begin initiation of plans and actions to support recovery. This is most successful when a Recovery Unit or individual dedicated to recovery is active in the local Emergency Operations Centre (EOC).

As activities begin to shift from response to recovery the Recovery Unit may expand or the EOC may transition into a [Recovery Operations Centre](#) (ROC) so that all positions within the Incident Command structure begin to focus on, and support, recovery activities. This transition can be eased by ensuring situational awareness from a recovery perspective throughout the response phase.

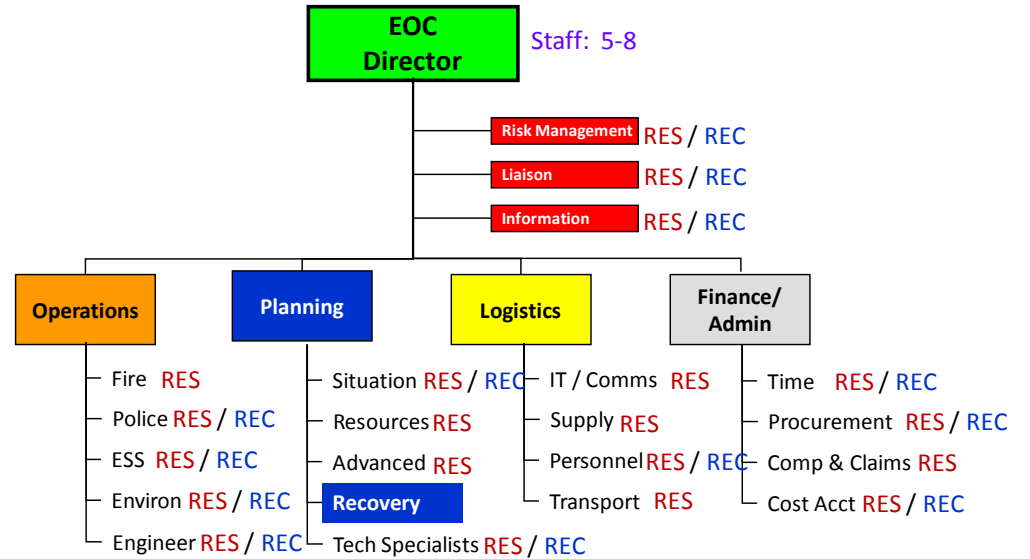
Please see the next page for example.

**95% Response  
5% Recovery**



EOC Recovery Unit: Identify need for recovery. Set recovery objectives. Identify appropriate organizational structure for future recovery efforts.

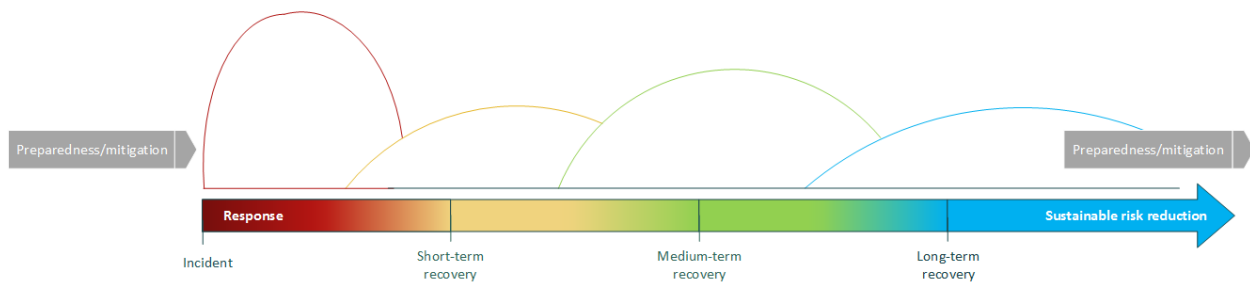
**50% Response  
50% Recovery**



EOC Recovery Unit Coordinator identifies checklist items for other EOC functions. Recovery objectives are included in EOC Action Plan.



## 2.2 STAGES OF RECOVERY



### 2.2.1 Immediate and Short-term recovery

**Immediate or short-term** recovery activities usually begin during response and include ensuring re-entry is safe for residents prior to lifting an evacuation order.

Short-term recovery activities generally take place days to weeks following a disaster and may be conducted by the Emergency Operations Centre Recovery Unit.

Short-term recovery activities ensure basic human needs are met and key support services are provided. Short-term activities include, but are not limited to:

- Return of evacuees;
- Provision of mental health and wellness supports;
- Resumption of affected businesses and services;
- Provision of financial support;
- Alternate/temporary housing and associated supports;
- Clean-up and debris removal (access and to make a home or public facility safe for use); and
- Hazard assessment (geotechnical and engineering assessments).

### 2.2.2 Medium-term recovery

**Medium-term** recovery activities involve completing emergency response activities and transitioning to activities geared specifically to recovery. There is greater involvement of NGOs, insurers, financial institutions, and volunteer groups.

Medium-term recovery activities include, but are not limited to:

- Identifying needs and recovery priorities;
- Movement of goods and services;
- Infrastructure repairs;
- Resumption of business and economic functions;
- Cultural and spiritual reconnection to the environment;
- Social health and wellness; and
- Environmental rehabilitation.

Medium-term recovery activities may require regional support. Activities may be led by a Recovery Operations Centre and/or a Community Recovery Manager.

### 2.2.3 Long-term recovery

Long-term recovery involves activities that help individuals, businesses, and communities adapt to the changed conditions resulting from disaster. These activities may include replacement, rebuilding, or improvement. Additionally, financial, environmental issues, and elements of cultural significance may be addressed. Ideally, effective long-term recovery activities of a community transition into sustainable development and disaster risk reduction activities that enable and promote resilience.

Consider integrating disaster risk reduction and climate change adaptation strategies into long-term urban planning.

Depending on the scope and scale of impacts, recovery activities may be conducted with support from provincial recovery sectors. These activities may include the following:

- Identifying mitigation activities/projects;
- Obtaining funding;
- Implementing lessons learned;
- Updating the Hazard, Risk, and Vulnerability Assessment;
- Ensuring ongoing integrated communication at all levels; and
- Demobilization or handover to community- and organization- based project management.

Long-term recovery activities may also focus on risk reduction through changes in building codes and land-use designations, permanent housing and facilities, business resumption, and long-term mental health and social support services to individuals.

## 2.3 RECOVERY SECTORS

There are four sectors to support and integrate recovery activities: People and Communities; Economy; Environment; and Infrastructure. Each recovery sector is interconnected and is central to the recovery process.

Depending on the scope and scale of impacts, local authorities and First Nations are encouraged to organize their recovery activities by the four sectors. When assistance for recovery is escalated to the provincial level these sectors are how the Province will organize recovery activities.

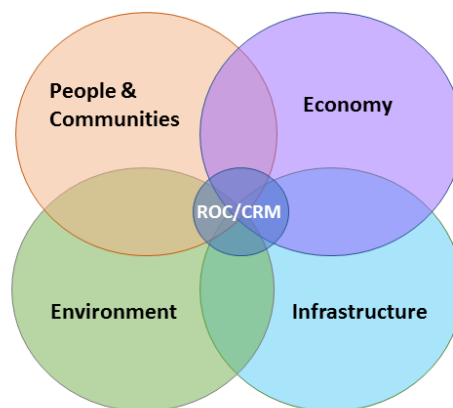
These sectors and their related activities should be considered when completing the [post-disaster needs assessment](#), as well as pre- and post-event recovery planning.

### Considerations:

- ♥ Physical, mental and social wellbeing
- ♥ Health and safety
- ♥ Mental health
- ♥ Community psychosocial, emotional, cultural, and spiritual wellbeing
- ♥ Interim housing

### Considerations:

- ♻ Land degradation and contamination
- ♻ Biodiversity and ecosystems impacts
- ♻ Natural resource damage and loss



### Considerations:

- \$ Small, medium, and large enterprise
- \$ Tourism
- \$ Cultural livelihood
- \$ Agriculture
- \$ Broader economy

### Considerations:

- △ Private and public physical infrastructure
- △ Critical infrastructure such as utilities, communication networks, roads and bridges, and transportation
- △ Residential and commercial buildings
- △ Infrastructure planning
- △ Mitigation and protective works

### 3. RECOVERY ORGANIZATION

A number of recovery models may be used to facilitate the movement from short- to medium- or long-term recovery:

1. Recovery Unit
2. Resilience Centre
3. Recovery Operations Centre
4. Community Recovery Manager

The use of one or more of these models depends on the scope and scale of the damage incurred and the extent of the recovery process.

Below is an example of when recovery activities may be escalated and who may coordinate those activities.

#### Provincial Coordination/ Long-term recovery

Recovery activities supported by:  
Community Recovery Manager and/or  
Provincial Sectors

- Community Incident has caused significant impacts to more than one municipality or region;
- Complex current and/or emerging emergency event presenting considerable risk to persons, critical infrastructure and/or economic disruption;
- Impacts require significant provincial coordination, assistance and resource support;

#### Regional Coordination/ Medium-term recovery

Recovery activities supported by:  
Recovery Operations Centre and/or  
Community Recovery Manager

- Incident exceeds capacity of the local community;
- Incident is outside of day-to-day activities;
- Recovery activities will likely continue into medium or long-term;
- Incident has crossed over one or more municipal jurisdictions or EMBC regions;
- Resources not readily available at the local level are requested.

#### Local Coordination/ Short-term recovery

Recovery activities supported by:  
Recovery Unit and/or Resilience  
Centre Manager

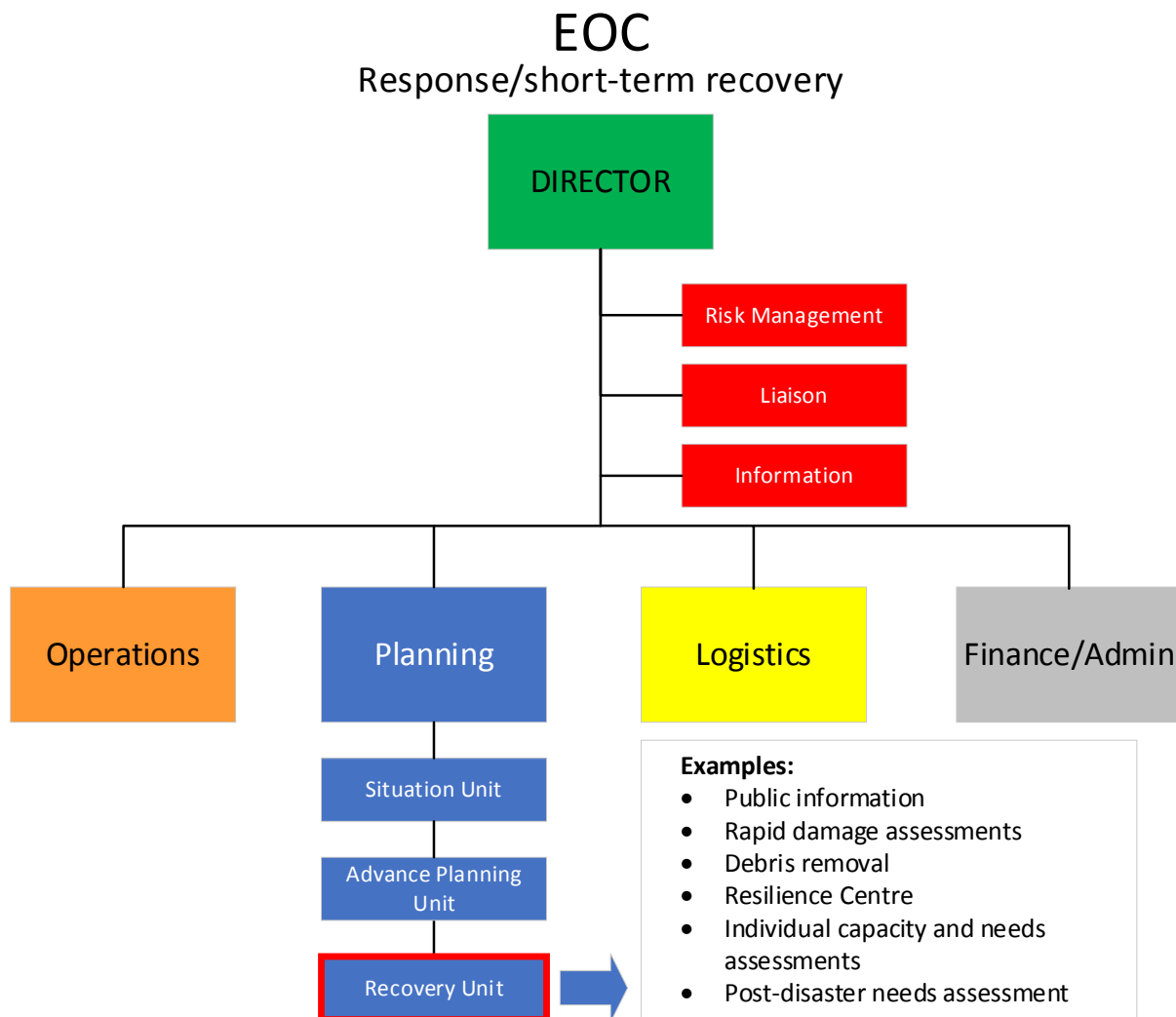
- Localized incident;
- Periods of routine emergency activity;
- Capacity of community is not exceeded or expected to exceed;
- Community capable of addressing all recovery requirements without regional or provincial assistance.

### 3.1 RECOVERY UNIT

During response, a Recovery Unit is established under the Planning Section within the EOC to start the process of identifying needs/gaps and initiate and manage short-term and priority recovery activities as soon as possible to permit the EOC to focus on completing response activities.

Specific responsibilities of the Recovery Unit may include:

- Assessing community/organization recovery requirements and developing recovery action plans;
- Reviewing and/or developing Community Recovery Plans;
- Identifying immediate steps to initiate and speed up appropriate parts of recovery within the community/organization;
- Anticipating long-term actions required to restore local services;
- Liaising, sharing information, and coordinating with other organizations/agencies involved in recovery;
- Facilitating priority recovery activities; and
- Establishing plans to transition the EOC to a Recovery Operations Centre, if needed.



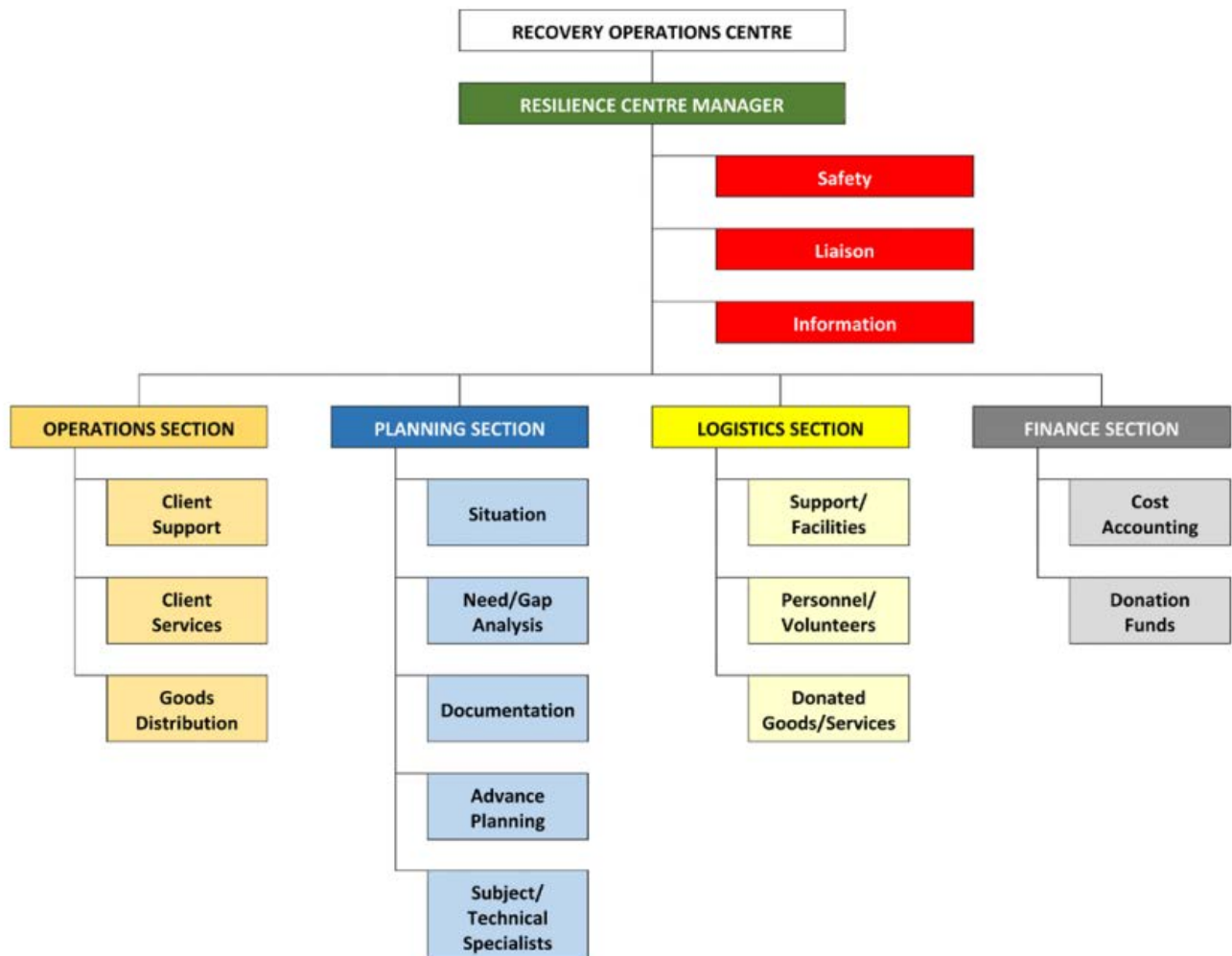
## 3.2 RESILIENCE CENTRE

The purpose of a community Resilience Centre (also known as community recovery office and/or community recovery centre) is to assist individuals as they begin the transition from response to recovery. The Resilience Centre provides the space for and coordination of the various agencies and groups offering guidance, advice, and assistance to those affected by an emergency/disaster – a one-stop shop for recovery needs.

Resilience Centres can decrease long-term social and fiscal impacts to the community and Province by coordinating non-government organizations to fill gaps, providing the local authority or First Nation with recovery expertise and assistance to disburse donated funds and goods.

A local authority or First Nation may establish a physical Resilience Centre or develop a virtual model. EMBC regional staff can provide consultation on whether the emergency warrants a Resilience Centre.

*Sample Resilience Centre Manager structure where the Resilience Centre Manager receives section support from the ROC:*



### 3.2.1 Resilience Manager

The Resilience Centre is established and managed by a Resilience Centre Manager. A Resilience Centre Manager is the direct interface with affected individuals and fills the gap between the Recovery Unit and the ROC or Community Recovery Manager. Often the Resilience Centre Manager is an extension of the EOC or ROC and may transition from the Recovery Unit role or another position within the EOC to the Resilience Centre Manager role with support from others in the EOC or ROC.

They are responsible for organizing the establishment of a Resilience Centre, including identifying and securing a location, and outreach and coordination of the various agencies and groups offering guidance, advice, and assistance to those affected by an emergency/disaster. In some cases, the Resilience Centre Manager may establish a virtual Resilience Centre to provide the same services and functions to their communities. This should be housed on the local authority or First Nation website.

Generally, if the disaster causes impacts to any of the four sectors but the impacts are such that a recovery plan is not required, and where limited or no extraordinary services are required to support the general impacted population's transition to recovery, then recovery activities may be led by a Resilience Centre Manager whose position is an eligible response cost.

Specific responsibilities of the Resilience Centre Manager may include:

- completing a capacity and needs assessment with community residents;
- assisting individuals and businesses with completing their personal action plan;
- ensuring those with urgent needs are connected with the appropriate agencies/groups;
- completing a post-disaster needs assessment; and
- monitoring individual progress throughout the recovery process.

#### Questions for consideration:

- Will a coordinated approach be required?
- What resources are available within the community?
- What are the impacts to the general population?
- How wide-spread are the impacts?
- What are the urgent recovery needs for the impacted population?
- Are the relevant agencies involved?
- What materials and advice are available from the relevant agencies?
- Have psychosocial or mental wellness needs been considered?
- What is being done to minimize the number of times an impacted individual has to tell their story?

#### Resources:

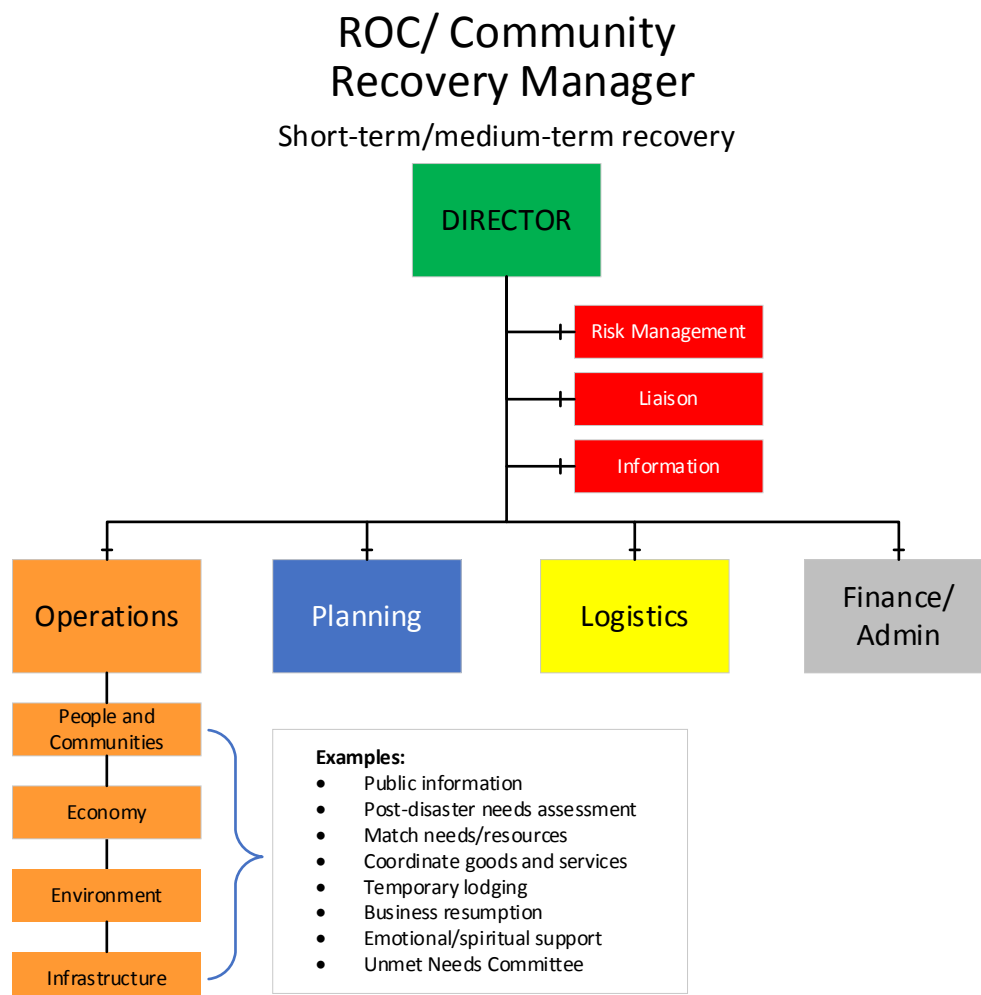
- [Appendix 3: Resilience Centre Guidance](#)
- [Resilience Centre Manager](#)
- [British Columbia Emergency Management System – pp 97-99 \(Community Resilience Centre\)](#)
- [Capacity Needs and Assessment Form](#)

### 3.3 RECOVERY OPERATIONS CENTRE (ROC)

As focus and coordination shifts from response to recovery, a Recovery Operations Centre (ROC) may be established to provide continuity in the support and coordination of recovery activities. Using the same Incident Command System (ICS) structure as that of the EOC, the ROC consists of four sections: Operations, Planning, Logistics, and Finance.

The ICS structure can allow for small, medium, or large-scale recovery requirements as needed. Below is a diagram of a sample ROC structure. As mentioned previously, depending on the scope and scale of circumstances surrounding a particular event, variations to how the ROC is staffed may be required to address community and organizational needs effectively. For instance, for catastrophic and long-term recovery activities it is recommended to structure the ROC to match the four sectors: People and Communities; Economy, Environment, and Infrastructure.

Communities may wish to organize their Recovery Operations Centre by [sectors](#) to better coordinate with regional and provincial resources.





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## 3.4 COMMUNITY RECOVERY MANAGER

A community may be eligible to hire a Community Recovery Manager (CRM) when it is shown that recovery will involve medium to long-term activities and impacts from the disaster are beyond the capacity of the community to recover on their own. The CRM's primary responsibility will be to develop an event-specific recovery plan; however, they may also coordinate the activities of the four sectors through sector leads.

A CRM plays a critical role in facilitating and leading recovery activities for individuals and the community in an emergency event. The position liaises with community organizations/agencies, businesses, other local government officials, and nearby local authorities and First Nations to establish effective, coordinated, and collaborative relationships to deliver services and support to affected individuals and communities throughout the recovery process.

It is also essential that the Recovery Manager is drawn, as much as possible, from within the community. While contractors bring expertise, they may leave the community without the internal resilience and skills to continue to recover and be better able to withstand the next disaster.

The Province may reimburse costs to hire a CRM with the following parameters:

- The initial term for a CRM is for up to six months, based on the time required to identify impacts and to build a recovery plan.
- The position is funded to an equivalent existing position within the existing governance structure.

### Resources:

- [Appendix 4: Example Expenditure Authorization Form](#)
- [Appendix 5: Sample position description and scope of services](#)

## 4. PRIORITY RECOVERY ACTIVITIES

The following items are suggested priority recovery activities. There is no one-size-fits-all in recovery. The complexity of recovery is based on the scope and scale of impacts. As a result, some communities may find there are items missing from this guide or, alternatively, there may be items that are not applicable. It is up to the individual community to decide what is best for their own recovery. At any time you may contact your [EMBC Regional Office](#) for advice or support.

### 4.1 IMPLEMENT COMMUNITY RECOVERY PLAN

Many communities have a Community Recovery Plan as a component of their Emergency Management Plan. The Community Recovery Plan should be reviewed regularly and at the onset of an emergency where impacts are anticipated.

The Community Recovery Plan may be implemented by the EOC Recovery Unit or Recovery Operations Centre at the onset of an emergency in order to inform recovery activities.

In certain circumstances, your community may be eligible for a Community Recovery Manager to support the development of an incident-specific recovery plan in the aftermath of an event. If you are not eligible for a Community Recovery Manager, then recovery activities may be coordinated by the EOC Recovery Unit, Recovery Operations Centre staff, or a Resilience Centre Manager. In communities that have an Emergency Program Coordinator, this role can coordinate the implementation of the Community Recovery Plan.

The [Emergency Management Planning Toolkit](#) provides guidance on developing a Community Recovery Plan.

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## 4.2 INFORM THE PUBLIC

It is critical that the public be kept informed about the recovery process, progress, and what services and supports are available to affected residents and businesses. Transparency is key as these groups often have a strong desire to know the extent of damage and what they can do to help themselves and their community recover. Refer to the [EOC Communications Toolkit](#) on EMBC's website for more information on how to provide effective communications during recovery.

It is recommended that local authorities and First Nations utilize their EOC Public Information Officer, or other designated individual, to ensure effective communication of recovery activities and individual support information is provided to the public. Communications need to begin during the response phase to include the timely and accurate sharing of information among organizations, elected officials, impacted populations, news media, and the public.

Ensure public information provides the location of the Resilience Centre, including hours of operation and contact information. It is recommended that public information also include a list of the types of services available to support impacted residents, such as: temporary housing, Disaster Financial Assistance (DFA) forms, needs assessments, and access to donated goods or services.

**Communication:** It is important to provide consistent, accurate, and transparent information to the public on a regular basis throughout the recovery process.

### Questions for consideration:

- Is the community meeting being scheduled at a time that meets community needs?
- Have all relevant agencies been invited?
- Consider a virtual meeting so that people can join-in even if they haven't returned yet.
- Do you have a website where people impacted by the emergency can get information on Rapid Damage Assessment, Disaster Financial Assistance and other recovery resources?
- Are there social media sites that will be promoting your messaging?
- Do you have an information call centre set up where people can call to receive information? Has the phone number been publicized?
- What key documents can be distributed to people looking for guidance and information?
- Do residents need help on how to hire contractors? Is there value in hosting a rebuilding expo?
- Consider having information available at the Resilience Centre

The [Emergency Operations Centre \(EOC\) Communications Toolkit](#) provides guidance on communicating with the public and partners.

## 4.3 EARLY RE-ENTRY FOR PREPARATION PRIOR TO EVACUATION RESCIND

To facilitate the best possible community recovery, it is recommended that certain agencies be given access to prepare the area for repatriation prior to an Evacuation Rescind being issued. This would occur once it has been deemed safe for residents to return to the evacuated area, but before formally rescinding the Evacuation Order. The goal is to facilitate a graduated and coordinated re-entry into the community by making certain that necessary preparations have been made in advance of the general population returning. Refer to the [Managing Access to Areas Under Evacuation Order Guideline](#) located on EMBC's website for further information on facilitating early re-entry.

The following includes a non-exhaustive list of who should be granted access that should be considered prior to rescinding an evacuation order:

- The respective Health Authority will need to verify that critical public services are available, such as drinking water, proper sewage, air quality, and food safety.
  - *Failing to allow the Health Authority access into the evacuated area to verify these requirements may result in a new Evacuation Order being issued by the Health Authority under Part 6, Division 6, Section 83 of the Public Health Act.*
  - The respective Health Authority will also need hospital maintenance, inspection, and clinical staff to prepare the emergency department to ensure services are open and available when the Order is lifted
- Critical infrastructure agencies that impact municipal functioning will need to ensure their assets are operating
- Utility agencies will need to reinstate services if disrupted by the emergency
- Rapid Damage Assessments of properties need to take place
- Contaminated sites assessed and, if required, cleaned-up
- School Districts will need to determine if they can open schools within reasonable time-period (time of year dependent)
- Establishment of a Resilience Centre for evacuees to gain information and resources once the Evacuation Order has been lifted

### Resources:

- [Managing Access to Areas Under Evacuation Order Guidelines](#)
- [Further Considerations for Community Re-entry](#)

## 4.4 CONDUCTING A POST-DISASTER NEEDS ASSESSMENT

The Post-disaster Needs Assessment (PDNA) is a tool for local authorities and First Nations to assess damage and recovery needs at various stages in the recovery process and represents the first step in community-led recovery planning. It will inform immediate recovery operations, priorities, funding mechanisms, coordination requirements, and provide the foundation for developing a recovery plan, if needed. The PDNA can also help to create a baseline for monitoring and evaluating recovery activities and measuring recovery progress.

It is recommended that a PDNA be conducted in the early stages of the recovery process to assist with determining what resources and support a community requires for recovery. PDNAs may be conducted by the Recovery Unit in the local EOC or another designated individual or agency. Communities who do not have capacity to complete the PDNA may request support from their PREEOC or EMBC Regional Office who will then help connect communities with available resources and provide additional guidance to ensure there is no delay in initiating recovery actions.

PDNAs require a consistent effort to continually inform the recovery process. They begin as soon as possible following an event and may be updated for weeks to months as recovery progresses. Below is a suggested timeline for PDNAs:

- **Initial impact assessment (24-48 hours after access to the area):** informs response-related activities and priority recovery needs and may include a rapid damage assessment;
- **Short-term (days or weeks):** considers people and communities, economic and environmental impacts, infrastructure and reconstruction, and community needs;
- **Medium-term (weeks to months):** like short-term, considers people and communities, economic and environmental impacts, infrastructure and reconstruction, and community needs; and
- **Long-term (months to years):** informs the longer-term recovery process, options for development, and builds the knowledge base of the total cost of emergencies that informs risk management. The longer-term assessment should begin to look at recovery and mitigation vulnerabilities the community could experience in future events.

For more information see [Appendix 2: Post Disaster Needs Assessment Template](#)

## 4.5 CONDUCTING RAPID DAMAGE ASSESSMENTS

A rapid damage assessment is an activity that can be initiated by the local EOC to gain situational awareness. It also provides valuable information to inform the PDNA.

The information gathered from the rapid damage assessments will be high-level and likely provide only general information, such as the number of dwellings damaged, restricted, or unsafe to enter. The damage assessment should include maps and local government property data where available.

The EOC Building Damage Assessment Unit facilitates situational awareness and resource coordination regarding the inspection process that determines the safety of buildings that have been impacted by the disaster. The Unit may draw upon expertise from Ministry of Transportation and Infrastructure, Association of Professional Engineers Geo Scientists of BC (APEGBC), BC Housing, Applied Science Technologists of BC, GEOBC, BC Safety Authority, local authority Building Inspectors, and local authority fire departments as needed.

BC Housing offers Rapid Damage Assessment and Coordination of Damage Assessment training to local authority personnel. Rapid Damage Assessors will assess homes that have been impacted to determine whether they are safe to re-enter. A Rapid Damage Assessment reporting tool is available through [GeoBC and the EMBC Common Operating Picture](#).

### Questions for consideration:

- Are there potential impacts to critical infrastructure?
- Are there potential impacts to residences?
- Are there safety concerns around residents returning home?
- Is there an interim housing plan in place for residents whose homes have been identified as damaged resulting in restricted use (yellow placard) or unsafe to occupy (red placard)?
- Have residents with yellow or red placards on their homes been briefed prior to returning home?
- Has the damage assessment process been communicated to evacuees?

BC Housing provides guidance, resources, and training for conducting rapid damage assessments. For more information, see:

- [BC Housing: Rapid Damage Assessment](#)
- [Emergency Operations Centre – Building Damage Assessment Unit](#)

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## 4.6 CONTAMINATED SITE CLEANUP

A rapid damage assessment may determine that critical infrastructure and other sites need to be cleaned up in advance of community re-entry. Identifying and cleaning up contaminated sites helps to minimize negative impacts to human health and the environment.

Impacted residential homes will also need to be inspected to ensure they are safe prior to residents or volunteers conducting clean-up activities.

In BC, a contaminated site is one that has a waste material contaminating the soil, groundwater or sediment in an amount or concentration that exceeds environmental quality standards.

Connect with the owners of contaminated sites that may require clean up. Confirm whether the local authority or First Nation will need to collaborate with industry on assessment and cleanup.

Email all other inquiries or comments regarding contaminated sites issues to [Site@gov.bc.ca](mailto:Site@gov.bc.ca) or by phone: (250) 387-4441; or

Report spills and hazardous materials via the Emergency Coordination Centre at 1-800-663-3456

For more information see [An Introduction to Contaminated Sites in British Columbia](#)

## 4.8 CONSIDERATIONS FOR COMMUNITY RE-ENTRY

Local authorities and First Nations are responsible for making decisions regarding the timing of lifting an Evacuation Order and allowing residents to return to their homes, based on advice received from hazard specific subject matter experts. Information on how and when to do this can be found in the Evacuation Operational Guidelines.

The local authority or First Nation should communicate to residents when returning home that they should bring with them a minimum of three days of food and essential supplies as their local stores may not yet have adequate stock. They should also consider the unique needs of their household such as medications, supplies for their pets, and items they rely on daily. They should also ensure their vehicle is fully fuelled.

Clean-up kits and information on safe re-entry are recommended to be distributed from the Resilience Centre. Information can also be provided at a community meeting and/or online.

### Questions for consideration:

- Have rapid damage assessments taken place?
- Have building inspections taken place?
- Have utilities been restored?
- Is drinking water safe to consume?
- Have danger tree assessments been conducted? (Wildfire specific)
- Have hazardous materials been identified and mitigated?
- Have residents been provided with information on how to enter their home safely?
- Has a Resilience Centre been stood up?
- Are there any security concerns that need to be addressed?

### Resources:

- [Evacuation Operational Guidelines](#)
- [Guide to Wildfire Recovery](#)
- [One Step at a Time: A Guide to Disaster Recovery](#)



## 5. PEOPLE AND COMMUNITIES

The People and Communities sector ensures people have access to supports and services following an emergency event, and long-term impacts on their well-being are mitigated.

The People and Communities sector considers impacts on the physical, mental, spiritual and social well-being of the population. It focusses on recovery activities that may include but are not limited to supporting:

- health and safety;
- mental health;
- community psychosocial;
- emotional, cultural, and spiritual well-being;
- vulnerable populations;
- cultural aspects; and
- interim housing.

### 5.1 IDENTIFY / PLAN FOR INTERIM HOUSING

Local authorities or First Nations may need to identify interim housing options for citizens while their homes are repaired, a new home is constructed, or who experience extended evacuation periods. Providing a safe, dry, and secure shelter that meets the needs of displaced individuals supports mental, emotional, spiritual, and physical recovery.

Most homeowner's and tenant's insurance policies will provide coverage for reasonable additional living expenses for a specific period of time should residents be displaced because of a mandatory Evacuation Order.

#### **Questions for consideration:**

- Are there local options available such as hotels or motels that will support economic recovery?
- Can bylaws be amended temporarily to allow for trailers, recreational vehicles, and tiny homes to be placed in residential areas?
- Is there a central listing for vacant rentals that can be made available to displaced residents?
- How will you support traditionally underserved or vulnerable populations with identifying suitable interim housing options?

See section [9. Funding](#) for information on insurance and Disaster Financial Assistance

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## 5.2 ESTABLISH UNMET NEEDS COMMITTEE

Affected residents may not be in a position to manage their own recovery without assistance. An Unmet Needs Committee calls for a collaborative group of local and regional agencies that share the common mandate of assisting disaster victims. An Unmet Needs Committee examines each resident's damage, vulnerability, history of assistance, and outstanding needs at the present time.

This committee can be made up of representatives of different agencies who specialize in different forms of support as well as local representatives with local knowledge who may be invaluable to the committee. It is initiated by a local authority or First Nations' staff member and can be led by a member of the community, business leader, NGO or other volunteer. Its function is to evaluate the needs of the impacted residents and determine what assistance might be available, such as physical help with cleaning, psychosocial, or financial aid. These needs can be discovered informally and formally through the community meeting or Resilience Centre.

The Unmet Needs Committee may also be used as a forum to raise and distribute funds as needed. Donated funds are an important resource for recovery; however, those collecting donations must take steps to maintain public confidence by adopting transparent and accountable procedures. It is important for any individual or organization collecting donated funds to adopt, in writing, accountability guidelines.

### Resources:

- [Appendix 6: Guidelines for Unmet Needs Committee](#)
- [Appendix 7: Identifying unmet needs post disaster](#)

## 5.3 ESTABLISH A DONATIONS MANAGEMENT SYSTEM

The public may wish to donate clothing, materials, or funds to people impacted by the event. It is strongly recommended that local authorities and First Nations ask for cash donations that are not designated or set aside for a specific purpose only.

Managing donated goods is very labour-intensive, and it is expensive to manage the waste disposal of unusable goods. In some circumstances an NGO or other organization is asked to manage donations on behalf of the community, and to point the public in the right direction.

Steps for establishing a donations management system involve:

- Identifying options of how donors can most effectively contribute to recovery efforts;
- Sorting and distributing donations according to current priority; and
- Prioritizing distribution of donations for individuals to address basic needs to support life, to enable self-sufficiency, to build capacity, and to support community resilience.

### Resource:

- [Appendix 8: List of NGOs](#)

## 6. ECONOMY

It is critical that recovery activities related to the economic sector are considered immediately following an event. The recovery of the community relies significantly on the speed in which local economies recover and will determine how quickly individuals begin to return to the community.

This sector considers direct and indirect impacts on the local economy. It focusses primarily on recovery activities related to small, medium, and large enterprise, tourism and cultural livelihood, agriculture, and the broader economy.

The following are some activities that may support economic recovery. Every community will have unique needs. This is not a comprehensive list.

### 6.1 ECONOMIC IMPACT ASSESSMENT

Assess economic impacts and employment issues by conducting an economic impact assessment. Identify actions and strategies to mitigate issues identified and reduce economic impacts of the disaster. Implement recovery activities and strategies based on short-, medium-, and long-term timelines.

There is no standard template for conducting economic impact assessments, however, there are questions for consideration:

- How many small businesses (<50ppl) are under evacuation order and what are the associated lost revenues?
- How many small businesses (<50ppl) not under evacuation order have been significantly affected and what are the associated lost revenues?
- What is the expected length of time businesses could face significant disruptions?
- Which key sectors in the region are likely to be impacted for a significant period? (e.g. tourism, retail, agriculture, forestry, energy, mining, etc.)
- What are the impacts of the disaster on key infrastructure that businesses rely on? (e.g. transportation networks, communications, etc.)

Visit the British Columbia Economic Development Association website for information on Economic [Disaster Preparation and Recovery](#).

## 6.2 SUPPORT SMALL BUSINESS

In combination with individual assistance, recovery also addresses protection of critical businesses and NGOs. Small businesses, especially in rural communities, may experience significant impacts to infrastructure, impacting business operations such as closures or staff shortage.

The local authority or First Nation should seek to identify financial assistance to those affected by disaster, such as insurance, disaster aid, tax deferral, and interest-free loans. Contact the local business association and chamber of commerce for information and additional resources and invite them to attend the local Resilience Centre. It is also prudent to work with insurance companies to ensure a coordinated response of coverage for interruption and reconstruction.

Economic recovery activities should be designed to protect the viability of businesses, institutions, and other centres of local employment as well as support and rebuild the local economy. For instance, local authorities and First Nations can source goods and services from community businesses or establish a communication strategy to help local businesses to re-open or stay open. This may help increase local revenues and boost the economy.

### Resources:

- [Community Futures](#)
- [British Columbia Economic Development Association](#)

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## 6.3 ECONOMIC DEVELOPMENT

Effective recovery can encourage growth in every sector of the local economy. The Recovery phase is an opportunity to encourage a shift from economic development to community economic development. This approach involves key pillars of being:

- livelihood focused;
- sustainable;
- community controlled;
- diverse and inclusive; and
- place-based.

Identify the impacts to your community (short, medium and long term) and develop a strategy to mitigate and address these impacts.

**Short term actions** could include assisting business owners or specific sectors to ensure that those businesses don't fail or leave the community.

**Medium and long-term actions** could include economic diversification, investment and resident attraction, labour force development, etc.

### Resources:

- [Strategic Planning Toolkit](#)
- [Economic Development tools and resources](#)

## 6.4 AGRICULTURE RECOVERY

Agriculture producers are a key contributor to the economy. It is important to ensure they have the tools and resources to recovery along with local small businesses and enterprise.

Industry-specific guides provide educational materials on various natural and human-caused threats to farms. The guides are an opportunity to be prepared, to mitigate impacts and to tailor responses that a farm would follow in the event of any such emergency.

- [Emergency Management Guide for B.C. Small Mixed Farms](#)
- [BC Pork Emergency Guide](#) March 2015
- [Beef Emergency Guide](#) March 2014
- [Dairy Emergency Guide](#) March 2014
- [Poultry Emergency Guide](#) September 2017
- [Local Authority Emergency Plans - Agriculture Appendix Template](#)

### Business Insurance and Risk Management

It is the farm manager's responsibility to be aware of the risks they are exposed to. Emergencies and disasters can result in substantial material losses. Learn about programs that can protect agricultural producers against the financial impact of a disaster:

- [Business Insurance and Risk Management Tools for Agriculture](#) June 2015

#### Resources:

- [Emergency Management Guide for B.C. Small Mixed Farms](#)
- [BC Pork Emergency Guide](#)
- [Beef Emergency Guide](#)
- [Dairy Emergency Guide](#)
- [Poultry Emergency Guide](#)
- [Local Authority Emergency Plans - Agriculture Appendix Template](#)
- [Business Insurance and Risk Management Tools for Agriculture](#)

## 7. ENVIRONMENT

This sector considers impacts to the environment and steps needed to re-establish ecosystem health while mitigating long-term impacts. This sector primarily focuses on land degradation and contamination, biodiversity and ecosystem impacts, cultural land use, and natural resource damage/loss. Impacts to natural resources can directly affect the local and regional economies and need to be considered during recovery operations.

### 7.1 DEVELOP A DEBRIS REMOVAL PLAN

The Province will not reimburse local authorities for lost revenue from waived tipping fees at their own facilities.

However, incremental costs to either a local government body or First Nation to remove debris to a privately-operated facility may be considered as a recovery cost on their Infrastructure Recovery Plan.

#### Questions for consideration:

- What type of debris will need to be removed, and where will it be going?
- What is the capacity of the various sites?
- Are there contaminants that will require special handling procedures?
- Who is managing the debris removal?
- Does it need to be coordinated at a community level, or can individual homeowners work with their insurance provider?

#### Resources:

- [Flood Waste and Debris Management Plan](#)
- [FEMA Public Assistance Debris Management Guide](#)
- See your local authority tipping fees policy or waste disposal bylaw



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## 7.2 REMOVE FLOOD PROTECTION ASSETS

Flood protection assets may need to be removed and/or disposed of following freshet or flood events.

The local authority, First Nation, or contracted crews will demobilize and arrange shipping with the PREOC to return gabions, tiger dams, and temporary berms or dikes to provincial stock.

In some cases sandbags and gabion fill material may need to be tested for contamination before removal and disposal.

### **Questions for consideration:**

- Is there a reason to believe that the sandbags or gabion fill material may be contaminated?
- Do you know the source of the sand and/or fill material?
- Where will sand and fill material be disposed of?
- Who is managing removal of flood protection assets?
- How many assets were placed?
- Have assets been buried by debris or migrated into a water course?
- What type of sandbags were used: burlap, hessian, or plastic?
- When will assets need to be removed?
- Has any damage been assessed?

## 8. INFRASTRUCTURE

The recovery of infrastructure heavily influences the recovery of the community and should be considered a priority to support response and recovery activities. The restoration of essential infrastructure also supports the recovery of the wider local economy and can assist in stimulating growth post-event by restabilising business operations and services.

This sector considers impacts on private and public physical infrastructure. This sector involves recovery activities related to residential and commercial buildings, utilities, and infrastructure planning. Infrastructure impacts will be unique to each community. This is not a comprehensive list of infrastructure recovery activities.

### 8.1 INFRASTRUCTURE RECOVERY PLAN

Once an event has been declared eligible for DFA, a local government body as defined by the [Compensation and Disaster Financial Assistance Regulation](#) must complete a DFA application and submit an infrastructure recovery plan promptly. The plan must detail the damaged infrastructure and the various projects planned for cleanup and restoration.

Individuals and private sector must complete a DFA application within 90 days from the date of their acknowledgement letter.

#### Resources:

- [Disaster Financial Assistance](#)
- [Recovery Plan Description](#)

### 8.2 INFRASTRUCTURE RECOVERY MANAGER

Local authorities and First Nations may need to assign an Infrastructure Recovery Manager to oversee cleanup, restoration, and rebuilding of DFA-eligible losses. The Infrastructure Recovery Plan is normally prepared by a local authority employee (someone from public works and/or finance) or First Nations administrator. If additional resources are needed, EMBC recommends hiring a professional engineer for those specific projects that are beyond the capacity of the local authority or First Nation to manage.

#### Resource:

- [Disaster Financial Assistance](#)

## 8.3 CONSIDER SPECIAL PERMITTING PROCESS

Building permits are normally required in order to construct, modify, repair or demolish a building or structure. The building owner is responsible for ensuring a permit is obtained prior to work commencing and that the work carried out is in full accordance with the requirements of the British Columbia Building Code and other applicable regulations.

### Questions for consideration:

- Will your usual permitting process be adequate for these recovery activities and rebuild?
- Do you have a way to track permits that will meet recovery needs?
- Is an expedited process or different permits required?
- Do you need to put a timeframe or deadline on the demolition stage?

### Resource:

- [Electrical and gas permits for homeowners](#)

## 9. FUNDING

Communities may receive reimbursement for the following response activities related to recovery:

- Re-entry requirements for assessments to public infrastructure;
- Geo-technical, engineering, or other expert technical reports that may be required to assess impacts and build a recovery plan;
- Surveys or canvassing activities to be completed in short periods of time that require a surge of personnel may also be eligible for reimbursement. General staffing will not be provided to perform tasks that are better performed through a short-term contract.

The above activities are eligible as a response cost as they further define the potential risk to public safety and facilitate a managed re-entry to a community following an evacuation. Contact your local EMBC Regional Manager for more information on eligible costs.

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### 9.1 INSURANCE

Individuals and businesses should be encouraged to reach out to their insurance provider post event. Fire insurance for homes and businesses is reasonably and readily available across the province. Until recently, overland flood insurance was only available for commercial buildings. It is expected that in the next two years overland flood insurance will be reasonably and readily available for single family residential homes across all of BC. Earthquake damage is insurable and therefore not eligible for DFA. Home and business owners should check with their insurance agent to make sure they have appropriate earthquake coverage.

If residents must leave their homes because of a mandatory evacuation order issued by local authorities or First Nations, most homeowner's and tenant's insurance policies will provide coverage for reasonable additional living expenses for a specified period of time.

Businesses that have business interruption insurance may experience fewer economic losses. With business interruption coverage, a business owner can collect income that would have been expected if not for interruption due to the emergency event.

Anyone with questions should contact their insurance representative or IBC's Consumer Information Centre at 1-844-2ask-IBC (1-844-227-5422). For additional information, consumers can also visit [www.ibc.ca](http://www.ibc.ca) or email [askibcwest@ibc.ca](mailto:askibcwest@ibc.ca).

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## 9.2 DISASTER FINANCIAL ASSISTANCE

Under the BC *Emergency Program Act* and Compensation and Disaster Financial Assistance Regulation, local government bodies can apply for financial assistance for damages associated with the repair or restoration of essential materials, structures and public works.

Local government bodies and First Nations may qualify for up to 80 percent of eligible costs that exceed \$1,000.

Incremental costs related to community recovery that are eligible for financial assistance include:

- Overtime costs for local government staff devoted to recovery efforts
- Backfilling positions to temporarily cover full-time staff engaged in conducting disaster assistance surveys and assessments

See [Disaster Financial Assistance](#) for more information.

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## 9.3 EMERGENCY MANAGEMENT ASSISTANCE PROGRAM

In partnership with First Nations, provincial and territorial governments and non-government organizations, Indigenous Services Canada's Emergency Management Assistance Program (EMAP) helps communities on reserve access emergency assistance services.

EMAP can help when emergency recovery needs go beyond the capacity of individual citizens and First Nations or tribal councils.

Communities seeking reimbursement after an emergency are encouraged to submit estimates or invoices as quickly as possible to help ensure a timely community recovery.

See [Emergency Management Assistance Program](#) for more information.

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## 9.4 DISASTER MITIGATION FUNDING PROGRAMS

There are a number of programs to support communities with mitigating and preparing for disaster. For instance, the Community Emergency Preparedness Fund (CEPF) is a suite of funding programs intended to enhance the resilience of local authorities and First Nations in responding to emergencies. Funding is provided by the Province and is administered by the Union of BC Municipalities.

Disaster mitigation funding streams are announced by the federal and provincial governments periodically. Consult the Disaster Mitigation Funding Programs webpage to determine available programs, eligibility, and application deadlines, or contact your EMBC Regional Office for assistance.

See the Province's [Disaster Mitigation Funding Programs](#) webpage for more information.

## 10. APPENDICES

### APPENDIX 1: LIST OF ACRONYMS

<b>BC</b>	British Columbia
<b>CEPF</b>	Community Emergency Preparedness Fund
<b>CISM</b>	Critical Incident Stress Management
<b>CRM</b>	Community Recovery Manager
<b>DFA</b>	Disaster Financial Assistance
<b>EAF</b>	Expenditure Authorization Form
<b>EMAP</b>	Emergency Management Assistance Program
<b>EMBC</b>	Emergency Management BC
<b>EOC</b>	Emergency Operations Centre
<b>EPA</b>	Emergency Program Act
<b>ESS</b>	Emergency Support Services
<b>HEMBC</b>	Health Emergency Management BC
<b>IBC</b>	Insurance Bureau of Canada
<b>ICS</b>	Incident Command System
<b>ISC</b>	Indigenous Services Canada
<b>NGO</b>	Non-government Organization
<b>PDNA</b>	Post-disaster Needs Assessment
<b>PFA</b>	Psychological First Aid
<b>PREOC</b>	Provincial Regional Emergency Operations Centre
<b>ROC</b>	Recovery Operations Centre

## APPENDIX 2: POST-DISASTER NEEDS ASSESSMENT

The PDNA is used to assess requirements for augmented provincial supports to assist local authority and First Nations recovery. The extent of damages, concentration of impacts, and local capacity for undertaking recovery are key criteria for assessing whether augmented supports are needed.

This assessment is a living document and should be updated as the situation develops, or new information becomes available. Information gathered will be used to make recommendations and determine whether augmented supports may be required.

<b>Event:</b>
<b>Date:</b>
<b>Are essential local or provincial services likely to be significantly disrupted beyond the response phase?</b>
Assessment: <input type="checkbox"/> Yes <input type="checkbox"/> No
<b>Source of Information:</b> [Insert source of information] <i>Possible sources: SITREPs, Planning Section, Subject Matter Experts</i>
Please provide an assessment of the current situation in relation to the criteria.  <u>Objective:</u> To determine if impacts of the disaster are temporary or long-term in nature?  <u>Assessment should consider:</u> <ul style="list-style-type: none"><li>• Extent of impacts on local authority or First Nation and provincial services</li><li>• Number of services impacted in a geographic area</li><li>• Essential services requiring support beyond local capacity</li><li>• Anticipated length of service disruption</li></ul> <b>Assessment:</b> [insert assessment]



**Is infrastructure impacted beyond capacity to repair?**

Assessment:  Yes  No

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section, Subject Matter Experts*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine if damage to infrastructure or buildings cause long-term disruption or require additional support to remediate

Assessment should consider:

- Critical local authority or First Nation infrastructure such as utilities, communications networks, roads and bridges
- Vital local authority or First Nation buildings and facilities affected
- Impacts to transportation and transit systems
- Damages to local provincial assets that could impact municipal functioning
- Damage to fences and other barriers
- Damage to mitigation or protective works
- Estimated duration of impacts

**Assessment:** [insert assessment]

**Is temporary housing likely to be required beyond the response phase and beyond the local capacity?**

Assessment:  Yes  No

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section, Individual Capacity Needs Assessments*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine if there are longer-term housing requirements that may need to be met beyond the response phase of the emergency management cycle

Assessment should consider:

- Approximate number of people displaced/evacuated
- Approximate number of people being supported through Emergency Support Services
- Approximate percentage of housing units classified as vacant in designated geography (if known)
- Expected timeline for housing needs
- Number of structures impacted; damages/destroyed

**Assessment:** [insert assessment]

**Do serious or widespread environmental impacts pose ongoing safety risks?**

Assessment:  Yes  No

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section, Ministry of Environment, Ministry of Health*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine if extensive environmental recovery needs exist over the longer-term

Assessment should consider:

- Listing of significant environmental incidents, including land degradation and contamination
- Extent of impacts on geographic area and people
- Biodiversity and ecosystem impacts
- Ongoing safety concerns
- Expected timeline for environmental hazards to be addressed
- Natural resource damage and loss (e.g. forest tenures)
- Quantitative measure of disaster-related changes in riverbanks, shorelines, and soil systems

**Assessment:** [insert assessment]

**Is long-term economic sustainability of a region or sector threatened?**

Assessment:  Yes  No

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section, Regional Economic Development Officer, Chamber of Commerce, Business Association*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine if there could be long-term economic implications for a local authority, First Nation or region

Assessment should consider:

- Region impacted and approximate number of businesses affected
- Are certain key sectors/employers in the region likely to be impacted for a significant period
- Consequence of impacts on critical infrastructure that businesses rely on (e.g. transportation networks, communications, etc.)
- Expected length of time business could face significant disruptions
- If known, number of businesses without business interruption insurance
- Number of parks or other attractions closed

**Assessment:** [insert assessment]

**What is the local capacity to recover beyond the response phase (including local financial capacity)?**

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section, First Nation, local authority*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine whether longer-term provincial support may be required to augment local authority or First Nation capacity.

Assessment should consider:

- High-level capacity assessment for affected local authority or First Nation based on magnitude of impacts and expected recovery timelines
- Whether Disaster Financial Assistance is likely required/has been requested
- Whether the local authority or First Nation has capacity to manage the disruption and undertake repairs
- If concerns exist regarding the impacted local authority or First Nation capacity to respond over the longer-term in relation to the severity of the disaster, a detailed analysis can be conducted by the Municipal Affairs and Housing that considers financial, administrative and governance capacity
- Whether the local authority or First Nation has a Recovery Plan
- Number of local non-governmental organizations available to support recovery

**Assessment:** [insert assessment]

**Is recovery contingent on resolving cross-ministry policy questions?**

Assessment:  Yes  No

**Source of Information:** [Insert source of information]

*Possible sources: SITREPs, Planning Section*

Please provide an assessment of the current situation in relation to the criteria.

Objective: To determine if recovery will require ongoing cross-ministry policy coordination

Assessment should consider:

- Issues that may require ongoing cross-ministry policy coordination
- Whether existing ministry plans, and protocols are sufficient to address recovery needs

**Assessment:** [insert assessment]

**Assessment conducted by:**

Name: [Insert Name] Date Review Completed: [Insert mm/dd/yy]

Title: [Insert Title]

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## APPENDIX 3: RESILIENCE CENTRE GUIDANCE

The following information is provided to local authorities and First Nations (collectively communities) to support the standing up of a **Resilience Centre** within their community during or after an emergency event. It includes several considerations for a community needing to establish this type of centre.

A Resilience Centre may be adopted by communities as a central location for residents affected by disaster to access resources and services that will enable them and their communities to recuperate and return to a pre-disaster state.

### *Transition to a Resilience Centre*

A Community Resilience Centre can be established during the response and early recovery phases of an emergency event, or a Reception Centre may transition into a Community Resilience Centre when response activities move to recovery focused activities. The Reception Centre can transition to a Community Resilience Centre after the imminent threat is no longer the main consideration and the immediate human service needs have been met. The Resilience Centre does not replace Reception Centres or Group Lodging and should be located in close proximity to Reception Centres and Group Lodging, if possible.

Depending on needs at the time, a Resilience Centre may consist of a drop-in facility where clients have an opportunity to ask questions and pick up information materials from agencies and organizations supporting recovery activities. The Resilience Centre may also integrate a call centre where clients can access information by telephone. A website may also be established to provide information.

Communities should identify organizations or groups that could assist with opening and operating a Community Resilience Centre at the beginning of the response phase. The cost to establish a Resilience Centre may be an eligible response cost (100% reimbursement by the Province) depending on the scope and scale of the disaster. EMBC regional staff can provide consultation on whether the emergency warrants a Resilience Centre. The cost to hire a Resilience Centre Manager to mobilize and support the Resilience Centre may also be an eligible response cost.

A Resilience Centre may also be considered when communities are establishing Reception Centres and Group Lodging to support other evacuated regions. In this case, the Resilience Centre is best located in a central location with convenient access.

### *Coordination*

When determining if your community will create a Resilience Centre it is important to coordinate with adjoining jurisdictions. The correct location of a Resilience Centre will enable efficient use of limited resources. Critically, access to Resilience Centres for residents with special considerations and/or for vulnerable populations must be applied prior to opening. For example, consider not only location, but overall layout for individuals with mobility issues.

## Operations

Resilience Centre operations can be broken down into four primary steps:

1. **Complete Capacity and Needs Assessment with the impacted person:** completing a Capacity and Needs Assessment form ensures that Resilience Centre staff have a full understanding of the most urgent individual needs and community capacity and helps inform the Post-disaster Needs Assessment
2. **Assist individuals and businesses to complete their Personal Recovery Plan:** the plan is designed to help the person focus on practical next steps in his or her recovery process. It is retained by those affected by the event
3. **Ensure individuals with urgent needs are connected with the agency or group offering assistance in the particular area required.** Examples include:
  - Pursuing family reunification efforts
  - Linking elderly homeowners who need assistance in removing debris with residents who are able to do so
  - Providing psychosocial support services, including trauma counselling
  - Engaging public health agencies to provide water testing
  - Linking home-based business owners with members of the local Chamber of Commerce or Rotary Club
4. **Monitor individual progress throughout the recovery process:** follow-ups can be undertaken by not-for-profit organizations and other community-based volunteer organizations. However, this must be carried out in a coordinated manner with the information being provided to the appropriate community resilience centre. The follow-up should include a review of the individual's personal action plan so that progress can be monitored, and the plan revised to reflect any unforeseen steps necessary for recovery

Common Resilience Centre activities include:

- Identifying a Resilience Centre Manager (backfill or contractor)
- Activities related to the coordination of information for affected residents and businesses (community information forums/meetings)
- Activities supporting the coordination of donations of funds, goods and services
- Support for the coordination of Post-Disaster Needs Assessment process
- Establishment and operation of an Unmet Needs Committee
- Facility rental of 'one stop shop' centre

Depending on the needs of the impacted individuals; some of these steps may be expanded to assist those with more complex recovery requirements.



### *Resilience Centre Manager*

The Resilience Centre Manager plays an important role in the community recovery process and is a major champion of recovery activities. The Resilience Centre Manager helps facilitate coordination and communication with all stakeholders involved in the recovery process. The other function of the Community Resilience Centre manager is to manage the organizations that are prepared to offer assistance to people as they go through the various steps to put their lives in order.

The Resilience Centre Manager has many roles to fulfill, such as volunteer management, needs prioritization and coordination with existing services, and financial tracking of Resilience Centre operations. This position is multi-functional, and it is important that the person fulfilling this role should have a special skill set that includes strong relationship and team building, project management, and problem-solving skills.

### *Linking with Long-term Recovery*

Resilience Centres may become focal points for long-term recovery if required. Over time, the services provided by a Resilience Centre may evolve to reflect long-term recovery activities. Consideration on how a Resilience Centre transitions for long-term recovery should be undertaken.

### *Tips to Consider when Establishing Resilience Centres*

- It may be difficult for agencies to attend a Resilience Centre in rural areas. Consider locating the Resilience Centre in a nearby community if practical.
- Contact appropriate service providers as soon as possible to determine their capacity to participate at the Resilience Centre.
- A Resilience Centre should be close to, but not directly in a Reception Centre or Group Lodging.
- A Resilience Centre Manager should be identified and accountable for daily operations of the Resilience Centre.
- It is ideal to have a Resilience Centre Manager with local knowledge of the community.
- Signage and public information messaging must be clear and consistent.
- Security personnel at the Resilience Centre may be necessary.
- A welcome host is useful to direct new arrivals to appropriate sources of assistance.
- Tracking of service providers through a sign in, including contact information, will enable a Resilience Centre Manager the ability to track service providers.
- Needs of users may vary greatly: some residents may have been significantly affected (e.g. losing all possessions, and with no insurance), while others may have been lightly impacted.
- A Resilience Centre does not serve as an entertainment or relaxation hub for displaced persons during or after a disaster event.

## *Potential Resilience Centre Services and Representatives*

### **Government services** (*Municipal, Provincial, and Federal*):

- EMBC Regional Manager
- Service BC (front-line support to many Provincial Government services)
- Indigenous Services Canada
- Disaster Financial Assistance
- Health Emergency Management BC
- Health Authority
- Disaster Psychosocial Services

### **Business services:**

- Insurance Operators (Home, Car)
- Utilities (Gas, Phone, Power)
- Chamber of Commerce/ Business Association

### **NGOs:**

[See Appendix 8: List of NGOs](#)

### ***Demobilization***

Prior to closure of the Community Resilience Centre the Resilience Centre Manager must work with local authorities to ensure appropriate transfer of open case files to either government services or other community services.

Upon demobilization of the Community Resilience Centre it is important to conduct an operational review in order to assess the Community Resilience Centre process and capture lessons learned. In addition, it is an excellent way to collect evidence-based research and discover operational opportunities for future events.

## APPENDIX 4: EXAMPLE EXPENDITURE AUTHORIZATION FORM FOR CRM

### EXAMPLE EOC EXPENDITURE AUTHORIZATION FORM

**Reminder:**

- The initial term for a CRM is for up to six months. Where possible, the term should be based on the time required to identify impacts and to build a recovery plan.
- The position is funded to an equivalent existing position within the existing governance structure.

<b>Event:</b>		<b>Date:</b>	
<b>EMBC Task #:</b>		<b>Time:</b>	
<b>Requesting Organization/Community:</b>			
<b>Authorized Representative:</b>		<b>Name:</b>	
<b>Telephone:</b>		<b>Fax:</b>	
<p><b>Description of Expenditure:</b> (include nature of goods and/or services being acquired, location, date/time planned...)</p> <p>Recovery Manager to lead recovery efforts in the [location].</p> <p>Provide brief description of the scope of services expected of the Recovery Manager.</p> <p>Provide a breakdown of expected costs, including salary, accommodation, travel, other.</p> <p><b>Example:</b>                  [length of contract] at [hourly rate] x [X hours/week] = [amount]                  [accommodation] at [cost per month] x [X months] = [amount]</p> <p>Provide justification for travel, accommodation, incidentals, etc.</p> <p>List or attach expected outcomes, e.g. undertake public and business outreach activities; create a Recovery Plan to guide community recovery activities</p>			
<b>Amount Requested:</b>		<b>Expenditure Not to Exceed:</b>	
<b>EOC Approvals</b>	Approved for Processing by:		Expenditure Request Approved by:
	Position: CFO		Position: EOC Director (or designate)
	Date/Time:		Date/Time:
<b>PREOC Approvals</b>	<input type="checkbox"/> Approved for Processing by: <input type="checkbox"/> Not Approved		Expenditure Authorized by:
	Position: Operations Section Chief		Position: PREOC Director (or designate)
	Date/Time:		Date/Time:

- Distribution:**
- |  |                          |  |
|--|--------------------------|--|
| <input type="checkbox"/> EOC Director                | <input type="checkbox"/> | <input type="checkbox"/> PREOC Director                |
| <input type="checkbox"/> EOC Operations Section      | <input type="checkbox"/> | <input type="checkbox"/> PREOC Operations Section      |
| <input type="checkbox"/> EOC Planning Section        | <input type="checkbox"/> | <input type="checkbox"/> PREOC Planning Section        |
| <input type="checkbox"/> EOC Logistics Section       | <input type="checkbox"/> | <input type="checkbox"/> PREOC Logistics Section       |
| <input type="checkbox"/> EOC Finance & Admin Section | <input type="checkbox"/> | <input type="checkbox"/> PREOC Finance & Admin Section |
| <input type="checkbox"/> Other: _____                | <input type="checkbox"/> | <input type="checkbox"/> Other: _____                  |

**Comments:**

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## APPENDIX 5: CRM SCOPE OF SERVICE AND POSITION DESCRIPTION

### Scope of Service

#### *Scope*

A Community Recovery Manager (CRM) is needed to lead and coordinate the transition from response to recovery. The emergency event caused significant social, cultural, environmental, economic and infrastructure impacts to communities. Residents were forced to spend days or weeks outside of the region, leaving pets, homes and jobs behind. The CRM will create and implement a workable plan to guide the [insert community here] recovery strategies to assist individuals, groups and businesses in rebuilding their lives and their community.

#### *Length of Contract*

The CRM will be signed to a contract, with a competitive salary and appropriate expenses included. It is intended that the CRM work out of an office in [insert location here] to understand the local impacts and be available for inquiries and face to face meetings as required.

#### *Responsibilities*

- Manage the transition from a response Emergency Operations Centre (EOC) to one focused on recovery.
- Collect and document the social, cultural, environmental, economic and infrastructure impacts of the event (refer infrastructure queries to the Provincial government Disaster Financial Assistance Program or Infrastructure Recovery Manager if applicable).
- Be the main point of contact for all inquiries relating to both the EOC transition, and to the recovery activities.
- Lead the recovery program while coordinating with other agencies, including but not limited to the Provincial government, NGOs, and other service providers related to the four sectors of recovery: People and Communities, Economy, Environment, and Infrastructure.
- Develop programs and strategies for recovery with input from the affected communities.

#### *Expected Outcomes*

- Create an incident-specific Recovery Plan to guide community recovery activities in the region. This plan would include specific priorities and objectives for implementation.
- Implement the Recovery Plan with the assistance of [insert community here] staff and other local authority staff or First Nations members and stakeholders supporting the communities.
- Undertake public and business outreach activities in the process of writing and implementing the Recovery Plan.
- Reports directly to the CAO of [insert community here].
- Keeps accurate account of expenses incurred and time spent on planning and implementing recovery activities.

## **Position Description**

### ***Position Overview***

The Community Recovery Manager plays a major role in leading the socio-economic recovery activities for individuals and the community following a disaster. As a local authority or First Nations representative and/or community leader, the position may guide community support services through the establishment and operation of Resilience Centre(s) and/or development of an incident-specific recovery plan.

The position may work closely with community organizations/agencies, small and medium-sized businesses, other local authority officials and neighbouring First Nations to establish effective, coordinated and collaborative relationships to deliver services to affected individuals and communities throughout the recovery process.

### ***Accountabilities***

- Develops an incident-specific recovery plan and ensures there are clear processes in place to support citizens throughout their personal recovery process;
- Has training in and understanding of support needs for individuals who have been through traumatic situations, including those directly and indirectly affected by a community disaster, and emergency responders at all levels;
- Has training or understanding of how the current mental health system works in regard to expediting any available assistance, short or long term, for those affected by a disaster;
- Provides oversight and management of all aspects of a Resilience Centre to support staff, volunteers and agencies;
- Ensures there is guidance and information to community members on the necessary steps to return safely to their homes;
- Collects information from clients, provincial ministries, businesses and community organizations, other local government staff and/or subject matter experts to ensure disaster recovery specific information is coordinated and validated;
- Communicates decisions to local government staff, senior management, and others to update community and social recovery priorities;
- Works collaboratively with the Disaster Financial Assistance (DFA) program representatives and has a good understanding of DFA in order to recognize potential opportunities for those who may be eligible and provide clarity for those who may be ineligible (i.e. due to insurable losses such as fire);
- Builds relationships internally and with key external partners and community services to establish a common operation picture and collaborative recovery process;
- Shares information to mitigate any concerns or challenges arising from recovery operations and shares with local government, community organizations, not-for-profit organizations and individual citizens;
- Experience working with, or on, boards of community non-profit organizations in order to better understand how they fit into the larger community support scenario;
- Supports or manages an “Unmet needs committee”, providing direction and coordination for the ongoing management of activities and addresses issues as they arise;

- Works with Emergency Support Services (ESS) Teams, Building Inspectors, Health, Insurance, Emergency Management BC (EMBC), Non-Government Organizations (NGOs);
- Identifies the unique needs of each community;
- Provides regular and timely operational reports to appropriate EMBC PREOC and others as required (suggest biweekly or monthly report submissions to align with payroll submission), inclusive of daily situation report, operational data and relevant statistics, as appropriate;
- Contributes to a healthy and safe working environment;
- Manages facilities such as the Recovery Operations Centre and/or Resilience Centre; and
- Determines and plans for the standing down of recovery operations, including Resilience Centres in conjunction with other relevant partners.

### ***Knowledge, Skills and Abilities***

- Knowledge of emergency management, collection and analysis of disaster recovery information, community engagement and restoration and protection of community services;
- Being a lateral thinker as required, in finding solutions to help the community with unique needs;
- Experience in personnel scheduling and staffing requirements;
- Knowledge of and practical experience in Emergency Support Services;
- Experience in building, developing and maintaining successful relationships with public/private organizations and partnerships;
- Knowledge of local government operations, geography and community services;
- Knowledge and understanding of each provincial government ministry in order to easily and expediently access information and support as appropriate for the community;
- Experience in building relationships with multi-faceted, multi-stakeholder groups;
- Experience in grant writing; and
- Experience in recognizing and finding the potential partnering opportunities between groups, individuals and businesses in a community to successfully create and complete projects of benefit.

### ***Special Requirements***

- Available 24/7 during response to emergencies and disasters and willing to perform a variety of duties within the scope of the position's responsibilities;
- Ability to travel to disaster areas of the province on short notice and visit remote locations by vehicle, boat, air or on foot for overnight or extended hours in all-weather considerations due to emergencies; and
- Ability to speak formally and informally to various audiences including community meetings, local and regional elected representatives, First Nations, Local Government officials, businesses and industry experts (e.g. insurance, construction, etc.).

### *Competencies*

- Empowerment
- ESS knowledge
- Information seeking
- Decisive insight
- Listening, understanding, responding
- Cultural awareness
- Recognizing recovery is multi-faceted
- Being able to focus on the need at hand while at the same time understanding the larger picture and how one fits within the other

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## APPENDIX 6: GUIDELINES FOR UNMET NEEDS COMMITTEE - TEMPLATE

### *Mission*

The mission of the Unmet Needs Committee is to help those affected by disaster meet their ongoing needs and regain pre-disaster self-sufficiency. The Unmet Needs Committee assists citizens in recovery from the impacts of a disaster by evaluating unmet needs, identifying resources for meeting priority needs, and recommending the allocation of limited resources.

“Unmet needs” refers to those needs of individuals that are not met, or cannot be met, through a variety of service organizations (e.g. Red Cross), or Federal, Provincial and Local Authority or First Nations programs.

Unmet needs do not always reflect typical needs. They are those needs still unmet after priorities of food, clothing and shelter have already been provided. They may represent key resources which are not considered essential to life safety but that prove critical in returning independence to, and increasing resilience of, an individual, group, or community. Some examples include: potable water, financial assistance, housing, transportation, home furnishings, and clean-up/debris removal.

The Unmet Needs Committee reports to the Community Recovery Manager, if one is in place, or alternately to the appropriate local authority staff member or the First Nations Band office that is supporting the committee.

If the Committee decides to form a permanent society for long-term community recovery support, the structure would include a Board of Governors and should include representatives from the local authority or First Nation impacted by disaster.

### *Principles*

The following guiding principles influence and guide the Unmet Needs Committee:

1. Ultimately, those affected by disaster are responsible for their own recovery and are expected to use their own actual and potential resources in meeting their needs
2. Recovery assistance is for disaster related losses only and is not intended to redress prior existing conditions.
3. The Unmet Needs Committee will act in ways that further equity among disaster victims, accounting for individual capabilities and situations.
4. Disaster aid has the potential for both positive and negative impact. The objective of the Unmet Needs Committee is to minimize the negative consequences of any offered resource by taking into consideration the unique circumstances of those in need.
5. Needs assessment and resource allocation must take into account the policies, standards and actions of local authorities and First Nations, and resources already provided by other agencies.
6. As part of the support of the community recovery process, the Unmet Needs Committee will make every reasonable attempt to support the local economy and business community by sourcing resources from local suppliers.



### ***Assistance Based on Need***

Disaster assistance allocated through the Unmet Needs Committee should not be designed to replace what each individual or business has lost in a disaster. Rather, assistance attempts to provide what each individual or business need as a result of a disaster.

Some individuals or businesses will suffer losses for which compensation may not be available through the Disaster Financial Assistance, other aid agencies, or insurance companies.

The amount and type of disaster assistance an individual or business receives will vary according to verified needs, based on:

- An individual's or business's level of vulnerability
- Immediate basic needs, rather than material losses.

### ***Guidelines for Allocation***

The Unmet Needs Committee will consider the following in setting priorities for allocation:

1. Each household or business should be assessed for needs and available response capacity on a case-by-case basis.
2. Assistance should be targeted first to the most vulnerable individuals.
3. Where resources are limited and could assist both individuals and businesses, priorities will be assigned to individuals.
4. Resources should be allocated in ways that support and build the local economy, where possible, such as in purchasing material resources and services through community businesses.

### ***Public Accountability***

The Unmet Needs Committee will operate in a transparent manner by making the following information available to the public:

- The mission and principles of the Unmet Needs Committee
- Needs assessment guidelines and principles
- Regular general reports on the disbursement of resources

### ***Client Privacy***

The Unmet Needs Committee will respect the privacy of disaster clients and safeguard confidentiality of client information.

## APPENDIX 7: IDENTIFYING UNMET NEEDS POST DISASTER - TEMPLATE

Dear community members,

Many of you may already be aware of the formation of an Unmet Needs Committee, comprised of local residents, NGOs, faith-based organizations, and service/program providers. This committee is responsible for identifying persons who require assistance to recover from the impacts of a disaster. This committee is responsible for evaluating needs, identifying resources for meeting priority needs, and recommending the allocation of limited resources to support affected individuals in returning, as much as possible, to pre-disaster levels.

“Unmet needs” refers to those needs of individuals that are not met, or cannot be met, through a variety of service organizations (e.g. Red Cross), or Federal, Provincial and Local Authority or First Nations programs. Unmet needs do not always reflect typical needs. They are those needs still unmet after priorities of food, clothing and shelter have already been provided. They may represent key resources which are not considered essential to life safety but that prove critical in returning independence to, and increasing resilience of, an individual, group, or community. Some examples include: potable water, power, financial assistance, housing, transportation, home furnishings, clean-up/debris removal, and counselling.

To aid in the identification of unmet needs, we are requesting that you take the time to answer the following questions and return this survey to the “Unmet Needs Committee” as soon as possible. Your committee can be contacted at:

[insert location, email address, phone number, contact name, if applicable]

1. Understanding that your confidentiality will be respected, do you give the committee members permission to advocate/investigate for available assistance on your behalf?

Yes      No

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Name (Please print)	Signature	Date
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2. What are your current unmet needs in regard to the [emergency event]? You do not need to limit your response to the examples provided above.

Unmet need	Priority (High, Medium, Low)	Estimated Cost

## APPENDIX 8: LIST OF NGOS

This following is a list of some of the NGOs that have worked with the Province in past events to support recovery activities. Ideally, local authorities and First Nations will have local or regional contacts for additional NGOs that they can reach out to in times of need.

NGO	RDA	Sifting	Home Repairs	Home Rebuilds	Cleaning	Debris Removal	Financial Aid	Food Service	Material Goods	Emotional Support	Comments
<b>BC211</b> <a href="mailto:Nathan.Wright@bc211.ca">Nathan.Wright@bc211.ca</a> <a href="http://www.bc211.ca/">http://www.bc211.ca/</a>											➤ Provides online resources
<b>Canadian Disaster Animal Rescue Team (CDART)</b> <a href="mailto:info@cdart.org">info@cdart.org</a> <a href="https://www.cdart.org">https://www.cdart.org</a>											➤ Available 24/7 by phone to support communities with domesticated pets ➤ Can deploy to site or be available remotely
<b>Canadian Red Cross</b> 1-888-800-6493							✓				➤ Family reunification ➤ Case management for financial support
<b>Disaster Aid Canada</b> 778-265-8821									✓		
<b>Disaster Psychosocial (DPS)</b> HEMBC Duty Officer 604- 686-6061										✓	➤ Provides psychosocial services upon request
<b>First Nations Emergency Services Society</b> <a href="http://fness.bc.ca/">http://fness.bc.ca/</a>	✓									✓	
<b>Mennonite Disaster Services</b> <a href="mailto:vicjanz@telus.net">vicjanz@telus.net</a> 604-702-8589 604-858-4135			✓	✓	✓						➤ Provides long-term recovery support in home repair and rebuilding for uninsured ➤ Requires logistical support for housing/feeding volunteer teams

NGO	RDA	Sifting	Home Repairs	Home Rebuilds	Cleaning	Debris Removal	Financial Aid	Food Service	Material Goods	Emotional Support	Comments
<b>Samaritans Purse</b> 1-800-663-6500	✓	✓			✓	✓					➤ Self-sufficient, no external logistics required
<b>Team Rubicon Canada</b> <a href="mailto:info@teamrubicon.ca">info@teamrubicon.ca</a>	✓	✓	✓	✓	✓	✓					
<b>The Billy Graham Rapid Response Team</b> 1-877-247-2426										✓	➤ Provides trained chaplains (vetted, PFA/CISM trained) to deliver emotional and spiritual care to local faith community
<b>The Salvation Army</b> 1-800-725-2769								✓	✓	✓	<ul style="list-style-type: none"> <li>➤ Provides food service (16 mobile food trucks)</li> <li>➤ Provides donated used clothing, furniture, canned food</li> <li>➤ Vetted, CISM trained chaplains</li> </ul>
<b>World Renew</b> 1-800-730-3490	✓		✓	✓	✓						➤ Provides volunteer labor to survivors of disasters at the request of local authority or First Nation