

Community Services Report to  
SPC on Community and Protective Services  
2019 June 12

ISC: UNRESTRICTED  
CPS2019-0780

## **Rail Corridor Emergency Response Plan**

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### **EXECUTIVE SUMMARY**

Calgary is a major transportation and logistics hub and is connected to the national rail network through the Canadian Pacific Railway and Canadian National Railway. With increasing volumes and types of goods being transported via freight railways there is an increased awareness across the country of the potential risks of accidents and the physical impacts of train derailments. Calgary has developed a risk management approach for development next to the freight rail corridors that is unique to the Calgary context.

On 2018 July 23, Council directed Administration to formulate an emergency response plan for freight rail corridors that focuses on utilizing portions of public lands, and to report back to the Standing Policy Committee on Community and Protective Services no later than Q2 2019.

The Alberta Building Code contains the requirements for when new buildings must provide appropriate access for fire service vehicles, firefighters and equipment. The Calgary Fire Department is the primary response agency in a rail incident and has the ability to enter buildings and sites during an emergency through authorities embedded in the Alberta Fire Code and the City of Calgary Fire Operations and Fees Bylaw (55M2014). To assist with an effective and efficient emergency response should an incident occur along the freight rail corridor, an emergency response plan (ERP) was developed to specifically identify public access points to the freight rail corridor should access from the closest location not be available or useable due to site, building, development, and/or other restrictions.

The goal of this ERP is to inform a Calgary Fire Department response to the freight rail corridors within the City limits. Specifically, this plan will:

- a) establish the roles and responsibilities of appropriate City business units during a freight rail incident,
- b) determine what portions of public lands can be utilized for access to the freight rail corridor,
- c) provide freight rail access maps to be utilized in specific fire department response vehicles, and
- d) provide a process to maintain valid freight rail corridor access maps.

### **ADMINISTRATION RECOMMENDATION:**

That the Standing Policy Committee on Community and Protective Services:

- 1) Receive this Report for information, and
- 2) Direct that Attachment 3 remain confidential pursuant to Sections 18 (disclosure harmful to individual or public safety), 20 (disclosure harmful to law enforcement), and 21 (disclosure harmful to intergovernmental relations) of the *Freedom of Information and Protection of Privacy Act*, and to remain confidential indefinitely.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

On 2018 June 14, the Standing Policy Committee on Planning and Urban Development approved report PUD2018-0663 (Development Next to Freight Rail Corridors Policy) and adopted the recommendation which directed Administration to formulate an emergency

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response plan to the freight rail corridors that focuses on utilizing portions of public lands, and report back to the Standing Policy Committee on Community and Protective Services no later than Q2 2019.

On 2018 July 23, Council approved PUD2018-0663: Development Next to Freight Rail Corridors Policy.

### **BACKGROUND**

Today, Calgary is a major transportation and logistics hub and is connected via six corridors to the national rail network through the Canadian Pacific Railway (CP) and Canadian National Railway (CN). CP and CN play a critical role in the economic development and prosperity of Calgary. This rail service makes the Calgary Region one of the most cost-effective places in Western North America to establish a business within the transportation and logistics industry.

In the Lac Megantic disaster in 2013, an unattended 74-car freight train carrying Bakken Formation crude oil rolled down a 1.2% grade from Nantes and derailed downtown, resulting in the fire and explosion of multiple tank cars. 42 people were confirmed dead, with five more missing and presumed dead. More than 30 buildings in the town's centre, roughly half of the downtown area, were destroyed, and all but three of the 39 remaining downtown buildings had to be demolished due to petroleum contamination of the townsite. Since then, railway response has become an increased focus of response agencies to be better trained and prepared to respond to these types of incidents. Transport Canada has undertaken several initiatives to improve railway safety in Canada. These initiatives include, but are not limited to:

- New rules regarding hauling dangerous goods by rail that restrict speeds for trains operating within the cores of Census Metropolitan Areas and in areas of higher risk.
  - These rules also require rail companies to incorporate input from municipalities on safety and security concerns in dangerous goods route risk assessments.
- Increased inspections and fines by Transport Canada's railway safety inspectors who monitor railway operations, equipment, infrastructure and grade crossings. The monitoring program uses evidence-based risk indicators to direct and enforce necessary changes.
- Accelerated the phase-out of Type 111 unjacketed tank cars so that by November 1, 2018 all Type 111 tank cars were removed from crude oil service.

The rail traffic volume has increased and the nature of goods being carried by rail has changed over the last decade, with volumes continuing to increase. With development interest along the freight rail corridors also increasing, it is important for a municipality to understand the various factors involved in a rail response and be prepared to respond to events as needed.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The ERP will consider requirements by first responders for access to the rail corridor to assist response with set-up and "room to work" in the event of a rail incident. Administration has identified a total of 35 potential public access points to the rail corridors throughout the city, which consist of existing at-grade crossings and adjacent parks and open spaces. Discussions are also ongoing with CP and CN Railways for identification of access points from their corporate lands.

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Due to the variation of specific circumstances that a rail emergency can present such as the type of goods being transported, location, weather, wind, and type of incident, the ERP needs to be built from a strategic level to address an all hazards approach to emergency response that can utilize more specific response procedures depending on the circumstances. Therefore, the Calgary Fire Department, Calgary Emergency Management Agency, and the railway companies will maintain their existing response plans and utilize established communication requirements in the event of an incident. These plans, in conjunction with the rail companies' federally mandated Emergency Response Assistance Plan, will be the main sources for a coordinated response. The City's *Freight Rail Corridor Emergency Response Plan* will only address access to the corridor where such access is not possible from existing sites and/or buildings located directly adjacent to a rail incident.

### **Stakeholder Engagement, Research and Communication**

Administration has been working collaboratively with key stakeholders to develop the *Freight Rail Corridor Emergency Response Plan*. Internally, Administration has worked with the Calgary Fire Department as the primary responder that would utilize the ERP but also had reviews and input from the Calgary Emergency Management Agency and Planning and Development business units. Externally, rail companies and development industry stakeholders have been consulted and have provided feedback.

Additionally, an engagement session was held on May 3, 2019 to review the report and ERP with development industry stakeholders and receive feedback from them. As a result of that meeting, a joint letter of support from BILD Calgary Region, BOMA Calgary and NAIOP Commercial Real Estate Development Association was submitted to Administration and is included in this report as Attachment 2.

### **Strategic Alignment**

This report aligns with the Council directives of:

1. A City of Safe and Inspiring Neighbourhoods
2. A Prosperous City

### **Social, Environmental, Economic (External)**

#### Social

Creating an ERP that aligns with the policy for development along the freight rail corridors will ensure that the safety of citizens, occupants, and buildings is considered.

#### Environmental

The environmental impact associated with a railway emergency response could include damage and replacement of building barriers to access and extended duration of emergency prior to mitigation. To address these, the ERP will identify pre-determined public access points where access directly adjacent to the incident via buildings and/or development is not possible.

#### Economic

Parcels adjacent to the freight rail corridors can achieve their full development potential by only providing access required under the Alberta Safety Codes Act (Alberta Building and Alberta Fire

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Codes) and are not required to incur additional costs for increased access considerations related to development adjacent to a freight rail corridor.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

The implementation of the proposed ERP can be achieved within the existing Fire Emergency Response service line operating budget. Budget requests in the future to review and update the plan and accompanying maps are not expected.

#### ***Current and Future Capital Budget:***

There are no capital expenditures associated with the ERP.

### **Risk Assessment**

#### **Approving the proposed ERP:**

There are several risks that relate to emergency response in or adjacent to the freight rail corridor that were identified in the related policy report (PUD2018-0663). These include:

- Public Safety
- Protecting Buildings
- Access to respond to emergencies

Most of these risks are at least partially addressed from existing requirements or response plans in place through the Safety Codes, Calgary Fire Department, Calgary Emergency Management Agency or the railway companies. The ERP will address potential access issues related to response and provide options in advance of an event occurring.

There does exist the risk that maps and public access points will be out of date due to ownership transfers or new development. To address this, Administration will review the ERP and access point maps annually and update as required.

#### **Not approving the proposed ERP and the recommendations:**

If the proposed ERP is not adopted, the City's ability to have pre-identified public access points for emergency response will be limited and may impact the ability to effectively mitigate a rail event without impacting the adjacent building and/or developments.

#### **REASON(S) FOR RECOMMENDATION(S):**

The proposed emergency response plan will assist in emergency response to incidents in the freight rail corridor and help to lessen the impact on adjacent buildings and/or developments. Keeping Attachment 3 confidential will help protect the sensitivity of emergency response protocols and the security of emergency response sites.

### **ATTACHMENT(S)**

1. Attachment 1 – Freight Rail Corridor Emergency Response Plan
2. Attachment 2 – Letter of Support from Industry Stakeholders
3. Attachment 3 – Public Access Point Maps - Confidential