

2013 FLOOD INTERNAL AND EXTERNAL DEBRIEF REPORTS

EXECUTIVE SUMMARY

Following the June 2013 flood, a number of initiatives were undertaken to review The City of Calgary's emergency response and initial recovery efforts. One such review involved The City of Calgary, through the Calgary Emergency Management Agency (CEMA), engaging internal and external members of CEMA in an internal debrief session and subsequent meetings that took place between 2013 September and 2014 March. Identified strategies and Spring readiness preparations are in Attachment 1, June 2013 Flood Internal Debrief Results. In addition, in late 2013, the City of Calgary requested that the Conference Board of Canada conduct an independent review of its overall performance during the 2013 flood response. The Conference Board's report, entitled *Forewarned and Forearmed, The Calgary Emergency Management Agency and the 2013 Flood* (Attachment 2), identifies recommendations that are supported and advanced by the strategies developed through the internal debrief process.

As part of CEMA's continuous improvement practices related to the Comprehensive Emergency Management Model adopted by Council during 2009-2011 business planning, CEMA is recommending a review of the Recovery Operations Center (ROC) structure and processes. The June 2013 flood was the first time the ROC was implemented under the Municipal Emergency Plan (MEP). Through a comprehensive review, the opportunity exists to identify areas of improvement or enhancement in practices, process, and/or structure.

ADMINISTRATION RECOMMENDATIONS

That the Emergency Management Committee recommends that Council:

1. Receive the June 2013 Flood Internal Debrief Results (Attachment 1) and the Conference Board of Canada Report (Attachment 2), for information;
2. Direct Administration to incorporate Internal Debrief themes and strategies with corresponding implementation actions into Action Plan 2015-2018 business plans and budgets;
3. Receive the Conference Board of Canada Report (Attachment 1) recommendations and direct Administration to report to Council through the Emergency Management Committee in Spring 2015 with a status update;
4. Endorse an independent review of the Recovery Operation Center (ROC) under the Municipal Emergency Plan, coordinated by Calgary Emergency Management Agency; and
5. Direct that Attachment 2, Conference Board of Canada Report, remain confidential pursuant to Section 24(1)(b) of the Freedom of Information and Protection Act until after the Emergency Management Committee members have reviewed and discussed the report findings.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2006 February 13, Council approved report DS2006-04, "2005 Flood Policy and Procedures Changes Report" which included 74 recommendations to enhance emergency management within the city of Calgary. All of the recommendations were adopted.

On 2013 July 2, the Priorities and Finance Committee approved report PFC2013-0578, "Flood Status Update" which provided initial cost estimates for The City's emergency flood response.

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On 2013 September 16, Council approved report PFC2013-0646, “2013 Flood Recovery Task Force Update Report” which outlined the framework for long-term community recovery across the city.

On 2013 December 16, Council approved report EM2013-0822, “2013 June Flood Emergency Response and Initial Recovery Efforts,” which summarized the key emergency management, response and early recovery efforts provided by The City, CEMA and its members and partners.

On 2014 May 12, Council approved report EM2014-0321, “June 2013 Flood Debrief Results: Update Report,” which summarized work completed to date on initiatives to strengthen The City’s preparedness and response capabilities ahead of Spring 2014.

On 2014 May 20, the Priorities and Finance Committee approved report PFC2014-0442, “Priority Recommendations for Provincial Mitigation/Resiliency Program Submission – Deferral Request”, which recommended to coordinate the prioritization of recommendations for provincial mitigation/resiliency program with the recommendations of the Expert Management Panel on River Flood Mitigation scheduled for 2014 June 17.

On 2014 June 17, the Priorities and Finance Committee approved report PFC2014-0512, “River Flood Mitigation Final Report” and PFC2014-0515 “2013 Flood Recovery Task Force: Recovery and Resilience Update report”.

BACKGROUND

On 2013 September 19, a debrief to review response to the June 2013 flood was held with Corporate staff, members of the Administrative Leadership Team (ALT) and Calgary Emergency Management Agency (CEMA) members, partners and staff. The intent of the debrief was to identify strengths in the emergency response and initial recovery efforts to be leveraged in the future, and to identify opportunities for improvement. Inputs from this session were analyzed and grouped into themes; 1,600 items were assigned to a lead Business Unit or agency, with supporting Business Units or agencies identified. The themes identified gaps and opportunities and were presented to internal and external CEMA members.

In interviews with Business Units, findings were confirmed and detailed strategies and projects were identified to address the gaps and opportunities. As a result of this work, The City advanced a number of initiatives in preparation for spring 2014 to strengthen its disaster readiness. Details were shared with Council on 2014 May 12 in report EM2014-0321, June 2013 Flood Debrief Results: Update Report.

Additionally, in late 2013 CEMA retained the Conference Board of Canada to independently review The City’s emergency response to the 2013 flood. The Conference Board of Canada, in consultation with The City Auditor’s Office, completed its evaluation of The City’s response against emergency management best practices and standards.

As adopted by Council in the 2009-2011 Business Cycle, CEMA follows the comprehensive emergency management model, which provides a framework to structure all emergency management activities. The model illustrates emergency management is a continuum that

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includes non-response activities (risk assessment, prevention, mitigation and preparedness) as well as response, recovery and rehabilitation. The Internal Debrief findings and the Conference Board of Canada recommendations are applicable to the entire emergency management continuum.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The Internal Debrief process identified core areas under which findings were categorized. The core areas include: Community Response, Communications, Business Continuity, Resource Management, Workforce Safety and Wellbeing, and Cutting Red Tape. Strategies have been outlined in each of these areas as well as Administration's level of readiness as of June 2014. Additional longer term strategies and actions to support ongoing improvements to emergency preparedness, response and initial recovery efforts will be reflected in an emergency corporate workplan to be incorporated into Action Plan 2015-2018.

The Conference Board of Canada Report recognizes best practices implemented during the flood that supported successful response and recovery efforts. Additionally, recommendations have been identified to improve response and early recovery. The Conference Board report will remain confidential until the Emergency Management Committee has reviewed the findings. Once the report and findings are shared with Committee, the report will become public.

The Conference Board of Canada's recommendations and the Internal Debrief's core areas demonstrate strong alignment and consistency and highlight opportunities to collaborate with agency partners and the community. In many areas where the Conference Board report overlaps with the Internal Debrief results, implementation of the recommendations has begun. Time will be necessary to fully understand and evaluate the entire report. Administration will determine practicality of implementing the Conference Board recommendations in relation to Council's priorities related to emergency management and preparedness. The recommendations will be included in Administration's 2014 proposed 2015-2018 Action Plan where evaluated and feasible. A status update report, proposed to be presented to Council through the Emergency Management Committee in 2015 Spring, will provide a more complete evaluation and any recommendations for inclusion in future business plans and budget years.

In addition to the debriefs and reviews already conducted, and given that the June 2013 flood was the first time the Recovery Operations Centre was activated under the Municipal Emergency Plan, CEMA is recommending that a comprehensive assessment be conducted to ensure that the entire emergency management continuum is reviewed. The Recovery Operations Centre is intended to concentrate on long-term recovery issues. Long-term recovery activities in emergency management include restoration, re-development, regeneration, rehabilitation, and improvement ("build back better" principle) of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors. These recovery operation components are in the Comprehensive Emergency Management model under CEMA's mandate to assist the impacted community in the form of short-term recovery (relief) as well as long-term recovery following a disaster.

Going forward, and with CEMA's focus on continuous improvement to gain efficiencies and increase effectiveness, a review of the Recovery Operations Centre structure, process and

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practices will assess the extent to which objectives were achieved in longer-term recovery operations. This would entail engaging an independent third party to review the recovery operations from its inception to its plan for demobilization.

Stakeholder Engagement, Research and Communication Conference Board of Canada

The Conference Board of Canada reviewed The City's performance against other large-scale emergencies, analyzed and compared the recommendations from The City's 2005 flood report, and conducted interviews with officials from the public, private and non-governmental organization sectors. Insights shared by those interviewed allowed the Conference Board of Canada to gather and make recommendations for best practices and improvements to help the City of Calgary continue to build resiliency for a variety of emergencies.

Internal debriefs

The internal debrief began with a day-long session organized with more than 120 participants representing 29 City Business Units, as well as 24 CEMA members and partners from city utilities, provincial and federal agencies, local organizations and nonprofit groups.

CEMA staff, in conjunction with Flood Recovery Operations Centre Task Force employees, conducted 40 workshops and interviews with the ALT, business unit directors, managers and senior management from CEMA member and partner organizations. The workshops and interviews reviewed the debrief analysis, addressed specific business unit or organizational feedback and identified areas for improvement. Based on this input, CEMA, in conjunction with the Business Units, developed the strategies identified in the Internal Debrief report.

Citizen communications efforts

Following the flood, CEMA has worked closely with the Recovery Operations Centre (ROC), Water Resources, Water Services and Customer Service & Communications to publish timely communications to citizens regarding potential flood situations and individual preparedness. The City Flood Preparedness website (www.calgary.ca/floodprep) was launched on 2014 April 11 to share information on what The City is doing to prepare for high water season and what steps Calgarians should take to prepare themselves and protect their families in the event of future flooding.

Strategic Alignment

This report supports Council's Fiscal Plan for Calgary 2012-2014: *"Ensuring every Calgarian lives in a safe community and has the opportunity to succeed."*

The recommendations and strategies support The City's Sustainability Direction 2020 objective: *"Calgary, its communities and neighbourhoods are safe, resilient and supportive."*

Social, Environmental, Economic (External)

Social

Comprehensive Emergency Management principles are the cornerstones to a vibrant, healthy community. Enhancements to comprehensive emergency management practices and processes are designed to provide better support for Calgary's citizens.

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Environmental

Environmental and climate change factors are influencing the frequency and magnitude of events worldwide. The recommendations and strategies identified through the independent review and internal debrief process will strengthen emergency management to address all types of natural or man-made disasters.

Economic

Resumption of normal business activity, supported by citizen activity, is pivotal to economic recovery of the region. Strategies related to business continuity planning will help ensure key City services remain available to citizens and businesses following a large-scale emergency. In addition, short-term and long-term recovery operations ensure greater municipal and corporate resiliency for future emergency situations.

Financial Capacity

Current and Future Operating Budget:

Collaboration of the strategies identified in the Internal Debrief Report has been ongoing since the inception of the debrief process in 2013 September. The operating impacts of the strategies identified in the internal debrief process will be included in Action Plan 2015-2018. Further evaluation of the Conference Board of Canada Report recommendations will be necessary to determine whether there will be an impact to operating budgets.

The cost of the ROC review will be incorporated into existing budgets.

Current and Future Capital Budget:

Collaboration of the strategies identified in the Internal Debrief Report has been ongoing since the inception of the debrief process in 2013 September. The capital impacts of the strategies identified in the internal debrief process will be included in Action Plan 2015-18. Further evaluation of the Conference Board of Canada Report recommendations will be necessary to determine whether there will be an impact to capital budgets.

Risk Assessment

The importance of emergency management investments are most often recognized post-disaster. Recommendations have been provided through internal and external processes which will enhance the City of Calgary's emergency management, response, recovery, and resiliency. Findings from the independent review and debrief process will assist with reducing the impact of large-scale emergency events by allowing timely, focused and coordinated emergency response; supporting timely initial recovery; promoting resilience and reducing risk to citizens and frontline staff.

A comprehensive review of ROC will ensure the identification of best practices and recommendations to enhance the structure, process and procedures. Without a review there is a risk that opportunities to improve may be lost.

The response and recovery from the 2013 Flood reinforces the value of the Calgary Emergency Management Agency, and the coordination role it plays to meet the needs of the municipality. Planning and preparing for disasters requires the involvement and assistance of all Business

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Units and members. Through its annual Hazard Identification and Risk Assessment, CEMA works to identify the events most likely to occur in Calgary and with the potential for the largest impact. This allows Business Units to incorporate preparedness and mitigation activities into their annual business and continuity planning. Without ongoing commitment, the City of Calgary emergency management efforts could subside.

REASON(S) FOR RECOMMENDATION(S):

CEMA has worked collaboratively with Business Units in the development of the strategies included in the Internal Debrief Report. It will be important to maintain the momentum on emergency management efforts undertaken to date and those included in Action Plan 2015-2018.

A review of ROC will assist CEMA and its members to assess the accomplishments and areas of improvement in this component of the emergency management continuum. As immediate flood recovery is beginning to transition to longer term recovery, a comprehensive review of ROC would allow best practices and opportunities to be identified when the ROC is activated in future emergency situations.

ATTACHMENTS

1. June 2013 Flood Internal Debrief Results
2. Conference Board of Canada Report