



EMERGENCY MEASURES COMMITTEE

**Tuesday, February 17, 2015
1:00 PM**

Henry Baker Hall. Main Floor, City Hall



**Public Agenda
Emergency Measures
Tuesday, February 17, 2015**

Approval of Public Agenda

Minutes of the meeting held on January 21, 2014

Administration Reports

EM15-1 Emergency Mass Notification Systems for Regina Citizens

Recommendation

That this report be received and filed.

EM15-2 City of Regina State of Preparedness for Railway Incidents

Recommendation

That this report be received and filed.

EM15-3 After Action Report on Exercise Domino

Recommendation

That this report be received and filed.

AT REGINA, SASKATCHEWAN, TUESDAY, JANUARY 21, 2014

AT A MEETING OF THE EMERGENCY MEASURES COMMITTEE
HELD IN PUBLIC SESSION

AT 12:00 PM

These are considered a draft rendering of the official minutes. Official minutes can be obtained through the Office of the City Clerk once approved.

Present: Mayor Michael Fougere, in the Chair
City Manager Glen Davies
Councillor Sharron Bryce
Councillor John Findura

Also in Attendance: Committee Assistant, Ashley Thompson
Committee Assistant, Linda Leeks
Acting Executive Director, City Operations, Neil Vandendort
Manager of Emergency Management & Business Continuity, Jay O'Connor
Director, Fire & Protective Services, Rick McCullough
Deputy Chief, Public Safety, Planning and Prevention, Gerard Kay
Legal Counsel, Chrystal Atchison

Approval of Public Agenda

Councillor John Findura moved, AND IT WAS RESOLVED, that the agenda for this meeting be approved, as submitted.

Adoption of Minutes

Councillor John Findura moved, AND IT WAS RESOLVED, that the minutes for the meeting held on March 25, 2013 be adopted as circulated.

Administration Reports

EM14-1 EM14-1 Regina Emergency Management & Business Continuity

Recommendation

That this report be received and filed.

Councillor John Findura moved, that this item be referred back to the Administration for a report regarding how public information is prepared regarding Emergency Measures, Emergency Response and/or Emergency Preparedness and that the report be returned by the end of April 2014 to the Emergency Measures Committee for consideration.

Councillor John Findura moved, in amendment, that the Administration also provide a report to the Emergency Measures Committee on the impact of the participation in the National Exercise “Domino” by June of 2014.

Councillor Sharron Bryce moved, in amendment, that the Administration provide a report to the Emergency Measures Committee of the procedures in place in the event of a train derailment disaster by June of 2014.

The main motion, as amended, was put and declared CARRIED.

Adjournment

Councillor Sharron Bryce moved, AND IT WAS RESOLVED, that the meeting adjourn.

The meeting adjourned at 12: 45 p.m.

Chairperson

Secretary

February 17, 2015

To: His Worship the Mayor
Members of the Emergency Measures Committee

Re: Emergency Mass Notification System for Regina Citizens

RECOMMENDATION

That this report be received and filed.

CONCLUSION

This report outlines the need for an emergency mass notification system during complex emergency incidents or disasters, and the need to implement the system through a successful public education campaign and corporate partnership program.

BACKGROUND

The need for timely and appropriate notification for natural and man-made emergencies exists in all Canadian communities. Both the Canadian Standards Association (CSA) and the National Fire Protection Association (NFPA) have produced standards on Disaster/Emergency Management and Business Continuity Programs that help guide industry best practices including the need for a public warning system. The system is important to support the municipality's efforts in all four phases of an emergency event, including mitigation, preparedness, response and recovery.

During the 2013 Exercise Domino in Saskatoon, the need for a mass notification tool that could send targeted information to the right audience became very apparent. It was identified that sending targeted information and being able to get feedback from the community was essential to safely and effectively serving the community during the response and recovery phase.

DISCUSSION

Given the changes in our society as a result of technology, municipal emergency managers must be able to interact with residents in a meaningful, relevant, and rapid way. Citizens are overloaded with information from dozens of different sources and a mass notification system needs to be able to reach through the clutter and deliver essential life safety messages accurately and when they are needed. Some systems allow the end user to select what types of messages they receive, ensuring that they receive messages that are only relevant to them.

When an emergency incident occurs in the City of Regina (City), such as severe weather or a hazardous goods spill, many agencies work together to ensure the City's residents remain safe. With the pipeline corridors, processing plants, railway lines, and highways in the City, the message to shelter-in-place or evacuate may need to be issued at a moment's notice to a highly select group of homes or businesses. The ability to share the information with those who require it will assist in effectively managing the event and meeting resident expectations.

While complex emergencies and large scale disasters clearly benefit from a system of this nature, its strength lies in the fact that it can also work just as effectively for the day-to-day emergencies that responders may need to issue, like Amber Alerts or utility interruptions. This use ensures

that the City becomes the trusted source of vital information affecting city residents, visitors and businesses.

To be relevant, the system needs to be simple and versatile enough to use in the field by incident commanders issuing shelter-in-place instructions, in the Emergency Operations Centre (EOC) issuing city-wide boil water advisory or a message to parents about an emergency event at their child's school. Just as critical will be the system's ability to allow a subscriber (citizen) to feed information back into the system about events like downed power lines or a debris-blocked street. Some systems allow the subscriber to send a message and GPS tagged photo to the mapping component which would be monitored by the appropriate department or the Emergency Operations Centre.

The Administration will be establishing a plan to proceed with the implementation of a mass notification system in upcoming budget cycles. Mass notification systems provide timely alerts to service subscribers in the form of an email message, a text message, or a voice mail message to their phones or computers. These systems are flexible enough to notify a whole street or the whole city depending on circumstances.

Advantages: A mass notification system will be a critical tool in the emergency management toolbox that will keep the City aligned with industry best practice and provide an essential service to residents. The system allows access to the notification system from anywhere in the world with an internet connection, ensuring maximum effectiveness of the tool, no matter the scope of the emergency incident or the location of the City's key leadership personnel.

Disadvantages: It is estimated that the initial cost of implementing the system and a public education campaign will be \$82,000. Annual maintenance costs are expected to be approximately \$56,000 (see Table 1). However, there may be opportunities to partner with other agencies in the operation and maintenance of the system.

The Administration has also considered the implications of maintaining status quo. The City continues with the status quo, which is relying exclusively on conventional and social media. Regina Emergency Management currently relies on the local media, through the issuing of public service announcements (PSAs), and the services of the City's Communications Department to warn residents about incidents that are occurring, or could occur, and what proactive measures they can take.

Advantages: Social media and traditional media are cost-effective tools for communicating a broad message to the public.

Disadvantages: These conventional tools are useful, but are limited in a number of ways. Writing and distributing a PSA can be time consuming and result in delays in providing information to the public. Citizen expectations of immediate and accurate information to guide their response to an incident cannot be met by traditional messaging processes. With the advent of cable, satellite, and internet-based entertainment platforms, the penetration of traditional media into the community is much reduced. Social media is a broad tool and needs to be used strategically to reach large segments of the population. Current communications strategies are not able to meet this demand.

RECOMMENDATION IMPLICATIONS

Financial Implications

Opportunities to partner in the operation and maintenance of this tool create both cost-saving opportunities for the City and notification efficiencies for all involved. As such, a partnership funding model is being proposed (based on the Saskatoon model) that would have key agencies and ministries help fund the program. More details will be provided on this as part of a 2016 budget request. Budget estimates are listed in Table 1.

Table 1: Estimated Costs of Implementing a Mass Notification System

	Initial	Ongoing
System	\$39,000	\$36,000
Public Awareness Campaign	\$40,000	\$20,000
Open source data	\$3,000	N/A
Total Estimated Cost	\$82,000	\$56,000

Environmental Implications

This report is being provided for informational purposes only.

Policy and/or Strategic Implications

The implementation of a mass notification system will ensure that the City is delivering on its mandate to provide good government through its ability to communicate effectively with its citizens no matter the conditions.

Other Implications

Privacy Impact

Regina Emergency Management will be completing a Privacy Quick Assessment and will be working with the Access to Information & Privacy Coordinator to fully comply with the recommendations received from that assessment.

Accessibility Implications

This report is being provided for informational purposes only.

COMMUNICATIONS

A public awareness campaign will be developed to inform residents about the new mass notification system, encouraging them to sign up to receive notifications, and to encourage them to advise Regina Emergency Management if their contact information changes. The campaign will be crucial to the success of the process. Campaign design will be developed in consultation with key City departments and will build on existing work in this area.

DELEGATED AUTHORITY

The disposition of this report is within the authority of the Emergency Measures Committee.

Respectfully submitted,



Ernie Polsom, Fire Chief
Regina Fire & Protective Services
Report prepared by: JO/an

Respectfully submitted,



Brent Sjoberg
Deputy City Manager & COO

February 17, 2015

To: Members,
Emergency Measures Committee

Re: City of Regina State of Preparedness for Railway Incidents

RECOMMENDATION

That this report be received and filed.

CONCLUSION

The City of Regina has long-standing emergency response plans developed to respond effectively to a wide array of emergency events including hazardous materials and train derailments, identified through ongoing and comprehensive risk assessments. Recent events in central Saskatchewan and Quebec have driven changes in regulations improving the City's ability to enhance these plans, specifically through enhanced dissemination of essential information by rail companies, including the amounts, types and frequency of transport of hazardous materials along rail corridors through its jurisdiction.

BACKGROUND

Canada has seen a substantial increase (between 4,000% and 32,000%) in the amount of crude oil being shipped by rail since 2009. In 2013, just over 18,250 tanker cars of crude oil were shipped through the City. Due to this increase it is more likely that dangerous goods (specifically oil) will be involved. Most rail accidents, however, do not result in the release of products - dangerous or otherwise. Despite exponential increases in rail traffic, in 2013 there were 144 rail accidents reported in Canada that involved dangerous goods, of which only seven leaked as a result of the accident. In 2013 there were a total of 15 reported rail incidents that occurred in Regina, only two of which involved dangerous goods, neither resulting in a release of product.

In addition to proactive communications and planning processes, regulations requiring significantly more robustly constructed tank cars for the transport of crude oil products are being implemented, with all tank cars required to be compliant by May 1, 2017. This will further improve the ability of train cars to withstand the impacts of a derailment, enhancing an already enviable safety record.

DISCUSSION

Regina Fire & Protective Services (RFPS) performed an all-hazards risk assessment which is captured in the Standards of Cover document completed in 2012 as part of Regina Fire & Protective Services' accreditation processes. This document captures and stratifies risk based on probability and consequence. As such it is understood that a derailment of Lac Megantic's magnitude will require all the first responder resources Regina has, including industry partners, to resolve but is classified as a low frequency but high consequence incident. As noted, comprehensive plans are in place to ensure City departments are ready and able to respond.

Thanks to recent training opportunities provided by the railway companies, up-to-date information has been provided on the best way to approach and resolve all rail-based crude oil incidents. This information is being worked into RFPS and Regina Police Service (RPS) Standard Operating Procedures (SOPs). These SOPs will further be supported by enhancements to the Emergency Management evacuation and emergency social services plans.

A large percentage of homes lie within the evacuation exclusion zone should an emergency event occur along one of the rail lines. It will be essential to be able to effectively and rapidly communicate with residents to safely and effectively guide them through a possible evacuation. While current relationships with the media are a valuable tool, emerging technologies mean that the City will need to evaluate improved methods of communicating. With an expectation of meeting the 2016 budget deadlines, a recommendation for an enhanced stakeholder communications system will be forthcoming in a future report.

Crude oil, among other products, is also shipped through Regina by pipelines and trucks. The pipeline industry is heavily regulated, resulting in volumes and products being identifiable. The trucking association has a different regulating process, meaning it is very difficult to identify what products pass through Regina and in what quantities. It is safe to assume that all manner of dangerous products will pass through Regina with some varying degree of frequency. The Cooperative Refinery alone processes between 175 and 300 trucks a day. A request has been made to the Province to explore options for providing municipalities with this information.

The location of all the transmission pipelines is known to the City, but the products in the pipeline will vary from day to day. A solid working relationship has been created with the pipeline companies to help streamline responses to pipeline incidents. A similar relationship is being sought with the railway companies. Due to Transport Canada's Protective Direction 32, establishing this relationship is well underway. Currently planning work is being done to ensure Regina is prepared to respond to all of these risk vectors.

On October 22, another successful exercise with the pipeline companies took place. This exercise involved the City of Regina and Area 6 Pipeline Cooperative partnering in a training exercise to simulate an emergency on the pipeline corridor. This was the most recent of a number of exercises that have been of tremendous value in establishing working relationships with the pipeline industry. Regina Emergency Management is pursuing a similar training regime with the railway companies. Additionally, options for accessing pipeline resources to deal with a rail-based incident are being explored at this time due to the fact that specialized equipment and tactics are required to extinguish a crude oil fire.

RECOMMENDATION IMPLICATIONS

Financial Implications

None with respect to this report.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

Regina Fire and Protective Services continues to apply leading practices in Emergency Management and Planning to effectively manage risks in our community ensuring the safety and wellbeing of City residents, businesses and guests.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

This process has resulted in enhanced relationships with the railway companies and related Federal offices that can be capitalised on for future improvements to community resilience and preparedness.

DELEGATED AUTHORITY

The disposition of this report is within the authority of the Emergency Measures Committee.

Respectfully submitted,



Ernie Polsom, Fire Chief
Regina Fire & Protective Services

Report prepared by: JO/an

Respectfully submitted,



Brent Sjoberg
Deputy City Manager & COO

February 17, 2015

To: His Worship the Mayor
Members of the Emergency Measures Committee

Re: After Action Report on Exercise Domino

RECOMMENDATION

That this report be received and filed.

CONCLUSION

Exercise Domino, a multi phase disaster exercise run in Saskatoon, was a first for emergency management in the province of Saskatchewan. The exercise scope, including the number of agencies participating, in addition to the unprecedented engagement by organizations at the federal, provincial, municipal and private sector levels made this an important and worthwhile exercise. The exercise tested all aspects of a major municipal emergency response, including mitigation, preparedness, response and recovery.

BACKGROUND

The City of Saskatoon Emergency Measures Organization conducted a major disaster exercise from October 7-10, 2013. The exercise was developed in partnership with Saskatchewan Emergency Management and Fire Safety (EMFS) Branch - Ministry of Government Relations, Public Safety Canada and support from Municipal Emergency Planning Committee (MEPC).

Exercise Domino was a full-scale exercise examining issues related to security, emergency management and business continuity that would impact a spectrum of organizations across the private sector and all three orders of government. The exercise provided cascading impacts (hypothetically modeled) to the province's largest city, as well as many other impacted areas, providing a scenario that described progressive critical infrastructure failures requiring a provincial-level emergency declaration to manage the consequences of the expanding regional effects. The exercise scenario identified opportunities to improve operational and policy processes dealing with an array of subjects, including the declaration of a provincial emergency and requesting interprovincial aid, federal and Canadian Armed Forces assistance.

During the exercise, each participating organization was asked to evaluate the following four objectives:

1. Initial response priorities of all agencies evaluating strengths, gaps or vulnerabilities of acting on those priorities.
2. Examination of inter-organizational coordination during the response.
3. Examination of the effectiveness of information sharing between participants as the event evolved, and
4. Identification of critical resource allocations required for continuity of operations.

The City of Regina was asked to support the creation and implementation of the exercise. The City of Regina's observer status offered a unique opportunity to identify several important

lessons that will support planning efforts for an upcoming “table top exercise” focused on Regina’s specific needs. This exercise, planned for the fall of 2015, will add significant value to the Administration’s understanding of how a similar complex emergency event will impact the city of Regina.

DISCUSSION

The following lessons were identified by the exercise committee through the debrief and evaluation process:

1. Mitigation:

- Establishing trusted partnerships for the purpose of sharing appropriate security-related information across the Critical Infrastructure (CI) sectors needs to be clearly articulated as part of the planning process for emergency events.
- The process of “Imminent Notification” for circumstances of known/immediate threats should be examined and enhanced across the CI sectors.

2. Planning:

- Public and Private sectors must find ways to effectively integrate effort and resources in response to complex, cascading disasters. Regardless of the type of organization (private sector, Crown Corporation), local jurisdictions provide a pivotal role in the effective coordination of all responding organizations.
- A standardized incident management system should be adopted by all organizations.
- Private sector Emergency Operations Centers (EOCs) should be linked into the Municipal EOC.
- Integrated public alerting systems used to inform local stakeholders of emergencies and ongoing details are recommended.
- EMFS should consider an event management protocol for critical infrastructure to ensure effective two-way communication between levels of government in a manner that also engages the private sector.

3. Response

- Municipal EMOs should engage with the Saskatchewan Critical Infrastructure Advisory Network (CIAN) to integrate public and private CI owner/operators into the local emergency management program.
- All agencies voiced an interest in access to the Centre for Security Science Multi-Agency Situational Awareness System (MASAS) which is a geospatial communication tool available to activated EOCs that provides timely and accurate situation status and response decisions.
- Local responders require more exposure to, and practice of, the Incident Command System.

4. Recovery

- EMFS and local emergency management organizations should invest in coordinated training to develop efficient damage assessment activities in response and recovery situations when local resources are scarce.

The City of Regina’s Office of Emergency Management will be working on adding the lessons learned to the City’s planning processes. In particular, a focus will include the development of improved linkages with local CI operators and owners to ensure we remain linked through all

aspects of an emergency response and are prepared to stand together to effectively support each other when required.

RECOMMENDATION IMPLICATIONS

Financial Implications

None with respect to this report.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

The work of the Regina Emergency Management office strives to make Regina a stronger, more resilient community where people and business can thrive, even in the aftermath of disaster.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

Emergency preparedness activities, such as Exercise Domino improve the relationships amongst the agencies involved and results in improved relationships to ensure any required responses are more efficient.

DELEGATED AUTHORITY

The recommendations in this report are within the authority of the Emergency Measures Committee.

Respectfully submitted,



Ernie Polsom, Fire Chief/Director
Fire & Protective Services

Respectfully submitted,



Brent Sjoberg
Deputy City Manager & COO