



CRESTON
VALLEY

TOWN of CRESTON

Corporate Policy

Policy #:	SER-008-030
Division:	Protective Services
Effective Date:	July 29, 2026
Review Period:	Annual

Policy Title: Emergency Management Program – Level of Service Policy

Purpose & Scope

The purpose of this policy is to define the expected Level of Service (LOS) for Emergency Management Program. It establishes clear service standards for preparedness, mitigation, response, and recovery, ensuring accountability, transparency, and alignment with Council direction and legislative requirements.

This policy applies to:

- All emergency management functions carried out under the Town's Emergency Management Program
- The Emergency Management Director, Emergency Management Coordinator and Climate Readiness Coordinator, and Emergency Management Planning Committee as established under the Emergency Management Bylaw No. 1960
- All Town departments involved in emergency preparedness, response, and recovery activities

Definitions

Emergency Management Program: The coordinated set of plans, policies, procedures, training, and exercises that prepare the Town to prevent, prepare for, respond to, and recover from emergencies.

Emergency Management Director: The individual appointed by Council to lead the Emergency Management Organization and act on behalf of the Town during emergencies.

Emergency Management Coordinator: The coordinator or designate appointed by Council to maintain the Emergency Management Organization.

Emergency Management Planning Committee: The interdepartmental leadership group responsible for program oversight, risk assessments, plan updates, and training coordination.

Emergency: As defined in the Emergency and Disaster Management Act, SBC 2023.

Service Statement (what residents receive, in plain language)

Residents can expect that the Town of Creston will:

- Maintain up-to-date emergency plans to protect people, property, and the environment
- Provide timely and coordinated responses to emergencies
- Provide public educational materials related to hazards that could lead to emergency events
- Train staff and maintain readiness through exercises
- Work with regional and provincial partners to manage emergencies effectively

Performance Targets (3-7 KPIs; with exact definitions)

KPIs follow the CSEI standard: clear, measurable, and resident-understandable.

KPI 1 — Emergency Plans

Target: 100% of legislated emergency plans, hazard risk assessments, and supporting annexes reviewed annually and updated as required by December 31.

Definition: Annual documented review and approval by the Emergency Management Planning Committee, including evidence of revisions, approval dates, and version control.

KPI 2 — EOC Activation Time

Target: Emergency Operations Centre activated and staffed at minimum EOC Director and General Staff level within 60 minutes of activation notification for Level 2 or higher incidents.

Definition: Time measured from authorized activation decision to arrival and assumption of duties by designated EOC positions.

KPI 3 — Training Compliance

Target: 90% of Town staff with designated emergency management responsibilities complete required training and certification requirements annually.

Definition: Completion of training identified in the Emergency Management Training Program, including ICS, EOC, role-specific, and mandatory refresher training.

KPI 4 — Exercise Completion

Target: Conduct a minimum of two emergency management exercises annually, including at least one discussion-based exercise and one functional exercise, with an After-Action Report completed within 60 days.

Definition: Exercises conducted and documented in accordance with the Emergency Management Exercise Program.

KPI 5 — Public Information Timeliness

Target: Initial public information message issued within 60 minutes of EOC activation when public communication is required.

Definition: Time from EOC activation to publication of an official communication through approved communication channels.

KPI 6 — Public Education

Target: Deliver a minimum of 24 public preparedness education initiatives annually, with content distributed through multiple communication channels.

Definition: Preparedness messaging, campaigns, presentations, social media posts, publications, or community engagement activities designed to increase public resilience.

KPI 7 — Corrective Action Implementation

Target: 80% of identified corrective actions from incidents and exercises completed within 12 months.

Definition: Completion of improvement actions identified through After-Action Reviews, debriefs, audits, or emergency events.

Measurement & Data Sources (systems, owners, frequency)

KPI	Data Source	System / Owner	Frequency
Emergency Plans	Plan repository, version control	Emergency Management Coordinator	Annual
EOC Activation Time	EOC logs, call-out sheets	Emergency Management Director	Per event
Training Compliance	HR learning management records	EM Coordinator / HR	Quarterly
Exercise Completion	AARs, exercise reports	EM Coordinator	Semi-annual
Public Information	Communications logs	Communications Coordinator	Per event
Public Education	Communication logs	EM Coordinator/ Communications Coordinator	Quarterly

Variance & Risk Tolerance (how/when LOS flexes; escalation & comms)

Level of Service may temporarily vary due to:

- Major or prolonged emergencies
- Staffing shortages
- Resource limitations
- Loss of facilities or communications systems

Flex Protocol:

- EM Coordinator assesses operational constraints
- Emergency Management Director authorizes temporary LOS variance
- CAO is notified when significant or multi-day service reductions occur
- Public communication issued when LOS cannot be met

Roles & Responsibilities (Council/CAO/Director/Managers)

Roles are aligned with the Emergency Management Bylaw.

Council

- Approves LOS policy and emergency plans
- Receives annual program and risk register reports

CAO

- Oversees compliance with this LOS policy
- Supports major decisions and resource allocation

Emergency Management Director (Director of Protective Services)

- Leads the Emergency Management Organization
- Chairs the Emergency Management Planning Committee
- Provides strategic leadership to ensure coordinated and sustained response capabilities

Emergency Management Coordinator

- Maintains program documentation, schedules training and exercises
- Develops public education materials
- Supports committee operations
- Chairs the Emergency Management Planning Committee in adsense of the EM Director

Division Directors / Managers

- Ensure departmental readiness
- Participate in risk assessments, planning, and training

Communications Coordinator

- Develops and issues emergency public information

Human Resources Coordinator

- Maintians training records

Reporting (monthly internal; quarterly Council; annual public)**Monthly (Internal Ops Dashboard)**

- KPI progress, training participation, plan updates

Quarterly (Council)

- Program status, major risks, exercise outcomes

Annual Public Report

- High-level summary of preparedness, performance, improvements

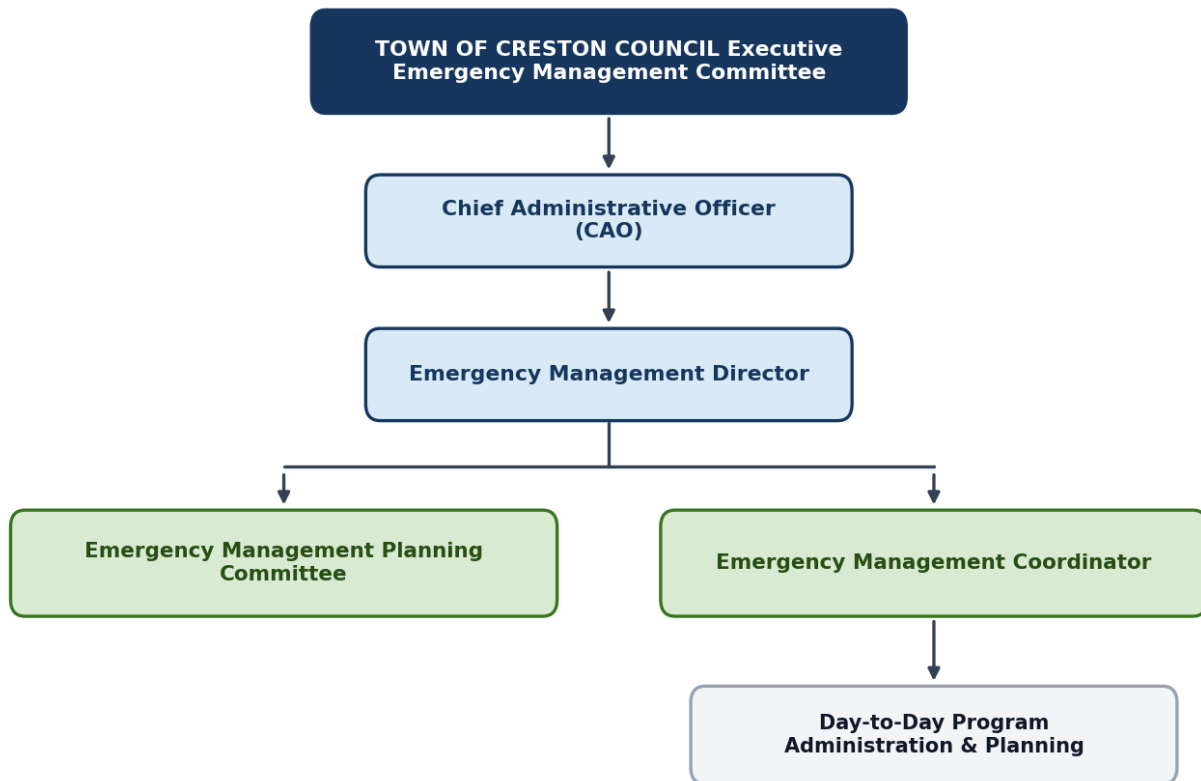
Continuous Improvement (how targets evolve; lessons learned)

- KPIs reviewed annually and adjusted based on lessons learned
- After-Action Reviews drive plan and training updates
- Committee integrates new best practices, legislative updates, and risk trends

Appendix A - Emergency Management Organization Chart

Town of Creston Emergency Management Organization

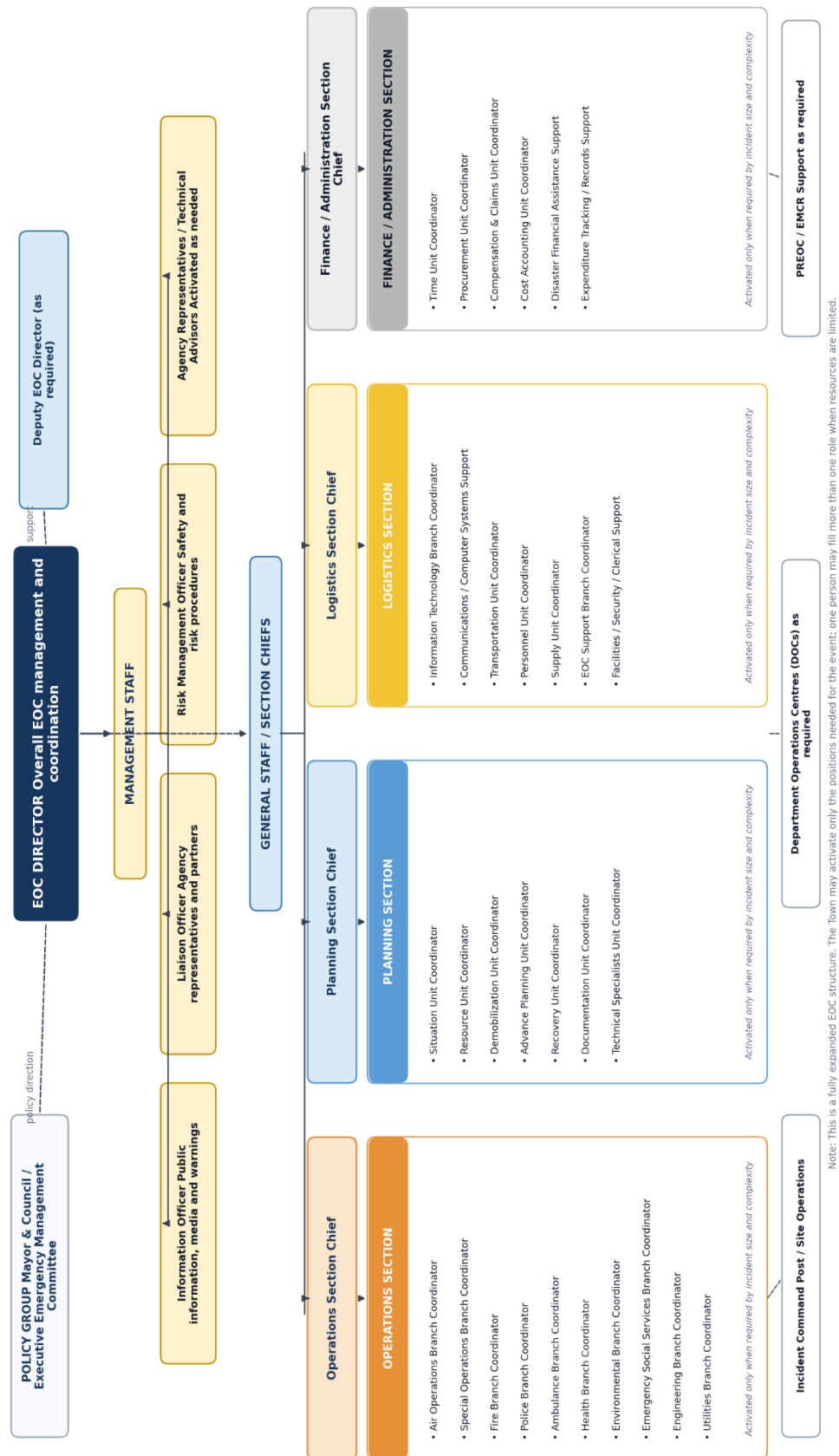
Governance and Program Structure for LOS Policy



Emergency Management Planning Committee Membership

- Emergency Management Director (Chair)
- Chief Administrative Officer
- Council Representative
- Fire Chief or Designate
- RCMP Staff Sergeant or Designate
- Director of Infrastructure Services
- Corporate Officer
- Communications Coordinator
- Manager of Engineering
- Manager of Community Planning & Development
- Emergency Management Coordinator

BCERMS / BCEMS-style fully expanded structure for Level of Service Policy



Appendix B - Hazard, Risk & Vulnerability Assessment (HRVA) Summary

The Town of Creston Hazard, Risk, and Vulnerability Assessment (HRVA) provides a comprehensive, evidence-based evaluation of the hazards that may impact the community, along with the vulnerabilities and consequences associated with those hazards. It supports informed decision-making for the Town to prepare for, mitigate, respond to, and recover from emergencies. The HRVA reflects the Town's responsibilities under the Emergency and Disaster Management Act, which requires local authorities to assess risks and hazards as part of emergency management planning.

The following table, identified in the HRVA, provides an all-hazards snapshot for Creston that plots hazards by current likelihood (rows; expected frequency in the near term, approximately ± 10 years) and consequence score (columns; Very Low to Very High). Hazards located further toward the upper right of the matrix reflect higher likelihood and/or higher consequences and therefore represent higher relative priority for planning.

C u r r e n t L i k e l i h o o d	Almost Certain (every 2 years or more)	Fog Lightning				
	Likely (every 3- 10 years)	Space Weather Seiche Motor Vehicle Incident	Air Quality Freezing Rain or Drizzle Public Health Crisis Plant Disease Structure Fire Oil or Gas Pipeline Spill	High Wind Event Stormwater Flooding Flash Flooding Electrical Outage Telecommunications Interruption Lake, River, and Stream Flooding	Extreme Heat Drought	Wildfire
Possible (Every 11-50 years)		Major Planned Event	Animal Disease	Snowstorms and Blizzards Landslide/Debris Flow Hazardous Materials Spill Transportation Route Interruption	Wastewater Interruption Human Disease	
Unlikely (every 51-100 years)			Hail Avalanche Land Subsidence Earthquake	Extreme Cold		Rail Incident
Rare (less than every 100 years)		Space Debris Dam and Spillways Failure Public Disturbance Aircraft Incident	Cyber Security Threat Ash Fall Mine Incident Structure Failure Marine Vessel Incident	Tornado Food Source Interruption Water Service Interruption Fuel Source Interruption Liquefaction National Security Threat	Dike Failure Explosions	
	Very Low (0-6)	Low (7-14)	Medium-Low (15-21)	Medium-High (22-29)	High (30-37)	Very High (38-44)
	Consequences					

Appendix C - Plan list and update schedule

Legislated Plans

Effective January 1st, 2027, the following plans are legislated and require implementation according to the Emergency and Disaster Management Act and supporting regulations.

Emergency Management Plan

An emergency management plan must be prepared or updated every seven years and must describe the following:

- Measures that are necessary or advisable for the purposes of each phase of emergency management
- The roles, powers, and duties of people identified in the plan by name, title, or position
- Requirements for emergency resources
- Procedures for engaging emergency systems
- The emergency management training and exercise program that will be conducted
- Measures to mitigate any adverse effects of an emergency on:
 - Individuals who may experience intersectional disadvantage
 - Vulnerable individuals, animals, places, or things
 - Measures to promote cultural safety
 - A summary of any consultation undertaken in accordance with the Act in relation to the emergency management plan
 - A time period for a review of the emergency management plan
- A plan for the evacuation and care of individuals and animals in the area within the jurisdiction of the local authority
- A description of each area where consultation, engagement, and cooperation with Indigenous peoples is required
- The Indigenous governing bodies consulted or engaged with

Business Continuity Plan

- A business continuity plan must be prepared or updated every 5 years and must describe the following
- The measures to be taken to ensure the continued delivery, during an emergency, of leadership and services necessary for the effective functioning of the Town of Creston
- A time period for a review of the business continuity plan

Risk Assessment

A risk assessment must be prepared and describe the following:

- All reasonably foreseeable hazards
- The extent of the risk that each hazard presents, including
 - The likelihood that an emergency may occur
 - The potential scale and scope of each emergency identified
- The potential consequences for persons or property, or for objects or sites of heritage value, if an emergency occurs, giving special consideration to:

- Individuals who may experience intersectional disadvantage
- Vulnerable individuals, animals, places or things
- A summary of any consultation undertaken in accordance with the Act in relation to the risk assessment

Recommended Plans

Emergency Public Information Plan

An emergency public information plan will include the following:

- Description of the emergency public information team
- Tools and methods to alert the public in the event of an emergency
- Pre-drafted message templates for different hazard scenarios
- Approval process for the release of internal and public information in the event of an emergency
- List of designated spokespersons for the town in the event of an emergency

Critical Infrastructure Protection Plan

A Critical Infrastructure Protection Plan will include the following:

- Critical infrastructure and critical services in Creston including wastewater, health services, transportation, communications, etc.
- Interdependency mapping showing how different systems rely on each other
- Vulnerability assessment including physical weakness, aging infrastructure, and exposure to hazards
- Operational and preparedness measures to reduce risks and ensure resilience
- Incident response protocols including coordination with the EOC, information sharing procedures, and private sector coordination

Mitigation Plan

Mitigation Plans can be multi-hazard or hazard-specific (e.g., drought, extreme weather, wildfire) with the goal of risk reduction. Considerations include:

- Structural measures
- Land-use planning
- Policy and regulatory tools
- Nature-based solutions
- Programs and incentives

Recovery Plan

Recovery consists of measures taken post-emergency to repair and restore community conditions to appropriate or 'normal' levels and can take anywhere from days to years. Recovery can be broken into three stages:

- Short-term recovery focuses on stabilizing the situation, enabling safe re-entry and initiating assessments
- Medium-term recovery involves development and initial implementation of a post disaster recovery plan
- Long-term recovery centres on sustained efforts to rebuild and address impacts across recovery sectors, while adapting to climate change and implementing lessons learned

A Recovery Plan focuses on overarching community recovery goals including economic revitalization, public health, land-use planning, and hazard mitigation. Recovery planning aims to 'Build Back Better' by incorporating resilience into rebuilding efforts and integrating mitigation and adaptation measures to reduce future risk.

Damage Assessment Plan

A Damage Assessment Plan outlines the responsibilities and procedures for assessment and reporting of damage to public and private property resulting from a disaster. Damage assessment information will aid Incident Commanders and the Emergency Operations Centre in prioritizing response activities and allocating resources immediately following an event. A Damage Assessment Plan will include:

- A process for determining the nature and extent of damage for prioritization and resource allocation immediately following an emergency or disaster
- A process to provide on-going dissemination of information during an emergency or disaster detailing the situation, location, nature, and extent of damage
- The priorities and requirements for deployment of resources and personnel in an affected area

Debris Management Plan

A Debris Management Plan provides organizational structure, guidance, standardized procedures and coordination of efforts for the clearance, removal, and disposal of debris caused by a major debris-generating event. A Debris Management Plan will:

- Establish the most efficient and cost-effective methods to resolve disaster debris removal and disposal issues
- Implement and coordinate debris removal and disposal contracts to maximize cleanup efficiencies
- Expedite debris removal and disposal efforts that mitigate the threat to the health, safety, and wellbeing of residents
- Coordinate communication and planning efforts with local, regional, and provincial governments, and First Nations

Rehabilitation Plan

Rehabilitation planning can be broken into two categories:

- **Physical Rehabilitation:** supports Recovery Planning by providing specific implementation guidance to repair and restore specific systems (e.g., restoring a localized power grid, fixing a specific roadway, providing immediate temporary housing)
- **Psychosocial Rehabilitation:** supports Recovery Planning by providing specific implementation guidance to repair and restore human and social systems (e.g., establishing crisis counseling hubs, deploying Psychological First Aid, providing targeted protection for vulnerable populations, and offering trauma support for first responders)

Plan Schedule

All plans should be reviewed annually to include changing conditions, emergency issues, and updated contact lists. The timelines provided in the following tables are for a comprehensive review or update.

Legislated Plans	Development Timeline	Required Legislated Update
Emergency Management Plan (Disaster Response Plan 2023)	Existing	7 years
Business Continuity Plan	Q3 2027 – Q3 2028	5 years
Risk Assessment	Q3 2026	5 years

Recommended Plans	Development Timeline	Recommended Update
Emergency Public Information Plan	Q4 2026	3-5 years
Critical Infrastructure Protection Plan	2028	3-5 years
Mitigation Plan	2028	5 years
Recovery Plan	2029	3-5 years
Damage Assessment Plan	2029	3 years
Debris Management Plan	2030	3-5 years
Rehabilitation Plan	2030	3-5 years

Appendix D - EOC activation levels

Activation	Event	Minimum Staffing
Alert <i>Primarily for information purposes</i>	- Small event that has the potential to escalate. - The Creston Emergency Response Plan and Departmental Emergency Plan(s) may be activated and implemented. - Responding departments can manage the event.	For information only: Initiating or lead department calls the following persons: ☐ EOC Director (may inform Policy Group) ☐ Liaison Officer ☐ Information Officer ☐ Risk Management Officer ☐ Section Chiefs as appropriate
Level 1 <i>Initial Activation</i>	- Small event, one site, and/or two or more agencies involved. - For example, potential threat of flood, severe storm, or interface fire. - EMCR is informed	For information and/or action: ☐ EOC Director (informs Policy Group) ☐ Liaison Officer ☐ Information Officer ☐ Risk Management Officer ☐ Operations Section Chief ☐ External agencies as required
Level 2 <i>Partial Activation</i>	- Moderate event, two or more sites, and/or several agencies involved. - Limited evacuations. - Some external resources/support required. - May be a major scheduled event. - EMCR is informed (may have limited PREOC activation).	For information and/or action: ☐ EOC Director (informs Policy Group) ☐ Liaison Officer ☐ Information Officer ☐ Risk Management Officer ☐ Section Chiefs as required ☐ Other EOC staff as required ☐ External agencies as required
Level 3 <i>Full Activation</i>	- Major event, multiple sites, regional disaster, and/or multiple agencies involved. - Extensive evacuations. - External resources/support required. - EMCR – PREOC will be activated.	For information and/or action: ☐ All EOC functions & positions as required ☐ Policy Group ☐ External agencies as required ☐ Volunteers as required
Deactivation	- The Town EOC may stand down, in phases or in its entirety as an event dictates. - EMCR is informed.	Deactivate EOC and terminate services based on requirements. <i>Note:</i> Standing down the Town EOC does not prevent recovery activities from continuing outside the EOC environment.

Appendix E - Regulatory References

Emergency and Disaster Management Act

The [Emergency and Disaster Management Act \[SBC 2023\] Chapter 37](#) (EDMA) is British Columbia's legislative framework for the four phases of emergency management: mitigation, preparation, response, and recovery. Its purpose is to clarify roles and responsibilities for provincial, local, and Indigenous governments, as well as ministries, agencies, and partners. It grants authorities the powers needed to declare emergencies, mobilize resources, issue orders, and protect public safety.

The EDMA is supported by regulations including the Emergency Management and Disaster Management Regulation and Order in Council 186, outlining expectations for the implementation of emergency management programs in BC.

Emergency Management Bylaw

The [Town of Creston Emergency Management Bylaw No. 1960](#) adheres to the requirements in the EDMA and establishes a framework for the Town's Emergency Management Organization which provides oversight, leadership and coordination of emergency management activities with respect to each phase of emergency management.

The Bylaw delegates certain powers and duties as outlined in the EDMA to the Emergency Management Director, who is responsible for providing leadership for the Emergency Management Organization, establishing an Emergency Operations Centre, developing an exercise program, and coordinating emergency management activities, including public awareness.