



## SUB-REGIONAL EMERGENCY MANAGEMENT PARTNERSHIP EXPLORATION

January 13, 2021



**Submitted by:**

Behr Integrated Solutions Inc.  
750, 600 – 6 Avenue SW  
Calgary AB T2P 0S5  
[www.behrintegrated.com](http://www.behrintegrated.com)



## **PREFACE**

The following serves as a guide for the participating partners of Leduc County, City of Leduc, City of Beaumont, Town of Calmar, Town of Thorsby, and the Village of Warburg for a sub-regional emergency management partnership. The primary motivation for developing this document is to assist the partners in determining a long-term strategy based on a collaborative model of working together to enhance efficiencies and operational effectiveness. In creating this document, we analyzed several factors, current administrative and operational systems, and various governance models, to provide the partners with the information necessary to make an informed decision to create a sub-regional partnership.

## **ACKNOWLEDGEMENTS**

We would like to acknowledge the participating partners' representatives for taking the initiative to explore the long-term planning and governance benefits of collaboration. This project was completed by incorporating input from all the participating communities and their representatives.

## **COPYRIGHT**

The contents of this document are protected by copyright and are the intellectual property of the Leduc County and its participating partners and Behr Integrated Solutions Inc. The copying, distribution or use of this document, in whole or in part without written consent by any party other than previously noted, is strictly prohibited.

## ACRONYMS

AEMA	Alberta Emergency Management Agency
CAO	Chief Administrative Officer
CSA	Canadian Standards Association
CEMP	Community Emergency Management Plan
DEM	Director of Emergency Management
DDEM	Deputy Director of Emergency Management
ECC	Emergency Coordination Centre
EM	Emergency Management
EMA	Emergency Management Act
ESS	Emergency Social Services
FCSS	Family and Community Support Services
GPREP	Grande Prairie Regional Emergency Partnership
ICS	Incident Command System
ISO	International Organization for Standardization
LAEMR	Local Authorities Emergency Management Regulation
MGA	Municipal Government Act
S-RCEMP	Sub-Regional Community Emergency Management Plan
S-REMA	Sub-Regional Emergency Management Agency
S-REMP	Sub-Regional Emergency Management Partnership
RSC	Regional Services Commission

## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b> .....	<b>I</b>
Introduction .....	i
Consultative Process .....	i
Area Profile and Risk Overview .....	ii
Emergency Management Programs and Facilities.....	iii
Sub-Regional Emergency Management Feasibility Analysis and Framework .....	iii
Proposed Sub-Regional Emergency Management Model Implementation Plan.....	vi
Summary of Observations and Recommendations .....	vii
Conclusion.....	xi
<b>SECTION 1 INTRODUCTION</b> .....	<b>1</b>
1.1 Project Background and Significance.....	1
1.2 Project Scope.....	1
1.3 Project Deliverables .....	2
1.4 Standards and References.....	3
1.5 Consultative Process .....	3
<b>SECTION 2 COMMUNITY PROFILE AND RISK OVERVIEW</b> .....	<b>4</b>
2.1 Community Profiles.....	4
2.1.1 Leduc County.....	4
2.1.2 City of Leduc.....	4
2.1.3 City of Beaumont.....	5
2.1.4 Town of Calmar .....	5
2.1.5 Town of Thorsby.....	5
2.1.6 Village of Warburg.....	5
2.2 Community Risk Overview.....	5
2.2.1 Multiple Transportation Corridors.....	6
2.2.1.1 Roadway Network.....	6
2.2.1.2 Air Transportation and Airport.....	7
2.2.1.3 Railway.....	8
2.2.2 Severe Weather .....	8
2.2.3 Industrial/Agricultural Activities Including Toxic Emissions and Environmental Spills .....	9
2.2.4 Wildland Urban Interface Fire .....	9
2.2.5 Major Structural Fire/Explosion.....	9
2.3 ECC Activation .....	10

<b>SECTION 3</b>	<b>EMERGENCY MANAGEMENT PROGRAMS AND FACILITIES</b>	<b>11</b>
3.1	Emergency Management and Response Plans	11
3.1.1	Emergency Management Program	11
3.1.2	Emergency Response Protocols	11
3.1.3	Community Emergency Management Plans Review	12
3.1.4	Mutual Aid Agreements	12
3.2	Emergency Social Services	13
3.3	Emergency Management Resources	14
3.3.1	Emergency Management Staffing	14
3.3.2	Facilities	15
3.3.2.1	Primary Emergency Coordination Centres (ECC)	15
3.3.2.2	Secondary ECCs	16
3.3.2.3	Community ECC Locations and Critical Infrastructure	16
3.3.3	Training and Exercises	18
<b>SECTION 4</b>	<b>SUB-REGIONAL EMERGENCY MANAGEMENT FEASIBILITY ANALYSIS AND FRAMEWORK</b>	<b>20</b>
4.1	Introduction	20
4.2	Governance	21
4.2.1	Key Components	21
4.2.2	Application of Key Components	21
4.3	Finding the Right Framework	23
4.3.1	Stakeholder Consultation	24
4.3.1.1	Core Themes from Stakeholder Interviews	25
4.3.2	Efficient and Effective Governance Framework	27
4.3.2.1	Oversight and Guidance	28
4.4	Common Challenges of Regionalization	32
4.5	Governance Options	36
4.5.1	Evaluating Choices	37
4.5.2	Transparent Elected Oversight	37
4.5.3	Inter-municipal Relationships	38
4.5.4	Identity	38
4.5.5	Transition	38
4.6	S-REMP Governance Options Detailed Description	39
4.7	S-REMP Governance Organizational Structure	46
4.8	Examples of Emergency Management Regionalization	47
4.8.1	Grande Prairie Regional Emergency Partnership (GPREP)	47

4.8.2	Sturgeon Regional Emergency Management Partnership .....	48
4.8.3	Capital Region Emergency Planning Partnership (CREPP).....	50
<b>SECTION 5 IMPLEMENTATION PLAN .....</b>		<b>51</b>
5.1	Proposal .....	51
5.2	Proposed Joint Emergency Management Agency .....	51
5.3	Agency Budget (Base Budget) .....	51
5.4	Agency Funding Formula .....	53
5.4.1	Sub-Regional Implementation Plan Steps.....	53
5.4.2	Proposed Regional Activation Process.....	55
<b>SECTION 6 CONCLUSION .....</b>		<b>57</b>
<b>APPENDICES .....</b>		<b>59</b>
Appendix A: List of Figures, Maps, and Tables .....		60
Appendix B: Draft Sub-Regional Emergency Management Partnership Agreement .....		61
Appendix C: Schedule “A” Participating Municipalities and Bylaw Authorization .....		77
Appendix D: Schedule “B” Sub-Regional Emergency Management Agency Manager Position Description .....		78
Appendix E: Schedule “C” Sub-Regional Emergency Management Agency Proposed Annual Operating Budget Process and Funding Formula .....		81
Appendix F: Schedule “D” Sub-Regional Emergency Management Agency Board Terms of Reference .....		85
Appendix G: Schedule “E” Sub-Regional Emergency Management Agency Partnership Joint Advisory Committee Terms of Reference.....		91
Appendix H: Sub-Regional Emergency Management Agency Partnership Bylaw.....		96
Appendix I: Comparative Population and Equalization Assessment Information.....		106

## EXECUTIVE SUMMARY

### Introduction

This analysis has been developed at the request of the partner municipalities - Leduc County, Village of Warburg, Town of Thorsby, Town of Calmar, City of Beaumont, and City of Leduc. It was requested that Behr develop an analysis that explored the possibility of creating a sub-regional municipal emergency management partnership, identifying the benefits and challenges of such an approach, and providing an implementation, required documents and supports that would be required for the partners to move in this direction.

While emergency management capacity and capability exist within each participating municipality the desire to collaborate on a “whole of community” basis to provide these services is driven by a need to comply with recent regulatory enhancements, desire to reduce duplication of effort and the recognition that major emergencies and disasters in the area are likely to impact more than one of the partners. Representatives from all municipalities were involved in providing the project team with the information and insight that has been used in developing this proposal.

This report and analysis serve to provide the steering committee with the information to select a preferred approach for the provision of emergency management within the region and the tools to implement the preferred option. This report contains:

- Community profile and risk overview
- Emergency management programs and facilities overview
- Sub-regional emergency feasibility analysis and framework
- Recommended implementation plan for a sub-regional partnership, and
- Drafts of agreement, bylaw, terms of reference, funding formula, budget, and job description (Sub-Regional Emergency Management Agency Manager)

Further, this proposal provides recommendations regarding a sub-regional emergency management partnership as well as the plan and tools for the partners to utilize for implementation if they choose to proceed.

### Consultative Process

The Behr team members engaged with 26 stakeholders within the partner municipalities including elected officials, administration, emergency management and fire department staff. These engagements took the form of group presentations and discussions as well as individual interviews.

We also engaged with regional officers from the Alberta Emergency Management Agency and stakeholders from other comparable regional municipal emergency management organizations in Alberta to determine current best practices and concerns within Alberta’s emergency management systems.

Additionally, we examined the provided documents including plans, bylaws, and reviews of the existing emergency management systems to determine existing successes and gaps within the systems.

A full listing of stakeholder responses and ideas is provided in Section 4 as a general overview the following input was provided:

- Support was expressed for an inclusive and collaborative system which could effectively utilize a regional framework to manage regional major emergencies and support the management of local major emergency events.
- A sub-regional structure was identified as the preferred means to reduce duplication of effort, ensure that emergency management is not an afterthought add-on to many positions and ensure readiness and compliance.
- Impediments to a sub-regional system identified as potentially requiring consideration were cost, transparency, loss of local control and identity.

## Area Profile and Risk Overview

This analysis is an exploration of a sub-regional system, rather than an emergency management plan, and as such does not include a specific hazard identification and risk assessment (HIRA) process. It is anticipated that a collective HIRA will be one of the ongoing tasks for any regional emergency management partnership.

Generally, Leduc County and the urban municipalities within, form a community of mixed interests, densities, lifestyles, and industries south of Edmonton. The region, sometimes referred to as 'Black Gold Country', has historically related to Alberta's oil and gas exploration and production industry, and significant support facilities for this sector are in Leduc and the Nisku area of Leduc County. These involve significant manufacturing and flammable liquid/process operations and storage. Adjacent to both these areas is the Edmonton International Airport, operated by the Edmonton Airport Authority.

These activities, and the proximity to the provincial capital, situates most of the area near one or more significant air, rail or road transportation corridors bringing the attendant risks associated with those activities.

On the western edge of the region, several coal-fired thermal electrical generating stations have been developed over the past 50 years which continue to supply Alberta's electrical grid. Additionally, the non-developed lands within the region support a diverse mixture of agricultural operations including the production of grains, pulses, oilseeds, beef, pork, and poultry plus a growing number of newer specialty crops. Leduc has been a site in Alberta for agricultural production and processing research and development for many years.

Leduc and Beaumont, along with the Calmar, Thorsby, and Warburg and the County's hamlets and residential areas are home to almost 60,000 residents who live, play and work in the area or commute to Edmonton for employment.



## Emergency Management Programs and Facilities

Each municipal partner has an existing and functioning municipal emergency management program. Some were deemed to have greater capacity and compliance levels than others, and it was identified that many programs were in the process of, or had recently undergone, revisions to plans, training programs or bylaws which had been recommended as part of the Alberta Emergency Management Agency's review of the municipality's community emergency management program (CEMP). Support was expressed for a sub-regional community emergency management plan which would include or reference, as specific components, each of the individual municipal plans.

The current pandemic emphasized the need for improved communication/notification systems, the revision or consolidation of the emergency coordination centres (ECCs) and ongoing/enhanced training in emergency management for officials and staff. This was identified as a critical component by those working within the respective emergency management programs.

While each municipal partner has identified primary and secondary ECCs within their municipality, most are located within spaces that have other day-to-day operating functions which require varying levels of effort to initiate ECC operations. In addition, to the regular function of some facilities, concerns were raised regarding space, logistics, parking, access, and communications/technology. These concerns result in long-term activation difficulties in many locations. Rationalization/consolidation of these facilities to reduce duplication and improve overall functionality has been expressed as a desired outcome by many stakeholders.

## Sub-Regional Emergency Management Feasibility Analysis and Framework

The partner municipalities have initiated the development of this analysis with an expressed preference to create a sub-regional municipal emergency management partnership which can meet their individual and collective needs from the perspective of operations and regulations. This proposal has therefore focused on:

- How effective sub-regionalization can best be achieved?
- What structures best fit the current situation?
- What systems have been successfully used elsewhere?
- What benefits can be reasonably expected and when?
- Identifying potential challenges to sub-regionalization
- Suggesting solutions to mitigate those challenges?

As such, the Behr team has identified the following municipal emergency management system governance models for consideration by the steering committee:

Option A: Independent Emergency Management Programs and ECCS (status quo)

Option B: Individual Informal or Formal Agreements between Individual Municipalities

Option C: One Formal Sub-Regional Agreement (recommended option)

Option D: Regional Emergency Management Services Commission

The basic elements and challenges of each option are outlined in the following table.

Governance Framework Options

Option	Option A Independent Emergency Management Programs and ECCs (status quo)	Option B Individual Informal or Formal Assistance Agreements Between Interested Municipalities	Option C One Formal Sub-Regional Agreement (Recommended Option)	Option D Regional Services Commission (possible long-term aspiration)
Structure	<ul style="list-style-type: none"> <li>- Current status quo</li> <li>- Some informal agreements/practices</li> <li>- Separate plans, staff, IMTs, agency etc.</li> <li>- Separate financial and administrative processes</li> </ul>	<ul style="list-style-type: none"> <li>- Written agreements with one or municipalities for receipt and provision of assistance and/or</li> <li>- Informal agreements to assist based on discussions and relationships</li> </ul>	<ul style="list-style-type: none"> <li>- Sub-regional agreement entered by bylaw</li> <li>- Staffed sub-regional agency for emergency management</li> <li>- Equal elected representation</li> <li>- Equitable staff representation</li> </ul>	<ul style="list-style-type: none"> <li>- Regional Services Commission</li> <li>- Equal representation which could be weighted for equity</li> </ul>
Implementation	Easiest – do nothing different	Low to Moderate	Complex	Challenging
Cost to adopt	Low	Low	High	Highest
Challenges	<ul style="list-style-type: none"> <li>- Potential lack of coordination and efficiencies for medium to large incidents</li> <li>- Some will struggle with legislative compliance</li> <li>- Some redundancy in services and facilities such as ECCs</li> <li>- Little program definition or formal acknowledgement in budget or organizational structures (corner of the desk)</li> <li>- Greater potential for political interference</li> <li>- Administrative burden is concentrated and duplicated in each municipality</li> </ul>	<ul style="list-style-type: none"> <li>- No defined plan of operations</li> <li>- Some will struggle with legislative compliance</li> <li>- Duplication of most services and facilities</li> <li>- Written agreements require management</li> <li>- Informal arrangements rely on relationships</li> <li>- Little program definition or formal acknowledgement in budget or organizational structures (corner of the desk)</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease of local authority/control</li> <li>- Perception of loss of autonomy and identity</li> <li>- Identified and specific costs will be higher than status quo</li> <li>- Measurement of benefit in increased reliability and assurance hard to measure</li> <li>- Requires Minister to issue Ministerial Order</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease of local authority/control</li> <li>- Perception of loss of autonomy and identity</li> <li>- Resistance with Regional Commission’s autonomy and authority</li> <li>- Increased reporting requirements</li> <li>- Higher cost to create</li> <li>- Requires Minister to amend regulation</li> </ul>

## Proposed Sub-Regional Emergency Management Model Implementation Plan

Behr reviewed options for regionalized emergency management services and identified the benefits and challenges of such an approach as well as the different implications of possible regional models. These are presented for consideration by the steering committee and each municipal council.

The other major deliverable in the project is an implementation plan that would provide partnership members a defined path towards regionalization. The plan outlines the series of decisions and actions that need to be undertaken by individual municipal councils and those collaborative decisions that the proposed partnership will need to make collectively.

These include decisions to move ahead, arrange for review of documents and processes by legal counsel, preferably in a collaborative manner. When all local decisions are made to advance as a partnership with the preferred option, the documentation will need to be reviewed and approved by the Minister responsible for the Emergency Management Act. A Ministerial Order to bring the partnership into formal status will be required.

The draft documents provided in support of the preferred option include:

- A sample bylaw to enter the agreement and delegate authority to the Sub-Regional Emergency Management Agency, overseen by a Joint Advisory Committee of one elected official from each municipality and directed by an Agency Board made up of senior officials from each municipality. The bylaw will need to be passed, in a consistent form, by each council.
- A draft agreement to create and operate the partnership and further clarify the delegation of authorities to the Joint Advisory Committee, Agency Board and Agency,

The draft agreement includes:

- Delegations of authority and responsibility
- Structure of Agency and the governance bodies
- Initial spending authorization during a state of local emergency
- Terms of Reference for the Joint Advisory Committee
- Terms of Reference for the Agency Board
- A proposed funding formula

Also included in support of the Agreement are:

- Budget scope description
- Comparative population and equalized assessment information
- Proposed job and qualifications description for an Agency Manager

Due to the requirements of the Municipal Government Act, the Emergency Management Act and the Local Authorities Emergency Management Regulation, the bylaws and agreement are very repetitive. This was done following consultation with Alberta Municipal Affairs whose legal counsel have previously advised of the need for this repetition due to the specific delegations of authority provided and required for regional emergency management.

## Summary of Observations and Recommendations

**Observation #1:** To effectively develop and manage a sub-regional emergency management partnership and plan, a supporting program must be put in place. The program should serve as the foundation for all emergency activities within the partnership agreement and clearly outline how the program will be managed. The success of the program is reliant on the participation of the community leaders in the partnership agreement, and their contributions to ensuring that the program remains current and to the required regulatory and best practices standards.

Reference Section 3.1.1 Emergency Management Program, p. 11

### ***Recommendation #1: Establish a Sub-Regional Emergency Management Program***

*It is recommended that a sub-regional emergency management program be established including the creation of a Joint Advisory Committee, Sub-Regional Emergency Management Agency (S-REMA) and Agency Board. This requires creating a designated and exclusive role for an Agency Manager and potentially other employees whose sole focus will be on ensuring that the partnership has the people, plans, and processes in place to meet regulatory requirements but, more importantly, to ensure the partners have the capability and capacity to manage major emergencies and disasters within the partnership area.*

**Observation #2:** A key component of a Sub-Regional Emergency Management Agency (S-REMA) would be the inclusion and alignment of the partners' Community Emergency Management Plans (CEMPs) as independent but complimentary components to a Sub-Regional Community Emergency Management Plan (S-RCEMP).

Reference Section 3.1.3 Community Emergency Plans Review, p. 12

### ***Recommendation #2: Support the inclusion and alignment of the partners' CEMPs and respective emergency management plans.***

*It is recommended that as part of the established emergency management program, the Agency Manager should ensure the inclusion and alignment of all CEMPs within a Sub-Regional Community Emergency Management Plan (S-RCEMP). It is imperative that each partner's plan and the sub-regional plan are compatible and consistent in terms of response principles, ICS roles and responsibilities, terminology, and activation guidelines. It is also recommended that a cyclical review of plans be established to ensure information is current and the organization remains in a state of readiness.*

**Observation #3:** Under the Sub-Regional Emergency Management Partnership (S-REMP) Agreement, it would be expected that the Agency work with the Family and Community Support Services (FCSS) staff of the City of Beaumont, City of Leduc, and Leduc County, to ensure Emergency Social Services (ESS) plans are complete, up to date and compatible with the sub-regional emergency management program. Collective training should also be provided on the implementation and coordination of these plans during a regional emergency.

Reference Section 3.2 Emergency Social Services, p. 13

**Recommendation #3: Develop a sub-regional ESS plan as part of the sub-regional emergency management program.**

*It is recommended that developing of a sub-regional ESS plan be considered, as a coordinated companion document to the Sub-Regional Community Emergency Management Plan (S-RCEMP) to provide for the consistent and coordinated ability to conduct a large-scale regional evacuation as part of the S-REMP structure.*

**Observation #4:** Qualified personnel are required to support the implementation of a sub-regional community emergency management plan. Each community has identified DEM and DDEM responsibilities; however, their ability to support a full emergency management team which would include all ICS general and command staff positions varies.

Reference Section 3.3.1 Emergency Management Staffing, p. 14

**Recommendation #4: Establish a process to develop and maintain an accurate roster of trained staffing for all ICS general and command staff positions for each community.**

*It is recommended that each community identify and maintain a roster of all staff that are trained in an ICS role and share this information as a part of a working S-REMP. The proposed agreement and bylaw designate each municipal CAO as the DEM. The agreement also established the DDEM in the County and the Cities of Leduc and Beaumont. These DEMs and DDEMs become the Agency Board providing direction to the Sub-Regional Emergency Management Agency. This will allow for the rapid mobilization of an emergency management team appropriate to the response required, particularly in support of a community with less personnel resources.*

**Observation #5:** Each community has identified both a primary and alternate ECC location, however smaller communities are not likely to have sufficient space and resources to maintain two fully operational ECC locations, nor are they likely to have an event which would require the opening of a secondary location in proximity to their main ECC.

Reference Section 3.3.2.3 Community ECC Locations and Critical Infrastructure, p. 16

**Recommendation #5: Disband unnecessary secondary ECC locations.**

*With a sub-regional partnership in place, communities could more readily use a neighboring ECC as an alternate ECC, creating an efficiency whereby each community could reduce the effort and expenditures associated with the maintenance of two ECC locations. Further, primary ECCs are typically better equipped and using a neighboring primary ECC as an alternate ECC would likely serve to have a better equipped facility. Each community should focus efforts on having one sufficient ECC and disbanding alternate locations in their community.*

**Observation #6:** Training and testing the system through exercises are cornerstones of an emergency management program. In addition to basic level training for identified DEM, DDEM and elected officials, training standards across communities may vary based on funding, risk identification and/or other available training resources such as dedicated training staff.

Reference Section 3.3.3 Training and Exercises, p. 18

**Recommendation #6: Develop consistent training requirements and share training resources where possible.**

*It is recommended that the Sub-Regional Emergency Management Agency develop a standard training program for all employee positions designated by members of the partnership. It is essential that all partners have a cohort with at least the minimum level of training required by regulation, and the Sub-Regional Emergency Management Agency should determine what additional training would be necessary to support the partnership, and to whom it should be provided. In addition to developing a training program and requirements, partners can benefit from joint training and exercises.*

**Observation #7:** Escalating costs were identified by the stakeholders through the consultation phase as a potential concern in the implementation a sub-regional service; however, it does not appear that the costs of providing emergency management services are fully and clearly accounted for within any of the partner organizations at this time, so a clear baseline may be difficult to set. Primary drivers of sub-regionalization initiatives focus on collectively managing services and risks by:

- Reducing or redistributing costs equitably
- Improving efficiency or rationalizing service delivery

Reference Section 4.3.2.1 Oversight and Guidance, p. 28

**Recommendation #7: Determine the actual costs of their current emergency management program.**

*It is recommended that each municipality undertakes an analysis of actual costs for their respective emergency management services/program. The outcome of this will be necessary to identify opportunities for cost reductions, equitable redistribution of costs and improved service delivery under a sub-regional structure. While these are significant focuses of this project, the more salient drivers in considering a sub-regional emergency management partnership are:*

- *Creating an efficient and sustainable framework to comply with new regulations*
- *Identifying and implementing an effective sub-regional governance and operational emergency management framework respecting the perspectives and needs of all community partners*

**Observation #8:** As identified in the EMA, there is a need for Ministerial approval for a Sub-Regional Emergency Management Partnership to be created. The draft bylaws and agreements will require review and approval by the Alberta Emergency Management Agency before any bylaw readings are given by councils and the agreement is formally entered into by any partner. AEMA officials have advised of recent instances where municipal bylaws and agreements to create joint or regional partnerships have been given three full readings and assent by local councils, only to have been found insufficient or incorrect by AEMA from the perspective of the legislation and then needing to be returned for amendment, and three additional readings, prior to resubmission and further review prior to the issuance of the Ministerial Order that is required for this option to take effect.

Reference Section 4.6 S-REMP Governance Options Detailed Description, p. 39

***Recommendation #8: Take the following steps prior to the public readings of the bylaw.***

*It is recommended that each municipality take the following steps in the review process prior to public reading of the bylaw to mitigate potential amendments and delays.*

- *Some firm level of agreement has been reached between the partners*
- *The draft agreement and draft bylaw are vetted by each municipality's legal counsel*
- *The draft of each partner's bylaw, plus the draft agreement, are vetted and conditionally approved by the Managing Director of the Alberta Emergency Management Agency*

*Once this has been completed, the bylaws can move forward for readings with each council and the agreement executed.*

## Conclusion

The participating municipal partners and steering committee representatives have been clear that their purpose in requesting this analysis to fully explore options and provide a suggested implementation plan which would facilitate the creation of a Sub-Regional Emergency Management Partnership. This partnership would establish and manage a Sub-Regional Emergency Management Agency that would position the Agency to provide municipal emergency management services efficiently and effectively throughout the jurisdictions of the participating partners and be compliant with the regulatory framework. This intent has been echoed and supported throughout the consultation and research conducted for the project with the internal stakeholders and has been reinforced and encouraged by provincial government representatives.

Information from multiple sources and stakeholders was analyzed to determine a recommended path toward effective and efficient provision of important provincially mandated emergency management practices within the sub-regional project area. We evaluated the current emergency management plans and practices within the partners, discussed the existing programs with stakeholders, explored other regional operations with the staff/stakeholders in those systems to gain from their experiences, positive and otherwise, and utilized this information to develop this recommendation for the partnership, including a sequential plan which can be used to implement that recommendation.

The key constructs of regionalization were assessed comparatively with the collation of the qualitative and quantitative data provided by the partner municipalities. The outcome of this was four options to aid the steering committee and key stakeholders with the necessary information to make decisions regarding the viability of a regionalized governance structure for emergency management.

Regionalization of shared services amongst municipalities can be very complex endeavors and must be carefully consulted, planned, communicated, and implemented to achieve the anticipated cost avoidance and enhanced service levels. Based upon the consultations with the steering committee and key stakeholders, a review of the relevant data and current agreements, the benefits and challenges with a regionalization initiative and experiences of other communities, it is our opinion that Option C: One Formal Sub-Regional Agreement, of all the options identified in this analysis has the greatest potential for community benefit and success. This is based upon the finding the right framework analysis conducted in Section 4.3, page 23.

It is important to note that all the partner municipalities in this sub-regional project currently have, to varying degrees, a functioning emergency management system in place, and all stakeholders we spoke with are especially aware of those systems and their weaknesses considering the current pandemic and their municipality's response. All anticipate that their current emergency management system could be challenged to deal with a lengthy, critical, and time-sensitive major emergency or disaster and therefore see "whole of community" value in sub-regional emergency management collaboration and structure.

In our opinion a sub-regional approach to emergency management can efficiently and effectively serve the needs of the region's residents and their municipal governments.



## SECTION 1 INTRODUCTION

### 1.1 Project Background and Significance

We believe sound strategic and practical planning is a key component in protecting a municipality. We understand the purpose of this project is to establish a sub-regional emergency management partnership (S-REMP) that provides all the partner municipalities, Leduc County, City of Leduc, City of Beaumont, Town of Calmar, Town of Thorsby, and Village of Warburg with a mechanism designed to support objectives of reducing risk, mitigation and provide additional resources in times of unforeseen and extenuating emergency situations.

We believe a sub-regional emergency management partnership (S-REMP), which includes proposed agreement, bylaws, organizational structure, terms of reference, job descriptions, activation processes and an implementation process, will provide community leaders and responders a systematic approach in identifying hazards, evaluating risk, managing major emergencies congruent with response resources and capabilities.

**Note:** *This study conforms to the Province of Alberta's Modernized Municipal Government Act. The results identified in this document do not guarantee commitment to formally regionalize by the participating communities.*

### 1.2 Project Scope

#### Phase I: Research and Information Gathering

Phase I of this project required extensive research to understand each of the municipal partners' administrative and political philosophy with respect to emergency management. This included exploring and understanding current Emergency Response Plans within each municipality, the level of training dedicated to emergency management and an accurate staff inventory for response to an emergency.

Understanding of each municipality's current plans and capacity to respond to likely emergencies and understanding the capacity for business continuity and recovery phases of the key principles of preparedness will be included in this scope and it will build the background for the exploration of forming a Sub-regional Emergency Management Partnership.

#### Phase II: Development of agreement, bylaws, and plan

Phase II encompassed the drafting of a sub-regional emergency management agreement that included a draft proposal for a Sub Regional Emergency Management Committee, Sub Regional Emergency Management Agency, Sub Regional Emergency Partnership Planning group, a draft proposal for a coordinator of the Sub Regional Emergency Management Planning Group, proposed implementation plan, and all associated bylaws.

### 1.3 Project Deliverables

- Review each municipal administrative and political philosophies and how they perceive a coordinated response event would occur
  - What does a regional response look like?
  - How is the command structure established?
  - How is the command structure activated?
  - How is a single ECC activated to make regional decisions Described in Flow Chart and Agreement/Bylaw?
  - Review local government Municipal Emergency Plan Completed as well as examining AEMA Review
  - Review staff inventories, training levels and identify future requirements Completed
  - Evaluate ECC facilities and ECC capabilities Completed, recommendation to eliminate duplicate backup facilities
- Create a draft sub regional implementation plan for the emergency management model selected by the municipalities Implementation Plan provided in Report for recommended structure
  - How is the emergency response system mobilized?
  - What ECC takes the lead during an event and how is that determined
  - What communication links will work best and how robust are they
  - If multiple ECCs are used, what processes will be utilized to coordinate their efforts
  - How will resources be prioritized
  - Draft a proposal for a Leduc Sub Regional Membership Agreement between the Parties of this Agreement for the purposes of one Sub Regional Emergency Partnership
  - Draft a proposal for the development of a Leduc Sub Regional Emergency Management Committee and associated bylaws
  - Draft a proposal for the development of a joint Leduc Sub Regional Emergency Management Agency and associated bylaws
  - Draft a proposal for a Leduc Sub Regional Emergency Partnership Planning Group and associated bylaws
  - Draft a proposal for a Coordinator of the Leduc Sub Regional Emergency Management Planning Group which will include, but not be limited to:
    - a) Coordinator job description
    - b) Recommendations for a funding formula addressing the costs of the Coordinator
    - c) Annual budget recommendations and identify budget requirements for the Emergency Management Agency and the accommodating funding formulas

## 1.4 Standards and References

Along with industry ‘leading practices’ and benchmarks, the project will also reference and consider the following:

- Alberta Municipal Government Act – Chapter M-26 RSA 2000 (MGA)
- Alberta Inter-municipal Collaboration Framework (ICF)
- Alberta Emergency Management Agency
  - Emergency Management Act - Chapter E-6.8 RSA 2000 (EMA)
  - Local Authority Emergency Management Regulations 203/2018 (LEMR)
  - Community Emergency Management Program
- CSA Z-1600 Emergency and Continuity Management
- NFPA 1600 Standard on Continuity, Emergency and Crisis Management
- ISO 31000 Risk Management - Guidelines
- ICS Canada

## 1.5 Consultative Process

Our consultation program was divided into three (3) parts, involving the six (6) identified interested municipal partners:

- Part 1: Addressed elected officials and leadership from each one of the identified interested municipal partners separately.
- Part 2: Conducted targeted interviews with key individuals involved in responding to emergencies.
- Part 3: Conducted facilitated workshops involving stakeholders.

## SECTION 2

# COMMUNITY PROFILE AND RISK OVERVIEW

### 2.1 Community Profiles

#### 2.1.1 Leduc County

Leduc County is a municipality in Central Alberta, located directly south of Edmonton. The County has an area of 2,601.49km<sup>2</sup>, spanning 105 km east to west and 32 km north to south. It has a population of 13,172, which is a density of 5.3 persons per square km and 5,960 private dwellings according to the 2016 census<sup>1</sup>. It is noted however, that a portion of land was annexed by the City of Edmonton in 2019, which encompassed several residents and their private dwellings<sup>2</sup>. The census has not yet been updated to account for these changes.

There are various cities, towns, villages, and hamlets within the borders of Leduc County, connected via Highway 2 running north to south through Leduc; Highway 39 running east to west from Leduc to the western edge of the County; and Highway 21 running north to south on the eastern edge of the County.

It is home to the Edmonton International Airport, Nisku Business Park as well as the Genesee Power Plant. Prime industries in the County include agriculture, oil and gas, transportation and logistics, energy, and advanced manufacturing<sup>3</sup>.

#### 2.1.2 City of Leduc

Leduc is located 33kms south of Edmonton, within Leduc County, and is considered a part of the Edmonton Metropolitan Region<sup>4</sup>. The land area of the city is 42.44km<sup>2</sup>, with a population density of 706.7 persons per km<sup>2</sup><sup>5</sup>. Leduc is one of the fastest growing cities in Canada, with a five-year annualized growth rate of 3.2%. It has a population of 33,032 and 13,705 private dwellings<sup>6</sup>.

As a part of the regions international travel hub, Leduc is on the CANAMEX trade corridor at the intersection of two CP rail lines and sits adjacent to the Edmonton International Airport. These transportation links serve the region's oil and gas activity, which is the predominant base of the economy.

---

<sup>1</sup> [https://en.wikipedia.org/wiki/Leduc\\_County](https://en.wikipedia.org/wiki/Leduc_County)

<sup>2</sup> <https://www.leduc-county.com/en/index.aspx>

<sup>3</sup> [https://en.wikipedia.org/wiki/Leduc\\_County](https://en.wikipedia.org/wiki/Leduc_County)

<sup>4</sup> [https://en.wikipedia.org/wiki/Leduc\\_County](https://en.wikipedia.org/wiki/Leduc_County)

<sup>5</sup> [https://en.wikipedia.org/wiki/Leduc\\_County](https://en.wikipedia.org/wiki/Leduc_County)

<sup>6</sup> <https://www.leduc.ca/>

### 2.1.3 City Beaumont

Beaumont is a municipality located 1 km south of Edmonton, within Leduc County, and is considered a part of the Edmonton Metropolitan Region. It is the fifth fastest growing community in Canada, with a population of 19,236<sup>7</sup> and a land area of 24 km<sup>2</sup>, which is a population density of approximately 801.5 persons per km<sup>2</sup>. It spans a land area of 10.47 km<sup>2</sup> with a total of 6,057 private dwellings. It is largely considered a bedroom community, with most residents travelling to Edmonton or other nearby communities for employment<sup>8</sup>.

### 2.1.4 Town of Calmar

Calmar is located southwest of the City of Edmonton, within Leduc County, intersected by Highway 39 as its Main Street. It has a population of approximately 2,228 residents and a land area of 4.68 km<sup>2</sup>, which is a density of 476.2 persons per km<sup>2</sup><sup>9</sup>. It is surrounded by the area's rich agriculture and oil and gas industries, and is well positioned for commercial and industrial growth, being in proximity to major transportation routes<sup>10</sup>.

### 2.1.5 Town of Thorsby

Thorsby is considered one of Alberta's newest towns, previously being named a village until 2017. It is a small rural community located southwest of Edmonton, with a population of just 1,025 residents and land area of 3.85 km<sup>2</sup>, which is a population density of approximately 266.2 people per km<sup>2</sup>. The town has a wide range of industrial and business land uses, much of which supports the local agricultural and oil and gas industry<sup>11</sup>.

### 2.1.6 Village of Warburg

Warburg is located 95 km southwest of Edmonton with a population of 789 residents and 302 private dwellings. It has a land area of 2.68 km<sup>2</sup> and a population density of roughly 285.8 km<sup>2</sup>. The village is situated in a rich agricultural area, surrounded by oil and gas activity, and near the Genesee Generating Station Unit #3<sup>12</sup>.

## 2.2 Community Risk Overview

Identifying and understanding where a community is vulnerable, or at risk, allows emergency managers to prevent or reduce the consequences of hazards. The foundation for any community or regional emergency management program is the Hazardous Identification and Risk Analysis (HIRA). This sub-regional feasibility analysis does not include a complete Countywide HIRA, however the following risk factors need to be given due consideration in the development of a sub-regional emergency management program:

---

<sup>7</sup> <https://www.beaumont.ab.ca/184/Municipal-Census>

<sup>8</sup> [https://en.wikipedia.org/wiki/Beaumont,\\_Alberta](https://en.wikipedia.org/wiki/Beaumont,_Alberta)

<sup>9</sup> [https://en.wikipedia.org/wiki/Calmar,\\_Alberta](https://en.wikipedia.org/wiki/Calmar,_Alberta)

<sup>10</sup> <https://www.calmar.ca/>

<sup>11</sup> [https://en.wikipedia.org/wiki/Thorsby,\\_Alberta](https://en.wikipedia.org/wiki/Thorsby,_Alberta)

<sup>12</sup> [https://en.wikipedia.org/wiki/Warburg,\\_Alberta](https://en.wikipedia.org/wiki/Warburg,_Alberta)

- Multiple transportation corridors
- Roadway network
- Air transportation and airport
- Railway
- Severe weather
- Industrial/agricultural activities including toxic emissions and environmental spills
- Wildland urban interface
- Major structural fire/explosion

### 2.2.1 Multiple Transportation Corridors

As previously noted, the city of Leduc is an important feature on the CANAMEX/North-South Trade Corridor. In 2017, Alberta exported goods valued at \$4.46 billion to the US and Mexico along this corridor by road, much of which, coming from northern Alberta, passing through Leduc County via Highway 2<sup>13</sup>. Leduc is also a site of intermodal transportation, with two intersecting rail systems, and an international airport adjacent to the city. Goods travelling through the County through these modes include agriculture commodities, flammable and combustible liquids/gases, and other dangerous goods in addition to various consumer goods.

Other highways through the County are Highway 39, which runs east to west, connecting the smaller communities east of Drayton Valley to Highway 2, as well as Highway 21 which is situated in the eastern portion of the County, and runs north to south parallel to Highway 2 and Highway 2A, ultimately ending at the Trans-Canada Highway in Strathmore.

#### 2.2.1.1 Roadway Network

There are over 2,100 km of roadway in under the jurisdiction of Leduc County. The roadways are travelled heavily by transport trucks, large farming vehicles, other commercial and industrial vehicles, and motorists commuting to and from larger urban centres and smaller communities for employment<sup>14</sup>. The predominant risk on roadways throughout the County is motor vehicle collisions (MVCs), along the more heavily travelled, Highway 2. Portions of the highway along the western outskirts of Leduc are up to four lanes of traffic in each direction. Multiple vehicle collisions, especially those involving larger transport and commercial vehicles pose a serious threat. While these are currently well managed within the response systems, the potential for multiple vehicle incidents with multiple casualties creates a potential risk which could involve the activation of the Emergency Management Plan.

Dangerous goods are also transported along the southern portion of this highway to 50 Ave., where they are then routed parallel to Highway 2 and the rail line, along Sparrow

---

<sup>13</sup> <https://www.alberta.ca/economic-corridor-development.aspx>

<sup>14</sup> City of Leduc 2018 Transportation Master Plan

<https://www.leduc.ca/sites/default/files/FINAL%20CoLeduc%20TMP%20-%20Oct%208%202018.pdf>

Drive to Airport Road<sup>15</sup>. Although infrequent, incidents involving dangerous goods near an urban centre, rail line and an airport are of particular concern to the region. An incident of this type could require several specialized response resources to facilitate road closures, evacuations, and dangerous goods clean-up. There currently exists a dangerous goods aid agreement between the City of Leduc, the City of Edmonton as well as the City of Camrose, and the County has a similar agreement with the City of Edmonton; however, there exists no comprehensive regional dangerous goods plan which would incorporate all at-risk communities. Although less frequently travelled, Highway 39 and Highway 21 are also designated dangerous goods routes through the County<sup>16</sup>. These routes are narrower and more likely than the city to experience serious head-on collisions. The towns along these routes that are a part of the proposed sub-regional partnership also have less available resources (personnel and specialized response equipment) to deal with a serious incident.

### 2.2.1.2 Air Transportation and Airport

With the Edmonton International Airport located within the Leduc County, there is an inevitable risk of an aircraft emergency and Leduc County responded to five incidents involving smaller twin-engine aircraft in 2019. The frequency of aircraft accidents involving runway safety, however, is incredibly low with only 62 incidents reported worldwide in 2019 (scheduled commercial flights on airplanes above 5.7t); four of those were in Canada and one at Edmonton International Airport<sup>17</sup>. An incident involving runway safety rarely results in fatalities, only one has been recorded in Canada since 2008. More devastating accidents, such as controlled flight into terrain and loss of control inflight incidents are again very rare but can happen anywhere. There were only four of this nature recorded in Canada since 2008, resulting in seven fatalities (scheduled aircraft on airplanes above 5.7t)<sup>18</sup>. These types of incidents are statistically more likely to occur within proximity of an airport. The entire region of Leduc County is at a heightened risk for this type of an event. Any incident occurring in the jurisdiction of a smaller community would immediately warrant actions to call upon other jurisdictions/authorities to take over the response and/or provide response resources. A sub-regional community emergency management plan should be in place to address the communication, coordination, and ability to allocate resources to less equipped areas during such an event.

---

<sup>15</sup> <https://www.leduc.ca/dangerous-goods-route>

<sup>16</sup> <https://www.leduc.ca/dangerous-goods-route>

<sup>17</sup> <https://www.icao.int/safety/iStars/Pages/Accident-Statistics.aspx>

<sup>18</sup> <https://www.icao.int/safety/iStars/Pages/Accident-Statistics.aspx>

### 2.2.1.3 Railway

While the frequency of significant incidents on the rail line is low in comparison to the volume of goods transported on the rail line, the potential for severe consequences has been witnessed on several occasions across Western Canada in recent years.

When incidents do occur on the rail line outside of urban areas, the likelihood of an event increases due to train speed and uncontrolled crossings; however, the risk to life safety is significantly decreased in comparison to an incident which might occur in a more highly populated urban area (town, villages, and hamlets). Transloading facilities (pipeline/storage or truck to train), especially for crude oil and petroleum gases, are generally known, permanent, and stationary, and therefore not considered a transportation risk.

Of most significant risk to life safety, is the CP Rail line running parallel to Highway 2A through the County and the centre of Leduc City. The rail line is in proximity to both populated urban areas in the city, the International Airport, as well as the Nisku Industrial Park, north of the City. There is however an increased risk of an event on CP rail line running parallel to Highway 39, as well as the CN rail line running parallel to Highway 21. These areas, dotted by small rural communities would require support in initial response and incident management, particularly if there were an associated spill or DG release. It is imperative that there exists a process for cooperation among these rural towns and larger urban centres for these types of events.

### 2.2.2 Severe Weather

The climate in Leduc County is cold and temperate, with a significant amount of rainfall, particularly in the spring and summer months, averaging 463 mm/18.2 inches per year<sup>19</sup>. Flooding in the area is frequent and, in some cases, disastrous. For the past two consecutive years (2019-2020), Leduc County has declared a state of agricultural disaster following excessive rain and extreme weather conditions in late spring/early summer<sup>20</sup>.

The area has also seen powerful summer storms, one resulting in a deadly F4 tornado, dubbed the 'Edmonton Tornado of 1987'<sup>21</sup>. The tornado was initially spotted in Leduc County and travelled north towards Edmonton and parts of Strathcona County, increasing in size and strength. It resulted in the death of 27 people and injured more than 300 others. It cut a swath of destruction 30.8 kms wide, encompassing 300 homes and causing more than \$332.27 million in damages at four major touchdown sites. On that day in July 1987, it was one of seven tornados in central Alberta<sup>22</sup>. Although to date, it is the only recorded tornado in the region of its magnitude, the province experiences on average 4-10 tornados annually, and several have occurred in recent time, in and around the Edmonton area: including one at

<sup>19</sup> <https://en.climate-data.org/north-america/canada/alberta/leduc-11538/>

<sup>20</sup> <https://edmontonjournal.com/news/local-news/many-crops-in-distress-leduc-county-declares-state-of-agricultural-disaster>

<sup>21</sup> <https://www.cbc.ca/archives/entry/1987-edmonton-tornado>

<sup>22</sup> <https://www.cbc.ca/archives/entry/1987-edmonton-tornado>



the Edmonton International Airport, as well as one in the Town of Calmar<sup>23</sup>. The magnitude, path and destructive force of a tornado is unpredictable and uncontrollable, the region should always be prepared for a joint response as severe weather is very likely to affect multiple jurisdictions at once.

### **2.2.3 Industrial/Agricultural Activities Including Toxic Emissions and Environmental Spills**

With such heavy industrial, commercial, and agricultural presence within the region, a toxic emission and/or environmental spill is highly likely. The magnitude of such an event is variable however, based on the substance released/spilled, and the proximity to populated areas.

Some of the greatest risks in the region are the industrial activities in the north area of the City of Leduc and the adjacent Nisku Industrial Park within the County. With various chemical manufacturing, processing, and storage sites, a toxic release is possible. A release may have a localized evacuation or clean-up response; however, the threat of a fire could pose regional concerns and require a greater response effort.

As previously stated, there is an abundance of oil and gas activity in the region. The oil and gas in this region are relatively sweet in nature, with certain formations known to have a higher H<sub>2</sub>S content. A gas release in the area, could prompt a localized evacuation response, but is unlikely to require a widespread regional evacuation. Oil and gas emergencies in the area are more likely to be associated with transportation than a release/emission event.

In addition to the oil and gas industry, the abundance of agricultural sites in the area may be associated with harmful and potentially toxic fertilizers and chemicals. As above however, a response would likely be localized containment and run-off prevention, rather than a regional emergency.

### **2.2.4 Wildland Urban Interface Fire**

Wildland urban interface fire has become an emerging issue in communities where large amounts of vegetation (fuel loads) are present. This concern requires considering the need for adequate water distribution, construction setbacks from vegetation and wildland firefighting training. The number of fire department responses for wildfires are relatively low in Leduc County. While considered a low probability, occurrence of a wildland grass fire in the County could have major consequences/impacts.

### **2.2.5 Major Structural Fire/Explosion**

Nisku Industrial Park located north of the City of Leduc, and the adjacent industrial park in the City, pose a significant fire/explosion risk. There are also additional sites within the region where flammable liquids and explosives are handled and stored. As previously stated, there is an abundance of chemical storage and manufacturing sites in the area. Despite strict safety regulations, inspections and enforcement, explosions can and have been known to occur in

---

<sup>23</sup> [https://en.wikipedia.org/wiki/List\\_of\\_tornadoes\\_by\\_province\\_\(Canada\)](https://en.wikipedia.org/wiki/List_of_tornadoes_by_province_(Canada))

the area, prompting a massive regional response. Most recently, a large explosion occurred in December 2018, leaving one man dead and prompting a regional response involving firefighters from Leduc County, the Edmonton International Airport as well as the Town of Calmar<sup>24</sup>.

The Genesee 3 Power Plant is a 516 MW, fully operational coal-fired facility located near Warburg. Although termed ‘coal-fired’, natural gas is also used as a fuel type as is the case for most power generation stations. It supports more than 200 employees and contributes approximately \$5,986,000 in community tax bases supporting regional infrastructure<sup>25</sup>. It is an important economic feature of the area, as well as an important part of the region’s infrastructure. Plants of this type and magnitude must adhere to strict codes of safety standards to protect its workers and operating environment. Emergencies of large-scale magnitude at this site are unlikely but could have devastating consequences for the 200 employees and the region it supports. With very limited response and emergency management resources within the community of Warburg, it is imperative that a plan be developed with the sub-regional partners to address types of emergencies that could occur and the magnitude of resources that would be required to mitigate the effects of such an emergency as much as possible.

### 2.3 ECC Activation

There were only two non-exercise emergency coordination center activations over the past five years in any of the partner communities as confirmed through research and interviews of stakeholders. These activations were by the City of Leduc in response to the evacuations from the RMWB 2016 Wildfire and a major power outage in 2017. This lack of history and experience of emergency activations in no way diminishes the risks that are present, and further emphasizes the need for regular and coordinated up to date planning and training should a significant event occur. Localized planning and preparation have occurred in each partner community because of the 2020 COVID-19 pandemic.

---

<sup>24</sup> <https://edmontonjournal.com/news/local-news/explosive-blaze-breaks-out-in-nisku-industrial-area>

<sup>25</sup> <https://www.capitalpower.com/about-genesee/>

## SECTION 3

### EMERGENCY MANAGEMENT PROGRAMS AND FACILITIES

#### 3.1 Emergency Management and Response Plans

##### 3.1.1 Emergency Management Program

An emergency management program should establish processes to develop, implement, maintain, and evaluate emergency management activities, facilities, plans and procedures. Details of an emergency management program should be outlined within the area emergency management plan (EMP).

**Observation #1:** To effectively develop and manage a sub-regional emergency management partnership and plan, a supporting program must be put in place. The program should serve as the foundation for all emergency activities within the partnership agreement and clearly outline how the program will be managed. The success of the program is reliant on the participation of the community leaders in the partnership agreement, and their contributions to ensuring that the program remains current and to the required regulatory and best practices standards.

***Recommendation #1: Establish a Sub-Regional Emergency Management Program***

*It is recommended that a sub-regional emergency management program be established including the creation of a Joint Advisory Committee, Sub-Regional Emergency Management Agency, and Agency Board. This requires creating a designated and exclusive role for an Agency Manager and potentially other employees whose sole focus will be on ensuring that the partnership has the people, plans, and processes in place to meet regulatory requirements but, more importantly, to ensure the partners have the capability and capacity to manage major emergencies and disasters within the partnership area.*

##### 3.1.2 Emergency Response Protocols

The emergency response protocols are the standards in how each community will respond to an event. Over the years, there have been different standards and training to manage emergency events. In Alberta, as in most jurisdictions in Canada, the prescribed system (by the Managing Director of the AEMA as per the LAEMR) for command, control, and coordination during an emergency, is the incident command system (ICS).

The incident command system (ICS) is a standardized on-site management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. It provides the framework for standard incident management response and improves interoperability between all responding organizations and agencies. ICS can be used to manage an incident or a non-emergency event and can be used equally for both small and large situations. All community partners within Leduc County use ICS and this

utilization should continue regardless of the S-REMP outcome and governance structure(s) implemented.

### 3.1.3 Community Emergency Management Plans Review

Currently, the partner municipalities (Village of Warburg, Town of Thorsby, Town of Calmar, City of Leduc, City of Beaumont, and Leduc County) manage their respective individual community emergency management plans (CEMPs). All these plans are in some stage of revision and renewal both in terms of updating information and meeting compliance with the Emergency Management Act (EMA) and the Local Authorities Emergency Management Regulation (LAEMR).

**Observation #2:** A key component of a Sub-regional Emergency Management Agency would be the inclusion and alignment of the partners' respective local CEMPs as independent but complimentary components of a Sub-Regional Community Emergency Management Plan (S-RCEMP).

***Recommendation #2: Support the inclusion and alignment of the partners' CEMPs and respective Emergency Management Plans***

*It is recommended that as a part of the established emergency management program, the Agency Manager should ensure the inclusion and alignment of all CEMPs within a Sub-Regional Community Emergency Management Plan (S-RCEMP). It is imperative that each partner's plans and the sub-regional plan are compatible and consistent in terms of response principles, ICS roles and responsibilities, terminology, and activation guidelines. It is also recommended that a cyclical review of plans be established to ensure information is current and the organization remains in a state of readiness.*

### 3.1.4 Mutual Aid Agreements

Several mutual aid agreements exist amongst the sub-regional partners as well as other adjacent municipalities. These agreements are sufficient to support a sub-regional community emergency management plan where cooperation in the attainment of resources and recovery of costs would be required to enact the plan. The agreements and their participating agents are provided in Table 1 below.

Table 1: Examples of Existing Regional Mutual Aid Agreements

Mutual Aid Partners	Agreement Type	Expires
City of Edmonton, City of Leduc, City of Camrose	Dangerous Goods Team Agreement	No expiry
City of Edmonton, Leduc County	Dangerous Goods Team Agreement	No expiry
Leduc County, City of Beaumont	Fire Protection Agreement	No expiry
Leduc City and County, City of Beaumont; Towns of Calmar, Devon, Thorsby; Village of Warburg; Summer Villages of Golden Days, Itaska Beach, Sundance Beach; Hamlet of New Sarepta	Major Emergency Mutual Aid Agreement	
Cities of Edmonton, Fort Saskatchewan, Leduc, St. Albert, Beaumont, and Spruce Grove; Counties of Lamont, Leduc, Parkland, Strathcona, Sturgeon; Towns of Bon Accord, Bruderheim, Calmar, Devon, Gibbons, Lamont, Legal, Morinville, Redwater, Stony Plain and Thorsby; Villages of Wabamun and Warburg	Capital Region Emergency Preparedness Partnership (CREPP)	No expiry

### 3.2 Emergency Social Services

Each local authority is required to have a plan for providing emergency social services to meet the basic needs of individuals and communities that have been disrupted by disasters. The responsibility for providing these services has been identified as residing within the Family & Community Support Services (FCSS) Department of each municipality. The City of Beaumont and City of Leduc operate their own FCSS program, while Leduc County operates an FCSS program for its residents, as well as those of Calmar, Thorsby, and Warburg. In addition to these programs, each partner is also encompassed in a Regional Disaster Services Mutual Aid Agreement, under the Capital Regional Emergency Management Planning Program.

Although it is expected that major centres would be the likely locale and managing agencies for an ESS response, smaller centres (Calmar, Thorsby, and Warburg) have the capability to rapidly mobilize evacuation reception and registration centres, feeding centres and emergency shelters for people and pets for small scale evacuations (i.e., building fire, dangerous goods release etc.). This ability is generally generated from the “small town volunteer spirit” and the ability to move quickly within a familiar space. Each community has members who run facilities (halls, arenas etc.) and can rapidly organize groups to perform these functions on a short-term basis.

**Observation #3:** Under the S-REMP Agreement, it would be expected that the Agency work with the FCSS staff of the City of Beaumont, City of Leduc, and Leduc County, to ensure ESS plans are complete, up to date and compatible with the sub-regional EM program. Collective training should also be provided on the implementation and coordination of these plans during a regional emergency.

**Recommendation #3: Develop a sub-regional ESS (S-RESSP) Plan as part of the sub-regional EM program.**

*It is recommended that developing of a sub-regional ESS Plan be considered, as a coordinated companion document to the regional community emergency management plan to provide for the consistent and coordinated ability to conduct a large-scale regional evacuation as part of the S-REMP structure.*

### 3.3 Emergency Management Resources

Each of the six partners provides some degree of emergency management resources that can deal with an emergency event within their community, as well as emergency events affecting neighbouring communities.

#### 3.3.1 Emergency Management Staffing

Table 2: Emergency Management Staffing Capabilities Overview

Community	EM Staffing
Leduc County	<ul style="list-style-type: none"> <li>• Director of Emergency Management: Currently, Chief Administrative Officer</li> <li>• Deputy DEM: General Manager of Community Services</li> <li>• Deputy DEM: Deputy Fire Chief of Emergency Management</li> </ul>
City of Leduc	<ul style="list-style-type: none"> <li>• DEM, currently Fire Chief</li> <li>• Emergency Management Coordinator DDEM is currently handled by Deputy Fire Chief and IT Manager within the City</li> <li>• Managed by Fire Department</li> </ul>
City of Beaumont	<ul style="list-style-type: none"> <li>• CAO is DEM, Deputy CAO is DDEM</li> <li>• Managed by Fire Department</li> </ul>
Town of Calmar	<ul style="list-style-type: none"> <li>• Municipal Enforcement Officer is DEM, DDEM is vacant</li> </ul>
Town of Thorsby	<ul style="list-style-type: none"> <li>• CAO is DEM (retiring), other EM responsibilities split between Municipal Enforcement and Public Works, previous PW Foreman was DEM and had been building system but now on hold</li> </ul>
Village of Warburg	<ul style="list-style-type: none"> <li>• Mayor is DEM, Deputy Mayor is DDEM, CAO and part-time administrative staff have loosely defined roles during activation</li> </ul>

**Observation #4:** Qualified personnel are required to support the implementation of a sub-regional community emergency management plan. Each community has identified DEM and DDEM responsibilities, however, varies on their ability to support a full emergency management team which would include all ICS general and command staff positions.

***Recommendation #4: Establish a process to develop and maintain an accurate roster of trained staffing for all ICS general and command staff positions for each community.***

*It is recommended that each community identify and maintain a roster of all staff that are trained in an ICS role and share this information as a part of a working S-REMP. The proposed agreement and bylaw designate each municipal CAO as the DEM. The agreement also established the DDEM in the County, City of Beaumont, and City of Leduc. These DEMs and DDEMSs become the Agency Board providing direction to the Sub-Regional Emergency Management Agency. This will allow for the rapid mobilization of an emergency management team appropriate to the response required, particularly in support of a community with less personnel resources.*

### 3.3.2 Facilities

#### 3.3.2.1 Primary Emergency Coordination Centres (ECC)

The Emergency Coordination Centre (ECC), previously known as an Emergency Operation Centre (EOC), is the centralized management centre for emergency operations<sup>26</sup>. Here, ECC staff support the emergency by:

- Making key decisions
- Providing technical expertise and resources
- Establishing communication with the ICC (ICP), other ECCs and Council members
- Procuring and approving use of resources
- Monitoring the effectiveness of the response
- Establishing long-term mitigation objectives and plans
- Gathering information, keep records and log related to the emergency

This facility is usually located outside of a known hazard area (flood plain, volatile industrial location, etc.) but accessible to critical staff. In most instances, the primary ECC has a primary function, such as a boardroom, training room, council chambers, etc. Each community in the partnership has an identified primary ECC that is equipped and operable to varying degrees (see Tables 3 ECC Locations and Table 4 ECC Facility Overview).

<sup>26</sup> CSA Z1600

### 3.3.2.2 Secondary ECCs

In the event the primary ECC is rendered inoperable or inaccessible, there always must be back-up ECC to continue emergency management operations. The back-up ECC does not need to be as robust as the primary ECC; however, it must be capable of accommodating staff and necessary technological resources. This could in the form of a smaller building with adjacent outbuildings or trailers, or a mobile command centre.

### 3.3.2.3 Community ECC Locations and Critical Infrastructure

Table 3: ECC Facility Locations and Capacity

Community	Primary ECC	Capacity	Secondary ECC	Capacity	Mobile Command Post
Beaumont	Fire Station 5010 52 Ave, Beaumont AB		Community Centre 5204 50 Ave, Beaumont AB		
Calmar	Municipal Office 4901 50 Ave, Calamar AB	20	Mike Karbonik Arena 5019 – 47 St Calamar AB	50	Peace Officer Vehicle
Leduc City	Fire Station # 1 4119 50 St., Leduc AB		City Hall – 1 Alexandra Park, Leduc AB		Y
Leduc County	Calmar Fire District Station #6 4517 50 <sup>th</sup> Street, Calmar AB		Nisku Fire District Station #1 606 21 Ave, Nisku AB		Y
Thorsby	Municipal Office 4917 Hankin St., Thorsby AB		Rec Centre 4813 49 St., Thorsby AB		
Warburg	Municipal Office 5212 50 Ave, Warburg AB		Community Hall 5335 50a Ave, Warburg AB		

**Note:** Blank cells indicate no data was available



Table 4: ECC Facility Overview

ECC Facilities	Beaumont Primary	Beaumont Secondary	Calmar Primary	Calmar Secondary	Leduc City Primary	Leduc City Secondary	Leduc County Primary	Leduc County Secondary	Thorsby Primary	Thorsby Secondary	Warburg Primary	Warburg Secondary
Controlled access			x	x	x	x	x	x	x			
Dedicated workspace	x		x		x	x	x	x				
Kitchen	x			x	x		x	x				
Rest area				x	x	x			x			
Breakout area	x		x	x	x	x	x	x				
Backup power					x	x	x	x				
Television and cable	x			x	x	x	x	x				
Projector and screen	x		x		x	x	x	x	x			
Internet service			x	x	x	x	x	x	x			
Cellular service			x	x	x	x	x	x	x			
SAT phone			p	p	x		x	x				
Two-way radio			x		x	x	x	x				
AM/FM radio			x	x	x	x	x	x				
Landline(s)	x		x	x	x	x	x	x	x			
Laptops			x		x	x	x	x	x			
Desktop computer(s)			x	x	x	x	x	x	x			
Laptop hookup			x	x	x	x	x	x				
Printer			x		x	x	x	x	x			
Fax machine			x		x	x	x	x	x			
Scanner			x		x	x	x	x				
Tape recorder			x		x	x						
Status board/whiteboard	x		x	x	x	x	x	x	x			
Clock(s)			x	x	x	x	x	x				
Reference material (plans, maps etc.)	x		x		x	x	x	x				
Position identifiers (vests, tags etc.)	x		x		x	x	x	x				
Stationary and printer supplies	x		x		x	x	x	x	x			
Emergency supplies (batteries, flashlight, first aid etc.)			x		x	x	x	x				

**Observation #5:** Each community has identified both a primary and alternate ECC location, however smaller communities are not likely to have sufficient space and resources to maintain two fully operational ECC locations, nor are they likely to have an event which would require the opening of a secondary location in proximity to their main ECC.

***Recommendation #5: Disband unnecessary secondary ECC locations.***

*With a sub-regional partnership in place, communities could more readily use a neighboring ECC as an alternate ECC, which would create an efficiency whereby each community could reduce the effort and expenditures associated with the maintenance of two ECC locations. Further to this, primary ECCs are typically better equipped and using a neighboring primary ECC as an alternate ECC would likely serve to have a better equipped facility. Each community should focus efforts on having one sufficient ECC and disbanding alternate locations in their community.*

### 3.3.3 Training and Exercises

Training and exercising emergency plans are a critical component of an effective emergency management program. The standard and the maintenance of the training will make the difference whether a team is both competent and confident to deal with an emergency. Emergency management training requirements are established by the AEMA Managing Director as per the LAEMR and delivered through the Alberta Emergency Management Agency (AEMA) and other approved providers, including Behr.

**Observation #6:** Training and testing the system through exercises are cornerstones of an emergency management program. In addition to basic level training for identified DEM, DDEM and elected officials, training standards across communities may vary based on funding, risk identification and/or other available training resources such as dedicated training staff.

***Recommendation #6: Develop consistent training requirements and share training resources where possible.***

*It is recommended that the Sub-Regional Emergency Management Agency develop a standard training program for all employee positions designated by members of the Partnership. It is essential that all partners have a cohort with at least the minimum level of training required by regulation, and the Sub-Regional Emergency Management Agency should determine what additional training would be necessary to support the partnership, and to whom it should be delivered. In addition to developing a training program and requirements, partners can benefit from joint training and exercises.*

Table 5: Community Comparative Training Programs

Course	Beaumont	Calmar	Leduc City	Leduc County	Thorsby	Warburg
ICS 100	All Staff	All Staff	All Staff	All Staff	All Staff	All Staff
ICS 200	x		First Responders	Command and General Staff		
ICS 300	x		Fire Services	Command Staff		
ICS 400	x		Fire Services	Command Staff		
ICS 402			ECC Staff	ECC Staff		
Basic Emergency Management	All Staff	All Staff	All Staff	All Staff	All Staff	All Staff
Municipal Elected Officials	Council	Council	Council	Council	Council	Council
Director of Emergency Management	DEM/ DDEM	DEM/ DDEM	DEM/ DDEM	DEM/ DDEM	DEM/ DDEM	DEM/ DDEM
Functional Position Courses			All Staff	Assigned		
Emergency Coordination Centre	x		ECC Staff	Assigned		
Emergency Social Services			FCSS Staff/LRC Staff	Assigned		
Scribing for Emergency Management	x		Assigned	Scribes		
Planning P			Assigned	Assigned		
All Hazards IC			Assigned	Assigned		
Alberta Emergency Alert			Assigned	Assigned		
Registration and Inquiry			FCSS Staff/LRC Staff	FCSS staff		
Persons with Functional Needs			FCSS Staff	FCSS staff		

## SECTION 4

# SUB-REGIONAL EMERGENCY MANAGEMENT FEASIBILITY ANALYSIS AND FRAMEWORK

### 4.1 Introduction

The primary purpose of this feasibility analysis is to potentially establish a sub-regional emergency management partnership (S-REMP) that provides Leduc County along with partner municipalities of City of Leduc, City of Beaumont, Town of Calmar, Town of Thorsby, and Village of Warburg with a framework designed to support objectives of reducing risk, mitigation and provide additional resources in times of unforeseen and extenuating emergency situations.

Major emergencies and disasters are not bound to the geographical scope of a municipality and often overlap municipal boundaries. This can lead to confusion and duplicated effort in the same geographic area. In Alberta, the Emergency Management Act provides the legislation for local authorities to establish an emergency management program and places statutory obligations upon each municipality to appoint and train people, create structure, develop plans, and be prepared to direct and control emergency responses within the boundaries of the municipality. Recent changes to this legislative and regulatory framework have increased the expectations equally for each municipality.

To manage these realities and the accompanying concerns many municipalities explore a more effective approach which optimizes efforts and resources within the broader community for provision of these critical services. The Government of Alberta (GoA) continues to promote, support and in some cases fund regional municipal initiatives and inter-municipal collaboration.

To objectively demonstrate the benefits and drivers for an S-REMP governance model it is necessary to identify the common challenges municipalities face when designing and/or implementing regionalization initiatives. In the context of this analysis, the term S-REMP is deemed synonymous with the typical aspects of regionalization. S-REMP contains the same characteristics as shared municipal services or regionalization. This document should be used as a guide to help partner municipalities understand the complexities of the governance structures that influence the foundational design of a regional structure while considering the current realities of emergency management delivery within the communities.

The public sector shares many of the constraints faced by other organizations when evaluating regional services. When delivering critical services, including emergency management and protective services, municipalities must address the risks associated with poor service delivery when evaluating regionalization or collaborative approaches. Developing governance frameworks with clearly outlined accountabilities is paramount when considering services that deal with health and life safety issues. A successful governance structure for critical services needs to clearly delineate roles and responsibilities, service standards and accountabilities of stakeholders included in the governance model. The models that have historically been implemented vary in complexity from:

- Handshake or verbal agreements to help when asked

- Formal mutual assistance agreements
  - Formal regional partnerships inter-municipal agreements
  - Fully structured regional governing bodies
- Municipalities implement regional service delivery models for many service areas to address concerns about:
- Increased demands for increased service delivery, quality, and greater efficiency
  - Limited or reduced tax revenue and scarcer external funding
  - Shortages of trained, skilled, and experienced human resources
  - Increasingly complex regulatory and reporting requirements from externally driven mandates
  - Concerns about the affordability of services from elected officials and stakeholders

## 4.2 Governance

This section is a synthesis of the key components of integrating or regionalization, and collation of the qualitative and quantitative data analyzed to determine the base findings for this review. Options for consideration and recommendations are also included.

The partner municipalities within this project have all expressed a desire to form a sub-regional body to meet the needs of their communities and the regulatory requirements. Therefore, this project is to determine how to best regionalize, and not whether regionalization is desired. The focus has been to identify the regional options available, the advantages and disadvantages of the various options. Further, the common barriers to implementation along with strategies to avoid those, rather than spend a great deal of effort on determining whether regionalization is recommended.

### 4.2.1 Key Components

When developing a regional (or sub-regional) model, municipalities must first determine the types of services they are looking to share. Below are the three distinct categories of services relevant emergency management activities and critical services that should be considered for regionalization, each with their own properties and benefits.

### 4.2.2 Application of Key Components

The S-REMP could include aspects of shared service centres, centres of excellence and operational shared services. The improvement levers and example benefits are theoretical illustrations of the potential cost avoidance and service enhancements within these governance structures.

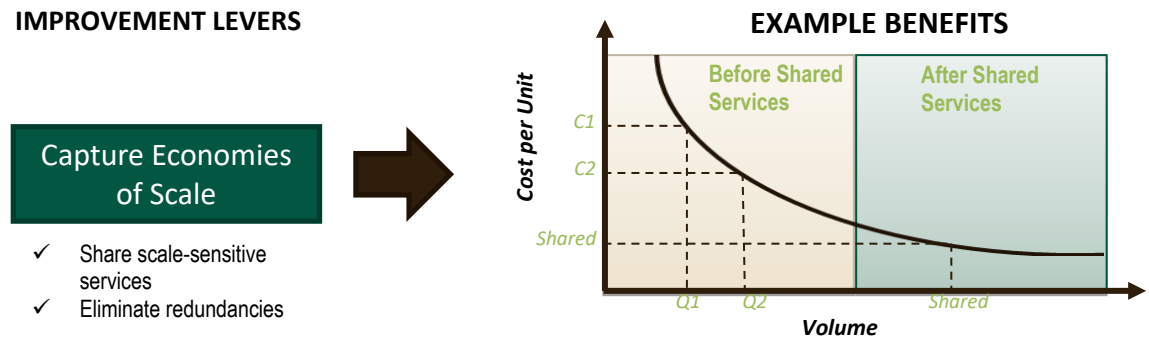
#### 1. Shared Service Centres:

This first category aims to capture economies of scale by decreasing the unit cost of providing services. These critical services are often the behind the scenes processes and functions executed by each of the organizations.

Examples include shared finance and administrative functions, procurement, payroll administration, information technology and equipment maintenance.

Emergency management functions of planning; risk assessment, organizational preparedness and training are not usually outward facing but are carried out in the background and therefore often overlooked and misunderstood by the public. As these “hidden” but important and required functions are common to all municipalities, they create part of the rationale for regional delivery. Figure 1. outlines the improvement levers and potential benefits associated with shared service centres.

Figure 1. Shared Service Centre Improvement Levers and Benefits

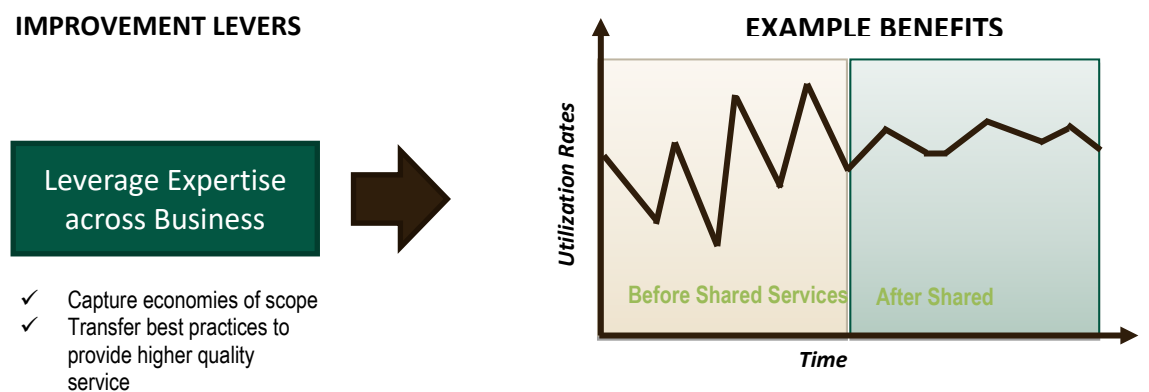


**2. Centres of Excellence:**

The second category aims to capture economies of scope by improving the level of service and increasing the breadth of services available within the region. For critical services, the centres provide a mechanism to share highly skilled resources across organizations.

Examples include shared senior leadership and management, highly skilled and trained individuals such as emergency management managers, administrators, advisors, and trainers. Figure 2 outlines the improvement levers and example benefits associated with centres of excellence.

Figure 2. Centre of Excellence Improvement Levers and Benefits

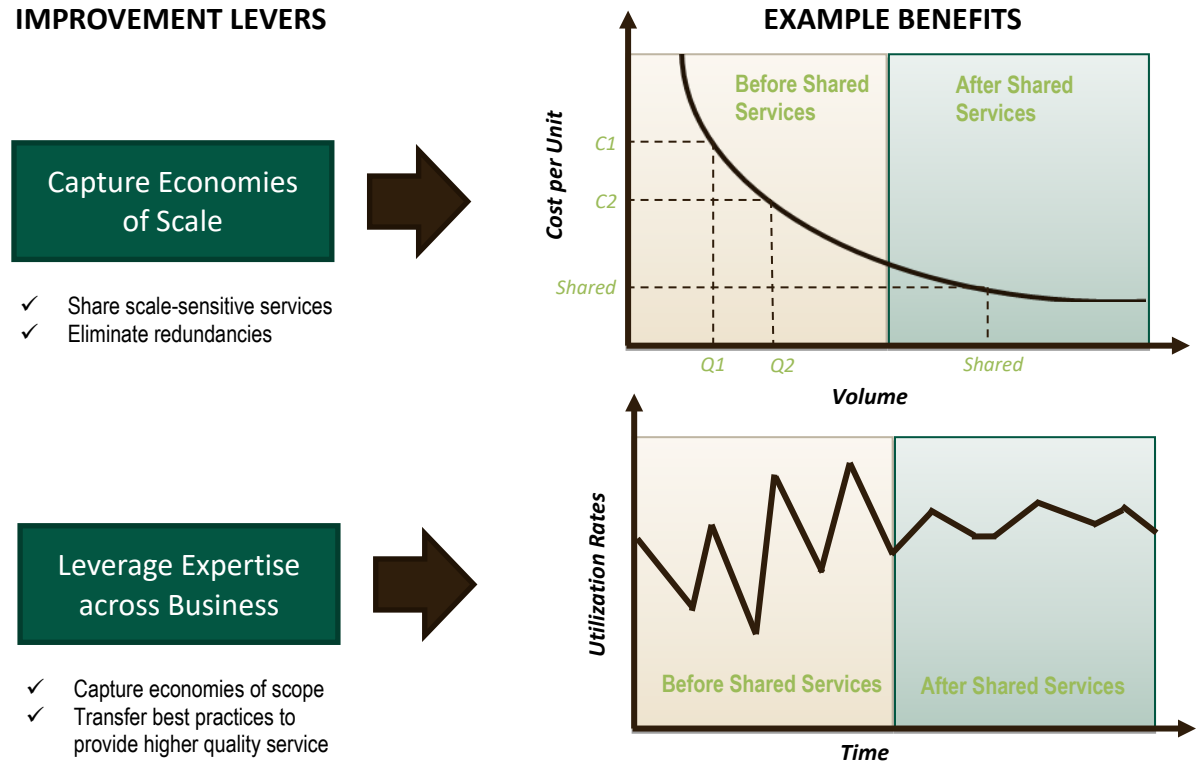


### 3. Operational Shared Services:

This final category aims to capture both economies of scale and scope across organizations. Operational shared services pertaining to critical services generally include centralizing management, leadership, and operational infrastructure.

Examples include shared administration, oversight, and governance, ECCs, training and multi-purpose facilities.

Figure 3. Operational Shared Services Improvement Levers and Benefits



### 4.3 Finding the Right Framework

The first major task for the partnership will be to decide upon the form of governance which best suits both the desired operating state and the expectations of the partners.

When evaluating the establishment of a sub-regional service delivery partnership this risk/benefit analysis is difficult to place into solely economic arguments for all partners but rather is dependent upon the following:

- Providing an effective, efficient, and accountable means of meeting legislative requirements
- Providing a degree of assurance that the proposed organization is seen as being ready to manage major emergencies and disasters

Developing governance frameworks with clear accountabilities is paramount when considering services that deal with emergencies and disasters. A successful governance structure for critical services needs to clearly delineate roles and responsibilities, expectations and accountabilities of stakeholders included in the governance model.

### **4.3.1 Stakeholder Consultation**

During this project Behr staff have engaged with twenty-six elected and appointed officials from all six identified partners to determine the:

- Level of awareness and knowledge of the current emergency management plans, systems, experience, and training within the stakeholder group,
- Current strengths and gaps in emergency management,
- The functional operability of existing systems and facilities to manage a major emergency or disaster,
- Opportunities for synergistic outcomes given the application of the partnership's resources,
- Level of support for the establishment of a Sub-Regional Emergency Management Partnership, and
- Challenges, pitfalls, and sticking points that could impede the creation of a Sub-Regional Emergency Management Partnership.

Behr also met with the regional Alberta Emergency Management Agency (AEMA) Field Officers to discuss the current state of readiness and regulatory compliance of the partners. The partners each provided a copy of their 2019 AEMA Community Emergency Management Plan (CEMP) reviews. These outlined areas for varying levels of opportunity for improvement in the emergency management systems, in addition to validating much of the information provided in the stakeholder consultations.

Given the ongoing pandemic, the topic of emergency management and each municipality's experiences in managing those impacts, all stakeholders had a heightened awareness of the general processes and their organization's capacities, capabilities, and shortcomings in responding to an emergency event requiring a full-scale activation.

Also clear in the discussion was that most stakeholders were aware that the pandemic has been a slow-moving event which, although requiring decisions and direction, was not a dynamic event and that their organization's actions and responses may be more significantly challenged in a different, faster evolving emergency scenario.

The six municipal organizations in this potential partnership vary in size and complexity, and are all negotiating the current pandemic, struggling economy and potential changes to their legislative, assessment and operational environments.

It was clearly recognized that major emergencies and disasters impact communities, not municipalities, and the partners in this proposal form a general community of interest, interaction, and concern. Any major event affecting one or more of the partners will



ultimately have an impact on residents in the larger community and this understanding was evident in our discussions with the stakeholders.

While large-scale emergency management activities may be manageable for the larger partners, they can however quickly become seemingly insurmountable in a smaller organization. Behr has approached this project from the perspective that collective, coordinated, and cohesive efforts will best serve overall community needs and that an emergency concern in the villages and towns may have the same magnitude of impact, or more so, as the same emergency concern in the cities or County.

#### **4.3.1.1 Core Themes from Stakeholder Interviews**

The following is an overview of the core themes identified by Behr during the stakeholder interviews. The comments have been divided into two categories:

##### **Organizational and Political:**

Interviews were conducted with elected, administrative (CAO/GM/Director), and operational (DEM/Deputy DEM/FC) stakeholders from all six prospective municipal partners. The Interview Guide and Presentation documents are found as Appendix D and E, respectively.

##### **1) Elected Officials Discussion Summary**

All elected officials contacted throughout the process were asked about their perceptions of their municipality's capabilities and their support level for a sub-regional partnership. Collectively, they expressed the following:

- Believed, to varying degrees that their municipality had a reasonable plan in place that would provide for guidance during an emergency but their faith in the ability of their resources to manage larger emergencies was directly proportionate to the size of the municipality
- Wanted to ensure that they retained the autonomy and authority to manage emergencies in their municipality, within the scope of their resources
- Wanted to participate in an emergency management system where they could provide and obtain assistance during major emergencies and disasters
- Expressed support for the creation of a sub-regional municipal emergency management partnership to collaboratively plan for, manage, and train staff members from all partners in the aspects of managing major emergencies and disasters within the sub-regional partnership area
- Wanted to find sub-regional opportunities to provide incident mitigation, prevention, and preparedness education to their residents
- Understood that their municipality has statutory obligations based upon recent regulatory amendments
- Noted that increased costs and loss of control were concerns but all expressed an expectation that both could be managed with the right collaborative governance framework

- Could not, when specifically asked, identify any political, administrative, or historical concerns that would be barriers to the creation of a sub-regional partnership

## **2) Administrative and Operational Officials Discussion Summary**

These officials were asked to complete an interview with 18 questions about their municipality's existing emergency management system including the emergency social services system, plans, exercises, communications protocols, training, resources, and capacity. They exhibited a high level of awareness, and generally responded that:

- Their community emergency management plan was either up to date or in the process of being updated
- That they were in the process of integrating emergency social services into their plans
- That their emergency communications plan and crisis communications protocols (internal and external) were being created or under revision
- They had mutual aid agreements in place amongst the partners and that these were generally focused on fire suppression
- An emergency management team was in place to varying degrees within their plans, but in many cases, roles were not specifically assigned, and some were concerned that the team identified had no predetermined backups or alternates, and depth or bench strength, or lack thereof, was a common concern
- Their municipality's staff had completed some of the emergency management training requested by AEMA with the level, type and amount of training being greater in the larger municipalities
- Their community could handle the initial reaction to a significant local emergency but the ability to handle larger or longer-term emergencies was directly dependent upon the size of the municipality or their access to assistance
- That their plans designated primary and secondary emergency coordination centres (ECCs), but all were in spaces generally used for other purposes, many were limited in size and most would displace other operations if required to be used for lengthy exercises or activations - some were identified as being more easily converted to a functioning ECC than others
- They would be able to provide some assistance and support to all the other partners in times of crisis with organizational size being a determining factor of how much and for how long
- With relative certainty respondents believed they could contact officials from neighbouring communities in times of crisis, however when asked if this would include being able to make that contact after-hours, the level of certainty dropped considerably

- While they had no dedicated public alerting system for their residents (text, call out, social media) all respondents indicated that such a system, especially if it could geofence discreet locations, would have value
- Except for the City of Leduc and Leduc County, no municipality had held an exercise within the past three years
- In June of 2019 was conducted by the City of Leduc involving the relocation its ECC to the County's Calmar Fire Station. On the same day, Leduc County held an exercise, using the same scenario, but focused on ECC set up and development of Incident Action Plans. Both were deemed successful - all partners had been invited as observers, but these were not joint exercises.

### 4.3.2 Efficient and Effective Governance Framework

An optimal governance framework strikes a balance between the:

- Perceived benefits/costs of a sub-regional approach to service delivery
- Stakeholder's motivations/resistance to move away from the current operating model
- Perceived losses of autonomy and identity
- Projected costs and/or savings from joint efforts
- Equity apparent in proposed governance

The governance models for implementation and sustainment of regional municipal emergency management can be structured in several ways. Common approaches include:

- Informal agreements
- Automatic assistance agreements
- Joint hiring of shared staff
- Purchased services and fee-for-service contracts
- Formal intergovernmental agreements
- Purchasing consortia
- Departmental consolidation
- Planning and sub-division appeal boards
- Regional service commissions
- Municipally controlled corporations (Part 9)

In Alberta, municipalities have utilized all the above models and all these governance frameworks for delivering critical services in a collaborative manner. Regional emergency services commissions that were created by some municipalities represent the most structured and formalized examples of governance while others have functioned for many years based on informal agreements. Some regionalization initiatives have met with limited success, often due in part to suboptimal governance frameworks and failures to address existing uncertainties up front. Not addressing some of the key challenges during planning,

or as they arise during implementation and operation, has often led to stagnant initiatives and unrealized potential benefits.

#### **4.3.2.1 Oversight and Guidance**

In a multi-municipal partnership such as S-REMP, the form of both elected representations to provide oversight, and the senior leadership representation providing operational direction need to be evaluated when considering the makeup of an agreement. In addition to defining authorities and decision-making processes, dispute resolution mechanisms are also a fundamental component of effective and efficient governance frameworks. No agreement will facilitate a total lack of conflict, and as issues arise, the stakeholders require a forum to resolve these issues. Common dispute resolution mechanisms include mediation and arbitration which can be built into a formal agreement. The chosen governance framework also needs to provide a clear process for exiting the agreement if issues cannot ultimately be resolved through the dispute resolution mechanisms.

To help ensure that the benefits of the sub-regional program are realized, periodic performance reviews of the program should be performed. These reviews are in addition to standard performance measurements of cost and effectiveness. Periodic reviews help stakeholders, including elected officials; ensure that the sub-regional program continues to align with the shared vision of the participating municipalities.

The provincial government has also committed to regular reviews of how well municipal emergency management systems comply with legislation. All these reviews provide a forum to communicate with stakeholders and introduce improvements and changes to the existing governance and operations frameworks.

It is important to note that the different governance frameworks discussed in this section create different legal situations and trigger differing legislative requirements under various provincial statutes. Each municipality's legal counsel should be involved in the review of any proposed agreement and the proposed bylaw(s) required to enter into the agreement. This legal review is suggested to ensure each party's oversight needs and statutory obligations are met. As discussed further on this would include ensuring compliance with the Municipal Government Act, the Emergency Management Act, and the relevant regulations under these statutes.

In some of the options, the approval of the provincial government through the Minister of Municipal Affairs will be required to move forward. In these instances, it is strongly recommended that, in addition to obtaining the advice of legal counsel, the partner municipalities collectively submit the proposed agreement and bylaws for review by Municipal Affairs before proceeding to any formal decisions by councils.

Regardless of the specific governance model ultimately selected, three main components need to be addressed to create efficiencies and effectiveness within a multi-partner regional municipal emergency management system. These components are service definition, service cost and service control.

Within the scope of this proposal for multi-municipal sub-regional emergency management, a single governance framework can likely meet the service needs of all the partner municipalities provided the system's governance model ensures consistent ongoing communication, transparency, and support.

***Service Definition:*** Clearly defining the scope of services to be delivered in the regional model is the first important element when designing governance vehicles. The scope of services should be clearly articulated and agreed upon, outlining who is ultimately responsible and accountable for delivering critical services. Where the provision of a function is dictated by regulation, such as emergency management in Alberta, it is imperative to properly define the scope of services provided within the area covered by the agreement. Issues can arise if the service level expectations are not clearly documented and understood among members. This is particularly acute when managing service delivery in areas of varying population densities.

The scope of services will ultimately include some form of shared service centres, centres of excellence, and/or operational shared services as previously discussed.

***Service Cost:*** The governance model for a regional system will also need to address the cost of delivering emergency management services to all the partners. The governance model should outline how both 1) the collective costs of developing and maintaining the system will be covered in addition to 2) defining how the costs of system activation will be assigned and recovered.

A key component of service cost is measurement. Ideally, a governance framework could ascertain what the baseline costs before regionalization were for each partner and that can be used to measure and track ongoing financial benefit of the initiative against financial targets.

**Observation #7:** Escalating costs were identified by the stakeholders through the consultation phase as a potential concern in the implementation a sub-regional service; however, it does not appear that the costs of providing emergency management services are fully and clearly accounted for within any of the partner organizations at this time so a clear baseline may be difficult to set. Primary drivers of sub-regionalization initiatives focus on collectively managing services and risks by:

- Reducing or redistributing costs equitably
- Improving efficiency or rationalizing service delivery

**Recommendation #7: Determine the actual costs of their current emergency management program.**

*It is recommended that each municipality undertakes an analysis of actual costs for their respective emergency management services/program. The outcome of this will be necessary to identify opportunities for cost reductions, equitable redistribution of costs and improved service delivery under a sub-regional structure. While these are significant focuses of this project, the more salient drivers in considering a sub-regional emergency management partnership are:*

- *Creating an efficient and sustainable framework to comply with new Regulations*
- *Identifying and implementing an effective sub-regional governance and operational emergency management framework respecting the perspectives and needs of all community partners*

Most often, municipal emergency management systems are funded through property (ad valorem) taxes and grants for training and exercises. With no “response service” or activities being directly undertaken by the partnership, and no practical means at present to predict frequency or length of activations and recover costs, it can be reasonably assumed that the expenses of the partnership will be covered by tax-based contributions to the partnership for the foreseeable future. The allocation of contributions will need to be determined. Common measures to base the allocation of costs that should be considered include:

- Equalized assessment measures
- Population based (per capita) measures
- Estimated variable proportions based upon predicted usage
- Fixed proportions
- Some combination of the above

Finally, considerations should be given to how to limit the costs of establishing and operating the sub-regional emergency management system. The respective Councils will need to determine an appropriate partner contribution allocation for the sub-regional system and include that in a final sub-regional agreement. This formula should reflect anticipated start-up costs and the operating budgets for the first 24 to 36 months. The

initial budgeting timeframe should align with the long-term nature of potential benefits realization. Shorter term funding commitments may undermine the initiative if support wavers in the near term before full implementation occurs.

Cost control is an important consideration even under the pretense that sub-regionalization will help reduce total costs although as we have noted earlier there is no clear understanding of what the current actual cost of municipal emergency management is within any of the six partners. The proposed agreement, which provides for elected oversight, guidance by senior leadership and a defined funding formula, can serve as a mechanism to control the costs of the partnership as it moves forward.

***Service Control:*** *Service control is dictated by the type of governance vehicle that is ultimately selected. For governance frameworks relying on delegated authority to be sustainable, it is important that the arrangements allow participants the ability to influence decisions and facilitate responsiveness to changes in the operating environment (e.g., increased risk profiles, changing demographics, increased demand for services, etc.). Each municipality will ultimately be asked to give up some form of control when implementing a sub-regional governance vehicle but should still have sufficient influence on important decisions. Common approaches to delegated authority decision making include:*

- *Total equality – equal representations from each partner municipality, each with one vote*
- *Partial inequality – unequal representation from each partner municipality, each representative is limited to one vote*
- *Population weighted representation – representation is based on the relative populations of each partner municipality*
- *Contribution weighted representation – representation is based on the relative financial contribution of each partner municipality*

Within the scope of this proposal for multi-municipal sub-regional emergency management, a single governance framework can likely meet the service needs of all the partner municipalities provided the system's governance model ensures consistent ongoing communication, transparency, and support.

## 4.4 Common Challenges of Regionalization

There are many challenges associated with designing, implementing, and sustaining regional service models. Some of the common challenges of delivering shared services and regional models are illustrated in Figure 4. In addition, explored further below.

There will be challenges and unexpected/unintended impacts when multiple entities come together to provide services with the best of intentions, but collectively if the prospective partners can identify themselves, and their roles, in the sub-regional partnership the objective of joint and collaborative service delivery can be met.

Figure 4. Common Challenges of Regionalization



### Challenge #1: Lack of support from leadership

Without leadership buy-in, both at the political and administrative levels, regionalization efforts are not likely to succeed. If leadership does not support the initiative, it will be difficult to secure the necessary resources and commitment required to make and sustain meaningful change. Lack of support from leadership has limited the extent to which regionalization has been successfully implemented in other situations we have examined.

It is important to note that during consultation there was no indication from any stakeholders that this partnership initiative was not supported at the political or administrative level, however our interviews and presentations did not involve a conversation with all persons at these leadership levels.

What should leadership support look like?

Leadership support is demonstrated by:

- Allocating sufficient resources and attention to the effort, both in the short and long term.
- Communicating positive, reinforcing messages to internal and external stakeholders.
- Actively participating to resolve issues that are escalated to the steering committee and addressed within an agreed upon formal dispute process.

To gain the buy-in from leadership:

- Requires a full understanding of both the costs and benefits of regionalization of this function.
  - As the cost of emergency management within the partnership members is not clear at present it is seen as unlikely that regionalization will result in demonstrable monetary savings in the short term.
  - Benefits to regionalization will need to be understood as relating to consolidation and efficiencies of efforts, common regulatory compliance and a gradual and



planned transfer of attention, and the current stand-alone efforts by staff, towards emergency management within each partner municipality.

- Involve leaders in the design process to define the parameters and expectations for regionalization.
- Provide meaningful roles for them in the decision-making process.
- Ensure clear communication internally and to the residents about the purpose and intent of the changes. This could be enhanced by creating a regional identity for the regional emergency management agency, so it is seen as separate from the specific partner municipalities but accountable to all.

### **Challenge #2: Loss of control, perceived loss of control, and changing roles**

Regionalization, by definition, results in each partner relinquishing some control over their municipal emergency management operations to the regional body. This may result in some concern from the stakeholders, including staff, in partner municipalities who have had, formally or otherwise, some responsibility for a portion of the emergency management system. Often individuals believe that due to their past involvement they are uniquely positioned to deliver effective emergency management services in their municipality. Stakeholders may perceive that regionalization will result in a reduced level of service and/or a reduced need for their efforts. These perceptions are a potential roadblock to regionalization.

What should it look like?

Stakeholder support is demonstrated by:

- Ensuring participation by stakeholders and staff in the consultation and system design discussions.
- Enumerating and acknowledging both the benefits and the costs to all stakeholders.
  - This needs to include full expectations that the stakeholder's knowledge and experience is important to the new model.
  - It also needs to identify the ability for staff and stakeholders to serve as an advisor to the regional body, providing corporate history and knowledge, while noting that in this revised role they will be clear of the previous administrative burden.
  - Ensure that the regionalization provides potential new opportunities for existing staff while embracing change and supporting new roles in the regional organization.
- Active participation in resolving issues within the system and raising them through established processes.
- Do not 'sugar coat' the process: change is difficult; there will be bumps, misunderstandings and mistakes made along the way. Ensure there is a clear openness/willingness to recognize and rectify the bumps with a focus on improvement.

### **Challenge #3: Poor accountability**

Accountability is always a major concern among impacted stakeholders during regionalization of services, especially with respect to critical systems. The chosen governance structure, for any

regional emergency management system needs to clearly delineate the roles and responsibilities of all key stakeholders. This includes those who will work in the new system and those who will need to share their experience as well as their knowledge of history, culture, and documents.

What should it look like?

Governance frameworks facilitating accountability include:

- Clearly documented roles and responsibilities of the regional municipal emergency management system. This includes:
  - The Advisory Committee (required by regulation)
  - The Directors of Emergency Management (required by regulation)
  - The Agency Board (the interface between the Advisory Committee and the Agency)
  - The Agency (required by Regulation)
  - The Agency's staff (including the Agency Manager)
  - The hosting partner (who will employ the Agency Manager and provide day to day support), and
  - The elected council and administration of the participating partners
- Mechanisms to ensure regular communication and accountability
- A description of how the role of stakeholders will change in the new partnership

#### **Challenge #4: Extended timeframe for benefits realization**

The benefits associated with regionalization of municipal services take time to accrue. Research and experience demonstrate that full realization of benefits often takes three to four years to achieve. To ensure that the risks associated with critical systems are mitigated during the implementation, strong cooperation and contingency plans need to be developed. The timeframes associated with the realization of benefits should be communicated to stakeholders at the onset of the initiative so that realistic expectations are created.

What should it look like?

Governance frameworks should be able to measure and document benefits by:

- Including clear benchmarks for measuring benefits over time including cost and organizational performance measures. This would include annual plan reviews, training reports, exercises, and external reviews of the proposed partnership.
- Planning for communications/reporting to internal and external stakeholders for the long term that celebrates successes and keeps the accrued benefits at the forefront of the regional body's identity.
- Implementing a phased approach during the transition, possibly by major task or partner by partner, to engage in "smaller bites" rather than taking on the entire change at once and potentially overwhelming the new structure.
- Identifying and targeting 'quick-wins' to help bolster support.

## Challenge #5: Equitable representation

In the governance of regional municipal services, equitable representation is paramount. Equitable representation, however, is not always equal representation within the chosen model.

The model recommended focuses on the premise that each elected council has equal representation on the Advisory Committee but in respect of both contribution and capacity, the Agency Board provides equitable representation for the three larger partners in providing direction to the Sub-Regional Emergency Management Agency.

The governance structure must outline the involvement and decision-making authority of the member organizations. When the relative size of the municipalities in the regional model is broad, concerns over representation present a challenge in determining an effective governance structure.

What should it look like?

Ultimately, representation in regional municipal emergency needs to balance multiple factors:

- Municipal autonomy
- Legislative compliance which will continue to rest with each municipality
- Percentage of resources contributed to the system by each partner municipality
- Population of the participating communities

Determining this balance is never simple and the concepts of equality and equity need to be carefully considered and evaluated by the elected officials in each of the partners. In other regional ventures (e.g., libraries, recreation facilities and even fire suppression) the expected frequency of system usage by residents of each partner, and the resources contributed, would be a determining factor. As there is no frequency expectation for major emergencies and disasters, and the degree of benefit derived by having a fully functioning and compliant system should be the same for all, this does not provide a practical measure of equity.

Some rules of thumb for consideration in this instance include:

- Each party needs at least one elected representative who has the availability, and authority to adequately represent their council on the Advisory Committee.
- Recognition that attempts to provide some form of numerical and proportionate representation when there is a wide discrepancy in population and contributions often creates a need for complicated voting and plurality structures which discourage collaborative discussions and consensus-based decisions.
- Additional operational senior leadership representation on the Agency Board is contemplated to reflect contributions and population. Further recognition of that could be added in this by ensuring that those staff members currently managing this area be included on the Agency Board during the initial year of operations (or longer) as a transitional link.

## 4.5 Governance Options

Many forms of regionalization/collaboration have been considered, and utilizing the feedback obtained during the consultation phase, pointed to a desire for a sub-regional partnership planning and operations structure for emergency management. However, a greater understanding of what the sub-regional structure would look like was required. The stakeholders consulted all believe that their organizations and the public support regional collaboration in this functional area although concerns were raised about autonomy vs loss of control and potential costs. For these reasons, Behr has identified the following four models of governance for a regional municipal emergency management system to be considered by the steering committee:

Option A: Independent Emergency Management Programs and ECCs (status quo)

Option B: Individual Informal or Formal Agreements between Interested Municipalities

Option C: One Formal Sub-Regional Agreement (Recommended Option)

Option D: Regional Services Commission

Table 6, page 45 provides a visual outline of these four options for a future state governance model. Each of the models varies in terms of complexity of implementation, cost to adopt, scale of benefits, and associated drivers.

Any proposal to create a partnership for municipalities to collaboratively provide services to their residents requires a means of governance which effectively meets the intended operational outcomes, provides tangible benefits, and respects differences between the partners and their collective historical interactions.

The establishment of such a partnership must comply with the requirements of the Municipal Government Act (Ch M-26 RSA 2000) or MGA, the Emergency Management Act (Ch 6.8 RSA 2000) or EMA and the Local Authorities Emergency Management Regulation (AR 203/2018) or LAEMR.

### ***Considerations unique to this type of regionalization***

*The MGA allows an elected municipal council to delegate most of its authorities, other than the ability to pass bylaws, to others including a regional operating body, through a bylaw.*

*However, under the terms of the EMA and the LAEMR, while the ability to delegate still exists, the requirement from Municipal Affairs AEMA for very specific evidence of delegations of authority through both bylaw and agreement prior to the creation of a Ministerial Order, adds further complexity. For this reason, the sample agreement is very repetitive of the sample bylaw.*

This proposal focuses on recommendations which both ensure equal involvement of elected officials to provide open and transparent oversight of the partnership along with equitable representation in developing operational direction and guidance from the partnership's senior staff members.

### **4.5.1 Evaluating Choices**

There is no ideal or “one size fits all” governance model for regionalized services. One option is chosen by the decision makers from the options presented based upon which makes the most collective sense given the activities involved, the circumstances under which they are expected to be carried out and future expectations of need. Governance of any sort must be aligned with context.

The proposed partnership group is diverse in terms of size, capacity, and organizational/institutional structures. From over 33,000 residents and 450 employees in the City of Leduc to 790 residents and five staff in the Village of Warburg the differences in capacity are clear but the basic needs, capabilities, and requirements to plan and prepare for major emergencies or disasters apply equally to both; however, each partner offers benefits to the others by playing to strengths, understanding gaps, and assisting the others as and when needed.

The larger partners may have greater levels of expertise and capacity whereas the smaller partners have quicker access to a local volunteer base capable of providing things like meals and shelter quickly and effectively. This has been the history of this “community of communities” as it has evolved over time and is often not accounted for in bureaucratic discussions and reviews of emergency management.

Therefore, a governance framework for this sub-regional partnership must recognize these differences and accommodate for them while leveraging the inherent strengths of each partner and those of the area. The governance structure also needs to provide equal and transparent oversight by elected officials who are responsible to their residents, while equitably utilizing the senior staff resources of the partnership members to provide operational direction. Working together to deliver services can present organizations with hurdles that must be overcome and impacts on people and organizations can be substantial.

### **4.5.2 Transparent Elected Oversight**

As stewards of the public interest in each municipality, as well as being the holders of the public purse, it is incumbent upon councilors to ensure that any partnership agreement entered provides an appropriate level of benefit to their community. That benefit must be commensurate with the costs and effort that the agreement creates.

As with any effort to prepare for events, and scenarios unknown and uncertain, the benefit derived is difficult to calculate in monetary terms and the current expenditures and staff costs of fulfilling the emergency management responsibilities are not clear. The most tangible benefit is the reassurance provided in knowing that a system, and the associated resources and assets, are in place to deal with events and that by participating in the partnership each council is meeting both its legislative requirements and their morale obligations to provide for the citizenry.

Most activities undertaken by municipalities and their elected councils are open to public scrutiny with decisions made in public recorded meetings. This holds true for activities related to emergency management although during times of emergency, when a state of local

emergency is in effect, time frames are often compressed, and notification requirements reduced. This can lead to misunderstandings if the public believes that officials are operating “in secret”.

To engender trust in the system from the public regular reports on the system, and ongoing preparatory activities (planning, education, training, exercising, evaluations etc.), need to be seen, and understood by the public. Ideally, the public are invested stakeholders in the system through participating in both personal/business emergency preparedness and potentially able, where appropriate and planned, to fill voluntary roles within the emergency management system.

As municipal emergency management systems are specified in provincial regulation it is assumed the staff from AEMA will continue to conduct regular reviews of, and report upon, the municipal emergency management system(s). These reports and those generated within the partnership including ‘After Action Reports’ following incidents, should be utilized to celebrate the accomplishments of the system, collectively and by individual municipalities and to guide further improvement.

### **4.5.3 Inter-municipal Relationships**

While there are always some areas of potential disagreement between neighbouring municipal partners there does not appear, at present, to be any outstanding issues or concerns around emergency management. The development of this proposal and the consultation with stakeholders indicates an overall positive attitude toward a regional partnership. As noted elsewhere any formal agreement should include a mechanism for dispute resolution.

### **4.5.4 Identity**

One regular concern when a regional body involves municipalities of multiple sizes is that the regional partnership may come to be perceived as just another part of one of the larger partners. If possible, creation of a unique name/identity for the body, encompassing as much of the region and its history as possible, will result in a clearer identity and one where none of the partners is seen as “owning” the system by the other partners or the public.

### **4.5.5 Transition**

Transition to a regional model will involve changing the way the organizations currently collaborate by leveraging existing and historical examples of inter-municipal cooperation. Planning for and managing the transitional change through the implementation stage is critical to attaining full benefit from regionalization.<sup>27</sup>

---

<sup>27</sup> Additional information on regional options for the delivery of municipal services in Alberta can be found at: <https://www.alberta.ca/regional-service-delivery.aspx>

## 4.6 S-REMP Governance Options Detailed Description

It is important to note that other than option A and the status-quo, the implementation of a sub-regional emergency management partnership will not be cost neutral. This is based upon the estimated budget amounts as identified for emergency management by each partner,

### **Option A: Independent Emergency Management Programs and ECCs (status quo)**

This model involves continued development and operation of six separate municipal emergency management programs, systems, staff responsibilities and facilities. Neighbouring municipalities would retain the ability to request and provide assistance from and to each other on an ad hoc basis, but no agreement is in place to cover who can request what, how, when, for how long and at what cost.

Each municipality will be required under the EMA to:

- Appoint a Director of Emergency Management and alternates,
- Create an advisory committee of council members and appoint a Chair,
- Create and manage an Emergency Management Agency,
- Develop, annually review, and manage a Community Emergency Management Plan,
- Make plans for locations to conduct emergency management operations (ECCs),
- Conduct annual exercises, and
- Provide and participate in mandatory training for elected officials and staff members as directed by the province.

No authority or responsibility is delegated to any party outside the municipality in this scenario.

Therefore, other than:

- Providing opportunity for comment from, and periodic reviews of the Community Emergency Management Plan by the Alberta Emergency Management Agency (AEMA),
- Informing AEMA of all emergency management exercises in advance,
- Working to correct any identified deficiencies in the plan or its components, and
- Addressing any discrepancies from the EMA and LAEMR.

There is no requirement for official approval from the provincial government or any need for Ministerial Orders or Lieutenant Governor-In-Council (Executive Council or Cabinet) Regulations.

### **Option B: Individual Informal or Formal Assistance Agreements between Interested Municipalities**

This option covers the spectrum from the previous option up to a situation where the municipalities enter into one or more assistance agreements, with one municipality or multiple municipalities, covering the questions of who can request what, how, when, for how

long and at what cost. The agreement may be to receive assistance, provide aid or both (mutual assistance) for major emergencies or disasters.

Each municipality will still be required under the EMA to:

- Appoint a Director of Emergency Management and alternates,
- Create an Advisory Committee of council members and appoint a Chair,
- Create and manage an Emergency Management Agency,
- Develop, review, and manage a Community Emergency Management Plan,
- Make plans for locations to conduct emergency management operations (ECC),
- Conduct annual exercises, and
- Provide and participate in mandatory training for elected officials and staff members as directed by the province, and in addition, the municipality will have to, by bylaw, enter into and manage one or more agreements; one for each of the municipalities involved. This creates one or more service contracts with no authority or responsibility being delegated to any party outside the municipality.

Therefore, other than:

- Providing opportunity for comment, and periodic reviews of, the Community Emergency Management Plan by the Alberta Emergency Management Agency,
- Informing AEMA of all emergency management exercises in advance,
- Working to correct any identified deficiencies in the plan or its components, and
- Addressing any discrepancies from the EMA and LAEMR,

There is no requirement for official approval from the provincial government or any need for Ministerial Orders or Lieutenant Governor-In-Council (Executive Council or Cabinet) regulations.

### **Option C: One Formal Sub-Regional Agreement (recommended option)**

This option creates a regional organization for the delivery of emergency management services within all partner municipalities throughout the region covered by the partners. In this proposal that includes:

- Village of Warburg
- Town of Thorsby
- Town of Calmar
- City of Beaumont
- City of Leduc
- Leduc County

This option creates, by bylaws and agreement, an organization formally delegated to ensure regional compliance with the responsibilities and obligations assigned to each municipality under the EMA and the LAEMR. The partner municipalities enter into a formal written



agreement and all must pass bylaws of equal effect to enter into the Sub-Regional Emergency Management Partnership Agreement under the terms of the MGA.

This results in specific delegation of most of each municipality's responsibilities and obligations under the EMA and the LAEMR to the partnership and creates an organization with the mandate to meet those responsibilities and obligations on behalf of all partners.

The required work and activities would be conducted by a "Sub-Regional Emergency Management Agency" overseen by a Sub-Regional Advisory Committee consisting of one elected official from each partner whose direction would be implemented by an Agency Board of senior employees from each partner municipality.

In addition to providing for a dedicated body to manage the ongoing facets of emergency management, the establishment of the Sub-Regional Emergency Management Agency will reduce much of the ongoing involvement by each council and administration in meeting provincial obligations.

The proposed bylaw removes the need for any further appointment of officials to specific positions other than each Council will be required to appoint one councilor and an alternate to the Sub-Regional Advisory Committee noted above.

The bylaws and agreement would result in compliance with the EMA and LAEMR by:

- Delegating the required Director of Emergency Management (DEM) role(s) to each CAO or designate to participate in the Agency Board ,
- Designating specific senior staff officials of the Cities and the County as Deputy DEMs,
- Creating a Sub-Regional Advisory Committee of elected council members (one appointed by resolution from each partner plus an alternate), and determining a Chair, to provide oversight to the Agency,
- Creating a Sub-Regional Emergency Management Agency and delegating specific responsibilities to the Agency,
- Designating one of partners and their Deputy DEM as the administrative host and supervisor for the Sub-Regional Emergency Management Agency, and
- Establishing that the Agency will have a Manager with the day-to-day responsibility of managing the plans, activities, staff, operations, and assets of the Sub-Regional Emergency Management Agency.

The Sub-Regional Emergency Management Agency will:

- Engage a trained Manager to administer the Agency,
- Develop, review, and manage Sub-Regional and Community Emergency Management Plans and report on them to each Council,
- Ensure compliance with the EMA and LAEMR,
- Make sub-regional plans for locations for conducting emergency management operations (ECCs) which may result in the elimination of duplicate efforts and unnecessary secondary ECCs,
- Ensure that the ECCs are in an ongoing state of timely readiness,

- Conduct annual exercises, and
- Provide and participate in mandatory training for elected officials and staff members as directed by the province.

As such each municipality will only need enter into one agreement, through a consistent enabling bylaw. This scenario does create a delegation of authority and responsibility from each municipality to this joint organization (Agency) and therefore the Agency will be required to:

- Provide opportunity for comment and periodic reviews of the Sub-Regional and Community Emergency Management Plans, by the AEMA,
- Inform AEMA of all emergency management exercises in advance,
- Working with each partner to correct any identified deficiencies in the plans or components, and
- Address any identified discrepancies from the EMA and LAEMR.

Most importantly there is a specific requirement in the legislation for official approval from the provincial government in the form of a Ministerial Order which would bring the sub-regional emergency management partnership into formal being.

**Observation #8:** As laid out in the EMA, there is a need for Ministerial approval for the sub-regional emergency management partnership to be created. The draft bylaws and agreements will require review and approval by the Alberta Emergency Management Agency before any bylaw readings are given by councils and any agreement is formally entered into by any partner. AEMA officials have advised of recent instances where municipal bylaws and agreements to create joint or regional partnerships have been given three full readings and assent by local councils, only to have been found insufficient or incorrect by AEMA from the perspective of the legislation and then needing to be returned for amendment, and three additional readings, prior to resubmission and further review prior to the issuance of the Ministerial Order that is required for this option to take effect.

***Recommendation #8: Take the following steps prior to the public readings of the bylaw.***

*It is recommended that each municipality take the following steps in the review process prior to public reading of the bylaw to mitigate potential amendments and delays.*

- Some firm level of agreement has been reached between the partners*
- The draft agreement and draft bylaw are vetted by each municipality's legal counsel*
- The draft of each partner's bylaw, plus the draft agreement, are vetted and conditionally approved by the Managing Director of the Alberta Emergency Management Agency*

*Once this has been completed, the bylaws can move forward for readings with each council and the agreement executed.*

**Option D: Regional Services Commission**

Municipal Regional Services Commissions (RSCs), established under Part 15.1 of the MGA, are another formal method to cooperatively deliver services to a group of municipal authorities, their residents, and potentially, external customers. An RSC becomes, following approval by the Minister and inclusion in the appropriate regulations, a corporation with natural person powers having significantly greater authorities and abilities than the other regional governance options, including the potential ability to acquire and own property, manage capital assets, expropriate property, issue orders, and borrow funds.

These differences, and the resultant complexity, make an RSC much different from the sub-regional agreement partnership model described above. Each municipal member of the commission must appoint an elected councilor to the Board of Directors. It is also possible to appoint additional members at large and the Minister may, if they deem appropriate, appoint up to two additional members to the Board.

There are approximately 75 RSCs across Alberta and all the municipalities participating in this partnership discussion are a member of at least one. The majority of these RSCs deal with water treatment and distribution, wastewater collection and treatment or solid waste collection, disposal, and landfills. Some of the others deal with municipal planning, assessment services, transit operations or airport operations. There have previously been RSCs which provided Safety Codes compliance (building, fire, electrical, gas, and plumbing) services but none currently exist. At present there are four RSCs that have an "emergency services" flavour. One has a clear focus on the delivery of 911 call answer (Public Safety Answer Point) and fire dispatch services for its members and the other three offer a combination of fire response/prevention operations and emergency management services.

Given the broad potential scope of an RSC to acquire property and create capital goods and infrastructure, and the ability for them to enter into debt, charge fees, generate revenue and function semi-autonomously, there are also significant oversight and reporting mechanisms

in place within the Part 15.1 of the MGA to ensure that the interests of all the member municipalities and those of the Minister are protected. This includes the Minister approving the name of the RSC, appointing the first Board and Chair, and amending the appropriate Ministerial Orders and/or Regulations and additional reporting requirements.

Experiences across the province would seem to suggest that the RSC model works best, with minimal conflict and controversy, where the RSC provides relatively static utility type services to larger groups over a long period. Given the current expressed level of consensus regarding the need for a regional solution an RSC could work for this sub-regional partnership, but a large amount of additional work would be required. With no identified opportunity to generate revenue through provision of goods or services, the RSC would still have to requisition the RSC partnership municipalities on an annual basis.

Table 6: Governance Framework Options

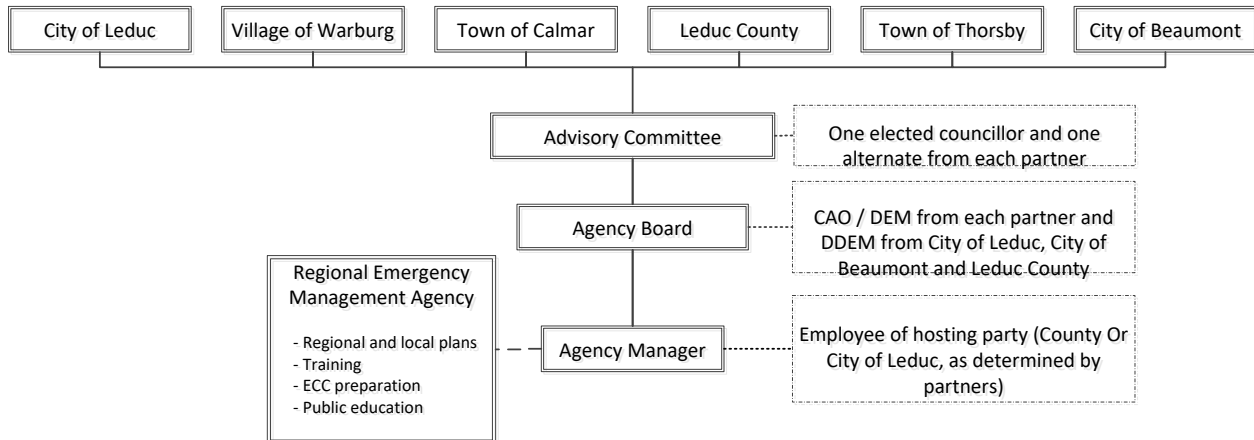
Option	Option A Independent Emergency Management Programs and ECCs (status quo)	Option B Individual Informal or Formal Assistance Agreements Between Interested Municipalities	Option C One Formal Sub-Regional Agreement (Recommended Option)	Option D Regional Services Commission (possible long-term aspiration)
Structure	<ul style="list-style-type: none"> <li>- Current status quo</li> <li>- Some informal agreements/practices</li> <li>- Separate Plans, Staff, IMTs, Agency etc.</li> <li>- Separate financial and administrative processes</li> </ul>	<ul style="list-style-type: none"> <li>- - Written agreements with one or municipalities for receipt and provision of assistance and/or</li> <li>- - Informal agreements to assist based on discussions and relationships</li> </ul>	<ul style="list-style-type: none"> <li>- Regional agreement entered by bylaw</li> <li>- Staffed regional agency for emergency management</li> <li>- Equal elected representation</li> <li>- Equitable staff representation</li> </ul>	<ul style="list-style-type: none"> <li>- Regional Services Commission</li> <li>- Equal representation which could be weighted for equity</li> </ul>
Implementation	Easiest – do nothing different	Low to Moderate	Complex	Challenging
Cost to adopt	Low	Low	High	Highest
Challenges	<ul style="list-style-type: none"> <li>- Potential lack of coordination and efficiencies for medium to large incidents</li> <li>- Some will struggle with legislative compliance</li> <li>- Some redundancy in services and facilities such as ECCs</li> <li>- Little program definition or formal acknowledgement in budget or organizational structures (corner of the desk)</li> <li>- Greater potential for political interference</li> <li>- Administrative burden is concentrated and duplicated in each municipality</li> </ul>	<ul style="list-style-type: none"> <li>- No defined plan of operations</li> <li>- Some will struggle with legislative compliance.</li> <li>- Duplication of most services and facilities</li> <li>- Written agreements require management.</li> <li>- Informal arrangements rely on relationships</li> <li>- Little program definition or formal acknowledgement in budget or organizational structures (corner of the desk)</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease of local authority/control</li> <li>- Perception of loss of autonomy and identity</li> <li>- Identified and specific costs will be higher than status quo</li> <li>- Measurement of benefit in increased reliability and assurance hard to measure</li> <li>- Requires Minister to issue Ministerial Order.</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease of local authority/control</li> <li>- Perception of loss of autonomy and identity</li> <li>- Resistance with Regional Commission’s autonomy and authority</li> <li>- Increased reporting requirements.</li> <li>- Higher cost to create.</li> <li>- Requires Minister to amend regulation.</li> </ul>

## 4.7 S-REMP Governance Organizational Structure

The S-REMP organizational structure detailed below has been developed using the following criteria:

- **Sub-Regional Advisory Committee Representation:** The six noted partners, each having one representative (an elected official appointed by council resolution, plus another elected official appointed as an alternate) on a Sub-Regional Advisory Committee which will have the delegated authority (by bylaw through agreement) to manage emergency management on behalf of the partners as per the MGA, EMA and LAEMR.
  - The Advisory Committee will have final approval authority over the budget of the Agency created by the proposed Agency and all policy direction. The Advisory Committee members have the primary responsibility for communicating and reporting to their respective councils on the activities of the Advisory Committee and the partnership.
- **S-REMP Agency Board:** An Agency Board, consisting of the CAO/DEMs of each partner and the DDEMs of both Cities and the County. For transition purposes, it is proposed that the Fire Chief or Deputy Chief as appropriate for the cities and the County also be members of the Agency Board for the determined transition period.
- **Sub-Regional Emergency Management Agency:** Creation of a formal Sub-Regional Emergency Management Agency (S-REMA), overseen by the Advisory Committee, guided by the Agency Board, and operated on a day-to-day basis by the Agency Manager and any staff or contractors. The Agency will ensure that the Sub-Regional and Community Emergency Plans are in place, up to date, that the system is ready to be implemented upon activation, that ECCs are in place and ready and that designated staff and officials from all partners are trained to full their roles within the system.
- **Manager S-REMA:** The position of Agency Manager to manage the day-to-day operations of the Sub-Regional Emergency Management Agency on behalf of the partnership. This includes providing leadership and supervision to any staff and contractors. The Agency Manager will report directly to the DDEM of the hosting partner and should be an employee of the hosting partner.

Chart 1: Proposed S-REMP Organization Chart



In our opinion, this suggested organizational structure has the appropriate representation, oversight, and administrative and operational capacity to manage a sub-regional emergency management agency effectively and efficiently.

## 4.8 Examples of Emergency Management Regionalization

There are several communities across Alberta that have embarked on similar regional initiatives in emergency management in recent years with seeming relative success to date. The examples most frequently identified during our research, stakeholder interviews and our discussions with AEMA staff were the:

### 4.8.1 Grande Prairie Regional Emergency Partnership (GPREP)

GPREP commenced operation in 2013. This partnership includes the:

- Village of Hythe
- Town of Wembley
- Town of Sexsmith
- Town of Beaverlodge
- County of Grande Prairie
- City of Grande Prairie

In its eighth year of formal operation, GPREP has reached a significant degree of stability and acceptance within the community. They now have an experienced Manager and an Emergency Management Coordinator and are looking to engage contract staff for projects related to further enhancement of the Emergency Social Services plans within their purview. The partnership has an initial plan for a 2021 budget of \$467,000 (including regular operations and special projects) funded by \$385,000 from municipal requisitions and \$82,500 from “trust reserves”.

In discussion with staff and stakeholders, a few evolutionary operational changes have been made to reflect improved operational readiness. This includes eliminating dedicated

administrative/clerical staff positions, changing the original Coordinator role to the Partnership Manager, and recently bringing on another trained professional as Coordinator.

Initially there had been an expectation with GPREP that the one original staff position would serve as the EOC/ECC Director and manage every activation. There was also an expectation that all the CAOs, who are appointed as DEMs in the bylaws and agreement, would be equally trained and capable to fill the DEM role for any incident. Both these expectations proved to be unsustainable over time.

At present the Manager and Coordinator share a rotating on-call expectation to activate the system, direct the notification of designated staff from the municipalities (using electronic means – I Am Responding), and stand up the appropriate ECC(s) when contacted by dispatch. The Manager and/or Coordinator then work to support the Incident Management Team rather than run the IMT.

The DEMs, DDEMs and other interested and designated staff have received initial training with position specific and advanced training given to those persons who wish to become a member of higher-level Incident Management Teams within GPREP. These advanced IMTs work both within GPREP and are utilized through AEMA for external deployments. The administrative position was eliminated, as the need for administrative help was not significant.

Reserves have been accumulated over the past years both by directing operating surpluses for future usage and directing non-municipal contributions and external support towards the trust reserve fund. The partnership also manages external deployments of its higher trained Incident Management Team and some response resources when requested elsewhere in the province.

GPREP appears to be the primary exemplar of stable multi-municipality regional emergency management in Alberta at this time and their willingness to share knowledge and experiences with Behr is appreciated. It is significant to note that GPREP is managed as part of the City of Grande Prairie's Protective Services Department but is not a part of the Fire Department.

#### **4.8.2 Sturgeon Regional Emergency Management Partnership**

The Sturgeon Regional Emergency Management Partnership commenced operation in 2017. This partnership includes the:

- Town of Bon Accord
- Town of Gibbons
- Town of Legal
- Town of Redwater
- Town of Morinville
- Sturgeon County



In its fourth year of formal operation, two and a half with a full-time Coordinator, the Sturgeon Regional Emergency Management Partnership has reached the point where it is adjusting its operations to reflect learnings and current realities.

This includes:

- 1) Modifying their agreement to provide authority for an initial expenditure during a Sturgeon REMP, managed emergency of up to \$100,000 without requiring further approval from the affected municipality's elected council advisory committee.
- 2) Consolidation of six primary ECCs and a few secondaries into two or three Regional ECCs as maintaining constant readiness at six plus sites is proving unsustainable.
- 3) Revising initial plan to have fully trained Incident Management Teams from each municipality and instead concentrating on the creation of two or three inter-municipal IMTs who will be able to achieve greater levels of capability in a more effective manner.
- 4) The partnership's 2021 proposed budget of \$165,000 is funded from municipal requisitions with Sturgeon County contributing 63%, Morinville 20%, Gibbons 6%, Redwater 5%, Bon Accord 3% and Legal 2% essentially based upon percentage of regional population. There are no administrative or clerical positions within the Agency. The Agency pays an annual administrative fee of \$5,000 to the County.
- 5) Each partner community has equal representation on the Joint Advisory Committee and the Agency Board. The egalitarian, whole of community, EM focus of the Agency was emphasized during discussions with the Chair and the Coordinator. They also were supporters of the creation of the Sturgeon REMP to perform regional EM function in a branch separate from, but in close contact with, the municipal enforcement and fire/rescue services.
- 6) Sturgeon REMP also struggled, as did GPREP, with role clarification in the beginning but concluded shortly after the full-time Coordinator started that this person's best function was not as the head of the IMT in the ECC but rather to support the IMTs for the purpose of ECC readiness, activation protocols and being in a better position to identify lessons for after action reports and enhancements.
- 7) The Sturgeon REMP applies for EM grants on behalf of all partners and the annual Regional and Community Management Plan Review is conducted by AEMA with the partnership rather than individual municipalities.

### **4.8.3 Capital Region Emergency Planning Partnership (CREPP)**

Municipal officials may also be aware of the Capital Region Emergency Planning Partnership (CREPP). This is not an organization which manages EM on a local or “regional” basis.

It is important to note that:

- a) This informal group is designed to discuss broad Capital Region Emergency Management issues, and
- b) Identify a means to obtain additional resources from throughout the Capital region.

While other examples of regional cooperation exist in Alberta’s municipal emergency services field the others identified are all significantly different in scope, purposes, operation, governance and/or size from the partnership Behr was asked to explore in this proposal.

## SECTION 5 IMPLEMENTATION PLAN

### 5.1 Proposal

As noted on Page 38 in Section 4 Behr recommends that the sub-regional emergency management partnership proceed with “Option C: One Formal Sub-Regional Agreement”. See Chart 1, page 47.

### 5.2 Proposed Joint Emergency Management Agency

Choosing this option would result in the creation of a single Sub-Regional Emergency Management Agency under the:

- Overall policy guidance of a Joint Advisory Committee consisting of one elected councilor appointed from each municipal partner,
- Operational direction of an Agency Board consisting of the CAO/DEM from each partner municipality, the DDEMs from the cities and the County (and on a transitional basis the Fire Chief or Deputy Fire Chief from the cities and the County with a current EM responsibility), and
- Managed by a full-time Agency Manager, answering to the Board, and reporting directly to the DDEM of the hosting partner, whose has the responsibility to develop and maintain an emergency management system in a state of readiness for all partner municipalities.

One of the municipalities would need to be designated as the hosting partner. The Agency Manager and any other staff would be employees of the hosting partner. Subject to agreement negotiations, it is our opinion that the hosting partner could be either the County or City of Leduc. See Terms of Reference, page 83.

### 5.3 Agency Budget (Base Budget)

Based upon a review of regional emergency management systems, considering relative populations, equalized assessments, land areas, historical involvements, scope of operations and the amount of work anticipated to be required, a base budget of \$180,000 is proposed. This budget is based upon the assumption that an experienced and trained emergency management practitioner will be hired as the Agency Manager.

The expected cost for the Agency Manager, including salary, benefits, employer contributions and overhead, would be up to \$130,000 per year. An additional \$50,000 per year is estimated to cover the administration of the Agency and its operations including travel, phones, computer, public communication, and engagement, supplies and equipment, website, staff development, training for the committee/Group Board members, EM training for partner employees, plan development, Emergency Social Services planning and integration, exercises, and meeting expenses.

This is only a suggested budget which has been developed after reviewing current expenditures of the partners and the projected 2021 operating budgets of the two regional partnerships studied as comparators. Additional recommendations speak to the possibility of additional staff during a transition period and a corresponding increase in budget.

A description of the scope of what would be expected to be included/not included in the Agency Base Budget, the projected breakdown of the base budget expenditures and revenue is provided below in Table 7.

An optional transitional budget (for up to two years) which could be utilized to create a higher functioning organization in a shorter period are provided as Schedule C.

Table 7: Proposed Base Operating Budget

Proposed Base Operating Budget		
Expenditures		
Agency Manager Salary (including benefits)	\$ 130,000	Benefits/OH assumed at 15%
Travel (mileage &/or fuel)	\$ 8,000	
Cellular Phone & Laptop	\$ 3,000	
Advertising & Engagement	\$ 5,000	
Supplies and Equipment	\$ 5,000	
Website Development	\$ 5,000	
Staff Development & Memberships	\$ 1,500	
Committee/Board Training	\$ 3,000	
Training	\$10,000	
Emergency Social Services	\$3,000	
Exercises	\$ 5,000	
Meeting Expenses	\$ 1,500	
<b>TOTAL EXPENDITURES</b>	<b>\$ 180,000</b>	
Income		
City of Leduc	\$ 50,000	
Leduc County	\$ 50,000	
City of Beaumont	\$ 35,000	
Village of Warburg	\$ 10,000	
Town of Thorsby	\$ 15,000	
Town of Calmar	\$ 20,000	
EM Grants	\$0	
<b>TOTAL REVENUE</b>	<b>\$ 180,000</b>	
Surplus (Deficit)	\$ 0	

## 5.4 Agency Funding Formula

After reviewing several regional funding formulas, considering the base budget proposed and the factors considered in its development a fixed/sliding scale funding formula was developed for consideration which covers the base budget and presents a reasonable method for increased costs over the first five years of an Agreement.

Formulas which adjust annually based upon variables such as population or equalized assessment appeared to add unnecessary complexity to the system. The proposed formula, as described below, provides a fixed base commitment, expected for the first five years (following which a review and adjustments should be undertaken), from each municipality and a recognition that net funding requirements beyond the base would be covered equally by the three larger partners with the expectation that with their increased numbers of people, activity and/or area, and therefore overall hazard risk, they are more likely to obtain increased value from expanded Agency operations.

Table 8: Proposed Funding and Contribution Formula

Community	Proposed Funding and Contribution Formula
City of Leduc	\$50,000, plus 33% of any total operating budget amounts above \$180,000
Leduc County	\$50,000, plus 34% of any total operating budget amounts above \$180,000
City of Beaumont	\$35,000, plus 33% of any total operating budget amounts above \$180,000
Village of Warburg	\$10,000
Town of Thorsby	\$10,000
Town of Calmar	\$20,000
Base Budget Total	\$180,000

Further details as well as the population and equalized assessment figures used to reach the general recommendation on funding are provided in Schedule C, page 79.

There is no expectation of grants from other levels of government or external contributions in the base budget.

### 5.4.1 Sub-Regional Implementation Plan Steps

This implementation plan is provided based upon the assumption that creation of a sub-regional emergency management partnership remains a goal of the members of the partnership; however, it recognizes that the proposal is subject to refinement, changing support and revision prior to becoming operational. It is anticipated that the process described below may take from three to six months as it will require affirmation of intent by all parties and review by external parties including legal counsel and Alberta Municipal Affairs.

### Step One: Partner Agreement

- As noted previously, following final presentation of this proposal to the steering committee members and once any requested changes and revisions are made, the next step will be for the steering committee to report on this proposal to their respective organizations.
  - It is anticipated that each municipal council may have questions about the partnership proposal. These questions will need to be answered, and concerns hopefully resolved, before next steps are taken.
  - For any further steps to be taken each partner will first need to determine in their own council forum if they wish to move forward and advise the other partners of that decision.
- Discussions between partners on any desired changes/revisions to the proposal as presented may need to be held. These revisions/changes may be the conditions that some/all partners require to move forward.
- When substantive agreement is reached between all partners who wish to move ahead then the proposed sub-regional emergency management partnership can move to the next step.

### Step Two: Document Review by legal counsel

- Agreement – As provided in Appendix B
- Bylaw – As provided in Appendix H
- Process – For efficacy, it is suggested that the partners who wish to move forward arrange for the partnership group to collectively engage legal counsel to review the documents on behalf of all partners.
- Once the legal review is complete, and any changes made to the agreement and/or bylaw, there will be a need to confirm whether all partners remain in agreement with the partnership based upon the revised documents.
- An implementation date should be chosen and agreed to by all partner municipalities, as that date is required for the Agreement and Bylaws. This date should be chosen after a quick discussion with the appropriate people at Alberta Municipal Affairs (see next).

### Step Three: Document review by Alberta Municipal Affairs

- As noted earlier entering into a joint agreement to provide Emergency Management requires issuance of a Ministerial Order by the Minister responsible for the Emergency Management Act (Municipal Affairs).
- Before the Minister can issue the MO, the Agreement and Bylaw(s) will need to be reviewed by Municipal Affairs representatives.
- Once the agreement is acceptable to the Minister and he/she has agreed to issue an MO that MO number and effective date should be included in the Agreement and the Bylaw(s)

#### Step Four: Passing of Bylaws and entering into Agreement

- Each partner municipality wishing to enter into the proposed Sub-Regional Emergency Management Partnership (S-REMP) must give the Bylaw three affirmative readings after which the parties' representatives can sign the Agreement.
- Once all bylaws are in place and the Agreement signed, it will be necessary to ensure the Minister is provided with final copies.
- Once all bylaws are in place and the Agreement signed it is recommended that the Steering Committee reconvene to discuss the transition Plan to Sub-Regional Emergency Management Agency Operations by the effective date

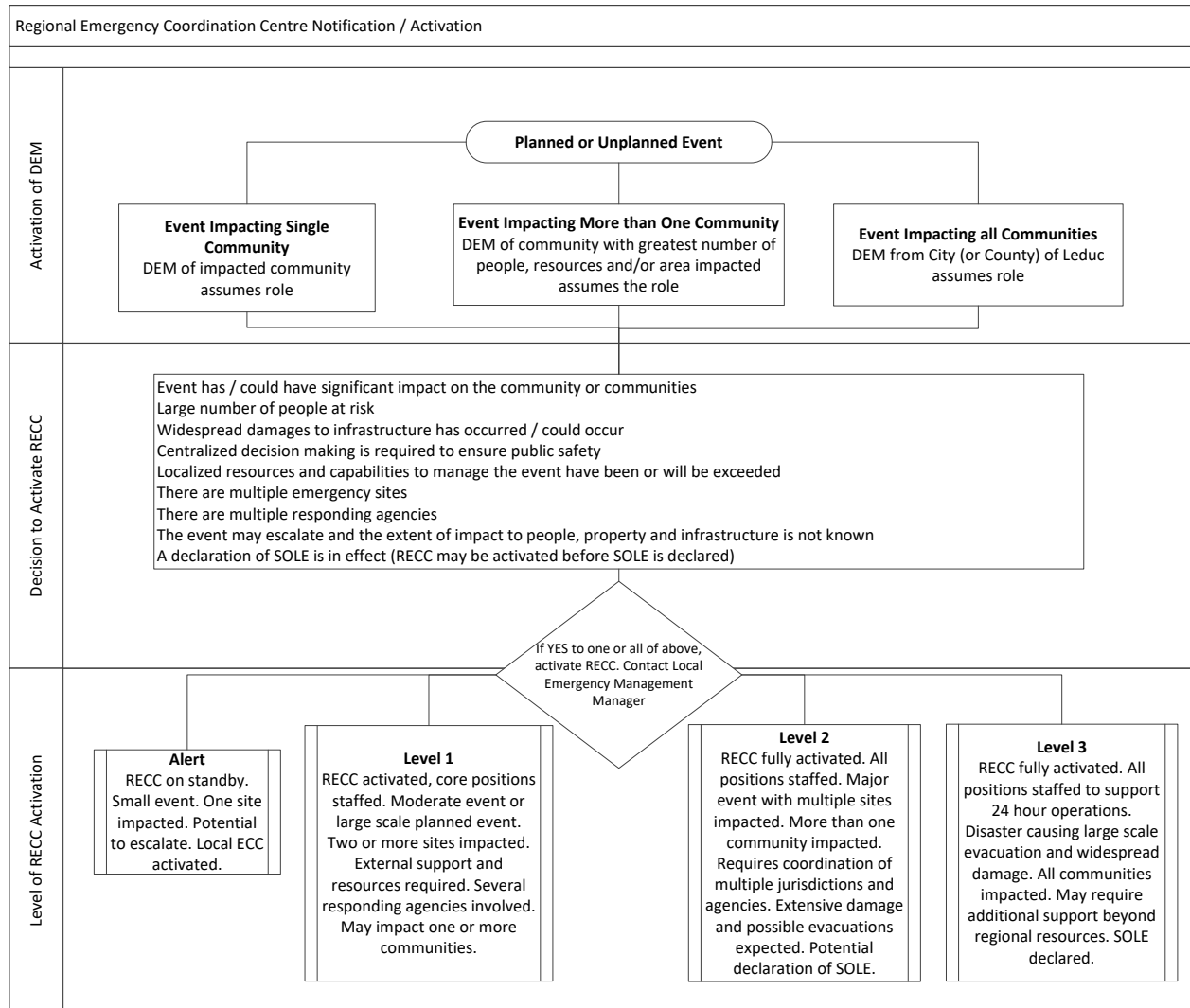
#### Step Five: Transition Plan

- Advisory Committee appointments
- Organizational meeting of Joint Advisory Committee
- Organizational Meeting of Agency Board
- Hiring of Manager

### **5.4.2 Proposed Regional Activation Process**

As part of the proposal, the creation of a model ECC activation process was requested. While the adoption of the actual model, processes, procedures, dispatch protocols will fall to the Joint Advisory Committee and the Agency Board, to be implemented by the Agency Manager, we offer the following suggestion in graphic form as a recommended starting point for those discussions.

Figure 5: Regional Emergency Coordination Centre Activation Process





## SECTION 6 CONCLUSION

The participating municipal partners and steering committee representatives have been clear that their purpose in requesting this analysis to fully explore options and provide a suggested implementation plan which would facilitate the creation of a Sub-Regional Emergency Management Partnership. This partnership would establish and manage a Sub-Regional Emergency Management Agency that would position the Agency to provide municipal emergency management services efficiently and effectively throughout the jurisdictions of the participating partners and be compliant with the regulatory framework. This intent has been echoed and supported throughout the consultation and research conducted for the project with the internal stakeholders and has been reinforced and encouraged by provincial government representatives.

Information from multiple sources and stakeholders was analyzed to determine a recommended path toward effective and efficient provision of important provincially mandated emergency management practices within the sub-regional project area. We evaluated the current emergency management plans and practices within the partners, discussed the existing programs with stakeholders, explored other regional operations with the staff/stakeholders in those systems to gain from their experiences, positive and otherwise, and utilized this information to develop this recommendation for the partnership, including a sequential plan which can be used to implement that recommendation.

The key constructs of regionalization were assessed comparatively with the collation of the qualitative and quantitative data provided by the partner municipalities. The outcome of this was four options to aid the steering committee and key stakeholders with the necessary information to make decisions regarding the viability of a regionalized governance structure for emergency management.

Regionalization of shared services amongst municipalities can be very complex endeavors and must be carefully consulted, planned, communicated, and implemented to achieve the anticipated cost avoidance and enhanced service levels. Based upon the consultations with the steering committee and key stakeholders, a review of the relevant data and current agreements, the benefits and challenges with a regionalization initiative and experiences of other communities, it is our opinion that Option C: One Formal Sub-Regional Agreement, of all the options identified in this analysis has the greatest potential for community benefit and success. This is based upon the finding the right framework analysis conducted in Section 4.3, page 23.

It is important to note that all the partner municipalities in this sub-regional project currently have, to varying degrees, a functioning emergency management system in place, and all stakeholders we spoke with are especially aware of those systems and their weaknesses considering the current pandemic and their municipality's response. All anticipate that their current emergency management system could be challenged to deal with a lengthy, critical, and time-sensitive major emergency or disaster and therefore see "whole of community" value in sub-regional emergency management collaboration and structure.



In our opinion a sub-regional approach to emergency management can efficiently and effectively serve the needs of the region`s residents and their municipal governments.

## APPENDICES

**Appendix A:** List of Figures, Maps, and Tables

**Appendix B:** Draft Sub-Regional Emergency Management Partnership Agreement

**Appendix C:** Schedule “A” Participating Municipalities and Bylaw Authorization

**Appendix D:** Schedule “B” Sub-Regional Emergency Management Agency  
Manager Position Description

**Appendix E:** Schedule “C” Sub-Regional Emergency Management Agency  
Proposed Annual Operating Budget Process and Funding Formula

**Appendix F:** Schedule “D” Sub-Regional Emergency Management Agency Board  
Terms of Reference

**Appendix G:** Schedule “E” Sub-Regional Emergency Management Agency  
Partnership Joint Advisory Committee Terms of Reference

**Appendix H:** Sub-Regional Emergency Management Agency Partnership Bylaw

**Appendix I:** Comparative Population and Equalization Assessment Information

## Appendix A: List of Figures, Maps, and Tables

Item	Description	Page
<b>Figures</b>		
Figure 1	Shared Service Centre Improvement Levers and Benefits	22
Figure 2	Centre of Excellence Improvement Levers and Benefits	22
Figure 3	Operational Shared Services Improvement Levers and Benefits	23
Figure 4	Common Challenges of Regionalization	32
Figure 5	Regional Emergency Coordination Centre Activation Process	56
<b>Tables</b>		
Table 1	Examples of Existing Regional Mutual Aid Agreements	13
Table 2	Emergency Management Staffing Capabilities Overview	14
Table 3	ECC Facility Locations and Capacity	16
Table 4	ECC Facility Overview	17
Table 5	Community Comparative Training Programs	19
Table 6	Governance Framework Options	45
Table 7	Proposed Base Operating Budget	52
Table 8	Proposed Funding and Contribution	53
<b>Charts</b>		
Chart 1	Proposed S-REMP Organization Chart	47

## Appendix B: Draft Sub-Regional Emergency Management Partnership Agreement

### JOINT AGREEMENT CREATING THE SUB-REGIONAL EMERGENCY MANAGEMENT PARTNERSHIP (S-REMP)

#### SCOPE

This agreement provides the framework for the Local Authorities listed below:

- a) The Village of Warburg
- b) The Town of Thorsby
- c) The Town of Calmar
- d) The City of Beaumont
- e) The City of Leduc
- f) Leduc County

All Municipal Corporations in the Province of Alberta under the *Municipal Government Act*, to develop and maintain a collaborative partnership to guide and support the provision of Emergency Management services within their collective boundaries for the safety and protection of all their residents, visitors, institutions, business, land, and infrastructure.

The resultant Sub-Regional Emergency Management Partnership (S-REMP) will create the means for collective, measured, and practical compliance with both the letter and intent of the *Emergency Management Act* and the *Local Authorities Emergency Management Regulation*.

#### INTENT

To create a Sub-Regional Emergency Management Agency which will conduct emergency planning, preparedness, prevention, mitigation and recovery from major emergencies and disasters on behalf of all the partner municipalities. This includes developing and empowering the joint agency structure under this agreement, by all partner municipalities through bylaw, as well as building the supporting systems and resources to allow organized management of all major or declared emergencies within those municipalities in a scalable, competent, and sustained manner.

This agreement will also ensure that each Local Authority retains the autonomy to directly serve its residents and ratepayers in times of emergency within the sub-regional system while receiving required and requested expertise and assistance from the other agency partners.

#### AUTHORITIES

The purpose and authority for municipalities to enter into this agreement by bylaw is provided in Sections 3, 7 and 54 of the *Municipal Government Act* and the municipalities have each enacted a bylaw for the Scope and Intent noted above.

Section 11.3(b) (1) (ii) of the *Emergency Management Act* provides the ability for Local Authorities to delegate powers and duties under that Act to a joint committee comprised of

members appointed to represent each Local Authority if authorized to do so by an Order of the Minister.

The Minister has issued Ministerial Order No. *“to be added”*.

The sub-regional emergency management partnership shall be comprised of the municipalities who are a Party to this Agreement and shall include any municipalities which subsequently become a Party to this Agreement.

## 1. DEFINITIONS

- 1.1. The following terms shall have, for the purposes of this agreement, the meaning and definition provided in the *Emergency Management Act* (Chapter E-6.8 R.S.A. 2000 as amended), hereinafter referred to as the EMA:
  - a) Declaration of a state of local emergency
  - b) Disaster
  - c) Emergency
  - d) Evacuation order
  - e) Local authority
  - f) Managing Director
  - g) Minister
  - h) Municipality
- 1.2. The term “employee” shall have, for the purposes of this agreement, the meaning and definition provided in the Local Authorities Emergency Management Regulation (A.R. 203/2018 as amended), hereinafter referred to as the Regulation.
- 1.3. The following terms shall have, for the purposes of this agreement, the meaning and definition provided in the *Municipal Government Act* (Chapter M-26 R.S.A. 2000 as amended), hereinafter referred to as the MGA:
  - a) Business
  - b) Chief Administrative Officer
  - c) Council
  - d) Councilor
  - e) Owner
  - f) Parcel of land
  - g) Population
  - h) Whole council
- 1.4. “Assisting Party/Parties to this Agreement aiding in the form of resources or services to another Party/Parties.

- 1.5. “S-REMA” means the Sub-Regional Emergency Management Agency (Agency) established by this agreement in accordance with Section 11.2 of the EMA to act as the agent of the partnership and exercise its powers and authorities.
- 1.6. “S-REMA Manager” (Manager) means that employee who is responsible for the day-to day operations and management of the Agency and who reports on the Agency’s operations to the Agency Board while reporting on a day-to-day basis to the DDEM of the Hosting Partner.

The Manager will ensure that the agency is in a constant state of preparedness and that the agency and partner municipalities follow federal and provincial legislation related to statutory responsibilities for emergency management. This will include planning and executing at least one local and one sub-regional emergency management exercise each year.
- 1.7. “S-REMA Technical Advisor” (Advisor) means those employees who report to the S-REMA Manager and are responsible for developing and maintaining the emergency management plans of all partners, arranging and providing training for all identified employees of the partners, and ensuring the readiness of all ECC(s) in the partner municipalities.
- 1.8. “S-REMP” means the Sub-Regional Emergency Management Partnership, as established by this agreement between the Parties through the by-laws of each Party.
- 1.9. “Committee” means the Joint Committee of the S-REMP consisting of one elected official appointed from each municipal council. This Joint Committee provides policy direction to the Agency Board and the S-REMA.
- 1.10. Community Emergency Management Plan (CEMP) means those plans of each partner, adopted by each respective Council under the EMA which are monitored and maintained by the S-REMA.
- 1.11. “Agency Board” means the body which oversees the ongoing operation of the S-REMA on behalf of the Partnership and the Committee, and which consists of the DEMs from all the partner municipalities and the DDEMs from the Cities of Beaumont, Leduc, and Leduc County.
- 1.12. “Deputy Director of Emergency Management” (DDEM) means the person responsible for the duties of a Director of Emergency Management in their absence. This position will be assigned by the respective CAO to:
  - a) The City of Leduc’s General Manager of Community and Protective Services,
  - b) Leduc County’s General Manager of Community Services,
  - c) The City of Beaumont’s Director of Community Services, and
  - d) May also include DDEMs appointed by the other partners.
- 1.13. “Director of Emergency Management” (DEM) means the person appointed by the Council of each of the Parties as “Chief Administrative Officer” (CAO), who shall be

responsible for the Community Emergency Management Program in each of their municipalities.

1.14. "Emergency Social Services" (ESS) refers to services including, but not limited to:

- a) Registration of evacuees,
- b) Inquiry,
- c) Emergency food services,
- d) Emergency lodging,
- e) Emergency clothing, and
- f) Emergency personal services.

Which may be provided to persons impacted by an emergency or disaster.

1.15. "Emergency Coordination Centre" (ECC) means those primary planned locations in each partner municipality that are intended to function as a point of coordination to house and support the Incident Command staff providing emergency management during an event or incident.

1.16. "Hosting Partner" means that partner municipality which is the employer of the S-REMA staff and provides office space and administrative support to the agency and staff.

1.17. "Requesting Party" means a Party to this Agreement requesting aid in the form of resources or services from another Party to this Agreement.

1.18. Other

## 2. ACRONYMS

CAO	Chief Administrative Officer
CEMP	Community Emergency Management Plan
DEM	Director of Emergency Management
DDEM	Deputy Director of Emergency Management
ECC	Emergency Coordination Centre
EMA	Emergency Management Act
ESS	Emergency Social Services
ICS	Incident Command System
LAEMR	Local Authorities Emergency Management Regulation
MGA	Municipal Government Act
S-REMA	Sub-Regional Emergency Management Agency
S-REMP	Sub-Regional Emergency Management Partnership



### 3. GENERAL

- 3.1. This agreement will only be in force between those municipalities who are signatory to it.
- 3.2. Any Partner Municipality may withdraw their membership from S-REMP and this Agreement, by providing all other Parties hereto with twenty-four months advance written notice. The withdrawal of any party from this Agreement shall in no way impact the remaining Parties hereto, and this Agreement shall continue in full force and effect as between the remaining Parties. No member of S-REMP shall be permitted to withdraw from this Agreement during a declared state of local emergency or disaster.
- 3.3. If anything within this agreement is inconsistent with the provisions of any provincial or federal statute, then the agreement is of no effect only to the extent of the inconsistency.
- 3.4. This agreement will not supersede any existing contracts or agreements between local authorities to routinely provide emergency services within the area of jurisdiction of the local authorities and as defined in each contract or agreement.

### 4. ESTABLISHMENT OF REGIONAL EMERGENCY MANAGEMENT COMMITTEE

- 4.1. The municipal councils of each of the Parties to this Agreement have passed by-laws to establish the Sub-Regional Emergency Management Partnership where each Party will be represented by an appointed councilor on the Sub-Regional Emergency Management Advisory Committee (Committee). Upon issuance of a Ministerial Order pursuant to 11.3(1)(b) of the Act, the partner municipalities will, through their respective Sub-Regional Emergency Management Partnership by-laws, delegate their powers and duties under the EMA and the Regulation to the Committee which includes the authority to:
  - 4.1.1. Cause the Sub-Regional Emergency Plan or any embedded/related plans or programs to be put into operation.
  - 4.1.2. Acquire or utilize any real or personal property considered necessary to prevent, combat or alleviate the effects of an emergency or disaster.
  - 4.1.3. Authorize or require any qualified person to render aid of a type of the person is qualified to provide.
  - 4.1.4. Control or prohibit travel to or from any area of the S-REMP Region.
  - 4.1.5. Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and co-ordinate emergency medical, welfare and other essential services in any part of the S-REMP Region.
  - 4.1.6. Cause the evacuation of persons and the removal of livestock and personal property from any area of the S-REMP region that is or may be affected by a

disaster and decide for the adequate care and protection of those persons or livestock and of the personal property.

- 4.1.7. Authorize the entry into any building or on any land, without warrant, by any person while implementing an emergency plan or program.
- 4.1.8. Cause the demolition or removal of any trees, structures, or crops if the demolition or removal is necessary or appropriate to reach the scene of a disaster, or to attempt to forestall its occurrence or to combat its progress.
- 4.1.9. Procure or fix prices for food, clothing, fuel, equipment, medical supplies, or other essential supplies and the use of any property, services, resources, or equipment within the S-REMP Region for the duration of the State of local Emergency.
- 4.1.10. Authorize the conscription of persons needed to meet an emergency.
- 4.1.11. Authorize any persons at any time to exercise, in the operation of the Sub-Regional Emergency Plan and related plans or programs, any power specified in this section in relation to any part of a municipality within the S-REMP Region affected by a state of local emergency including as part of a Sub-Regional Emergency affecting more than one municipality for which a declaration of State of Local Emergency has been made.

- 4.2. The Committee shall consist of one municipal Councilor appointed by resolution by each of the Parties as their member on the Committee, with each member having one vote regarding any matter coming before the Committee. Each party shall also appoint at least one alternate council member appointed to attend and vote when the primary member is unable to do so.

Notwithstanding the foregoing however, all Councilors of all member municipalities shall be entitled to attend Committee meetings.

- 4.3. The Committee shall meet a minimum of twice each year and all members shall have the option of calling special meetings of the Committee on an as needed basis, upon fourteen days advance notice to all members of the Committee. The appointed member from each Partner municipality, the Agency Board members and the Manager shall attend all Committee meetings.
- 4.4. The Committee shall choose a Chairperson from amongst the regular appointed members at the first meeting held within each calendar year.
- 4.5. In the event of a pending or imminent emergency, no notice shall be required to call a special meeting of the Committee. The Committee Members, the Agency Board members and the Manager shall use their best efforts to be present at all meetings despite no notice having been provided.
- 4.6. Each DEM and/or alternate shall be responsible for reporting back to their respective municipal councils on meetings of the Committee and the Agency Board to ensure that strong communication is maintained and to ensure transparency of the S-REMP.

- 4.7. Agendas for all upcoming regular meetings of the Committee shall be distributed by the Manager to all members a minimum of two weeks prior to the scheduled date of the meeting. A standing agenda item of the Committee shall be a presentation from the Agency Board and the Manager to provide the Committee with relevant information regarding the development and implementation of Sub-Regional Emergency Plans, programs, and policies.
- 4.8. Minutes shall be kept at each of the Committee meetings and shall be circulated to all Committee members, their alternates, and Agency Board members by the Manager within fourteen days of the meeting.
- 4.9. For regular meetings and business, four Committee members shall constitute a quorum of the Committee.
- 4.10. A motion or resolution of the Committee may only be passed by an affirmative vote of most of the members present voting on the motion or resolution.
- 4.11. The Committee shall have the authority to alter, establish and implement rules to govern the conduct of their meetings from time to time, subject to the approval of most of the Committee members.
- 4.12. The Committee may seek the advice of the Agency Board, Agency staff and others as deemed appropriate. Such advisors will have no right to vote on matters coming before the Committee and such advice is not binding.
- 4.13. The Committee shall oversee and provide policy direction for Agency operations and direction for emergency management planning, preparedness, prevention, mitigation, response, and recovery activities within the S-REMP Region by the Agency.
- 4.14. The Committee shall also cause to be developed and approve a Sub-Regional Emergency Management Plan which shall meet the requirements of the EMA. The plan will be reviewed by the Committee once a year at a regular meeting.

## **5. ESTABLISHMENT OF AGENCY BOARD**

- 5.1. Each of the Parties to this Agreement have passed by-laws to create the S-REMP which utilizes an Agency Board to guide the creation, implementation, and evaluation of S-REMP plans and programs as well as set the direction for the Sub-Regional Emergency Management Agency (S-REMA) and any of its sub-groups.
- 5.2. The Agency Board is the body which oversees the ongoing operation of the S-REMA on behalf of the Partnership and the Committee, and which consists of the DEMs from all the partner municipalities and the DDEMs from the Cities of Beaumont, Leduc and Leduc County, the manager, and a designated Field Officer from the Alberta Emergency Management Agency. Only the DEMs and DDEMs shall have a vote on any motions or resolutions of the Agency Board. Despite any vacancy in any of these positions from time to time, the Agency Board shall continue to exist.

- 5.3. Collectively this Agency Board shall be responsible for performing those duties, powers and functions of the DEM as set out in Section 11.2(2) of the Act, with advice and assistance from the Agency Manager and staff.
- 5.4. The Agency Board may seek the advice of Agency staff and others as deemed appropriate, to afford the Agency Board access to their expertise.
- 5.5. The Agency Board is also responsible for the operations of the Agency and will create and maintain a management process which is compliant with the MGA, the EMA, and the Regulation for all events.
- 5.6. The Agency Board shall establish a regular meeting schedule subject to the requirement that meeting shall be held on a quarterly basis, at a minimum. Any voting member of the Agency Board shall have the ability to call special meetings on an as needed basis upon fourteen days prior written notice to each of the members.
- 5.7. In the event of a pending or imminent emergency, no notice shall be required to call a special meeting of the Agency Board. All members shall use their best efforts to be present at all meetings despite no notice having been provided.
- 5.8. The Agency Board shall have the authority to alter, establish and implement rules governing the conduct of its meetings from time to time, subject to the approval by most Group members.
- 5.9. The Agency Board shall report to the Committee at each Committee meeting to provide updates on the operations and activities of the Agency and other matters related to the S-REMP. The Agency Board may also present information to the Council any of the Parties to this Agreement directly where it is deemed appropriate to do so.
- 5.10. Each Party shall continue to have Director of Emergency Management who will be a member of the S-REMP Agency Board. The S-REMP Manager, Advisor and any other Agency staff shall be employee of one of the Parties.

The Agency Board may hire staff, consultants, and other workers to conduct the work of the Agency.

## **6. ESTABLISHMENT OF S-REMP AGENCY (S-REMA)**

- 6.1. Each of the Parties to this Agreement have passed bylaws to create the S-REMP which utilizes an Agency to act as the operational body for the Parties to exercise the powers and duties of the Parties under the EMA. Day to day Agency staff may include the Manager, Advisors and other staff deemed necessary by the Agency Board.
- 6.2. During times of major emergency or disaster Agency staff may include, but are not be limited to, DEM's and DDEMs, any of the Parties' department heads as appropriate, and representatives from other organizations as deemed appropriate.
- 6.3. The Agency shall utilize key staff of the Parties to this Agreement as well as partners identified in Emergency Plans, or any other external agencies or services as may be deemed necessary at the time of a major emergency or disaster.

- 6.4. The Agency shall dedicate itself to networking and fostering relationships between various sub-groups, agencies and organizations involved in emergency management and response to increase understanding between such groups, agencies, and organizations of their respective roles and how best they may work together to achieve common goals in the event of an emergency.
- 6.5. The Manager shall serve as the day to day a liaison between the Agency, the Committee, and the Agency Board.
- 6.6. Staff and resources of the Parties shall be available to the Agency during major emergency operations.
- 6.7. It is recognized that the Parties, the Agency, or parts of the Agency may be called upon from time to time to provide emergency response or services in areas outside of the S-REMP Region. The decision to deploy any Party's emergency equipment or resources outside the S-REMP area remains with the Council and/or CAO of each municipality. Any Party deploying emergency equipment or resources outside the S-REMP area will advise the Manager of such deployment so that situational awareness of sub-regional resources can be maintained.
- 6.8. Deployment of Agency resources outside the S-REMP area will require approval of the Agency Board who will consider the need versus the impact upon local readiness and conditions. The Group shall immediately notify the Committee of any deployment.

## **7. EMERGENCY COORDINATION CENTRE (ECC)**

- 7.1. A primary and secondary Emergency Coordination Centre (ECC) will be established by the Agency Board and shall be maintained by the Agency in accordance with the Sub-Regional Emergency Plan.
- 7.2. Responders designated to respond by the Agency Board may activate the ECC with a Parkland County Dispatch Centre.
- 7.3. The ECC should be activated for all major emergency incidents and any lesser incidents which are expected to impact any municipality's core operations for more than four hours. The intent of this is to encourage early activation and improve system readiness.

## **8. EMERGENCY DECLARATIONS**

- 8.1. In the event of an emergency entirely within the boundaries of, and only affecting one of the partner municipalities, the authority, and powers to declare or renew a state of local emergency under Section 21 of the EMA, remain with the Council of that partner or any Council Committee created for that purpose.
- 8.2. In the event of an emergency entirely within the boundaries of and affecting only one of the Partners to this Agreement and the local Council or Council Committee cannot be reached; or in the event of an emergency impacting more than one municipality within the S-REMP Region, the authority and power to declare or renew a state of local emergency under the EMA are hereby delegated to any two or more members

- of the S-REMP Committee. The Committee may, at any time when it is satisfied that an emergency exists or may exist, by resolution, make a declaration of a state of local emergency for the entire area affected. Whenever possible this resolution should be made by the member(s) or alternate(s) from each municipality affected.
- 8.3. When a state of local emergency is declared, the Partner or the Sub-Regional Emergency Management Advisory Committee making the declaration shall:
- 8.3.1. Ensure that the declaration identifies the nature of the emergency and the area in which it exists,
  - 8.3.2. Cause the details of the declaration to be published immediately by such means of communication considered most likely to notify the population of the area affected; and
  - 8.3.3. Forward a copy of the declaration to the Minister and the Managing Director forthwith.
- 8.4. When a Partner or the Regional Emergency Management Advisory Committee has declared a state of local emergency, that Partner or the Committee may, for the duration of that State of Local Emergency, do all acts and take all necessary proceedings including the following:
- 8.4.1. Cause the Sub-Regional Emergency Plan or any related plans or programs to be put into operation.
  - 8.4.2. Acquire or utilize any real or personal property considered necessary to prevent, combat or alleviate the effects of an emergency or disaster.
  - 8.4.3. Authorize or require any qualified person to render aid of a type of the person is qualified to provide.
  - 8.4.4. Control or prohibit travel to or from any area of the Partner municipality or S-REMP.
  - 8.4.5. Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and co-ordinate emergency medical, welfare and other essential services in a part of the Partner municipality or S-REMP.
  - 8.4.6. Cause the evacuation of persons and the removal of livestock and personal property from any portion of, or parcel of land in, that is or may be affected by a disaster and decide for the adequate care and protection of those persons or livestock and of the personal property.
  - 8.4.7. Authorize the entry into any buildings or any land, without warrant, by any person while implementing an emergency plan or program.
  - 8.4.8. Cause the demolition or removal of any trees, structures, or crops if the demolition or removal is necessary or appropriate to reach the scene of a disaster, or to attempt to forestall its occurrence or to combat its progress.

- 8.4.9. Procure or fix prices for food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources, or equipment within the affected area for the duration of the state of local emergency.
- 8.4.10. Authorize the conscription of persons needed to meet the needs and requirements of an emergency.
- 8.4.11. Authorize any persons at any time to exercise, in the operation of the Sub-Regional Emergency Plan and related plans or programs, any power specified in this Section in relation to any part of the municipalities affected by a declaration of a state of local emergency including as part of a Sub-Regional Emergency affecting more than one municipality for which a declaration of State of Local Emergency was made.

## 9. COSTS OF SUB-REGIONAL EMERGENCY MANAGEMENT PARTNERSHIP

- 9.1. The S-REMP Agency Board shall develop and present an annual operating budget to the Committee which will cover the costs and funding of S-REMP as per the scope outlined in the attached Schedule "C".
- 9.2. The Parties to this Agreement agree to fund S-REMP in accordance with the funding formula enumerated in the attached Schedule "C".
- 9.3. The day-to-day operating costs of the ECC will be the sole responsibility of the municipality in which the ECC is located.
- 9.4. The costs incurred by any Assisting Party to this Agreement in responding to a State of Local Emergency in another municipality shall be the sole responsibility of the Requesting Party or the municipality in which the emergency or disaster occurs.

## 10. SUB-REGIONAL EMERGENCY MANAGEMENT PARTNERSHIP MANAGER

- 10.1. The "hosting partner" shall employ the S-REMP Manager, who will be responsible for program administration, planning, preparedness, and mitigation of behalf of the Agency Board and the Committee and who shall facilitate coordination and planning for response to sub-regional or inter-municipal disasters or emergencies.
- 10.2. The Manager will be responsible for those matters set out in Schedule "B" to this Agreement, or otherwise identified by the Agency Board or otherwise contemplated by the EMA or the Regulation.

## 11. PREPAREDNESS

- 11.1. Public education or public awareness programs may be undertaken within the S-REMP Region.
- 11.2. Key senior management, supervisory and support staff of each of the Parties to this Agreement will be assigned Emergency operations roles.

- 11.3. Personnel will be provided with training to fulfill their designated Emergency operations role(s) in accordance with an Agency training plan approved by the Agency Board.
- 11.4. A list of all personnel assigned/trained for emergency operations role, along with their contact information, shall be maintained within S-REMA. The list will also be maintained in the Parkland County Fire Dispatch Centre, which acts as dispatch for S-REMP. This list will be utilized for ECC activations.

## **12. RESPONSE**

- 12.1. Once the ECC has been activated, any one of the DEMs or DDEMs that are members of the Agency may serve as DEM/Incident Commander/ECC Director for the incident. Whenever possible, the DEM or DDEM from the impacted municipality shall fill that role.
- 12.2. In the event of an emergency within or affecting more than one municipality within the S-REMP Region, the first DEM to the ECC will serve as DEM for the incident. As other DEMs arrive at the ECC, they will jointly decide who will take the lead role in the ECC. DEM and DDEMS from the Agency may rotate through the role of DEM within the ECC.
- 12.3. If the primary DEM from any municipality is unable to act as DEM in the ECC, the DEMs and/or DDEMs available shall determine who shall act as DEM and determine any schedule for rotation or replacement.

## **13. EMERGENCY EXPENDITURES**

- 13.1. During a declared State of Local Emergency, the partners signatory to this Agreement have agreed that the designated staff (i.e.: DEM or DDEM) in charge of the event, are approved to spend up to one-hundred thousand (\$100,000.00) dollars to commence and support initial operations in any of the partnering municipalities. Initial response costs will be the responsibility of the affected municipality(s).
- 13.2. Additional expenditures beyond the initial one-hundred-thousand (\$100,000.00) dollars will require approval of the Council of the affected municipality.

## **14. HAZARD IDENTIFICATION AND RISK ASSESSMENT**

- 14.1. A sub-regional hazard assessment shall be undertaken by or on behalf of S-REMP on a regular basis.
- 14.2. Results of the individual municipal risk assessments shall be shared with the Committee and the Agency Board to identify commonalities among the Parties and identify opportunities for shared mitigation programs.

## **15. MITIGATION OF RISK**

- 15.1. In response to any identified risk, the Council of any one of the Parties may request that:



- 15.1.1. A program be established to mitigate the risk within their boundaries at that Council's expense, or
- 15.1.2. A program be jointly undertaken by one or more of the Parties to mitigate the risk; or
- 15.1.3. No action be taken where the Council believes that the cost of mitigation is greater than the potential benefit, the benefit is not achievable, or such other reasons, as the Council may deem appropriate.

## **16. RECOVERY**

- 16.1. Recovery programs and business continuity efforts undertaken by the Agency shall be prioritized to accomplish the greatest good for the most people.

## **17. INSURANCE & INDEMNITY**

- 17.1. In accordance with Section 28 of the EMA, no action lies against a Local Authority or person acting under the Local Authority's direction or authorization for anything done or omitted to be done in good faith while carrying out a power or duty under the EMA or the Regulation during a state of local emergency.
- 17.2. In accordance with Section 535(2) of the MGA, Councillors, council committee members, municipal officers and volunteer workers are not liable for loss or damage caused by anything said or done or omitted to be done in good faith in the performance or intended performance of their functions, duties, or powers under the MGA or any other enactment.
- 17.3. It is understood and agreed that the Assisting Party shall not be liable for any penalties, damages, or losses whatsoever for delay or failure to respond to any request for aid or for any breach of this Agreement committed by the Assisting Party.
- 17.4. The requesting Party, or the municipality in which an emergency or disaster occurs, shall indemnify, and save harmless the assisting Party/Parties for damage to or loss of any apparatus or equipment as a result of the assisting Party/Parties assistance, as long as the apparatus and equipment was being operated in accordance with the assisting Party's Standard Operating Procedures.
- 17.5. The Requesting Party, or the municipality in which an emergency or disaster occurs, shall have no action against the Assisting Party/Parties for claims and demands of any nature or kind.
- 17.6. Notwithstanding anything to the contrary in this Agreement, no Party shall have any liability to any other Party:
  - 17.6.1. With respect to their respective obligations under this Agreement or otherwise for consequential, indirect, exemplary, or punitive damages even if they have been advised of the possibility of such damages; and

- 17.6.2. For any losses, claims, demands, actions, payments, judgments, costs, or expenses whatsoever that a Party may incur due to the other Party's refusal or inability to aid.
- 17.6.3. During the term of this Agreement, the Parties shall each, at their own respective cost and expense, maintain in full force and effect General Liability Insurance in an amount not less than FIVE MILLION (\$5,000,000.00) DOLLARS per occurrence for personal injury and/or property damage and any other insurance that is mutually agreed to by the Parties and reasonably obtainable by both. Notwithstanding the foregoing, it is agreed that the policy limits do not define or limit a Party's liability to indemnify the other Party under this Section.
- 17.6.4. Each Party agrees to forward a copy of this Agreement to their municipal insurer and to be responsible for the cost of any increase in insurance premiums which may result.

## **18. DISPUTE RESOLUTION**

- 18.1. In the event of a disagreement between any of the partners in the operation and management of this Agreement the partner municipalities will follow a mutually agreed upon process of discussion, mediation, and arbitration consistent with existing frameworks for other regional collaboration and in compliance with the provisions of the MGA.
- 18.2. This dispute resolution process must be engaged when any party provides official written notice of its intent to withdraw from this Agreement.

## **19. TERM AND TERMINATION**

- 19.1. This Agreement shall come into force when it has been signed by all the Parties hereto, and the Ministerial Order referred to above has been issued and has come into effect. The term of this Agreement shall be for a period of five years thereafter, or until such time as the Parties mutually agree otherwise.
- 19.2. Any party wishing to withdraw from this agreement must provide a minimum of 24 months official written notice to all partners.
- 19.3. Withdrawal from the agreement can only occur at midnight December 31 no less than 24 months following notice being given.
- 19.4. Notice of intent to withdraw will automatically initiate the Dispute Resolution steps outlined in the previous Section.
- 19.5. Unless a party gives written notice to the contrary no later than twelve months prior to the expiry of the term or any renewal Term, as the case may be, the term of this Agreement shall be automatically renewed for successive periods of five years and all of the terms of this agreement shall remain in force.

## **20. GOVERNING LAW**

20.1. This Agreement shall be governed by and construed in accordance with the laws of the Province of Alberta.

## **21. SEVERABILITY**

21.1. If any one or more of the provisions contained in this Agreement should be invalid, illegal, or unenforceable in any respect, the remaining provisions contained herein shall not in any way be affected or impaired thereby, unless, as a result of such determination, this Agreement would fail in its essential purpose.

## **22. NON-ASSIGNMENT**

22.1. No party may assign its rights under this Agreement.

## **23. FUTURE PARTNERS**

23.1. Any municipality interested in becoming a member of the S-REMP shall have the opportunity to request membership by following these procedural steps:

23.1.1. The interested municipality shall contact the S-REMA Manager to request information regarding S-REMP and this Agreement to which all S-REMP members are Parties.

23.1.2. The municipality shall provide the Committee with their written request to become a member of S-REMP.

23.1.3. The interested municipality may ask for such additional information or clarification as it requires, and the Committee shall use its best efforts to address any questions or requests for information made by an interested municipality.

23.1.4. The Committee shall review the application and consider the operational impact of the municipality joining the S-REMP.

23.1.5. Following its review of the application, the Committee shall provide the municipality with its decision as to whether it may become a member of the S-REMP.

23.1.6. If the existing partners agree to the request to join the municipality requesting membership shall execute its written consent to become a party to this Agreement and a bylaw to that effect, apply to the Minister to amend the Ministerial Order establishing the S-REMP and shall agree to be bound by the terms and conditions.

23.1.7. Any costs incurred by the municipality in seeking to become and/or becoming a member of S-REMP and this Agreement shall be the sole responsibility of the municipality applying to become a partner.

**24. SIGNATORIES**

24.1. The name of all municipalities participating in this agreement, the bylaw number \_ of each partner authorizing entering into this agreement, and the date that each bylaw received third reading are listed in Schedule “A”.

The \_\_\_\_\_ of \_\_\_\_\_ has entered into this agreement as per

Bylaw # \_\_\_\_\_ which came into effect on the \_\_\_\_\_ day of \_\_\_\_\_

\_\_\_\_\_  
*Signature of Chief Elected Official*

\_\_\_\_\_  
*Signature of Chief Administrative Officer*

\_\_\_\_\_  
*Print Name*

\_\_\_\_\_  
*Print Name*



## Appendix C: Schedule “A” Participating Municipalities and Bylaw Authorization

*To be updated with approval of bylaws*

## Appendix D: Schedule “B” Sub-Regional Emergency Management Agency Manager Position Description

### General Expectations:

- Day to day supervision for the Agency Manager will be conducted by the Deputy Director of Emergency Management from the Hosting Partner “name of hosting partner”.
- The hiring, performance evaluation, compensation, discipline, and release of the Agency Manager will be done in consultation with the Agency Board.
- The Agency Manager position will provide emergency management services for all six communities forming the Sub-Regional Emergency Management Partnership.
- The role of the position is to prepare the region to manage the response to a major natural or human made disaster or emergency.
- The Manager performs duties as they relate to municipal emergency management, emergency social services, business continuity planning as well as the preparation and activation of emergency coordination centres.

### Duties of Agency Manager:

The Sub-Regional Emergency Management Agency Manager is responsible for the day-to-day operation, planning and coordination of all aspects of the Agency created by the Sub-Regional Emergency Management Partnership.

This includes but is not limited to:

- Building relationships
- Leading the development and maintenance of sub-regional and municipal emergency management plans
- Updating, maintaining, and coordinating the Sub-Regional Community Emergency Management Plan as it pertains to the Region and individual communities.
- Maintaining the designated Emergency Coordination Centre’s (ECC) readiness for use in an emergency
- Assisting with set up and running of ECCs as required during emergencies.
- Coordinating, tracking, and delivering, or managing the delivery of, training for emergency management personnel in all the Agency’s partner municipalities
- Designing and conducting annual exercises for the Agency and its partners. These exercises will focus on continuous improvement and involve multiple stakeholders as possible and appropriate.
- Supervising other staff members of, or contractors to, the Agency
- Managing the day to day activities of the Agency
- Making recommendations and adjustments to programs as needed to meet changing conditions in the region.
- Monitoring and evaluating the effectiveness of activities implemented by the partnership.

- Other duties as directed by the Agency Board.
- Providing emergency management advice to Chief Administrative Officers, Councils and DEMs of the Parties
- Keeping the Emergency Management Joint Advisory Committee, and the Agency Board, fully informed of Agency activities and schedule required meetings of both bodies.
- Recommending future emergency management direction(s) for the Agency and partnership based upon informed analysis and trend identification.
- Planning and providing administrative support for Advisory Committee Agency Board meetings
- Preparing and presenting the annual Agency budget submission to the Agency Board and the Joint Advisory Committee
- Ensuring that the Agency's programs, operations, records, and documents are created and maintained in compliance with applicable federal and provincial legislation and regulations, the sub-regional partnership agreement, and bylaws and in accordance with industry standards, and best practices.
- Liaising with the Alberta Emergency Management Agency and other organizations involved with the provision of municipal emergency management.
- Liaising with other municipalities and regional partnerships, including the Capital Region Emergency Planning Partnership, with regards to emergency management
- Liaising with industry within the partnership area
- Facilitating hazard identification and risk assessments in conjunction with partner fire department, enforcement, and health officials, and melding this information into sub-regional and local emergency management plans
- Facilitating the annual review by the Joint Advisory Committee of the Sub-Regional and local, Community Emergency Management Plans. This will include providing updates on the progress of hazard identification, risk assessment and how the plan(s) address these findings.
- Collaborating with local Family & Community Support Services (FCSS) programs to ensure a viable Emergency Social Services (ESS) program is in place and maintained.
- Updating and maintaining the S-REMP Website, documents forms, etc.
- Creating a Business Community Plan for the Agency and assist the partner municipalities in the creation and evaluation of their business continuity plans.
- Developing, and delivering in a coordinated manner, public education, and information programs to keep all residents and businesses informed about emergency management activities.
- Ensuring the Agency's operations comply with the Hosting Partner's Human Resources and Occupational Health and Safety policies
- Performing any other Emergency Management Duties as assigned

**Job Skills:**

- Excellent knowledge of the Incident Command System (ICS), ability to instruct ICS related courses would be considered an asset.
- Well-informed of the structure, functions, objectives, and interrelationships of Federal, Provincial, and local governments as related to the area of emergency management.
- Ability to evaluate, and assess the technical and training requirements for ECCs, and activation of ECC. Direct recent experience in an ECC setting is preferred.
- Strong organizational, written, and verbal communication skills
- Ability to work independently, and collaboratively as needed, within a multi-stakeholder team environment.
- Excellent computer skills specific to Microsoft 365
- Excellent facilitation, team building, coaching, regular/crisis communication, and interpersonal abilities and experience
- Ability to evaluate situations, exercise good judgement in problem solving, and making decisions in a timely manner.
- A Class 5 Drivers License and acceptable Drivers Abstract is required for this position.

**Job Qualifications:**

- A University degree or college diploma in Emergency Preparedness/Management, Risk Management, Emergency Service Administration, Healthcare, Public or Business Administration, Planning, or related field with emphasis on emergency planning and risk management. Post graduate degree or training will be an asset.
- 3-5 years of professional experience in emergency preparedness and operations with a strong focus on interdepartmental program development and delivery.

*N.B. Suitable combinations of education, training and experience will be considered as they related to the above noted responsibilities.*



## Appendix E: Schedule “C” Sub-Regional Emergency Management Agency Proposed Annual Operating Budget Process and Funding Formula

### Included in Proposed Annual Operating Budget

#### A. JOINT EMERGENCY MANAGEMENT ADVISORY COMMITTEE:

##### a. Committee meetings

- i. Expenses incurred to hold the meeting including supplies, any notices, advertising etc.

It is intended that the expenses incurred by Councillors to attend Joint Advisory Committee meetings (per diem, mileage, meals etc.) will be covered by their respective municipality.

It is expected that Joint Advisory Committee meetings will be held in meeting facilities made available by partner municipalities.

- ii. Expenses related to providing emergency training and education for members of the Joint Advisory Committee and their alternates will be provided for in the Agency budget. Per diems, mileage and meals will remain the responsibility of each municipality.

#### B. AGENCY BOARD:

##### a. Board meetings

- i. Expenses incurred to hold the meeting including supplies, any notices, advertising etc.

It is intended that the expenses incurred by Board members to attend Agency Board meetings (wages/salary, mileage, meals etc.) will be covered by their respective municipality.

It is expected that Joint Advisory Committee meetings will be held in meeting facilities made available by partner municipalities.

- ii. Expenses related to providing emergency training and education for members of the Agency Board will be provided for in the Agency budget. Wages/Salary, mileage and meals will remain the responsibility of each municipality.

#### C. AGENCY OPERATIONS (day to day)

- a. Staff salary/wages and benefits
- b. Travel (meals, mileage, subsistence)
- c. Contract expenses
- d. Administrative contribution (to Hosting Partner) for office, infrastructure etc.
- e. Mobile communications
- f. Vehicle expenses (if Agency vehicles are acquired and assigned)
- g. Plan development, preparation, and distribution
- h. ECC readiness, supplies and maintenance.

- i. EM Training/courses for partner staff members
- j. Tabletop exercises
- k. Event simulation exercises (includes ECC only and field deployment exercises)
- l. Hazard identification and risk assessment
- m. Agency staff professional development
- n. Other

### **Out of Scope for the Annual Operating Budget**

- D. Emergency operations
- E. Activation expenses (responsibility of affected municipality(s))
- F. ECC capital construction
- G. Hazard mitigation
- H. Recovery costs

### **Annual Budget**

The initial funding formula for the Partnership, including the Advisory Committee, Agency Board and the Sub-Regional Emergency Management Agency will be laid out within the Agreement and approved by each partner Council as part of the Agreement.

The funding formula will only go forward to each Council again for further approval if there are amendments.

### **Process for Determining Annual Budget**

Budget process will be as follows:

- Agency Manager will prepare annual operating budget for the next calendar year and present to the Agency Board no later than August 31 each year.
- Agency Board will review, revise, and recommend the budget for presentation to the Joint Emergency Management Advisory Committee by September 30 of each year.
- The Joint Advisory Committee will approve the annual budget by October 31 every year.
- Following Joint Advisory Committee approval, the Agency Manager will provide a final budget amount to each municipality's CAO by November 15 each year.
- Annual budget approval by the Joint Advisory Committee will be binding on each partner for the next fiscal year.
- Each partner will provide a minimum of 50% of its budget allocation for to the Hosting Partner no later than March 1 of each year.
- Each partner will provide the remaining balance of its budget allocation to the Hosting Partner no later than June 30 of each year.

## Funding Model

Community	Proposed Funding and Contribution Formula
City of Leduc	\$50,000, plus 33% of any total operating budget amounts above \$180,000
Leduc County	\$50,000, plus 34% of any total operating budget amounts above \$180,000
City of Beaumont	\$35,000, plus 33% of any total operating budget amounts above \$180,000
Village of Warburg	\$10,000
Town of Thorsby	\$10,000
Town of Calmar	\$20,000
Base Budget Total	\$180,000

*\* (This may need to be increased for the first two years to account for the engagement of term certain contract staff to fully implement the sub-regional model, create a sub-regional plan, review and upgrade local plans and offer required training.)*

*(See Pop & Assessment Leduc S-REMP attached for local figures and comparators for Grande Prairie REP and Sturgeon REMP)*

## Proposed Year One Operating Budget

(Includes Agency Manager and one term certain contract staff member)

Proposed Year One Operating Budget		
Expenditures		
Agency Manager Salary (including benefits)	\$ 130,000	Benefits/OH assumed at 15%
Temporary Coordinator (two-year contract)	\$ 70,000	Suggest this position might be filled by recent EM graduate
Travel (mileage &/or fuel)	\$ 8,000	
Cellular Phone & Laptop	\$ 3,000	
Advertising & Engagement	\$ 5,000	
Supplies and Equipment	\$ 5,000	
Website Development	\$ 5,000	
Staff Development & Memberships	\$ 2,000	
Committee/Board Training	\$ 5,000	
Training	\$20,000	
Emergency Social Services	\$5,000	
Exercises	\$ 5,000	
Meeting Expenses	\$ 1,500	
<b>TOTAL EXPENDITURES</b>	<b>\$ 264,500</b>	
Income		
City of Leduc	\$ 77,885	
Leduc County	\$ 77,885	
City of Beaumont	\$ 62,885	
Village of Warburg	\$ 10,000	
Town of Thorsby	\$ 15,000	
Town of Calmar	\$ 20,000	
EM Grants	\$10,000	
<b>TOTAL REVENUE</b>	<b>\$ 273,655</b>	
Surplus (Deficit)	\$ 9,155	

## Appendix F: Schedule “D” Sub-Regional Emergency Management Agency Board Terms of Reference

### AGENCY NAME

As per the Sub-Regional Emergency Management Partnership Agreement, entered by the partner municipalities through bylaw, the Sub-Regional Emergency Management Agency; hereinafter referred to as the "Agency" or S-REMA" has been created.

### SCOPE

The Agency will develop, maintain, and operate the municipal Emergency Management System throughout the jurisdictional and geographic areas of the partner municipalities on behalf of all the partners.

### PARTNERS

The following municipalities are the initial partners in the Agency:

- a) Village of Warburg
- b) Town of Thorsby
- c) Town of Calmar
- d) City of Beaumont
- e) City of Leduc
- f) Leduc County

### AUTHORITY

The Agency is established pursuant to Section 4 of the Sub-Regional Emergency Management Partnership Agreement, dated "insert date" the respective bylaws of the partner municipalities, and Municipal Affairs Ministerial Order: "insert order number."

The Authority for the establishment of the Sub-Regional Emergency Management Partnership and the respective bylaws is provided for by:

The Municipal Government Act, Chapter M-26 RSA 2000,

The Emergency Management Act, RSA 2000, Chapter E-6.8,

The Local Authorities Emergency Management Regulation. AR 203/2018

## 1. PURPOSE/MANDATE

### 1.1. The purpose/mandate of the Agency is:

- a) To develop, review, and update as required, the Sub-Regional Community Emergency Management Plan, and the constituent municipality Plans, on an annual basis as set out in the Partnership Agreement,
- b) To work with elected officials and the staff of partner municipalities, the Alberta Emergency Management Agency and other government departments or agencies, as necessary, to develop, implement, and maintain all emergency plans and programs for the sub-regional partnership,
- c) To engage with stakeholders, including institutions, other local authorities, business, industry, and neighbouring municipalities as well as provincial and federal government agencies, and regulatory bodies, to ensure that sub-regional and municipal emergency management plans are aligned and integrate with stakeholder emergency management and business continuity plans,
- d) To plan, coordinate, and provide where appropriate, training in emergency management along with specific training and exercises on the Sub-Regional Community Emergency Management Plan,
- e) To develop and maintain records of all emergency management training and exercises conducted by the Agency for all partnership staff members and stakeholders,
- f) To plan, execute and review exercises to validate the Sub-Regional Community Emergency Management Plan, and constituent municipal plans, utilizing the learnings gained to revise the respective plans,
- g) To review and analyze the potential impact of incidents, local and afar, on the Sub-Regional Emergency Management Program,
- h) To publish and provide information, proactively, and as necessary, regarding the Sub-Regional Community Emergency Management Plan to:
  - a. Municipal departments,
  - b. Stakeholders,
  - c. Industrial and municipal neighbours, and
  - d. Residents of the partnership area.
- i) To liaise with external agencies and surrounding municipalities who have a role in emergency response/emergency management at regional facilities,
- j) To ensure that the:
  - a. Regional emergency management communications systems,
  - b. Emergency management activation triggers and steps,
  - c. Emergency management processes,

- d. Emergency management protocols, and
- e. The location of all emergency coordination centres are known to all identified and trained program participants.
- k) To ensure the readiness of the Agency to provide emergency management services when requested/required. This includes ensuring that the Agency and the partnership has adequate and appropriate training, resources, protocols, systems, and that all designated ECCs are in a state of readiness.

## 2. SUB-REGIONAL AGENCY BOARD MEMBERSHIP

- 2.1. As per the Sub-Regional Emergency Management Partnership Agreement Section &, the Sub-Regional Agency Board membership shall consist of one permanent member from each Partner Municipality, who shall be the Chief Administrative Officer/Director of Emergency Management (CAO/DEM), as well as each of the Deputy Directors of Emergency Management (DDEM) from the Cities of Beaumont and Leduc and Leduc County.
- 2.2. For the first year of operation, to facilitate an effective and informed transition to sub-regional operations, the Fire Chief or Deputy Fire Chief for the Cities and the County and the previous DEMs from the other partners, who had responsibility for emergency management prior to the enactment of the partnership agreements, shall also serve as ex-officio Agency Board members.
- 2.3. The Family and Community Support Services department from the City of Beaumont, the City of Leduc and Leduc County will each be requested to appoint a non-voting advisory member to the Agency Board.
- 2.4. The Alberta Emergency Management Agency and Alberta Health Services – Public Health will be requested to appoint a non-voting advisory member to the Agency Board.
- 2.5. Other stakeholders may be requested to participate in the Agency and assist the Agency Board in an advisory capacity.

## 3. HOSTING PARTNER

- 3.1. The “name of municipality” serves as the Hosting Partner of the Agency.
- 3.2. Staff of the Agency are employees of the “hosting partner.”
- 4. Financial Accounts, Budgets, Personnel Management, and Records Management for the Agency will be part of the systems of the “hosting partner.”

## 5. AGENCY EXECUTIVE

- 5.1. At the first meeting of the Sub-Regional Agency Board each year, the members will elect from the membership, a Chair and Vice-Chair.
- 5.2. The Vice-Chair will act on behalf of the Chair when the Chair is unavailable.

- 5.3. The Chair and Vice-Chair of the Sub-Regional Agency Board will attend the regular and annual meetings of the Sub-Regional Emergency Management Joint Advisory Committee, in a nonvoting capacity, to advise/update the Committee on the actions and/or recommendations of the Sub-Regional Agency.

## **6. AGENCY MANAGER**

- 6.1. **The Agency Board shall recruit and hire a qualified Agency Manager (see attached Job Description), who shall:**
  - 6.1.1. Have the day-to-day responsibility for Agency operations.
  - 6.1.2. Supervise all other Agency staff and contractors.
  - 6.1.3. Attend all Agency Board meetings in a non-voting, advisory capacity.
  - 6.1.4. Attend the regular and annual meetings of the Sub-Regional Emergency Management Joint Advisory Committee, in a nonvoting capacity, to advise/update the Committee on the actions and/or recommendations of the Agency.
  - 6.1.5. Report to the Agency Board for overall Agency operations.
  - 6.1.6. Receive performance evaluations/reviews from the Chair or Vice-Chair of the Agency Board and the DDEM of the Hosting Partner.
  - 6.1.7. Be supervised by the DDEM of the Hosting Partner.

## **7. QUORUM & MEETINGS**

- 7.1. Decision making at Agency Board meetings wherever possible shall be by consensus.
- 7.2. A minimum of five (5) Board members from any of the six partner municipalities shall constitute a quorum.
- 7.3. The Agency Board will meet a minimum of four times per year, normally once per quarter, during the months of January, April, July, and October, but may meet more frequently at the call of the Chairperson, or at the request of a majority of Sub-Regional Agency Board members, or at the request of the Joint Advisory Committee.
- 7.4. The Agency Manager shall work with the Chair and Vice Chair to develop the agenda for each meeting.
- 7.5. The Agency Manager shall ensure that agendas are distributed seven days in advance of meetings; proceedings are recorded and that all records of the Agency Board are managed and retained as per the records management policies of the Hosting Partner.

## **8. BUDGET PREPARATION**

- 8.1. Each year the Agency Manager shall prepare an annual operating and capital budget which shall be submitted to the Agency Board for consideration and acceptance no later than August 31<sup>st</sup>.



- 8.2. Once the Agency Board has reviewed, revised, and accepted the annual operating and capital budget they will direct the Agency Manager to present the recommended budget to the Joint Advisory Committee by September 30 of each year.
- 8.3. The Joint Advisory Committee will review, revise, and approve the annual budget by October 31 every year.
- 8.4. Following Joint Advisory Committee approval, the Agency Manager will provide a final budget request amount to each municipality's CAO by November 15 each year.
- 8.5. The funding formula shall be as included in the Sub-Regional Emergency Management Partnership Agreement.
- 8.6. Annual budget approval by the Joint Advisory Committee will be binding on each partner for the next fiscal year.
- 8.7. Each partner will provide a minimum of 50% of its budget allocation for the Agency to the Hosting Partner no later than March 1 of each year.
- 8.8. Each partner will provide the remaining balance of its budget allocation to the Hosting Partner no later than July 31 of each year.

## **9. ANNUAL REPORTING**

- 9.1. Each year the Agency Manager shall prepare an Annual Report regarding the Agency's operations, achievements, expenditures, and revenues during the previous year which shall be submitted to the Agency Board for consideration and acceptance no later than March 31, and
- 9.2. Once the Agency Board has reviewed and accepted the Annual Report, they will direct the Agency Manager to present the Annual Report to the Joint Advisory Committee by April 30 of each year.

## **10. COMMUNICATIONS**

- 10.1. All formal non-emergency communications regarding the Agency will be through the Chair of the Agency Board as the official spokesperson.
- 10.2. All communications related to emergency management operations shall be conducted at the direction of the ECC Director/Incident Commander for that emergency event.
- 10.3. Where the emergency communications impact only one partner municipality the communications will ideally be provided at the direction of the Chief Elected Official or Chief Administrative Officer/DEM of that municipality.
- 10.4. The Agency Manager may approve communications materials intended for public education and emergency preparedness which may be distributed by social media, TV, radio, newspaper, newsletter, poster, circular or other such means intended to reach the residents of the partnership area.

**11. AMENDMENTS TO TERMS OF REFERENCE**

- 11.1. The Agency Board's Terms of Reference may be amended from time to time.
- 11.2. Proposed changes shall be prepared by the Agency Board and submitted to the Joint Advisory Committee for consideration and approval.
- 11.3. Once approved changes to the terms of reference shall be communicate by the Joint Advisory Committee to their respective municipal council.

**12. APPROVAL & ADOPTION DATE**

These Sub-Regional Emergency Management Agency Board Terms of Reference were approved by the Joint Advisory Committee on the "insert date".

## Appendix G: Schedule “E” Sub-Regional Emergency Management Agency Partnership Joint Advisory Committee Terms of Reference

### COMMITTEE NAME

As per Section “*insert section*” of the Sub-Regional Emergency Management Partnership Agreement, entered by the partner municipalities through bylaw, the Sub-Regional Emergency Management Partnership Joint Advisory Committee; hereinafter referred to as the "Joint Committee" has been created.

### SCOPE

The Joint Committee will advise upon the development, maintenance, and operation of the municipal Emergency Management System by the Sub-Regional Emergency Management Agency throughout the jurisdictional and geographic areas of the partner municipalities on behalf of all the partners.

### PARTNERS

The following municipalities are the initial partners in the Sub-Regional Emergency Management Partnership and represented on the Joint Committee:

- Village of Warburg
- Town of Thorsby
- Town of Calmar
- City of Beaumont
- City of Leduc
- Leduc County

### AUTHORITY

- a) The Joint Committee is established pursuant to:
  - i. The Municipal Government Act, Chapter M-26 RSA 2000,
  - ii. The Emergency Management Act, RSA 2000, Chapter E-6.8,
  - iii. The Local Authorities Emergency Management Regulation. AR 203/2018
  - iv. The Sub-Regional Emergency Management Partnership Agreement, and
  - v. Each of the partnering municipality's bylaw authorizing entering into the Partnership Agreement.
- b) The Minister has issued Municipal Affairs Ministerial Order: “*enter order number.*”

### 1. PURPOSE/MANDATE

- a) The purpose/mandate of the Joint Committee is to:
  - i. Review and approve plans and programs of the Sub-Regional Emergency Management Partnership,

- ii. Represent their municipality in providing overall guidance to the Partnership and Agency, and
  - iii. Provide advice and guidance to the Board and staff of the Sub-Regional Emergency Management Agency,
- b) The Joint Committee has been delegated the authority to create policies relating to emergency preparedness, mitigation, response, recovery, and the operation of the Sub-Regional Emergency Management Partnership as operated by the Sub-Regional Emergency Management Agency.
  - c) The Joint Committee also has an emergency management activation role as they will convene for the purposes of supporting the implementation of a Regional State of Local Emergency (SOLE) for two or more of the partner municipalities.
  - d) In the event of an emergency entirely within the boundaries of and affecting only one of the partner municipalities, and when that partner's local council Emergency Advisory Committee cannot be convened, the authority and power to declare or renew a State of Local Emergency in that municipality is delegated to any two (2) or more members of the Joint Committee.
  - e) As the Joint Committee will contain an appointed council member from each municipality, each appointed council member is responsible for presenting the annual report of the Sub-Regional Emergency Management Agency to their respective council.
  - f) The council member will, when required, present Sub-Regional Emergency Management Agency Board recommendations to their respective council for consideration.

## **2. JOINT ADVISORY COMMITTEE MEMBERSHIP**

- 2.1. The Joint Committee membership shall be comprised of one appointed member of Council, or an appointed alternate, from each of the partner municipalities of the Sub-Regional Emergency Management Partnership.
- 2.2. Members will be appointed on an annual basis by their respective council at their Council's organizational meeting.
- 2.3. Other non-voting members of the Joint Committee who may participate in an advisory capacity include:
  - a) The Chair, or Vice-Chair of the Sub-Regional Emergency Management Agency Board, and
  - b) Other persons responsible for administering the Sub-Regional Emergency Management Partnership including the Agency Manager,
  - c) Other municipal staff members as requested/required, and

- d) Any other individual(s) invited by the Joint Committee to provide them with information or advice.

### **3. JOINT ADVISORY COMMITTEE EXECUTIVE**

- 3.1. At the first meeting of the Joint Committee each year, the members will elect from the membership, a Chair and Vice-Chair.
- 3.2. The Vice-Chair will act on behalf of the Chair when the Chair is unavailable.

### **4. QUORUM & MEETINGS**

- 4.1. Decision making at Joint Advisory Committee meetings wherever possible shall be by consensus.
- 4.2. A minimum of four (4) Joint Committee members from any of the six partner municipalities shall constitute a quorum,
- 4.3. The Agency Board will meet a minimum of twice per year, normally in:
  - a) October to consider, revise and approve the annual Sub-Regional Emergency Management Agency budget, and
  - b) In April to receive the Annual Report of the Sub-Regional Emergency Management Agency and to review and approve any changes to the Sub-Regional Community Emergency Management Plan but may meet more frequently at the call of the Chair, or at the request of a majority of Joint Advisory Committee members.
- 4.4. The Agency Manager shall work with the Chair and Vice Chair to develop the agenda for each Joint Advisory Committee meeting.
- 4.5. The Agency Manager shall ensure that agendas are distributed seven days in advance of meetings; proceedings are recorded and that all records of the Joint Advisory Committee are managed and retained as per the records management policies of the Hosting Partner.

### **5. BUDGET PREPARATION**

- 5.1. Each year the Agency Manager shall prepare an annual operating and capital budget which shall be submitted to the Agency Board for consideration and acceptance no later than August 31.
- 5.2. Once the Agency Board has reviewed, revised, and accepted the annual operating and capital budget they will direct the Agency Manager to present the recommended budget to the Joint Advisory Committee by September 30 of each year.
- 5.3. The Joint Advisory Committee will review, revise, and approve the annual budget by October 31 every year.
- 5.4. Following Joint Advisory Committee approval, the Agency Manager will provide a final budget request amount to each municipality's CAO by November 15 each year.

- 5.5. The funding formula shall be as included in the Sub-Regional Emergency Management Partnership Agreement.
- 5.6. Annual budget approval by the Joint Advisory Committee will be binding on each partner for the next fiscal year.
- 5.7. Each partner will provide a minimum of 50% of its budget allocation for the Agency to the Hosting Partner no later than March 1 of each year.
- 5.8. Each partner will provide the remaining balance of its budget allocation to the Hosting Partner no later than July 31 of each year.

## **6. ANNUAL REPORTING**

- 6.1. Each year the Agency Manager shall prepare an Annual Report regarding the Agencies operations, achievements, expenditures, and revenues during the previous year which shall be submitted to the Agency Board for consideration and acceptance no later than March 31, and
- 6.2. Once the Agency Board has reviewed and accepted the Annual Report, they will direct the Agency Manager to present the Annual Report to the Joint Advisory Committee by April 30 of each year.

## **7. COMMUNICATIONS**

- 7.1. All formal non-emergency communications regarding the Sub-Regional Emergency Management Partnership will be through the Chair of the Joint Advisory Committee as the official spokesperson of the Sub-Regional Emergency Management Partnership,
- 7.2. Members of the Joint Committee are expected to communicate information about the ongoing operations of the Partnership and the Agency to their respective councils.
- 7.3. All communications related to emergency management operations shall be conducted at the direction of the ECC Director/Incident Commander for that emergency event.
- 7.4. Where the emergency communications impact only one partner municipality the communications will ideally be provided at the direction of the Chief Elected Official or Chief Administrative Officer/DEM of that municipality.
- 7.5. The Agency Manager may approve communications materials intended for public education and emergency preparedness which may be distributed by social media, TV, radio, newspaper, newsletter, poster, circular or other such means intended to reach the residents of the partnership area.

## **8. AMENDMENTS TO TERMS OF REFERENCE**

- 8.1. The Joint Advisory Committee's Terms of Reference may be amended from time to time.

- 8.2. Proposed changes shall be prepared by the members and submitted to the Joint Advisory Committee for consideration and approval.
- 8.3. Once approved changes to the terms of reference shall be communicate by the Joint Advisory Committee to their respective municipal councils, the Agency Board, and the Agency Manager.

## 9. APPROVAL & ADOPTION DATE

- 9.1. These Sub-Regional Emergency Management Partnership Joint Advisory Committee Terms of Reference were approved by the Joint Advisory Committee on the “insert date”.

## Appendix H: Sub-Regional Emergency Management Agency Partnership Bylaw

### BYLAW “ENTER BYLAW NUMBER”

#### SUB-REGIONAL EMERGENCY MANAGEMENT PARTNERSHIP BYLAW

##### A Bylaw of the “enter name” In the Province of Alberta

#### PURPOSE

To establish a sub-regional emergency management partnership which includes a regional:

- Emergency Management Advisory Committee,
- Emergency Management Agency, and
- Agency Board

To collaboratively manage the partner’s emergency management planning, preparation, prevention, mitigation, response, and recovery activities throughout the partnership area.

#### RATIONALE

The “enter name” a municipal corporation in the Province of Alberta under the *Municipal Government Act*, is responsible for the direction and control of emergency management and response within the “enter name” and is required under the *Emergency Management Act*, to appoint an Emergency Management Advisory Committee and to establish and maintain a Municipal Emergency Management Agency.

The Council of the “enter name” has determined that it is in the public interest, and in the interest of public safety, that,

- Such an advisory committee be appointed, and
- Such an agency be established and maintained,

To carry out Council's statutory powers and obligations under the *Emergency Management Act*, and the *Local Authorities Emergency Management Regulation*.

The Council of the “enter name” has also determined that it is in the public interest, and in the interests of public safety, to form a sub-regional emergency management partnership which will:

- Coordinate a regional approach to emergency management,
- Establish the regional joint advisory committee,
- Establish the regional emergency management agency, and
- Guide and manage the associated programs, preparations, and training.

The municipalities in the sub-region noted below:

- The City of Leduc



- Leduc County
- The Village of Warburg
- The Town of Thorsby
- The Town of Calmar
- The City of Beaumont

Have all expressed their desire to establish a Sub-Regional Emergency Management Advisory Committee, a Regional Emergency Management Agency, and a Sub-Regional Emergency Agency Board.

THEREFORE, the Council of the “enter name” duly assembled, enacts as follows:

This Bylaw may be cited as the “Sub-Regional Emergency Management Partnership Bylaw”.

## 1. DEFINITIONS

- 1.1. The following terms shall have, for the purposes of this bylaw, the meaning and definition provided in the *Emergency Management Act* (Chapter E-6.8 R.S.A. 2000 as amended), hereinafter referred to as “the EMA”:
  - a) Declaration of a state of local emergency
  - b) Disaster
  - c) Emergency  
Evacuation order
  - d) Local authority
  - e) Managing Director
  - f) Minister
  - g) Municipality
- 1.2. The term “employee” shall have, for the purposes of this bylaw, the meaning and definition provided in the Local Authorities Emergency Management Regulation (A.R. 203/2018 as amended), hereinafter referred to as “the Regulation”:
- 1.3. The *following* terms shall have, for the purposes of this agreement, the meaning and definition provided in the *Municipal Government Act* (Chapter M-26 R.S.A. 2000 as amended), hereinafter referred to as “the MGA”:
  - a) Chief Administrative Officer
  - b) Council
  - c) Councillor
  - d) Parcel of land
- 1.4. “Community Emergency Management Plan” (CEMP) means both the emergency management plans of each partner, adopted by each respective Council under the EMA for their municipality, as well as the Sub-Regional Community Emergency

Management Plan, all of which are monitored and maintained by the Agency on behalf of each partner municipality and the partnership.

- 1.5. “Agency Board” means the body which oversees the ongoing operation of the Agency, including the Manager, and which consists of the DEMs from all the partner municipalities and the DDEM from the Cities of Beaumont, Leduc, and Leduc County.
- 1.6. “Deputy Director of Emergency Management” (DDEM) means the person responsible for the duties of the Director of Emergency Management in their absence. This position shall be assigned by the respective Party’s CAO to:
  - a) The City of Leduc’s General Manager of Community and Protective Services,
  - b) Leduc County’s General Manager of Community Services,
  - c) The City of Beaumont’s Director of Community Services, and
  - d) A person who may be designated as such by the CAO of each of the other partner municipalities.
- 1.7. “Director of Emergency Management” (DEM) means the person appointed by the Council of each of the Parties as “Chief Administrative Officer” (CAO), who shall be responsible for the local CEMP in each of their municipalities.
- 1.8. “Emergency Social Services” (ESS) refers to services including, but not limited to:
  - a) Registration of evacuees
  - b) Inquiry
  - c) Emergency Food Services
  - d) Emergency Lodging
  - e) Emergency Clothing, and
  - f) Emergency Personal Services
- 1.9. “Hosting Partner” means that partner municipality which is the employer of the Agency Manager and employees and which provides office space and administrative support to the Agency.
- 1.10. “Party” or “Parties” means those municipalities signatory to the S-REMP and listed in the Rationale section of this Bylaw.
- 1.11. “Regional Emergency Coordination Centre” (RECC) means one or more planned and equipped locations that are intended to function as a point of coordination to house and support the DEM and RECC staff while providing emergency management during an event or incident.
- 1.12. “Sub-Regional Emergency Management Advisory Committee” (Advisory Committee) means the Joint Advisory Committee of the S-REMP, as per the Regulation, consisting of one elected official appointed from each municipal council plus an additional elected official appointed as an alternate.

- 1.13. The Advisory Committee has the authority to declare a state of local emergency on behalf of some or all the sub-regional emergency management partnership or on behalf of the "enter name" when the "enter name" council committee is unable to function.
- 1.14. The Advisory Committee provides policy direction, oversight, and budget approval on behalf of the partnership to the Agency Board and the Agency.
- 1.15. "Sub-Regional Community Emergency Management Plan" (S-RCEMP) Plan prepared by the Agency to co-ordinate the sub-regional responses to major emergencies or disasters.
- 1.16. "Agency" means the Sub-Regional Emergency Management Agency established by this agreement in accordance with Section 11.2 of the EMA to act as the agent of the partnership and exercise its powers and authorities other than the power to declare and terminate states of local emergency.
- 1.17. "Agency Manager" means that employee who is responsible for the day-to day operations and management of the Agency and who reports on the Agency's operations to the Agency Board while reporting on a day-to-day basis to the DDEM of the Hosting Partner.
- 1.18. "Agency staff" means those employees who report to the Agency Manager.
- 1.19. "S-REMP" means the Sub-Regional Emergency Management Partnership, as established by this bylaw and the joint agreement between the Parties.

## 2. COUNCIL OF THE "INSERT NAME"

- 2.1. Council agrees to utilize the S-REMP to establish an Advisory Committee, to advise Council on the development of emergency plans and programs, and to declare and terminate:
  - a) Sub-Regional states of local emergency,
  - b) States of local emergency in the "enter name" when the "enter name" council committee is unable to function, and
  - c) To oversee and guide the operations of the Agency.
- 2.2. Council agrees, as a partner in the S-REMP, to the establishment of an Agency Board to direct the creation, implementation, and evaluation of S-REMP plans and programs and to set the operational direction for the Agency and any of its sub-groups. This does not provide the Agency Board the power to declare, renew or terminate a state of local emergency.
- 2.3. Council agrees, as a partner in the S-REMP, to establish the Agency to act as the agent of Council to carry out its statutory powers and obligation under the Act. This does not provide the Agency the power to declare, renew or terminate a state of local emergency.

- 2.4. Council agrees, as a partner in the S-REMP, to the establishment a position of Agency Manager, to manage program administration, personnel, planning, coordination, and leadership on behalf of the “enter name”, the S-REMP, the Advisory Committee, and the Agency Board.
- 2.5. Council shall:
- a) By resolution, appoint one of its members to serve on the Advisory Committee plus one member as an alternate,
  - b) Provide for payment of expenses of its members on the Advisory Committee,
  - c) Ensure that emergency plans and programs are prepared to address potential emergencies or disasters in the “enter name” and the S-REMP Region,
  - d) By resolution approve the CEMP of the “enter name”,
  - e) Review the status of the CEMP and RCEMP, and related plans and programs, at least once a year; and
  - f) By resolution appoint the Chief Administrative Officer ("CAO") of the “enter name” as the Director of Emergency Management (DEM),
  - g) Delegate the power to declare a state of local emergency within the “enter name” to any two elected councillors, or to the Sub-Regional Advisory Committee when the emergency extends beyond the boundaries of the “enter name” or when the council committee of the “enter name” is unable to function.
- 2.6. Council may:
- a) Through a bylaw that is not advertised, borrow, levy, appropriate and expend all sums required for its share of the operation of the Agency; and
  - b) Enter into agreements with and make payments or grants, or both, to persons or organizations for the provision of services in the development or implementation of emergency plans or programs including mutual aid plans and programs.

### 3. SUB-REGIONAL EMERGENCY MANAGEMENT ADVISORY COMMITTEE

- 3.1. Sub-Regional Emergency Management Advisory Committee shall be established. The Advisory Committee shall:
- a) Consist of one municipal Councillor from each partner municipality appointed by resolution. Each municipality shall also appoint another municipal Councillor as an alternate.
  - b) Meet at least once per year, at the call of the Chair or any two members, upon fourteen days written or electronic notice.
  - c) Appoint, by consensus of the members present at the first meeting of each calendar year, a Chair and alternate Chair.
  - d) Have a quorum of four members or alternates (only one from each

municipality shall count) for each meeting.

- e) Allow one vote for each partner municipality on all matters coming before it.
- f) Encourage members and their alternates to attend all meetings.
- g) Ensure that all communication and correspondence provided to the primary members is also provided to the alternate members.
- h) Review the S-RCEMP and related plans and programs on not less than an annual basis.
- i) Have the Agency advise Council, duly assembled, on the status of the CEMP, the S-RCEMP and all related plans and programs at least once each year.
- j) Have the Agency Manager responsible for the management of the correspondence and records of the Advisory Committee.

- 3.2. The Advisory Committee is delegated the authority to approve annual budgets, policies and programs related to the emergency preparedness, prevention, mitigation, response, recovery, and the operation of the S-REMP, the Agency Board, and the Agency.

#### **4. SUB-REGIONAL EMERGENCY MANAGEMENT AGENCY BOARD**

- 4.1. A Sub-Regional Emergency Management Agency Board shall be established to provide operational direction to the Agency.

- 4.2. The Agency Board shall consist of:

- a) The DEM from each of the Parties.
- b) The DDEM from the Cities of Leduc and Beaumont and Leduc County.
- c) Ex-officio non-voting, a designated Field Officer from the Alberta Emergency Management Agency as a liaison to the Managing Director.
- d) Ex-officio non-voting, the Agency Manager as the head of the Agency's day to day operations. The Manager will be responsible for the management of the correspondence and records of the Agency Board.

- 4.3. The Agency Board shall:

- a) Continue to exist, meet and function as per agreement and policy despite any vacancies in the above noted positions from time to time.
- b) Guide the creation, implementation, and evaluation of the RCEMP, CEMPs for each partner and Agency programs for the S-REMP Region.
- c) Determine the operational direction of the Agency and any of its sub-groups.
- d) Coordinate all emergency services and other resources used in a major emergency or disaster managed under the terms of the agreement.
- e) Ensure that, in anticipation of emergency event being managed under the terms of the Sub-Regional Emergency Management Partnership Agreement, an individual or group of individuals is trained and designated under the Sub-Regional Community Emergency Management Plan, to act on behalf of the Agency.

- f) Ensure that the command-and-control system designated by the Managing Director through the regulation is utilised during all declared states of local emergency.

## **5. SUB-REGIONAL EMERGENCY MANAGEMENT AGENCY**

- 5.1. The Sub-Regional Management Agency shall act as the operational body for the Parties to exercise their powers and duties of the Parties under the EMA and the Regulation.
- 5.2. The Agency will manage emergency management planning, preparation, prevention, mitigation, response, and recovery activities to ensure that all partners and their resources and assets are in a constant state of readiness to activate, upon direction, the S-RCEMP, CEMPs and ESS Plans.
- 5.3. The Agency will develop and evaluate the S-RCEMP and CEMP's on behalf of the partners under the guidance of the Advisory Committee and direction of the Agency Board.
- 5.4. The Agency will manage, coordinate, and provide emergency management training to the officials and staff of the partners. This will include the planning and delivery or emergency management exercises.
- 5.5. The Agency will ensure the operational readiness of all the ECCs within the partnership.
- 5.6. The Agency shall network and foster effective working relationships with and between various sub-groups, agencies and organizations involved in emergency management and response to increase understanding between such groups, agencies, and organizations of their respective roles and how best they may work together to achieve common goals in the event of an emergency.
- 5.7. The DDEM of the Hosting Party shall be the direct supervisor of the Agency Manager.
- 5.8. The Agency Manager may request that any relevant organisations or persons participate in Agency planning or operations, in an ex-officio role, or advise the Advisory Committee, Agency Board or Agency for each period deemed appropriate.

## **6. SUB-REGIONAL EMERGENCY COORDINATION CENTRE OPERATION**

- 6.1. The Agency Board will direct the Agency to develop procedures and guidance for designation of one of its members as the RECC Director for each incident or event where the RECC is activated as well as procedures for rotation and change of that position and the provisions for alternates and absences.
- 6.2. The designated DEM/RECC Director shall ensure someone is assigned to discharge the responsibilities specified in this section and that all appropriate positions are filled as per 10.06 above.

## 7. DECLARATION OF A STATE OF LOCAL EMERGENCY

- 7.1. In the event of an Emergency entirely within the boundaries of, and only affecting the “enter name”, the authority and powers to declare or renew a state of local emergency under the Act are hereby delegated to a council committee comprised of any two Councillors of the “enter name”. This council committee may, at any time when it is satisfied that an emergency exists or may exist, by resolution, make a declaration of a state of local emergency under Section 21 of the EMA.
- 7.2. In the event of an emergency entirely within the boundaries of and affecting only the “enter name”, where the local council committee cannot be reached or function, or in the event of an emergency impacting more than one municipality within the S-REMP Region, the authorities and power to declare or renew a state of local emergency under Section 21 of the EMA are hereby delegated to any two or more members of the Advisory Committee.
- 7.3. The Advisory Committee may, at any time when it is satisfied that an emergency exists or may exist, by resolution, make a declaration of a state of local emergency for the entire area affected. Whenever possible this resolution will be made by at least one member or alternate from each municipality affected.
- 7.4. When a state of local emergency is declared, the “enter name” council committee, or the Advisory Committee making the declaration shall, as per the EMA:
  - a) Ensure that the declaration identifies the nature of the emergency and the area in which it exists.
  - b) Cause the details of the declaration to be published immediately by such means of communication considered most likely to notify the population of the area affected.
  - c) Forward a copy of the declaration to the Minister and the Managing Director, through the Provincial Operations Centre, forthwith.
- 7.5. When the “enter name” or the Advisory Committee has declared a state of local emergency, the “enter name” or the Advisory Committee may, for the duration of that State of Local Emergency, do all acts and take all necessary proceedings as per Section 24 of the EMA including, but not limited to, the following:
  - a) Cause the CEMP or the S-RCEMP, as appropriate, or any related plans or programs to be put into operation.
  - b) Acquire or utilize any real or personal property considered necessary to prevent, combat or alleviate the effects of an emergency or disaster.
  - c) Authorize or require any person qualified to provide or render aid.
  - d) Control or prohibit travel to or from any area of the “enter name” or the S-REMP.

- e) Provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and co-ordinate emergency medical, welfare and other essential services in any designated part of the “enter name” or the S-REMP.
- f) Issue an evacuation order for the evacuation of persons and the removal of livestock and personal property from any portion of, or parcel of land in, the “enter name” that is or may be affected by an emergency or disaster and make arrangements for the adequate care and protection of those persons or livestock and of the personal property.
- g) Authorize the entry into any buildings or any land, without warrant, by any person while implementing an emergency plan or program.
- h) Cause the demolition or removal of any trees, structures, or crops if the demolition or removal is necessary or appropriate in order to reach the scene of an emergency or disaster, or to attempt to forestall its occurrence or to combat its progress.
- i) Procure or fix prices for food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources, or equipment within the “enter name” for the during of the state of local emergency.
- j) Authorize the conscription of persons needed to meet the needs and requirements of an emergency.
- k) Authorize any persons at any time to exercise, in the operation of the CEMP or S-RCEMP and related plans or programs, any power specified in this Section in relation to any part of the municipality affected by a declaration of a state of local emergency including as part of a sub-regional emergency affecting more than one municipality for which a declaration of state of local emergency was made.

## 8. TERMINATION OF A LOCAL STATE OF EMERGENCY

- 8.1. When, in the opinion of the council committee of the “enter name”, or the Advisory Committee an emergency no longer exists for which a declaration of a state of local emergency has been declared, the Council Committee or Advisory Committee shall, by resolution, terminate the declaration as per Section 23 of the EMA.
- 8.2. A declaration of a state of local emergency is considered terminated and ceases to be of any force or effect as per Section 22(4) of the EMA unless renewed by the council committee or Advisory Committee, respectively.
- 8.3. When a declaration of a state of local emergency has been terminated, the “enter name” or Advisory Committee, as applicable, shall cause the details of the termination to be published immediately by such means of communication considered most likely to notify the population of the area affected.



## 9. EXTERNAL ASSISTANCE

- 9.1. The Advisory Committee is delegated the authority to enter into an Emergency Management Mutual Aid Agreement with another regional group or single municipality for services, goods, or equipment during a declared state of local emergency. The decision for the Advisory Committee to enter into a mutual aid agreement must be made by unanimous vote of all members. The committee members or their alternate shall be permitted to vote in person or by way of fax or email.

Should any provisions of this bylaw become invalid, void, illegal or otherwise not enforceable, those provisions shall be considered separate and severable from the bylaw and the remainder shall remain in force and be binding as though such provision had not been invalid.

Bylaw "enter bylaw number" is hereby repealed.

Bylaw enter bylaw number shall come into force (***Month, Date, Year***)

## Appendix I: Comparative Population and Equalization Assessment Information

Partnership	Municipality	Population Year	Population	Percentage of Total Population	Equalized Assessment Year	Equalized Assessment	Percentage of Total Equalized Assessment
<b>Leduc Sub-Regional Emergency Management Partnership</b>	City of Leduc	2019	33,032	47.15%	2020	\$6,168,713,130	22.33%
	City of Beaumont	2019	19,236	27.46%	2020	\$3,008,386,484	10.89%
	Village of Warburg	2016	766	1.09%	2020	\$58,937,583	0.21%
	Town of Thorsby	2017	1,015	1.45%	2020	\$95,721,956	0.35%
	Town of Calmar	2016	2,228	3.18%	2020	\$269,881,970	0.98%
	Leduc County	2016	13,780	19.67%	2020	\$18,025,039,122	65.25%
	<b>Total Population</b>			<b>70,057</b>	<b>100.00%</b>		<b>\$27,626,680,245</b>
<b>Grande Prairie Regional Emergency Management Partnership</b>	City of Grande Prairie	2018	69,088	69.77%	2020	\$10,123,661,826	50.91%
	Village of Hythe	2016	827	0.84%	2020	\$66,374,954	0.33%
	Town of Beaverlodge	2016	2,465	2.49%	2020	\$293,929,545	1.48%
	Town of Sexsmith	2016	2,620	2.65%	2020	\$319,778,031	1.61%
	Town of Wembley	2016	1,516	1.53%	2020	\$189,227,101	0.95%
	County of Grande Prairie		22,502	22.73%	2020	\$8,893,352,417	44.72%
	<b>Total Population</b>			<b>99,018</b>	<b>100.00%</b>		<b>\$19,886,323,874</b>
<b>Sturgeon Regional Emergency Management Partnership</b>	Town of Legal	2016	1,345	3.49%	2020	\$130,927,568	1.35%
	Town of Gibbons	2016	3,159	8.21%	2020	\$375,485,082	3.87%
	Town of Bon Accord	2016	1,529	3.97%	2020	\$151,045,082	1.56%
	Town of Redwater	2016	2,053	5.33%	2020	\$327,459,944	3.38%
	Town of Morinville	2016	9,893	25.71%	2020	\$1,336,944,450	13.79%
	Sturgeon County	2016	20,506	53.28%	2020	\$7,373,541,870	76.05%
	<b>Total Population</b>			<b>38,485</b>	<b>100.00%</b>		<b>\$9,695,403,996</b>

[https://open.alberta.ca/dataset/8dae0ffd-dbb7-46f7-89eb-efa64b2ce385/resource/8fb5c6e2-e7b3-4d21-bbcd-3fee1847912/download/2019\\_map1\\_web.xlsx](https://open.alberta.ca/dataset/8dae0ffd-dbb7-46f7-89eb-efa64b2ce385/resource/8fb5c6e2-e7b3-4d21-bbcd-3fee1847912/download/2019_map1_web.xlsx)