

2013 FLOOD RECOVERY TASK FORCE UPDATE REPORT

EXECUTIVE SUMMARY

The Flood Recovery Task Force (the Task Force) continues to provide leadership and resources to flood recovery activities as well as support recovery, mitigation and resilience recommendations for Action Plan 2015-18.

The Recovery Director provides oversight of the flood related impacts and the business processes required to ensure connectivity between flood related work, and communicates this regularly to the public, the Recovery Operations Centre Steering Committee and Council.

ADMINISTRATION RECOMMENDATION(S)

The Priorities and Finance Committee recommend that Council receive this report for information.

RECOMMENDATION OF THE PRIORITIES AND FINANCE COMMITTEE, DATED 2014 SEPTEMBER 16:

That Council receive this **Revised** report PFC2014-0670 for information.

Excerpt from the Minutes of the Regular Meeting of Priorities and Finance Committee, dated 2014 September 16:

"DISTRIBUTION

At the request of Administration, and with the concurrence of the Mayor, the City Clerk distributed copies of the following documents with respect to Report PFC2014-0670:

- Revised Report PFC2014-0670, entitled "2013 Flood Recovery Task Force Update Report"

Powerpoint presentation entitled "Flood Recovery Operations, 2013 Flood Recovery Framework".

PREVIOUS COUNCIL DIRECTION / POLICY

On 2013 July 02, the Priorities and Finance Committee received the first Flood Status Update regarding the 2013 Flood event. This report was followed by a significant number of reports, including emergency response updates and lessons learned reports from the Calgary Emergency Management Agency; update reports from the Water Expert Management Panel on River Flood Mitigation; Flood Hazard Area land use policy update reports; grant programs on permit fees and property tax relief reports; flood-related budget impacts; resiliency recommendations; and Task Force updates. A summary of these reports, previous Council direction, and future anticipated reports on the impacts of the flood are identified in Attachment 1.

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BACKGROUND

The Recovery Director oversees the Flood Recovery Task Force that was established in 2013 July, and reports to the Recovery Operations Centre Steering Committee. A *2013 Flood Recovery Framework* identifying recovery objectives was developed and subsequently approved by Council on 2013 September 03. A recovery office is staffed and the Task Force continues to address the work needed to repair and recover from the flood. The recovery office aids in the central coordination of reporting and liaison on flood related items with the Province. Since the disaster, The City has undertaken rebuild and recovery activities with a focus on five priority areas: People, Housing and Property, Infrastructure, Services and Funding. An independent report released in 2014 by Jacobs noted The City's recovery efforts were tracking three to six months ahead of sister municipalities experiencing similar flood conditions.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Significant progress has been made on completing the Task Force deliverables within the five key focus areas outlined in the *2013 Flood Recovery Framework* and are summarized in Attachment 2. Described below are some key highlights of recovery activities in the five key areas:

People:

Administration has worked collaboratively with the Province and our corporate partners such as Calgary Police Services and Alberta Health Services, to understand, monitor and support our citizens' well being. Participation in community open houses, correspondence with Council members, continued monitoring through direct work with communities, information offered through partners such as the Canadian Red Cross Society and correspondence with the Province..Administration has worked diligently to remain aware of citizen information and resource needs.

In preparation of spring run-off season, Calgarians were informed and enabled through a very successful flood preparation communications campaign. All business units provided information and updates through the Recovery Operations Centre, providing a centralized and coordinated one-stop shop for Calgarians to access flood information.

- 60,000 visits to the flood preparation web site
- 14,400 views of City-produced flood related informational videos on YouTube
- 1,160 subscribers to update emails
- In the month of 2014 June, 306 traditional and digital media articles, with a total reach of 32 million readers, with an 82 per cent positive tonality (18 per cent neutral, 0 per cent negative)

The City approached spring run-off with an intent of ensuring that the public felt informed, engaged and able to make their own decisions regarding preparedness.

A commemoration event for the 2013 flood was held on 2014 June 20, involving more than 200 attendees in the Municipal Atrium. This cross business unit collaboration met all declared deliverables along with very positive feedback from Calgarians. The total ad value for print, online and broadcast content was over \$310,000 with the highest amounts (over \$160,000)

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stemming from 2014 June 20 and 21. Calgarians were informed via proactive media with over 32 tweets, 3 news releases and 2 media advisories. Global TV provided a live broadcast feed of the event and over 18 media outlets covered and reported on the commemoration.

His Worship, Mayor Naheed Nenshi announced June 21st as "Neighbour Day" in Calgary. Numerous community events of varying scale were held across the entire city. Positive comments were received from both the public and the media on this inaugural event. "Neighbour Day" website views and downloads surpassed 10,000. The block party kit downloaded 877 times, and the Town of Canmore asked permission to access materials to run their own neighbour day type campaign. These events helped to manage the anxiety normally felt by citizens during the one year anniversary time frame of their recovery.

The Flood Permit Grant Program was launched by The City of Calgary and the Canadian Red Cross on 2014 May 01 with the intent to support residential property owners that have reached their financial capacity, pay for City permits associated with making repairs to a flood damaged property. To date five households have registered with the program. The program is scheduled to run until the end of December 2014 with over \$600,000 in funding available. Administration will report back to Council through Priorities & Finance Committee on 2015 March 17.

On 2014 June 19 His Worship, Mayor Nenshi presented the Star of Excellence Corporate Award to all City staff at Heritage Park for their response efforts to the 2013 June flood. A commemorative display to honour this achievement is now housed in the Municipal Atrium.

The flood has encouraged a new level of preparedness among community groups and social service networks. One strategy being explored based on lessons learned from the June 2013 flood is the development of a well-coordinated and community led disaster preparedness framework focusing on disaster preparedness and recovery. This initiative is being led jointly by The City's Community & Neighbourhood Services business unit, The United Way, the Canadian Red Cross Society and the Calgary Chamber of Voluntary Organizations (CCVO). As a result, the "Prepare for the Future, Learn from the Past - Calgary's Non-profit Sector Disaster Preparedness Framework" has been initiated. This initiative attempts to ensure social service organizations and neighbourhood associations have disaster preparedness plans of their own, and also have a plan to provide quality services to their members (either residents or service recipients including vulnerable population) during any disaster.

City staff wellness remains a priority. In 2014 June, research provided to Senior Management Team confirmed that improving employee wellness and engagement builds a resilient workforce. The Corporate Management Team was engaged in a leadership forum with a focus on Leader's role in supporting wellbeing, resiliency and engagement, of which one benefit is a workforce better able to respond to disasters. Human Resources is undertaking a skills inventory for purposes of aligning resources to meet needs in future disaster events.

Housing and Property:

On 2014 July 28, Council approved C2014-0602 *Property Tax Relief Program* to provide relief to impacted property owners by cancelling a portion of their 2014 property tax for property

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owners who have lost the use of their residential and non-residential properties either permanently or for a prolonged period due to the flood. As of 2014 July, 80 applications for 2014 had been received by administration in the amount of \$151,333.15. The comparison between 2013 and 2014 was a decrease by almost 50 percent of the number of applications applying to the grant program. The City of Calgary has cancelled 2013 property taxes for 428 applications totalling \$1.56 million. The City of Calgary has applied to recover these funds through the Southern Alberta Flood Response: Property Tax Relief Program.

The City supported the Province in educating Calgarians about the Floodway Relocation Buyout program, and the application deadline occurred 2014 August 30. Efforts included providing content and links on The City's Flood Recovery page, directing 311 callers to provincial resources, and utilizing social media channels to remind Calgarians of the program and deadline. Ongoing dialogue with the Province has resulted in a number of citizen inquiries, received by Councillor Offices, to be directly addressed by provincial program representatives. This connectivity has ensured Calgarians are receiving accurate and timely information about properties bought out by the Province. In addition, The City has shared information with the Province regarding community standards and internal business unit contacts. The Province has committed to managing the vacant properties for safety, and Administration continues to offer support through 311 and direct resources when required.

Services:

The Task Force continues to provide a central point of contact for all government flood related communication, information and reporting. The City continues to progress on flood recovery projects. Based on the project complexity and ability to complete select phases of projects in a calendar year, many flood recovery projects will span several years. The future operating costs associated with the investments in infrastructure need to be considered, in particular the finance support required to complete documentation, analysis and processing are very complex and require meticulous tracking and attention to detail to be successful in maximizing our reimbursements from the various funding sources. This requirement is being analyzed and the year end recovery update report will include information regarding ongoing recovery.

The Recovery Operations Centre has also acted as a central submission point for The City for grant funding focused on resiliency from the Provincial government. Ongoing liaison with the Province has been an important component of this work, as new programs are developed and the requirements are specified for each grant. The relationship with having a single point of contact for both the Province and The City has allowed for a quicker response to questions and answers, providing clarification and benefiting both parties. Efforts towards a more resilient city will continue as part of the 2015-2018 Action Plan as expressed in Council Priority N2: *Build resiliency to flooding* and N3: *Enhance The City's capacity and resiliency to prepare for and respond to pandemics, natural disasters and emergency situations*.

The Expert Management Panel on River Flood Mitigation Final Report PFC2014-0512 was presented in 2014 June. Administration is building a response to the recommendations and related resources required to action the recommendations in a report for 2014 October, which will offer Council recommendations for future flood resiliency and water management efforts by

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The City. The Glenmore Reservoir Diversion Feasibility Study was made available on calgary.ca on 2014 August 18 and Members of Council received a memo highlighting the recommendations and next steps.

On 2014 July 29, the Administrative Leadership Team approved a new Administration Policy regarding Business Continuity Planning that was put forth by the Calgary Emergency Management Agency (CEMA). This policy is designed to harmonize business continuity planning efforts by standardizing a corporate framework. This will lead to efficiencies as common vulnerabilities and hazards will be identified and solutions and workarounds are shared. In a response to an identified need from the public, The Calgary Emergency Management Agency in partnership with the Calgary Chamber of Commerce and Calgary Economic Development released a Business Continuity handbook to explain the importance of emergency preparedness for the local business community. (Calgary.ca/CEMA)

While Calgary has been identified as having an extremely quick recovery response in comparison to similar municipalities, the flood recovery offers an important opportunity to take stock in lessons learned and strengthen recovery procedures in future events. An independent third party review of our recovery response will be undertaken. A report is anticipated in early 2015 with the findings. In addition, the Recovery Director and staff have participated in an internal audit regarding the recovery financial and capital project which was delivered to Priorities and Finance Committee 2014 September 11.

Infrastructure:

Flood recovery work is continuing and Administration is making every effort to minimize impact to city facility and amenity users, and regularly provides updated information on recovery activities. For example, the Parks Pathway closure/detour interactive map on calgary.ca provides the public with information regarding current construction work and pathway alternatives. Recovery project updates are also provided monthly on the Calgary.ca/floodrecovery link to the interactive map.

Some fluctuation continues to occur with the official number of flood related projects undertaken for several reasons. Original estimates were done in the very early days and weeks after the flood. Some larger projects have been subdivided into smaller projects within a program, for purposes of progress tracking and timely financial submission to the DRP program. Given the rapid assessment of damage following the flood, Administration worked quickly to identify the extent of the damage and to provide educated estimates regarding recovery costs. In May, The Municipal Infrastructure Recovery Program Manager initiated an Infrastructure Recovery program-wide review to confirm the alignment of current knowledge of flood impact against the original cost and budget estimates. Re-estimates are currently underway and at year end, accurate financial information regarding project status and expenses will be provided to Council. Stantec Consulting has been engaged and is supporting the infrastructure recovery program coordination, tracking and monthly reporting. This includes program cost management and tracking of project schedules in order to ensure maximum reimbursement of costs from funding sources available to The City.

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Attachment 3 provides specific details with regard to the Municipal Infrastructure Recovery Program and overall progress as of August 31, 2014. These project details are updated on a monthly basis by the specific project managers and coordinated by the ROC office staff. The flood recovery web page calgary.ca/floodrecovery is the home for the most current infrastructure projects listed by specific details, as well as an interactive map of project locations.

Infrastructure highlights:

- Many projects began in 2013, and of these 223 projects, 92 are complete or substantially complete (41 percent) with another 86 (39 percent) are in design or under construction.
- Infrastructure focus in 2013 was centered on short term recovery and 2014 flood preparedness. 2014 infrastructure projects have shifted into long term recovery, rebuilding and resiliency. Currently the master list identifies 223 City infrastructure projects.
- The impact of the flood to infrastructure identified in the master list equals an estimated total of \$445 million (\$317 million approved 2013 and 2014 budget and \$128 million estimated future years) in damages.

Funding

The City continues to seek flood recovery funding through the provincial Disaster Recovery Program (DRP). As of 2014 August 31, \$27.8 million in operating expenses have been received. The Province has also approved an additional \$4.5 million as of 2014 August 25 with funds not yet received. The City of Calgary return rate on DRP submission for flood operations is an average of 98.5%. The Government of Alberta has also verbally approved the recovery of \$2.8 million for the construction of the Great Plains temporary housing site, and the remediation and site clean-up costs and process are being determined.

Insurance claims continue and any non-insurable costs will then be directed toward the DRP program. The current estimated costs of damage covered under insurance is \$166 million. DRP submission of eligible recovery expenses will continue through to the program end date of 2017, with a target of 20% cumulative submission of expenses per year for 2014-2016 to ensure our total submission is received within the five year DRP program timeline. Financial summaries for flood are included in Attachment 4. A detailed summary of the capital budget on flood related projects summarized by business unit is included in Attachment 5.

There are several companion reports at Priorities and Finance Committee 2014 September 16 with flood related information and aligned efforts, including:

- PFC2014-0604 Flood Recovery Task Force: Alberta Community Resiliency Program Priority Projects which identifies recommended priority projects for submission by 2014 September 30 to the 2014 offering of the provincial flood resiliency program.
- PFC 2014-0625 Capital and Operating Budget Revisions Report for the Period 2014 January 1 to June 30 which identifies a funding strategy for the use of recovered operating funds from the DRP as The City's portion of cost share for resiliency funding programs.

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- PFC2014-0692 Mid-Year Report on Business Plans and Budgets which references \$17.1 million favourable variance resulting partially from the provincial reimbursement of flood operating costs.

Stakeholder Engagement, Research and Communication

A robust communication strategy has been implemented since the flood in response to citizen need for information and in preparedness for the 2014 spring run-off season. This included the implementation of face to face open house meetings with subject matter experts attending, an enhanced web presence, information videos and updates, a coordinated 311 Service Request response approach.

Citizen engagement and safety has been a priority and a broad scope of engagement has occurred from direct individual service and door knocking to public open houses and presentations. Key identified stakeholder engagement deliverables have been successful in various formats such as: briefing notes, Councillor updates for their constituents, regular meetings with the Province and media scrums and tours, and a coordinated approach to the one year anniversary media coverage of the flood recovery.

Engagement at the community level focused on encouraging planning for business continuity and emergency preparedness. A Community Resiliency Table has been convened jointly led by Community & Neighbourhood Services, The United Way, the Canadian Red Cross Society and the Calgary Chamber of Voluntary Organizations (CCCVO) to build a strategic framework for effective planning and response to diverse emergencies, disasters and/or major interruptions. The focus of this resiliency table is to build preparedness and support enhanced coordination and communication among neighbourhoods, non-profit and government systems. This strategic framework will also continue to support organizations that work with vulnerable populations so that adequate support to those populations is in place during and after an emergency.

Strategic Alignment

This report aligns with the Municipal Development Plan (MDP), the Calgary Transportation Plan (CTP), the Municipal Emergency Plan (MEP) and the 2020 Sustainability Direction. Calgary, its communities and neighbourhoods are striving to be safe, resilient and supportive: By 2020, communities will have demonstrated the resiliency to self-activate to respond to natural disasters). Council priorities in 2015-2018 include "Build resiliency to flooding" and "Enhance The City's capacity and resiliency to prepare for an respond to pandemics, natural disasters and emergency situations".

Social, Environmental, Economic (External)

The Triple Bottom Line (TBL) is repeatedly referenced in literature regarding disaster recovery and resilience. The Task Force has centred its key result areas within the *2013 Flood Recovery Framework* on the TBL sustainable development principles. The Task Force has aligned the deliverables of the *2013 Flood Recovery Framework* to the business plan and budget coordination cycles of The City of Calgary to capitalize on organizational capacity and effectiveness.

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The social impacts of the flood continue to be monitored and supported through ongoing liaison by several city work units. Successful projects include the vulnerable population's strategy, neighbourhood strategy and community resiliency table. Strong networks of relationships between The City of Calgary, service agencies within Calgary and other orders of government have been established and are continuing to strengthen.

Environmental impacts continue to be identified and assessed. The City of Calgary continues to work with other orders of government and other municipalities regarding the repair and mitigation projects from the flood. Recovery work is subject to standard procurement and permitting processes.

Financial Capacity

Current and Future Operating Budget:

There are no requests for Council to consider for operating budgets in this report. The potential exists to request additional resources in the Action Plan 2015-18.

Administration anticipates there will be ongoing recovery activities and requests for resiliency projects that may have implications for both current and future operating budgets and will be presented and addressed on a case by case basis.

Current and Future Capital Budget:

There are no requests for Council to consider for capital budgets in this report. A priority list of resiliency projects eligible for any grant funding program will be provided to Priority and Finance Committee for approval of future submissions.

Risk Assessment

There is a risk that The City may not recover all costs associated with the flood repairs and rebuilding of our infrastructure and services which could potentially affect future capital and operating budgets. The City continues to work with our insurers and the impacted business units to repair the flood related damage where insurance coverage was in place. Current status on physical repairs is approximately 85 percent complete. Completion of the insurance claim will still take time as the insurers will be reviewing all invoices. Also, The City is still gathering documentation on the damaged contents in the affected buildings. Any amounts not recoverable from insurance coverage will be presented to the Province through the DRP (Disaster Recovery Program).

Finally, there is a risk of loss of public confidence and corporate reputation due to failure to:

- Address infrastructure problems in a timely or thoughtful manner;
- Provide accurate and consistent information in a timely manner;
- Deliver services that citizens have come to expect (both flood related and regular operations); and
- Ensure land use policies and bylaws promote resilient development.

In continuing to build public confidence and maintaining our good corporate reputation, the ROC Task Force has committed to:

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- Provide regular and consistent updates to Administrative Leadership Team, Council and the public;
- Work diligently to prioritize and complete infrastructure projects;
- Maintain accurate records for infrastructure projects;
- Keep resiliency in the forefront with regards to people, communities, projects and legislation, and
- Provide current information and regular updates on our Calgary.ca website.

REASON(S) FOR RECOMMENDATION(S):

The Flood Recovery Task Force has continued to deliver on the objectives outlined within the *2013 Flood Recovery Framework*.

ATTACHMENT(S)

1. Summary of Flood Related Reports, Previous Council Direction and Future Reports
2. 2013 Flood Recovery Framework: Status of Deliverables September 2014
3. Municipal Infrastructure Recovery Program – Progress Summary August 2014
4. 2013 Flood – Financials July 2014
5. Capital Budget – Flood Related Projects