

The banner features a background of stylized green and blue mountains. On the left side, the word "Alberta" is written vertically in a white, cursive font. The main title "Alberta Emergency Management Framework Review" is centered in a large, white, sans-serif font.

Alberta Emergency Management Framework Review

About this Discussion Guide

This Discussion Guide gives an overview of proposed changes to Alberta's emergency management framework and solicits feedback on the proposed changes. Please use this guide as information on the changes and to provide feedback on the proposed changes to the *Emergency Management Act* and the proposed regulation, the Local Authority Emergency Management Regulation.

The proposed changes will address identified gaps in the framework, and help partners adapt to the changing risk landscape. The goal of this review is to better enable Alberta to address the increasing frequency and severity of disasters.

The Discussion Guide is intended to gain input from municipal emergency management stakeholders including elected officials, senior municipal administration, and directors of emergency management. Engagement with communities is necessary to ensure that the final legislation and regulation are sustainable for both the province and communities.

You will be able to review and discuss the changes to the *Emergency Management Act* and provide feedback to help finalize the Local Authority Emergency Management Regulation in-person at an engagement session or by submitting an email with the completed PDF of this Discussion Guide.

We will be holding in-person engagement sessions across the province in the following locations:

| | |
|----------------|---------|
| Fort McMurray | June 18 |
| Grande Prairie | June 20 |
| Lethbridge | June 25 |
| Calgary | June 26 |
| Edmonton | June 28 |

It is recommended that you review the Discussion Guide before attending these sessions. The Discussion Guide can also be used to provide input after you attend an engagement session.

To provide input outside of the sessions, even if you have not attended a session, please submit your completed Discussion Guide PDF to ma.aemabill8input@gov.ab.ca by July 3, 2018.

If you have questions, please email us at ma.aemabill8input@gov.ab.ca.

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Overview

In the past 10 years, Alberta has seen an increasing number of natural disasters. Proposed changes to the *Emergency Management Act* would provide more comprehensive direction to help the Government of Alberta and communities improve their preparedness for and response to disasters. The proposed changes would also create a new Local Authority Emergency Management Regulation to give clear direction on emergency management practices for municipalities.

Emergency management is the organization and management of resources and responsibilities for dealing with emergencies, and includes: prevention and mitigation, preparedness, response, and recovery.

Alberta's emergency management legislative framework currently consists of:

- The *Emergency Management Act*, which provides the legislative basis for local and provincial management and co-ordination of emergencies and disasters, and outlines the broad roles and responsibilities for the Government of Alberta and municipalities.
- The Disaster Recovery Regulation, which gives the authority to provide disaster financial assistance to municipalities, small business, residents, not-for-profit organizations, and Government of Alberta departments for uninsurable loss and damages caused by emergencies and disasters.
- The Government Emergency Management Regulation, which assigns roles and responsibilities for emergency management to Government of Alberta departments.

Sections of the emergency management framework have been identified for updating through post-incident assessment reports, cross-jurisdictional scans of legislation and regulations, and in the course of working with communities.

Bill 8, the *Emergency Management Amendment Act*, was introduced into the Alberta Legislature on April 3, 2018, and contained the following changes:

- Create authority to establish a regulation governing municipal emergency management;
- Clarify evacuation order provisions and limits to liability of first responders;
- Clarify municipal and provincial roles and responsibilities;
- Clarify arbitration provisions;
- Update definitions;
- Clarify delegation of authority during states of emergency and delegation to council committees; and
- Implement clarifying technical amendments.

Bill 8 will undergo debate in the Fall 2018 sitting of the Legislature. The regulation will come into force sometime after debate on Bill 8 has concluded. To view Bill 8, click [here](#).

To view the version of the *Emergency Management Act* currently in force, click [here](#).

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Demographics

Please indicate which of the following groups you represent:

- | | |
|--|--|
| <input type="checkbox"/> Municipal employee | <input type="checkbox"/> Non-Profit Organization |
| <input type="checkbox"/> Municipal Elected Official | <input type="checkbox"/> Métis Settlements |
| <input type="checkbox"/> First Nations | |
| <input type="checkbox"/> First Responder (please specify type): _____ | |
| <input type="checkbox"/> Emergency Social Services (please specify): _____ | |
| <input type="checkbox"/> Other (please specify): _____ | |

Received information will be kept confidential and used only for its intended purposes, in accordance with the *Freedom of Information and Protection of Privacy Act*.

Personal information is being collected for the purpose of the Alberta Emergency Management Framework Review and is authorized under Section 33(c) of the *Freedom of Information and Protection of Privacy Act*. All personal information collected during this review will be managed in accordance with the privacy provisions in the *FOIP Act*. Please direct questions about the collection and use of this information to the Manager of Legislation and Operational Policy, Alberta Emergency Management Agency, 3rd Floor, Park Plaza Building, 780-427-1878.

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1.0 Evacuations

During a provincially declared state of emergency or a state of local emergency, the Minister of Municipal Affairs or the local authority may use extraordinary powers provided under the *Emergency Management Act*.

One of these powers allows the Minister or a local authority to evacuate people and remove property from areas that are, or could become, affected by a disaster. This power can be difficult for local and provincial authorities to implement and enforce, in cases where people refuse to leave areas under an evacuation order.

Stakeholder input is being requested on proposed changes that address the current lack of clarity surrounding these provisions.

Proposed Amendments Bill 8:

- Clearly state that ignoring an evacuation order is in contravention of the *Emergency Management Act* and those that ignore evacuation orders may be subject to a fine and/or prison time.
- Clearly set out that first responders are not liable for actions taken, or not taken, in good faith while enforcing evacuation orders.

Key considerations:

1. Has your community issued an evacuation order in the past 5 years?

Yes

No

o Were people compliant with the order?

Yes

No

o Were there difficulties in enforcing the evacuation order?

Yes

No

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- What were the specific difficulties with enforcing the order?

2. In your opinion, does the updated legislation clearly outline the mandatory nature of evacuation orders?

Yes

No

- Is any further clarification needed that is not captured in Bill 8?

Yes

No

- If yes, what clarification is needed?

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3. Should communities be required to prepare plans that account for the safety of all emergency services personnel who are required to remain behind in an evacuated area?

Yes

No

- o Are there special concerns or considerations that should be captured for emergency services personnel who remain behind following an evacuation?

4. Do you feel that clearly stated offence provisions, with potential fines and jail time for non-compliance that would be actioned after the event, will result in greater compliance with evacuation orders?

Yes

No

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5. In your opinion, does the proposed clarification of liability protections provide adequate protection for first responders?

Yes

No

o If no, please explain why.

6. Do you have any other comments or concerns regarding evacuations orders?

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2.0 Creating the Local Authority Emergency Management Regulation

The importance of clear roles and responsibilities within an emergency management framework has been identified across Canada. British Columbia, Manitoba, and Ontario already have local authority emergency management regulations in place.

The *Emergency Management Act* gives high-level requirements for local authorities. However, it does not provide any detailed guidance or measurable expectations for these requirements. More clearly outlined provincial and local roles, responsibilities, and authorities are needed in order to ensure:

- Clear expectations and understanding of emergency management roles, responsibilities, and authorities.
- Emergency management at the local level will more cohesively fit within the provincial emergency management framework.
- Requests from local authorities and their staff for increased direction for emergency management activities are addressed.
- Conditions exist that foster more effective partnerships and collaboration for preparedness and response activities.

In response to this, a new regulation will be introduced that will outline emergency management roles and responsibilities for local authorities. Areas that we are seeking input from stakeholders on include:

1. Emergency advisory committee requirements, duties, and functions;
2. Emergency management agency requirements, duties, and functions;
3. Mechanisms to support regional collaboration;
4. Training requirements for elected officials and employees who work in emergency management;
5. Requirements for emergency management plans; and
6. Requirements for the exercise and maintenance of emergency management plans.

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2.1 Emergency Advisory Committees

Local authorities are already required under the *Emergency Management Act* to have an emergency advisory committee consisting of a member or members of council.

Proposed Requirements:

- The emergency advisory committee must be established by bylaw so that its role in the community's emergency management program is clearly laid out and publicly available.
- Establish a minimum meeting frequency requirement.
- The bylaw creating the emergency advisory committee must:
 - State the functional purpose of the emergency advisory committee both during and outside of emergencies;
 - Establish that the emergency advisory committee provides guidance and direction to the emergency management agency;
 - Establish procedures that relate to the declaration of a state of local emergency;
 - Name the committee membership and chair by position title; and
 - Outline emergency advisory committee quorum and procedure requirements, unless quorum and procedure requirements are set out in another bylaw.

Key considerations:

1. In your opinion, are the roles and responsibilities of your community's emergency advisory committee clear?

Yes

No

- If no, what is unclear?

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2. Is your emergency advisory committee established through bylaw?

Yes

No

o If no, how is it established?

3. How often does your emergency advisory committee meet?

4. How often does your emergency advisory committee review and approve your community's emergency management plan?

5. Has your community established clear procedures, in writing, for the declaration of a state of local emergency?

Yes

No

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6. Has your council delegated powers under the *Emergency Management Act*, including the power to declare a state of local emergency, to the emergency advisory committee, other council committee, a member of council, or a member of the administration?

Yes

No

- o If yes, what powers have been delegated?

7. Who should council be able to delegate the extraordinary powers provided under the *Emergency Management Act* to (i.e. only elected officials, chief administrative officer, director of emergency management etc.)?

8. Do you have any other comments or concerns regarding emergency advisory committees?

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2.2 Local Authority Emergency Management Agencies

Local authorities are required to have an emergency management agency to act as the agent of the local authority in exercising their powers and duties under the *Emergency Management Act*. This agency must have a director of emergency management who is responsible for the agency. The agency is typically comprised of municipal employees.

In the current *Emergency Management Act*, the director of emergency management is tasked with:

- Preparing and co-ordinating emergency plans and programs,
- Acting as director of emergency operations on behalf of the agency,
- Co-ordinating emergency services and other resources in an emergency, and
- Performing other duties as required by council.

A requirement that all communities use the Incident Command System in their emergency management operations is being considered. The Incident Command System is an internationally-accepted standard of command and control used during emergency incidents and planned events. The Government of Alberta has adopted the Incident Command System as the organizational model for its incident management and emergency response, and encourages first responders, local authorities, Métis Settlements, First Nations, and industry to do the same. Doing so will increase the ability of all parties to communicate and work together effectively during large scale emergencies and disasters. AEMA provides free Incident Command System training, with the ICS 100 and 200 courses offered online.

Proposed Requirements:

- The emergency management agency will be responsible for:
 - The coordination of emergency services during an emergency; and
 - The development and review of emergency management plans.
- The emergency management agency must be established by bylaw.
- The bylaw creating the emergency management agency must:
 - Include the responsibilities of the agency;
 - Indicate that a director of emergency management must be appointed to lead the agency; and
 - Indicate that the emergency management agency is administratively responsible for the local authority's emergency management program.
- The emergency management agency shall report to the emergency advisory committee on a regular basis to provide updates on agency activities.
- Emergency management agencies must use the Incident Command System, including implementing all Incident Command System Canada principles and training standards before and during their emergency response efforts, and in their emergency operation centres or emergency coordination centres.

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Key considerations:

1. How often should emergency management agencies be required to report on agency activities to the emergency advisory committee?

2. Is your community's emergency management agency established through bylaw?

Yes

No

- o If no, how is it established?

3. Does your community currently use the Incident Command System?

Yes

No

- o If no, what system is used and why do you use it?

4. How long would your community need to fully implement Incident Command System in your emergency management program?

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5. What barriers are there to implementing the Incident Command System in your emergency management program?

6. Do you have any other comments or concerns regarding emergency management agencies?

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2.3 Mechanisms to Support Regional Collaboration

There are several mechanisms available to local authorities that wish to pursue regional collaboration for emergency management. These options include:

- Allowing summer villages to delegate authorities and duties to another municipality;
- Creating a joint emergency management agency and/or committee; and
- Creating a regional services commission.

Additionally, the Alberta Emergency Management Agency encourages local authorities to develop regional mutual aid agreements, with grant funding available through the Alberta Community Partnership, Municipal Sustainability Initiative, the Emergency Management Preparedness Program, and Fire Service Emergency Preparedness Program to support development of these agreements.

Proposed Requirements:

- Joint committees shall be created through bylaws enacted by each partner community.
- When summer villages delegate their responsibilities under the Act to another local authority, the local authority accepting the summer village's delegation may delegate the powers to a council committee.

Key considerations:

1. Does your local authority currently have regional collaboration measures in place for emergency management, such as a mutual aid agreement or one of the examples above?

Yes

No

- If yes, what regional collaboration measures are in place?

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2. What type of support does your community need to make regional collaboration easier and more effective?

3. What are the barriers that may prevent your community from participating in regional collaboration for emergency management?

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4. Is your community considering other governance structures for emergency management?

Yes

No

o If yes, what governance structures are being considered?

5. Do you have any other comments or concerns regarding regional collaboration mechanisms?

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2.4 Training Requirements for Elected Officials and Administration

There are no current emergency management training requirements for elected officials and administration. However, Alberta Emergency Management Agency offers emergency management courses designed for elected officials and administration staff. It is proposed that the new regulation will set out training requirements to ensure those involved in emergency management are able to fulfill their responsibilities in their communities. The proposed training requirements are intended to give everyone involved in emergency management a basic understanding of emergency management, the Incident Command System, and what their own role is in the event of an emergency.

Mandated emergency management training requirements also exist in other provinces. Both Ontario and Manitoba list required training for directors of emergency management.

Alberta Emergency Management Agency currently provides the following free training (* indicates online version available):

- Basic Emergency Management*
- Incident Command System 100*
- Incident Command System 200*
- Incident Command System 300
- Incident Command System 400
- Municipal Elected Officials*
- Emergency Social Services*
- Emergency Public Information
- Emergency Coordination Centre
- Scribing for Emergency Management
- Director of Emergency Management
- Exercise Design 100*

Proposed Requirements:

- Elected officials will be required to complete the following courses currently offered by Alberta Emergency Management Agency:
 - Basic Emergency Management;
 - Incident Command System 100, as a minimum; and
 - The Municipal Elected Officials Course.
 - Identified training must be completed within 90 days of the elected official taking their official oath, including after re-election.
- Directors of emergency management will be required to complete the following courses currently offered by Alberta Emergency Management Agency:
 - Basic Emergency Management;
 - Incident Command System 100, 200, and 300 as a minimum; and
 - The Director of Emergency Management course, of which Incident Command System 200 is a prerequisite.
 - The provisions will require that the identified training be completed within an 18 month period of being appointed as director of emergency management, or the introduction of the regulation.

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- Municipal employees who work in emergency management and have been identified for roles in their community's emergency operations/coordination centre will be required to complete the following courses currently offered by Alberta Emergency Management Agency:
 - Basic Emergency Management; and
 - Incident Command System 100, as a minimum.
 - Identified training must be completed within 6 months of being selected for this role.

Key considerations:

1. What is a reasonable amount of emergency management training that the following groups should be expected to have and maintain:

Elected officials?

Directors of emergency management?

Municipal employees identified for roles in emergency management?

2. How much time should be allowed to complete the required training for each of these groups?

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3. If emergency management training has not been supported in your municipality, why not? (e.g., time constraints, limited funding, low priority etc.)

4. Do you agree with the proposed training requirements for each role as they are outlined above?

Yes

No

- o If no, how would you change these requirements?

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5. Are there other training requirements you think should be considered?

Yes

No

o If yes, what additional requirements should be considered?

6. Do you have any other comments or concerns regarding training requirements?

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2.5 Emergency Management Plans

Although local authorities are required to have an emergency management plan in place, there are no requirements as to what a plan must contain, nor is there a requirement to update or exercise that plan. The proposed regulation will address this lack of direction to ensure Alberta's communities have consistent, robust, and relevant emergency management plans in place.

Both Manitoba and Ontario require that municipal emergency management plans be reviewed annually, and set out requirements for what emergency plans must address.

Proposed Requirements:

- Local authorities will submit plans to Alberta Emergency Management Agency for review and comment annually.
- Plans must address:
 - Overview of emergency management program administration, implementation, and evaluation;
 - Program exercises and mechanisms to implement lessons learned from exercises and responses to actual emergencies and disasters;
 - Training plan for emergency management staff;
 - Hazard and risk assessment;
 - Preparedness, response, and recovery;
 - Organizational structure and a staff contact list;
 - Training, communications, and alerting/public notification;
 - Emergency social services; and
 - Management of the emergency plan, including maintenance and regular review.
- Local authorities will have one year to bring their emergency management plans into compliance with the regulation.

Key considerations:

1. How often is your community's plan reviewed and updated?

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2. If your plan hasn't been reviewed in more than two years, what barriers are preventing you from doing so?

3. Have hazard assessments been used to build or update the plan in your community?

Yes

No

4. How often should your community's emergency management agency be required to review and update the plan?

5. What role should the Alberta Emergency Management Agency have in the review of, and comment on, community emergency management plans?

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6. Are you aware of assistance currently offered by the province such as the Field Officer Program and the Community Emergency Management Program?

Yes

No

7. Have you activated your emergency management plan in the last 4 years?

Yes

No

o If yes, was the plan updated or reviewed following the activation?

8. Do you have any other comments or concerns regarding emergency management plans?

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2.6 Emergency Management Exercises

Regular emergency management exercises ensure that plans are up-to-date and relevant, and that staff understand their roles during emergency response. While the *Emergency Management Act* tasks the director of emergency management with preparing and coordinating emergency management plans and programs, there are no requirements to exercise those plans. The proposed regulation will establish requirements for municipalities to exercise their emergency management plans to ensure their community is prepared for emergency and disaster events.

There are different types of emergency management exercises:

- Table-top exercises are a paper exercise where participants work through a simulated response to a major emergency or a disaster situation and then discuss actions they would take.
- Functional exercises have participants carry out role-playing actions but there are no first responders or emergency officials responding in real time.
- In a full-scale exercise, participants carry out role-playing actions in real time as if a major emergency or disaster was actually occurring.

Manitoba requires that local authorities complete a full-scale exercise, approved by the province, every four years, and a table top exercise any year that a full-scale exercise is not completed. Ontario requires that a practice exercise for a simulated emergency incident be conducted annually.

Proposed Requirements:

- Local authorities must hold annual table-top exercises;
- Local authorities must conduct or participate in full-scale exercises once every 4 years, unless a live emergency event was experienced which exercised the local authority's emergency management plan and resulted in a post-incident assessment;
- Local authorities must submit their full-scale exercise design to Alberta Emergency Management Agency at least 3 months prior to holding the exercise.

Key considerations:

1. How often does your community conduct table-top emergency management exercises?

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2. How often does your community conduct functional emergency management exercises?

3. How often does your community conduct full-scale emergency management exercises?

4. How often does your community participate in regional emergency management exercises?

5. What would be a reasonable frequency for conducting each of the different types of emergency management exercise in your community?

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6. Would your community face barriers to conducting regular emergency management exercises?

Yes

No

o If yes, what barriers would you face?

7. Do you have any other comments or concerns regarding emergency management exercises?

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Other Comments

- Do you have any other comments or concerns regarding changes to the emergency management legislative framework that were not captured in the above sections?

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Next Steps

Thank you for taking the time to review and complete this Discussion Guide.

We will be holding in-person engagement sessions across the province from June 18 to June 28 in the following locations:

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At these sessions, you will be able to review and discuss the changes to the *Emergency Management Act* and provide feedback to help finalize the Local Authority Emergency Management Regulation.

If you would like to provide feedback and are unable to attend one of the sessions, please submit your completed discussion guide PDF to ma.aemabill8input@gov.ab.ca. Please ensure electronic feedback is emailed by July 3, 2018.

The Minister of Municipal Affairs will provide updates at the Rural Municipalities of Alberta Convention, the Alberta Urban Municipalities Association Convention, and Alberta Emergency Management Agency Stakeholder Summit in fall 2018.

Bill 8 will be debated during the Fall 2018 sitting of the Legislature. The Local Authority Emergency Management Regulation will be brought into force after Bill 8 is passed and has received royal assent.

If you have questions, please email us at ma.aemabill8input@gov.ab.ca.