

2013 FLOOD RECOVERY TASK FORCE: UPDATE REPORT (December 2014)

EXECUTIVE SUMMARY

The Recovery Operation Centre (ROC) continues to provide leadership and resources to flood recovery activities as well as support recovery, mitigation and resilience recommendations for Action Plan 2015-18 and future initiatives. The deliverables that were set out in the *2013 Flood Recovery Framework* are tracking at 98 per cent complete, reflecting the work of the interdepartmental Flood Recovery Task Force (the Task Force). The Recovery Operations Centre activities for 2015 include completing remaining framework deliverables, finalizing and reporting on lessons learned, and developing recommendations for improved future recovery and resiliency activities.

Disasters help cities understand their vulnerability, and instil a desire to reduce future shock from similar events. The flood recovery process has created a unique opportunity for The City of Calgary to strengthen important relationships and dialogue among business units, with other orders of government, and with community partners regarding our resiliency as a city. There is a need to declare Calgary as a resilient city, define what this means, develop a resiliency strategy and objectives, and do the work to reduce our overall vulnerability. Council has initiated this first step through Action Plan strategies and by supporting operating and capital funding that will build Calgary's resiliency.

ADMINISTRATION RECOMMENDATION(S)

That the Priorities and Finance Committee recommend:

1. That Council receive this quarterly report on the activities of the Flood Recovery Task Force for information;
2. That Council approve to extend the Flood Permit Grant Program by one calendar year to 2015 December 31 and approve the allocation of one-time funding from Fiscal Sustainability Reserve (FSR) in the amount of \$50,000 to support this program;
3. That Administration report back on the Flood Permit Grant Program no later than 2015 December; and
4. This report and its attachments be referred as an item of urgent business to the 2014 December 15 Regular Meeting of Council.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2013 July 02, the Priorities and Finance Committee received the first Flood Status Update regarding the 2013 Flood event. Since that time, a significant number of reports have been brought to Council by Administration 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 (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 approved by Council on 2013 September 03. The Recovery Operations Centre (ROC) and the Task Force continue to address the work needed to repair and recover from the flood and aid in the central coordination of reporting and liaison on flood-related items with the GoA. Since the disaster, The City has undertaken recovery and rebuilding activities with a focus on five priority areas: People, Housing and Property, Infrastructure, Services and Funding. The Task Force has successfully established a process to manage the collection, tracking, storing and reporting of all flood-related information. The Task Force reports to Council on a quarterly basis and two additional reports are expected in Q1 and Q2 of 2015. In 2015 June the work of the Recovery Operations Centre will come to an end and ongoing recovery work will be transitioned into business units within The City.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

As of 2014 November 30, the Task Force has completed 98 per cent of the deliverables within the five key focus areas outlined in the *2013 Flood Recovery Framework*, summarized in Attachment 2. Although the majority of the deliverables of the flood recovery framework are nearing completion, some ongoing recovery work will take a number of years to complete. Described below are some key highlights of recovery activities over the past year in the five key areas:

People:

The *Citizens and Their Communities* key result area focuses on the needs of individuals and communities as they recover from the flood and build resiliency, including preparation for future disaster events. Administration has worked collaboratively with the Government of Alberta (GoA) and corporate partners such as Calgary Police Service and Alberta Health Services (AHS) 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 (CRC) and correspondence with the GoA has been the focus of 2014 activities. The following sections identify some critical recovery and preparedness activities underway.

Community Resiliency Table (CRT):

The priority of the CRT governing group is to build the capacity of non-profit organizations to provide continuity of service during emergencies and effectively respond to and recover from emergencies; and increase collaboration and coordination between public and non-profit emergency response systems. Key deliverables of the CRT include the development of collaborative funding models for community-based disaster preparedness planning and recovery between funders, and a communication and service continuity plan between sectors during a crisis event. As the lead agency, Calgary Chamber of Voluntary Organizations is in the recruitment stage for an Emergency Preparedness Specialist. The Canadian Red Cross has conditionally approved funding contingent on a contribution from The Calgary Foundation.

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Neighbourhoods:

Community & Neighbourhood Services continues to provide current information on funding and programs to residents and community associations in the flood-impacted neighbourhoods, including supporting community associations in their development of emergency preparedness plans.

Non-profit Sector:

The non-profit sector continues to develop their collective ability to support citizens and develop strategies that target vulnerable populations, such as seniors, urban Aboriginals, and school-aged children. Examples of this work can be found in the East Village Seniors' Collaborative Community Outreach Team to assist senior citizens and the Calgary Chinese Community Services Association.

The Psychosocial Working Group, chaired by AHS, is an agency collaborative that monitors the psychosocial recovery and resiliency of citizens, while increasing the collective strength of agencies to provide ongoing support by sharing best practices and lessons learned. AHS also partnered with the University of Calgary Department of Community Health, Cumming School of Medicine to participate in an Aboriginal post-flood resiliency research project.

The CRC Recovery Operations has seen a decrease in direct requests for financial aid and an increase in referrals either to its internal Basic Needs Program, or to other programs and services. CRC notes that those households that have received financial aid in the last two months are current and existing clients and have likely lost both housing and income as a result of the flood. Province wide, CRC is still receiving approximately 50 flood-related calls per month on their assistance line with 1-2 calls per week from new clients. To date CRC has dealt with approximately 1,200 files and has offered financial support in the form of rent, mortgage, utilities, personal services, transportation, household goods and recovery assistance as well as providing psychosocial supports.

Flood Permit Grant Program:

The Flood Permit Grant Program was launched by The City of Calgary and the CRC on 2014 May 01 with the intent to support residential property owners with making repairs to a flood-damaged property by cover costs of City permits. Council approved one-time funding of \$310,000 total for 2014 as The City's contribution to the program. The CRC allocated equal one-time funding to the program for 2014. At the time of this report, nine households have registered and have been approved: four have received funding and their permits and five applicants are in progress. Based on community research and in consultation with the CRC and administrators of the Disaster Recovery Program (DRP) in the Ministry of Municipal Affairs, The City and CRC recommend extending the program until 2015 December 31 with a proposed funding allocation of \$50,000 from FSR for the 2015 program with matching funding from CRC. The recommendation is based on a number of factors. Secondary stressors, such as funding and health issues, can manifest years after a disaster. Additionally, flood-impacted property owners may be waiting to undertake flood repairs pending DRP, appeal and insurance decisions. The GoA is working to complete DRP applications and appeals by the end of this year. Approximately 334 DRP applications and appeals were still being processed as of 2014

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October 31 and new appeals may be filed by the end of the year. Administration will bring a status report on the program back to Council by 2015 December.

Employees:

The City supports employees' access to the tools and resources required to be productive subsequent to the flood and through the recovery period. This year's Corporate Wellness Campaign focuses on personal resiliency. All resources have been made available via several outlets including my myCity. The Employee Skills Inventory project is progressing through the initial phase of defining business requirements and updating a fit-gap analysis plus the documentation of the required skills to support the delivery of essential services in the event of an emergency.

The ROC and our internal partners have addressed 158 Service Requests through 311 from citizens seeking action, support or information related to flood recovery.

The flood recovery website and landing pages on Calgary.ca continue to generate public interest.

TOP 5 PAGES BY VIEWS – 2014 Year to Date

Flood Recovery Home	9,554
Maps & Projects	2,465
Residents & Property Owners	2,072
Recovery Updates	2,067
Calgary Flood Infographic	837
Total Page views	16,995

TOP 5 PAGES BY VIEWS – 2013 (June 20 –December 31)

Flood Recovery Home	58,626
Important information for homeowners	6,314
Impacted City infrastructure & services	2,137
Repair or replacement work in your home	1,503
Support for impacted residents	1,366
Total Page views	69,946

The ROC continues to provide flood-related content to communities for use in community newsletters and on community association websites. Almost half of all community association newsletters used City content in September, with flood recovery content being among the top three subjects of interest.

Recovery-related videos also continue to be popular with Calgarians. The City video "Installation of deck panels at Sandy Beach bridge" on youtube has been viewed more than 1,100 times and has consistently made it into the monthly top 10 most viewed City videos since it was posted in September and reposted by citizens on other social media sites.

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Housing and Property:

The housing and property key result area focuses on stabilizing the immediate and short-term housing and reconstruction needs of displaced citizens and property owners. Administration is refining data and analyzing multiple data sets to identify remaining property owners who may have a safety risk or have not yet begun any repair work required as a result of the 2013 flood.

On 2014 July 28, Council approved C2014-0602 *Property Tax Relief Program* to provide relief to impacted property owners who have lost the use of their residential and/or non-residential properties either permanently or for a prolonged period due to the flood by cancelling a portion of their 2014 property tax. As of 2014 December 1, 13 applications with a total property tax relief of \$51,327.34 have been approved for the 2013 taxation year and 57 applications with a total property tax relief of \$276,212.14 have been approved for the 2014 taxation year.

Citizens continue to access the official Land Use Bylaw Map(s) for information related to flood mapping, mostly related to real estate transactions. This online tool has been augmented by an interactive map at www.calgary.ca or by the following direct link <https://cityonline.calgary.ca/pages/home.aspx>.

As of 2014 November 30, the GoA confirmed it has reached agreements with 17 property owners, all within proximity of the Elbow River floodway, to purchase their property through the Property Relocation Program. The properties are currently being assessed and plans are being developed for the demolition of the existing houses and structures on each site. In the interim, the sites are being maintained and monitored by the GoA. Through the Task Force, the GoA is liaising with various City departments in regards to demolition, urban forest protection, site reclamation requirements and permits, as well as discussing what opportunities exist for future land use.

Services:

The *City Services* key result area focuses on ensuring that service levels meet the needs of Calgarians as they recover from this event while also assisting internal stakeholders in measuring and reporting progress on recovery initiatives. The Task Force continues to provide a central point of contact for most government flood recovery-related communication, information and reporting. The City continues to make progress on flood recovery projects. Recognizing project complexity and phases of projects, many flood recovery projects will span several years. Operating and maintenance costs associated with completed recovery projects and financial recovery will be ongoing throughout 2015-2018.

Corporate Properties & Buildings (CPB) has completed numerous flood recovery and resiliency projects within a comprehensive Municipal Complex Flood Resiliency Plan. These include the Channel Water Program where the first phase calls for installation of a cistern and piping at the northeast corner of the Municipal Complex, under the sidewalk along 3 Street S.E. to capture and divert overland water. CPB has developed plans and has held exercises as part of the Emergency & Continuity Management Program with an aim to reduce future business disruption due to an emergency. CPB's Emergency & Continuity Management Division has also worked closely with CEMA, CPB's Space Planning and Tomorrow's Workplace Divisions and other City business unit stakeholders to develop a draft Accommodation Business Continuity Plan.

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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 of lessons learned and strengthen recovery procedures in future events. An independent third party review of our recovery response is currently underway with the report anticipated in early 2015. Administration will bring a lessons learned and recommendations report forward to Council by 2015 June 30.

Infrastructure:

The Municipal Infrastructure Recovery Program (MIRP) ensures coordination of impact assessments to municipal infrastructure, financial estimates to restore impacted infrastructure, and the required processes to recover funds from insurance, the Alberta DRP and other funding sources.

Repair and reconstruction work is continuing on municipal infrastructure damaged during the flood of 2013 June. Administration is making every effort to expedite the work as efficiently as possible to minimize impact to City facility and amenity users. There are 223 total projects included in the MIRP. Of the 223 projects, 99 are reported to be either complete or substantially complete (44 per cent), an increase from 92 reported in September. Another 83 projects (37 per cent) have design work underway or are under construction. A total of 38 projects (17 per cent) are in early planning stages and only 3 projects (2 per cent) have not yet started. These either require further investigation or are scheduled for a later start date. Project status is updated monthly by project managers.

The City completed all of the critical and high priority riverbank erosion site repairs prior to the 2014 spring high water flow. The most recent Citizen Satisfaction Survey shows 85 per cent of Calgarians say protection from river flooding is very important and 93 per cent feel The City should be investing the same amount or more on protection from river flooding. Results were 59 per cent say protection from river flooding is important. It was also noted that 88 per cent said they were very or somewhat satisfied with the job The City is doing in providing protection from river flooding and 93 per cent feel The City should spend the same amount or more on protection from river flooding.

Insurance and provincial funding programs provide the majority of funding for infrastructure recovery. Since these primary funding sources have time limits, it is essential to continue with periodic program schedule and cost reviews to ensure work is completed and funding is in place prior to the expiration of these programs. Insurance claims must typically be processed within a two-year period and the provincial DRP has a five-year window for cost reimbursement. It is anticipated that an extension to the two-year insurance claim period will be requested. It is currently forecasted that projects funded by the DRP will be completed within the five-year time window; however, they continue to be monitored to minimize the risk of financial exposure. Communication with the GoA occurs regularly regarding the status of the MIRP program.

Additional information on the MIRP is provided in Attachment 3 and is current as of 2014 October 31. The flood recovery web page www.calgary.ca/floodrecovery includes an updated project list and an interactive map that has the most current status for each project that is part of the MIRP.

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As a result of the flood recovery work conducted in the river, there is a requirement to provide fish compensation to offset impacts to fish habitat that may have occurred at the recovery sites. This is mandated by the Department of Fisheries and Oceans (DFO) under the Fisheries Act. The City has engaged the DFO and Alberta Sustainable Resources since the beginning of the recovery work to discuss strategies for fish habitat compensation. An extensive study is underway to determine the new prime locations for post flood fish habitat. The City has secured funding for fish compensation projects under the GoA's Flood Recovery Erosion Control Program (FREC) and is in discussions to secure funding under the DRP.

Funding:

The original approved and forecasted budget of \$445.1M is undergoing revisions as corporate budget processes continue. The financial ask for 2015-2018 for capital recovery program was a total of \$81.1M, which is less than what was anticipated based on the original post-flood estimates. To date, the total budget for recovery is \$409M, and as of 2014 October, \$182.9M (or 61 per cent of the 2013 and 2014 recovery budgets) has been spent. As the flood damage becomes better understood over time, Administration is identifying some opportunities for a reduced budget need. This will be updated as budgets are approved during the 2015-18 time frame.

Administration is tracking expenditures, reporting costs, securing recovery funding, and updating budget adjustments related to the flood. The City continues to seek flood recovery funding through a number of sources. As of this reporting period, the provincial DRP has provided \$32.37M and the return rate on DRP submissions for flood operations is an average of 98.5 per cent. The GoA has reimbursed The City for the construction of the Great Plains temporary housing site in the amount of \$2.8M, and the remediation and site clean-up costs and process are being determined. The City has received an additional \$659,000 from the FREC bringing the total to \$52.1M. The City has also received \$3.6M from the Municipal Staffing Capacity Grant program. The City is in discussions with the GoA to secure funding under the DRP for fish compensation projects completed under the FREC program. Financial summaries for flood recovery are included in Attachment 4. A detailed summary of the capital budget on flood recovery-related projects summarized by business unit is included in Attachment 5.

The City also continues to work with our insurers to process a claim for flood damage for those properties for which insurance was in place. The insurers have provided to The City an advance of \$50M based on the early estimates of damage.

Resiliency:

Resiliency efforts for The City of Calgary in 2014 have occurred in the following areas: land use regulation, infrastructure and flood resiliency planning. Resiliency provisions within The City's Municipal Development Plan (MDP) and Land Use Bylaw have been strengthened to ensure housing within the Flood Hazard Area is redeveloped to increase resiliency to future flood events.

Resiliency in The City's infrastructure consisted of components incorporated into recovery efforts such as in the design and construction of the three pedestrian bridges over the Elbow River; resiliency improvements to existing infrastructure such as improvements at the Glenmore

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Dam with elevated hoists for flood gates, and new flood barrier improvements at the Centre Street Bridge lower deck. The City's cost share portion of resiliency funding programs like Alberta Community Resiliency Program will be provided by FSR. At this time, all resiliency efforts initiated have been considered independent of each other. A funding strategy should be explored to identify potential eligibilities and priorities for resiliency projects within the criteria for current funding programs, which incorporates the needs of Civic Partners.

Water Resources has prepared an implementation plan for 2015-2018 in response to the 27 recommendations developed by the Expert Management Panel on River Flood Mitigation. The recommendations are designed to achieve a safer, more flood resilient city. Water Resources has resourced a flood resiliency team to action the implementation plan.

In parallel with this work to make Calgary more resilient to flooding, Administration recommended that a corporate resiliency team be established to work across The Corporation and community. The staff who comprise the flood recovery team have developed specialized skills and relationships through the flood recovery work, and have real time momentum and opportunities to shape a corporate resiliency framework for The City of Calgary. This team will facilitate the development of a comprehensive resiliency plan and strategies to address risks and vulnerabilities across the city, including and not limited to flooding. This was addressed within Action Plan as part of the Flood Recovery and Resiliency work within the City Manager's Office.

Resiliency Projects and Funding Sources:

A list of flood resiliency initiatives created in 2014 Q1 has been used as a resource for project prioritization and funding opportunities as they became available. The initial project list included resiliency initiatives from across the corporation as well as community partners such as ENMAX, Calgary Stampede and Calgary Flames Partnership Limited. Funding for resiliency was sought from a variety of sources including the Build Canada Fund, the Alberta Community Resiliency Program (ACRP) through the GoA and through The City's FSR. An application has been submitted to the Build Canada Fund for storm water management initiatives in Water Resources. Fourteen projects were submitted to ACRP and, in 2014 April, Council approved the allocation of \$15.7M for capital projects requiring immediate access to funding from the FSR. Resiliency projects that were funded through FSR have been proceeding. Approximately 85 per cent of the FSR funding has either been spent or is committed to approved projects that are in various planning and development stages. The remaining projects have been delayed due to conflicting priorities. A full report on the progress of these resiliency projects will be brought before Council in 2015 Q1.

Deliverables in 2015:

Significant recovery and resiliency deliverables are included in work plans over the next six months as indicated in Attachment 6. The ROC team will continue strengthening relationships with the GoA and community partners regarding recovery and resiliency and the needs of Calgarians and The City into 2015.

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*

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emergency situations. Efforts to advance resilient recovery and building of our city and community will continue to ensure The City has a coordinated approach to infrastructure investment.

Stakeholder Engagement, Research and Communication

A robust communication strategy has been implemented since the flood in response to citizen need for information and in preparation for the 2014 spring high water flow season. This included the implementation of open houses and information sessions where subject matter experts were available to meet with citizens, an enhanced web presence, information videos and updates, and a coordinated 311 Service Request response approach. An extensive media information campaign was staged leading up with the one-year anniversary of the flood. Citizen, stakeholder and partner engagement continues to be a priority.

Strategic Alignment

This report aligns with the MDP, the Calgary Transportation Plan (CTP), the Municipal Emergency Plan (MEP) and the 2020 Sustainability Direction. Calgary, our 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.

The social impacts of the flood continue to be monitored and supported through ongoing liaison between several City work units and City partners. Strong networks of relationships within The City of Calgary and with service agencies in Calgary and other levels of government such as Alberta Health Services have been established and are continuing to strengthen with the common goal of supporting citizens.

Environmental impacts continue to be identified and assessed. We are seeking clarification of Fish Compensation in a post-flood environment. Fish Compensation is sought due to the disruption of the natural habitat due to infrastructure construction disturbances in the waterways. The City of Calgary continues to work with other levels 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:

Funding from the Fiscal Stability Reserve was approved in 2014 for resiliency projects, which included a modest one-time request for operating budget. Any unspent funds from the 2014 one-time operating budget will be relinquished to Fiscal Stability Reserve after the closing of the

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2014 fiscal year. Administration is requesting Council approve a new one-time operating budget request of \$50,000 for continued support of the Flood Permit Pilot Program in 2015.

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

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. That could potentially affect future capital and operating budgets. Any amounts not recoverable from insurance will be presented to the GoA through the DRP. The City continues to work with our insurers and impacted business units to repair the flood-related damage where insurance coverage was in place. Repairs covered by insurance are approximately 90 per cent complete. Completion of the insurance claim will still take time as the insurers will be reviewing all invoices.

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

- Address infrastructure issues and resiliency 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 maintain our good corporate reputation, the Task Force has committed to:

- Provide regular and consistent updates to the ROC Steering Committee, Senior Management Team, Council, employees and the public;
- Work with the GoA, partner agencies and Non-Governmental Organizations;
- Work diligently to prioritize and complete infrastructure projects;
- Include resiliency in current operating procedures as well as 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* and Administration supports the continuation of the Flood Permit Grant Program in conjunction with Canadian Red Cross for flood-impacted residential property owners.

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ATTACHMENT(S)

1. Summary of Flood-related Reports, Previous Council Direction and Future Reports
2. 2013 Flood Recovery Framework: Status of Deliverables November 2014
3. Municipal Infrastructure Recovery Program – Progress Summary October 2014
4. 2013 Flood – Financials October 2014
5. Capital Budget – Flood Related Projects / Budget Expenditures – 2013 to 2014 October 31
6. Recovery Operations Centre 2015 Deliverables (January 01 – June 30)