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Overview

Learning Outcomes

By the end of this course, students will have an understanding of:

1. The roles and responsibilities of Alberta municipalities in preparing for and responding to a major emergency or disaster; and
2. Alberta’s emergency management framework and legislation.

Key Terms

- Alberta Emergency Alert
- Alberta Emergency Plan
- Alberta Emergency Management Agency
- Director of Emergency Management
- Disaster
- Disaster Recovery Program
- Emergency Management Act
- Emergency Coordination Center
- Emergency
- Emergencies Act
- Emergency Social Services
- Incident Command System
- Prepare
- Provincial Operations Center
- Response
- Recovery
- Risk
- State of Local Emergency
- Mitigation
- Municipal Emergency Plan
- Non-Governmental Organization
Introduction

It is the responsibility of individual citizens, municipalities and provincial departments and agencies to embrace and perform their roles in the event of a major emergency or disaster. The Basic Emergency Management course provides a comprehensive introduction to Alberta’s emergency management framework and principles. Successful completion of the Basic Emergency Management Course is a prerequisite for the Emergency Coordination Centre (ECC) and Incident Command System (ICS) emergency management courses offered by the Alberta Emergency Management Agency (AEMA). See AEMA website for exceptions. An online version of the Basic Emergency Management Course is also available at: http://apsts.alberta.ca/online-courses/bem/

This self-study guide provides a mechanism for emergency planners and responders to complete the course requirements of the Basic Emergency Management Course (BEM).

Essential information on Alberta’s emergency management framework is included to prepare individuals to write the Basic Emergency Management exam. Make use of the suggested additional reading material and complete the quizzes included throughout this document in preparation for the exam.

If you have any questions please call the AEMA’s Training Section Program Coordinator at 780-644-4811 or contact us through the AEMA website:

http://www.aema.alberta.ca

The examination is approximately 1 hour.
<table>
<thead>
<tr>
<th>Year</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1987</td>
<td>Edmonton area tornado. Severe loss and damage occurred in 40 municipalities. There were 27 deaths; approximately 400 people were injured. Property damage exceeded $400 million.</td>
</tr>
<tr>
<td>1999</td>
<td>An explosion and fire at the Hub Oil Recycling facility in southeast Calgary resulted in 2 fatalities and several injuries. Resident from about 250 homes were evacuated; approximately 300 evacuees required emergency accommodation.</td>
</tr>
<tr>
<td>2004</td>
<td>Flooding in Greater Edmonton. A series of rain events caused severe overland flooding which resulted in significant damage to municipal infrastructure, residential/rural structures and emergency operations costs.</td>
</tr>
<tr>
<td>2010</td>
<td>Flooding in Southern Alberta. States of Emergency were declared in Medicine Hat, Irvine, Lethbridge, Cardston and Coaldale</td>
</tr>
<tr>
<td>2011</td>
<td>Slave Lake fire resulted in the forced complete evacuation of Slave Lake’s 7,000 residents—considered the largest such displacement in the province’s history. The fire destroyed roughly one-third of the Town of Slave Lake</td>
</tr>
<tr>
<td>2013</td>
<td>Spring snow storm on the QE 2 South of Edmonton caused a chain reaction collision injuring over 100 people and left many stranded as Alberta’s busiest highway remained closed for 12 hours</td>
</tr>
</tbody>
</table>
Chapter 1 The Context of Disasters

Is it an emergency or a disaster?

The Emergency Management Act section 1 paragraphs (e) and (f) include the following definitions:

Emergency: An event that requires prompt co-ordination of action or special regulation of persons or property to protect the safety, health or welfare of people or to limit damage to property.

Disaster: An event that results in serious harm to the safety, health or welfare of people or in widespread damage to property.

An Emergency is an adverse condition requiring prompt response to save lives and protect property using existing resources and procedures. These are events that first responders (fire, police, EMS, utility companies, and parts of industry) respond to on a routine basis.

Disasters, on the other hand, are qualitatively different. They are much more serious events that threaten or cause widespread losses and damage, and disrupt social structure and essential functions. Examples of disasters include a tornado in a populated area, an incident involving dangerous goods where evacuation is required, a flash flood in an urban area, a mass casualty incident, a widespread utility outage, etc. The response to a disaster will be multi-agency and mutual aid assistance will likely be required. However, as disasters are often multi-jurisdictional, mutual aid support may be limited or, in some situations, not available. Standard operating procedures will not be adequate to manage and co-ordinate the scope and complexity of response activities. Disasters require prompt and coordinated actions by individuals with a wide range of skills and agencies using extraordinary resources and processes to counter the consequences.

Prompt and coordinated actions may be challenged by three key disaster characteristics; unknown scope, loss of communications, and impact on emergency services. Unlike most emergencies, disasters are hard to comprehend. Some of the worst-affected areas go unrecognized for hours, days and even weeks. Along with the scope being unknown, communications failures are common.
equipment may fail (e.g. cell lines are likely to be over-loaded or response agencies may not be able to communicate with one another because of incompatible equipment/frequencies). As well, disasters often impact the emergency services as much as anyone. For example, flooding blocking fire trucks and police cars from responding to a building fire in a flooded town or ambulances getting stuck in a snowstorm would be cases of the emergency services being affected by events.

In other words, disasters exceed the capacity of a single organization to effectively respond to the situation. An event that constitutes an emergency in one community may constitute a disaster in a different one. For example, a tornado touchdown in a sparsely populated rural area may result in an emergency response or no response. A similar tornado in a highly populated urban area or campground may result in a response involving a number of agencies, organizations and jurisdictions.

According to Quarantelli (1984), a leading professor in disaster research, “A disaster is not simply a large-scale accident or emergency. Ironically, to plan on the basis that there is only a difference of degree involved, is to increase the possibility that a minor emergency will be turned into a major disaster,” (p. 3).

Quarantelli (1984) explains, “During disasters, organizations are often faced with a whole new set of circumstances with which they must cope. Organizations may have to (1) quickly relate to more and different groups and other organizations; (2) adjust to losing a part of their autonomy; (3) apply different performance standards; and (4) operate within a closer public and private sector interface,” (p. 8). He goes on to say, “It is ill-advised to use daily performance criteria to meet the demands of disastrous situations. To function efficiently and effectively, organizations must be knowledgeable about the social environment within which they must operate during crisis situations. Furthermore, organizations must recognize that during crisis situations the environment changes quickly and drastically and that their disaster preparedness planning and response strategies must give consideration to this important fact,” (1984, p. 8).

Erik Auf der Heide (1989), a member of the Disaster Section of the American College of Emergency Physicians and disaster researcher, summarized the differences between emergencies and disasters as follows:
<table>
<thead>
<tr>
<th>Emergencies</th>
<th>Disasters</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interaction with familiar faces</td>
<td>Interaction with unfamiliar faces</td>
</tr>
<tr>
<td>Familiar tasks and procedures</td>
<td>Unfamiliar tasks and procedures</td>
</tr>
<tr>
<td>Intra-organizational coordination needed</td>
<td>Intra- and inter-organizational coordination needed</td>
</tr>
<tr>
<td>Roads, telephones, and facilities intact</td>
<td>Road may be blocked or jammed, telephones jammed or non-functional, facilities may be damaged</td>
</tr>
<tr>
<td>Communications frequencies adequate for radio traffic</td>
<td>Radio frequencies often overloaded</td>
</tr>
<tr>
<td>Communications primarily intra-organizational</td>
<td>Need for inter-organizational information sharing</td>
</tr>
<tr>
<td>Use of familiar terminology in communicating</td>
<td>Communication with persons who use different terminology</td>
</tr>
<tr>
<td>Need to deal mainly with local press</td>
<td>Hordes of national and international reporters</td>
</tr>
<tr>
<td>Management structure adequate to coordinate the number of resources involved</td>
<td>Resources often exceed management capacity (e.g. management structure not adequate to coordinate the number of resources involved)</td>
</tr>
</tbody>
</table>

**What is likely to occur following a disaster?**

As disasters are usually sudden and unexpected events, there is likely to be **chaos** and **confusion**, particularly in the early stages when initial information and details are incomplete and reports may be conflicting or inaccurate.

**Communication breakdowns** are also common. Communications equipment may fail (e.g. cell lines are likely to be over-loaded or the impacted area may be in a dead spot, response agencies may not be able to communicate with one another because of incompatible equipment/frequencies). Along with communications failures experienced during the event, there may be multiple information failures. There is often a breakdown in information flow and lack of certainty in the information available. Both communications and information failures impede overall management and co-ordination of response efforts.
In the hours and days following the event, convergence (e.g. of emergency responders, volunteers, resources, equipment, etc.) from within and outside of the community commonly occurs. This can present major challenges for those charged with managing response efforts, particularly when the resources are unsolicited, overwhelming and not part of emergency response procedures.

**Impact of Disasters**

Whether caused by natural hazards or human-induced, disasters primarily affect people. The resulting human grief and social and economic disruptions affect individuals, families and the community as a whole.

Some emergencies or disasters require the implementation of a disaster social services response system to meet the urgent physical and personal needs of survivors until affected individuals can be cared for by regular social service or special recovery programs.

- **Individuals and Families.**
  
  There may be deaths or injuries, evacuations and family members separated. Homes, businesses and property may be damaged or destroyed. A large effort may be required to return individuals and families to "normal" day-to-day functioning. For many people, depending on how they were personally affected by the disaster, adapting to a "new normal" will be the primary goal as they learn to live in changed circumstances.

- **Community/local authority.**
  
  There may be damage to infrastructure and resources, and interruption of services to citizens. Outside assistance and resources and extraordinary actions may be required to manage the event.
Adapted from a chart developed by Health Canada, Emergency Medical Services, 1992.
Pine Lake Tornado

The information below summarizes the events of the Pine Lake Tornado and was provided courtesy of the County of Red Deer. It is an account of the response to a sudden, high-impact event. Coordination, communication and cooperation were required between the County of Red Deer and numerous external agencies to manage the response to the disaster.

Pine Lake Tornado News Cast:

http://media.gov.ab.ca:8080/ramgen/ma/pinelake.rm

Pine Lake Tornado – July 14, 2000

On Friday, July 14, 2000, at approximately 7 p.m., a funnel cloud was forming in an intense storm near Highway 2 south of Innisfail, Alberta, and approximately 32 km west of Pine Lake, a recreational area located in the County of Red Deer. Moving eastward through Red Deer County, the tornado packed winds of up to 300 km/h at its centre. This tornado was an F3 scale tornado. The tornado touched down about 10 km west of Pine Lake. Continuing due east, the tornado cut a destructive path through the farmland west of the lake before hitting Green Acres Campground on the west shore.. There were 11 people killed and another 140 injured, some critically. Another victim died later from injuries received as a result of the tornado. The tornado sped across the lake, tearing through trees and buildings on the east side. It continued to destroy property for about 10 km east of Pine Lake before lifting and eventually dissipating. The width of the tornado has been estimated at 2.4 km but the greatest destruction occurred within about 500 meters of the eye. While Green Acres
campground was the scene of the tornados greatest human impact, dozens of farms and other properties in its 23 km path were also damaged. Green Acres campers were from Alberta (mostly the Calgary area), British Columbia, Saskatchewan, Manitoba, Prince Edward Island, United States, Holland and Switzerland.

**Fire Response**

At approximately 7 p.m. on July 14, 2000, numerous calls were received at the 911 Communications Centre in Red Deer, reporting that a tornado had struck the Green Acres Campground at Pine Lake. As the campground is located in the Delburne fire district, the operator forwarded the calls to Delburne Fire Services. Realizing that they had the potential of a large-scale emergency, Delburne Fire Services immediately notified the County of Red Deer Fire District for mutual aid assistance. Mutual aid resources were also requested and provided by the City of Red Deer, Town of Sylvan Lake, Elnora, Spruceview, Town of Innisfail, Town of Bowden and the nearby Nova Chemical plant.

**On-Site Command Posts**

1. Large tents were acquired from firms in Red Deer and used to establish a permanent on-site Command Post at Green Acres, which was shared by the overall scene commander (Acting Fire Chief, County of Red Deer) and the RCMP.

2. On July 17, a 2nd command post was set up on the east side of the lake in support of volunteers who wanted to assist farmers and rural residents with property cleanup and rehabilitation.

**EMS/Hospital Response**

1. The County Emergency Operations Centre advised the Red Deer Regional Hospital of the situation and they implemented their Mass Casualty Response Plan.

2. The first paramedics on scene established a triage area and began assessing and tagging patients for treatment and transportation to hospital.
3. Red Deer Emergency Services provided ALS ambulances and their heavy rescue unit.

4. Additional ambulance support was received from Lacombe, Sylvan Lake, Innisfail, Kneehill County (Three Hills) and Calgary, as well as a mass casualty unit from Nova Chemicals and Union Carbide.

5. Alberta Shock Trauma Air Rescue units (STARS) in Edmonton and Calgary were requested to fly directly to the scene.

6. Seriously injured were transported by air and ground ambulance to Red Deer Regional Hospital. Approximately 30 patients were transferred to Edmonton and Calgary hospitals for specialized care available at those centres.

7. Hospitals in Three Hills, Lacombe, Olds and Innisfail also received casualties.

8. A triage centre was established in a hangar at the Red Deer Airport, where medical staff stabilized patients before they were air lifted to hospitals.

9. Fixed wing air ambulances from across the province flew to Red Deer to airlift patients to the larger hospital centres.

**Temporary Morgue**

The campground owner’s undamaged garage was used as a temporary morgue.

**Evacuation of non-injured**

Transit buses from Red Deer were dispatched to the scene to evacuate approximately 500 non-injured people from Green Acres to reception centres in the City of Red Deer. The City of Red Deer activated their emergency social services response plan and contacted Red Cross to set up the registration and inquiry service to assist in re-uniting families and accounting for people from the site.
Search & Rescue Response

1. 20 Search & Rescue teams responded and assisted in checking trailers and mobile homes on site for injured victims and to recover the dead.

2. The entire site area at Green Acres was marked off into grids using barrier tape. All trailers and motor homes that had been searched were marked with spray paint so efforts were not being duplicated.

3. 100 soldiers from the Canadian Armed Forces assisted in site recovery operations.

Emergency Coordination Centres

1. The County's ECC was established at the county's fire station. On July 22, the county ECC began winding down operations, but maintained a reduced operational status until July 29.

2. The City of Red Deer activated their ECC and provided mutual aid support.

State of Local Emergency

The County of Red Deer declared a State of Local Emergency under the Emergency Management Act. This declaration was made with two very important points in mind:

1. The need for the extraordinary powers, available in section 19(1) of the Emergency Management Act. These powers allowed them to mandatorily evacuate people, control travel within the area, and obtain services and resources.

2. Liability protection for the County and Responders.

Survivors returning to the site

Several days after the event, arrangements were made for survivors to return to the site under escort. Survivors gathered at a local church near the ECC and were bused to Pine Lake. Trained personnel and mental health professionals worked out of a tent on-site to provide emotional support. This operation continued for 3 days.
**Visiting Dignitaries**

1. The Premier arrived at the site within a few hours of the event.

2. The Prime Minister visited the site on July 19.

**Critical Incident Stress Debriefing**

Several debriefings were held for emergency response personnel.

**Challenges**

1. Roadways within the trailer park were nearly impassable due to downed trees and trailer debris. As a result, arriving emergency crews were staged in an open area above the trailer park, and crews were assigned search, rescue and recon missions on foot.

2. Radio communications were nearly non-existent due to the low terrain or hollow effect of the area.

3. All telephone communications were lost as a result of the tornado. Local cell towers were overloaded and shut down. The telephone company arrived early the next morning and began laying landlines to the on-site command post, which greatly enhanced operations between the county ECC and the command post.

4. As ambulances could not travel to patients on the site because of debris, rescuers initially carried patients to waiting ambulances at the triage centre at the top of the hill. Golf carts were loaned by an adjacent golf course and used to transport casualties up the steep incline to the ambulances.

5. Debris throughout the site caused many flat tires and a tire shop in Red Deer was contacted to set up a tire repair shop on site.

6. The 500 non-injured people from Green Acres could not drive their vehicles off the site because of the extensive damage and debris. Many had no ID, money or credit cards, as these were lost in their trailers or motor homes.
7. As campground registration records were destroyed in the tornado, it was difficult to determine who was at the campground.

8. Because of the heat and humidity, a huge amount of bottled water was required at the site. It is estimated that 30,000 bottles of water were delivered in a 7-day period.

9. About 30 trailers had been blown off their sites and into the lake and there was concern that some victims could have been tossed into the lake with their trailers. Dive teams were brought in from Calgary Fire Department. As well, 6 navy divers from Comox assisted in underground recovery operations. No bodies were found in the lake.

10. During the first few days, news media and private pilots flying low over the site to take pictures interfered with helicopter flight operations of both STARS and the RCMP. The Emergency Operations Centre requested NAVCAN to issue a NOTAM (notice to airmen) to control flights over the site.
### Chapter 1 Quiz

Some of the following statements are true, while others are false. Place a check \( \checkmark \) in the appropriate box. See Chapter 11 for the answers.

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A motor vehicle accident in Edmonton in which three people are injured is an example of a disaster.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Chapter 2. Emergency Management Programs

Priorities of an emergency management program
The 4 priorities of emergency management are to:

1. **Save lives and minimize the impact on people.**
   The first priority is the safety of all people impacted by the event. This includes first responders as well as the survivors.

2. **Protect property.**
   This includes protecting critical infrastructure as well as the property of municipalities and citizens.

3. **Protect the environment**
   All practical means and measures should be considered to protect, restore and enhance the quality of the environment

4. **Protect the economy**
   Reducing economic disruption in an Emergency will lessen the impact on a Community

4C’s Of Successful Emergency Management

<table>
<thead>
<tr>
<th>Coordination</th>
<th>- of independent agencies for the purpose of eliminating fragmentation, gaps in delivery and duplication of services.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooperation</td>
<td>- between agencies and organizations to share expertise and resources.</td>
</tr>
<tr>
<td>Communication</td>
<td>- is vital to ensure information is shared between and among agencies and organizations in a timely and relevant manner.</td>
</tr>
<tr>
<td>Control</td>
<td>- a clear authority at both the Emergency Operations Centre and at the Incident Site. An emergency response is not run by a committee.</td>
</tr>
</tbody>
</table>

Keys to a successful emergency management system
Functions of an emergency management program:

The four functions of mitigation, preparedness, response and recovery may be undertaken sequentially or concurrently, but they are not independent of each other. Emergency management in the province adopts a comprehensive all-hazards approach to coordinate and integrate the four functions to maximize the safety of Albertans. Ensuring a strong and seamless relationship across these functions and with appropriate emergency management partners is critical to effective emergency management.

Mitigation
- The measures taken to eliminate, reduce or minimize the risks from the effects of a hazard with the aim to prevent or reduce the impact of a disaster when it occurs. Examples include updating building codes, building use regulations, zoning and land use management, diking, legislation and tax and insurance incentives and disincentives.

Preparedness
- Building capability to effectively and rapidly respond when people, property and the environment are affected by hazard(s). Preparedness includes planning, exercising, education and training necessary to achieve a state of readiness for emergencies and disasters. Examples include developing emergency plans, training staff involved in the municipal emergency plan, exercises, creating mutual-aid agreements, and conducting resource inventories.

Response
- The action taken to minimize the damage and loss to people, property and the environment with an emphasis on prevention of injury and loss of life. Examples include the implementation of disaster plans, activation of emergency operations centres, mobilization of resources, issuance of warnings and directions, and provision of medical and social services assistance.

Recovery
- The activities taken to return an affected community and/or organization to a reasonable state of normal life after it has been affected by an emergency or disaster. Examples include physical restoration and reconstruction, business resumption, counseling, financial assistance, programs, temporary housing, and health and safety information.
Principles of Emergency Management Programs

It is important that individuals who will have a key role in preparedness, response and recovery activities be actively involved throughout the process of developing the emergency management program and ultimately the disaster plan. This will ensure that the program and plan are known, accepted and understood by key stakeholders and by those who will activate the plan.

“Disaster preparedness is not synonymous with the formulation of written disaster plans. A more useful perspective is to envision planning as “a process” rather than to perceive of it as merely the production of a tangible product. Viewed this way, preparedness planning involves all of those activities, practices, interactions, relationships, and so forth, which over the short term or long run are intended to improve the response pattern at times of disaster impact” (Quarantelli, 1984, p. 24).

In other words, the plan is the product of all preparedness activities.

Experience has shown that the following principles contribute to an effective emergency management program:

1. **View planning as a continuous process rather than a product.** The process is far more important than the plan. The process results in sharing information, new or stronger linkages; education of all stakeholders to each other’s capabilities; resources and concerns; a transition from a focus of danger to a focus on actions, establishing credibility of the program process and players; validation of arrangements; communication of the need for an emergency management program. People and resources change over time and the emergency plans have to evolve to reflect this. Each exercise of the emergency plan and an actual response provides information that can be used to update the plan.
“Studies show that disaster preparedness planning is most effective when officials view the planning activities as an unending process” (Drabek, 1986, p. 47).

2. Use existing networks, structures, organizations and arrangements before creating new ones. Ad hoc arrangements tend to be less resilient and effective than existing ones. If new processes or structures are needed try to build on existing agencies or arrangements. For example use existing police and fire agency capabilities to facilitate evacuation.

“In communities where particular disaster related functions have been assigned to specific organizations as a result of the planning process, there is less post-impact confusion regarding responsibility and communication channels” (Drabek, 1986, p. 44).

3. Provide a means to manage and use the vastly increased flow of information that will occur. Contrary to perception, the problem will be too much information rather than too little. Coordination of this information is key to successful disaster management.

4. Ensure that inter-organizational activities are coordinated. The act of coordination is a disaster management function. However, the plan must provide an environment and a structure within which this activity can occur. The planning process itself must provide for coordination of inter-organizational preparedness.

5. Distinguish between disaster planning and disaster management. Planning deals with the strategies and structures required to facilitate management. Disaster management deals with tactics to address specific conditions. Keep the plan brief and simple to provide the strategic framework within which disaster management occurs.

6. Focus on adaptive action rather than emphasizing danger. The problem must be seen as solvable in order for the planning process to be usable. The quality of public response will increase where adaptive action is proposed. The more widespread a fatalistic attitude is in a community, the less chance there is for a program to be effective.

7. Planning must be adjusted to realistic expectations of the citizens. The plan must meet the needs of the citizens.
8. **Effective arrangements provide for the most appropriate response rather than the fastest.** Base planning on realistic expectations and valued knowledge of probable effects, consequences, resources and behavior. Provide a framework that is flexible to the needs of the event and within which managers have the flexibility to tailor collective response.

9. **Educate the public about the existence of the plans, what they can expect from collective response and what they will have to do for themselves.** An informed public will make more informed decisions.

10. **Incorporate training and education of partners into the planning process.** Disaster management occurs in conditions of uncertainty, organizational interaction, complexity and escalating demands. Experienced decision makers can often successfully improvise in such conditions. However, experience in disaster management clearly demonstrates that the combination of experienced decision makers working in the context of an established plan is more effective. Disaster response demands a collective team response. Education and knowledge tend to evoke appropriate responses.

11. **Modest planning is a reasonable goal.** A modest degree of planning is a reasonable expectation. This is why it is necessary to focus on principal activities and strategies rather than voluminous detail and intimidating complexity.

12. **Keep plans general and avoid too much detail.** Following the September 11, 2001 terrorist attacks in the United States, an error that was common to organizations affected by the World Trade Centre attacks was that “detailed plans were less effective. Because no disaster turns out exactly as expected, much of the detail is inappropriate and only serves to hinder. A modular approach considerably aids flexibility, allowing the recovery strategy to be rapidly assembled and adjusted dynamically as new information emerges” (Davies, 2001, p. 1).

“Detailed plans are less effective because no disaster turns out exactly as expected, much of the detail is inappropriate and only serves to hinder. A modular approach considerably aids flexibility, allowing the recovery strategy to be rapidly assembled and adjusted dynamically as new information emerges.” (Davies, 2001).
## Myths and Realities of Disasters

<table>
<thead>
<tr>
<th>MYTHS</th>
<th>REALITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improvisation should not be part of emergency management.</td>
<td>To improvise is to organize for emergency response during an event.</td>
</tr>
<tr>
<td>Warnings should be held until you are absolutely sure; otherwise you will panic people.</td>
<td>People generally will not panic. Information should be disseminated.</td>
</tr>
<tr>
<td>People are often immobilized by disaster and need help with basic tasks.</td>
<td>Residents of disaster affected areas respond actively. They are the rescuers of over 95% of those trapped and injured. They do not wait for government officials to tell them what to do.</td>
</tr>
<tr>
<td>Outside help is essential because local agencies are severely limited in their ability to handle emergency demands.</td>
<td>Generally, there are enough resources in the area. The problem is finding, mobilizing and coordinating them. The principle problem in caring for victims is not the lack of resources. It is from vague responsibilities, conflicting organizations and lack of communications.</td>
</tr>
<tr>
<td>Most citizens will not support expenditure of tax revenue on disaster preparedness.</td>
<td>The public assumes that disaster preparedness programs are underway or are in place. Keep the public expectations in sight.</td>
</tr>
<tr>
<td>Looting is a common occurrence in disasters.</td>
<td>Looting in natural or man-made disasters is rare. In civil disorder, it is a common internal community behavior.</td>
</tr>
<tr>
<td>Emergency management staff and workers may not be available due to conflicting social demands.</td>
<td>Role abandonment is not a common reaction by emergency services workers or managers.</td>
</tr>
<tr>
<td>The public will not respond to encouragement to be prepared.</td>
<td>The majority of the public will prepare when they are encouraged by credible authorities to develop plans for threats that have a high probability of occurrence in a fairly short time. The focus must be on adaptive actions rather than danger.</td>
</tr>
<tr>
<td>Disaster planning should be separated from day-to-day processes because by their very nature, disasters require responses well beyond the needs of day-to-day activities.</td>
<td>This is a common mistake of disaster planners. An essential element of successful preparedness includes the use of traditional institutionalized sources of power in the community.</td>
</tr>
<tr>
<td>Many citizens will not evacuate when ordered to.</td>
<td>The likelihood of evacuation increases when the source is credible, the message is specific, and the message can be confirmed.</td>
</tr>
<tr>
<td>Most evacuees will go the community shelters.</td>
<td>Evacuees prefer the homes of relatives or friends for shelter, even if they are further away than community shelters.</td>
</tr>
<tr>
<td>MYTHS</td>
<td>REALITIES</td>
</tr>
<tr>
<td>-------</td>
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</tr>
<tr>
<td>Many people panic in disaster situations.</td>
<td>Panic is not a common response to disasters. Most people will attempt to do very logical, constructive things. It does occur in conditions of entrapment or where is a sense of powerlessness or isolation. People do not flee in panic; they flee from something.</td>
</tr>
<tr>
<td>The initial human behavioral response to disasters is mass chaos.</td>
<td>Actions usually make sense, are directed at defining helpful activities and result in the most important care for victims.</td>
</tr>
<tr>
<td>Most injured people will be directed or transported to medical centres by emergency medical services.</td>
<td>Most will go, or be taken by local citizens, to the centre of their choice.</td>
</tr>
<tr>
<td>Help from within and outside of the impacted community will arrive only when requested.</td>
<td>There will be a convergence of unsolicited responders, volunteers and resources, both from within and outside of the community.</td>
</tr>
<tr>
<td>There will be a shortage of donated items and goods.</td>
<td>Following a major disaster, large quantities of unwanted and unsolicited donated goods and items are likely to arrive unannounced.</td>
</tr>
</tbody>
</table>
## Chapter 2 Quiz

Circle the most appropriate statement. See Chapter 11 for the answers.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>1. <strong>The most effective way to develop an emergency management program is for the municipal Director of Emergency Management to:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) develop the plan and distribute it to key stakeholders</td>
</tr>
<tr>
<td></td>
<td>b) involve key stakeholders in the planning process</td>
</tr>
<tr>
<td>2. <strong>It is likely that casualties in disasters will be transported to the hospital by:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) Emergency Medical Services</td>
</tr>
<tr>
<td></td>
<td>b) family or friends</td>
</tr>
<tr>
<td>3. <strong>It is best to:</strong></td>
<td></td>
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<tr>
<td></td>
<td>a) build on the capabilities of existing networks, structures and organizations rather than creating new ad hoc arrangements</td>
</tr>
<tr>
<td></td>
<td>b) create new ad hoc arrangements rather than relying on existing networks, structures and organizations</td>
</tr>
<tr>
<td>4. <strong>A key function of emergency management is to:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) co-ordinate the activities of response organizations</td>
</tr>
<tr>
<td></td>
<td>b) ensure that emergency response organizations are carrying out their roles and responsibilities as defined in the plan</td>
</tr>
<tr>
<td>5. <strong>A disaster plan should be:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) brief and simple and provide a management framework that is flexible</td>
</tr>
<tr>
<td></td>
<td>b) very detailed and include strategies for every possible situation</td>
</tr>
<tr>
<td>6. <strong>The expectations of the public:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) should be considered when developing a disaster plan.</td>
</tr>
<tr>
<td></td>
<td>b) do not need to be considered when developing a disaster plan.</td>
</tr>
<tr>
<td>7. <strong>Disaster response:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) demands a collective team effort.</td>
</tr>
<tr>
<td></td>
<td>b) does not demand a collective team effort due to the fact that most emergency response organizations have established and well defined roles.</td>
</tr>
<tr>
<td>8. <strong>Mitigation activities include measures such as:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) Economic impact studies and financial assistance programs.</td>
</tr>
<tr>
<td></td>
<td>b) Land use management and insurance incentives.</td>
</tr>
<tr>
<td>9. <strong>The priorities of Emergency Management are:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a) People, the environment, property</td>
</tr>
<tr>
<td></td>
<td>b) Critical infrastructure, property, people</td>
</tr>
</tbody>
</table>
Chapter 3.

Alberta’s Emergency Management Framework

Emergency management in Alberta is a graduated system of involvement with a community based, all hazards approach which begins with individuals and families, then the municipal government (i.e. local authority), followed by the provincial government and, ultimately, in the direst of circumstances, the federal government. The response to an emergency occurs at the lowest level and increases to the next level of response based on need.

Individual and Family

Each citizen is charged with his or her own personal emergency preparedness. Knowing what to do when a major emergency or disaster occurs in the community and what personal preparedness measures are needed (such as a family emergency plan) will strengthen individuals and families ability to care for themselves. It is recommended that individuals be prepared for up to 72 hours. For information on personal emergency preparedness, refer to the AEMA (Alberta Emergency Management Agency) website.

http://www.aema.alberta.ca

Municipality

As a crisis expands beyond individual capability, it becomes the responsibility of the local (municipal) government. The Emergency Management Act requires Alberta municipalities to have an emergency plan and program. Section 11(a) states:

“The local authority of each municipality shall, at all times, be responsible for the direction and control of the local authority's emergency response unless the Government assumes direction and control …”

To date, there has not been a situation in which it was necessary for the Government of Alberta to assume direction and control of an emergency response.
Provincial Government

There will be occasions when municipalities require resources and support from the Alberta government. The Alberta Emergency Plan provides a provincial framework for providing assistance to municipalities. It also provides guidelines for Alberta Government departments and agencies when the response requires provincial resources.

AEMA (Alberta Emergency Management Agency)

The AEMA is the coordinating agency accountable and responsible to the provincial government and to Albertans for effectively ensuring the protection of people, their property, their communities and industry, and their environment from the effects of emergency events. The Agency coordinates the Alberta Government’s response for any emergency event which exceeds local resources or expertise or where assistance is requested by a local authority or private or public response agency. AEMA assists Alberta communities to ensure they are prepared to respond effectively to disasters and major emergencies.

Seven AEMA Field Officers work with municipalities to assist them in the evaluation, validation and exercising of the municipality’s emergency plans. Two First Nation Field Officers work with Alberta’s First Nation communities. During major emergencies or disasters, these Field Officers work in the community, in that municipality's emergency operations centre and act as a provincial government liaison between the municipality and the provincial government, in the event that provincial or other resources are required.

Provincial Operations Center (POC)

The POC serves as a communication and response coordination centre which is manned 24 hours a day, 7 days a week by Provincial Duty Officers (PDO). The POC provides a central point for the collection, evaluation and dissemination of information concerning a single incident or multiple incidents occurring in the province of Alberta. The POC is responsible for coordinating the initial response and maintaining support for a response to a natural or man-made disaster. The Provincial Duty Officers provide assistance until such time that the Provincial Operations Centre becomes fully operational.
A duty manager is always available and is responsible for approving the initial notifications sent by the POC and ensuring senior staff is aware of serious incidents.

The POC also serves as a service centre, responding to the public's questions and concerns regarding emergency preparedness and fire services matters.

Further information on the role of the AEMA, POC and Field Officers is available at:

http://www.aema.alberta.ca/about_us_main.cfm

Potentially all provincial ministries and agencies may play a supporting or regulatory role in emergency management. Those most commonly involved in emergency planning and response include:

- Human services
- Energy Resource Conservation Board
- Alberta Environment and Sustainable Resource Development
- Alberta Health Services
- Alberta Infrastructure
- Alberta Transportation
- Alberta Justice & the Attorney General - Office of the Chief Medical Examiner
- Alberta Public Affairs Bureau
- Royal Canadian Mounted Police
- Solicitor General and Public Security

**Human Services**

Supports municipalities with Emergency Social Services planning and response and monitor compliance with Workplace Health & Safety regulations.

http://humanservices.alberta.ca/
Energy Resources Conservation Board (ERCB)

The ERCB is responsible for regulating the development of Alberta's energy resources. This means ensuring that the discovery, development, and delivery of Alberta's energy resources and utilities take place in a manner that is fair, responsible, and in the public interest. Regulation is needed so that nonrenewable resources are produced efficiently and in an environmentally acceptable way that does not compromise social values or public health and safety.

As of June 2013 the ERCB regulation responsibilities will be phased into the New Alberta Energy Regulator (AER) which will fall under the Responsible Energy Development Act (REDA).

The Regulators mandate:
“Provide for the efficient, safe, orderly and environmentally responsible development of Alberta's energy resources.”

[http://www.ercb.ca/](http://www.ercb.ca/)

Alberta Utilities Commission AUC

The Alberta Utilities Commission (AUC) formed in 2008 is an independent, quasi-judicial agency of the province of Alberta. The AUC is responsible to ensure that the delivery of Alberta's utility service takes place in a manner that is fair, responsible and in the public interest.

[http://www.auc.ab.ca/](http://www.auc.ab.ca/)

The new Ministry of Environment and Sustainable Resource Development is part of Premier Redford's strategy to take action on Albertans' priorities.

Alberta Environment Sustainable Resource Development (ESRD)

ESRD is a partner in protecting and enhancing Alberta's natural environment, to ensure the continued enjoyment of a clean and healthy environment by all.

Alberta ERSD provides flood forecasting advice and supports planning and response to environmental emergencies, disasters and, when requested, provide resources and expert advice anywhere in the province through the Alberta Environment Support and Emergency Response Team (ASERT).
ERSD is an emergency management partner and responsible for managing wildland fires and, when requested, provide resources and expert advice in many different types of emergencies and disasters. They have a provincial duty officer on call 24 hours per day, 365 days per year. During wildfire season, their Provincial Forest Fire Centre (PFFC) works in conjunction with 10 Area Duty Officers to respond quickly and appropriately to wildfires in Alberta's Forest Protection Area. In addition to fighting fires, SRD can provide spot weather forecasts during floods, triangulate the location of lightning strikes, and provide staff and equipment to assist during the emergency response. For example, after the Pine Lake tornado, SRD provided staff skilled with chainsaws to cut through the fallen trees, thereby assisting the first responders trying to reach victims and move through wreckage.

Further information regarding their role can be found on the website:

- http://srd.alberta.ca/
- http://www.environment.alberta.ca/

**Alberta Health**

Alberta Health is the ministry that sets policy, legislation and standards for the health system in Alberta. The ministry allocates health funding and administers provincial programs such as the Alberta Health Care Insurance Plan and provides expertise on communicable disease control.

Health services in Alberta are delivered by Alberta Health Services. Some public health services may also be provided by private health care clinics, for example, dentists' offices.

The Office of the Chief Medical Officer of Health provides direction and guidelines on public health policy to Alberta Health Services, and gives information to the public about communicable diseases and public health programs. When a death occurs suddenly or cannot be explained, the Office of the Chief Medical Examiner conducts an investigation. All such deaths in Alberta are investigated under the authority of the Fatalities Inquiries Act. The investigation is held to determine:

- Who died?
- Where did they die?
- When did they die?
- Why did they die?
- How did they die?
In some cases, a public fatality inquiry is held and recommendations are made to help prevent similar deaths.

**Notification of a Death**
The Office of the Chief Medical Examiner must be notified when a death is:

1. An unexplained natural death,
2. An unexplained natural death, when the decedent appeared to be in good health,
3. A natural death where the decedent did not have a physician or was not seen by a physician within the last 14 days,
4. A death occurs during an operative procedure or within 10 days of an operative procedure,
5. A violent or unnatural death,
6. A death which is alleged to be a result of negligence,
7. A death in custody,
8. A death of an involuntary patient or "ward" of the government, and

If a death occurs unexpectedly at home the local police department should be called. The police will in turn contact the Office of the Chief Medical Examiner.

Only the Office of the Chief Medical Examiner has the authority to release the names of the deceased in a disaster.

http://www.health.alberta.ca/about/chief-medical-officer.html

Further information regarding their role can be found on the website:

HTTP://WWW.HEALTH.ALBERTA.CA/

**Alberta Transportation**
Alberta Transportation provides transportation infrastructure. In emergencies or disasters the ministry arranges for road closures, overweight vehicle certificates and provides advice to those responding to dangerous goods events.
Coordination and Information Centre

The Coordination and Information Centre (CIC) serves as the Government of Alberta emergency response centre for all natural and manmade disasters. The centre is manned 24 hours a day and responds to an average of 350 chemical transportation incidents, and 75 natural emergencies a year.

Emergency Reporting
During an emergency, the centre provides assistance and technical information to emergency response personnel attending the scene of an accident in which dangerous goods are involved, or may become a matter for concern. The centre can contact personnel in related departments who are to be notified in the event of an emergency or safety-related incident.

Technical Information Assistance
The CIC provides round-the-clock information to industry and the general public on what steps to take to comply with dangerous goods legislation. An average of 11,000 information calls is handled by the centre each year. Information is provided on federal and international requirements for the shipment of dangerous goods by air, road or marine modes of transportation. The centre also provides interpretive information for the on-highway enforcement process as well as awareness material for inspectors, industry and the general public.

For more information call our 24 hour Information Hotline: 1-800-272-9600 (Edmonton Area please call 422-9600)

Further information about Infrastructure, Transportation and the CIC can be found at:

http://www.transportation.alberta.ca

Alberta Public Affairs Bureau
The Public Affairs Bureau (PAB) provides communications support to government ministries and helps inform Albertans about government programs and policies. The Bureau also coordinates communications for cross-government initiatives and during public emergencies.

The PAB coordinates key messages regarding the event at a provincial level and may be called upon to assist with the
Emergency Public Information role for a municipality.

Further information regarding their role can be found on the website:

http://www.publicaffairs.alberta.ca/

Royal Canadian Mounted Police (RCMP)
The RCMP K Division (Alberta) provides federal, provincial, municipal and First Nations policing services in Alberta through 107 detachments. As Alberta’s provincial police service the Division is divided geographically into five districts which provide front-line policing services to Albertans under contracts with the Government of Alberta or directly with municipalities. The RCMP is unique in that it provides policing at the municipal, provincial, national and international levels. Albertans benefit from this integration in various ways; including detachments ability to access specialty support services such as Police Dog Services, Emergency Response Teams and Air Services, without the associated costs. The RCMP may be called to assist other municipal police agencies or local authorities experiencing an event. Further information about the RCMP can be found at:

http://www.rcmp-grc.gc.ca/ab/

Solicitor General and Public Security

The solicitor general and minister of public security ensures safe communities in Alberta through adequate and effective levels of policing and the promotion of crime prevention activities. During a disaster or emergency, the department may offer support through the following functions:

- Alberta Security and Strategic Intelligence Support Team (ASSIST)—In normal times, ASSIST manages counter-terrorism security information and intelligence, and develops threat assessments for the Government of Alberta. ASSIST also provides a conduit for information sharing between law enforcement, national security agencies and the private sector as it relates to Alberta’s critical infrastructure. In addition, ASSIST is responsible for identifying and validating critical infrastructure. In a disaster or emergency, ASSIST can support emergency management officials with assessing human induced intentional threats and identifying critical infrastructure that may be impacted by the emergency.
Alberta Sheriffs — In normal times, Sheriffs provide a wide variety of public security services throughout the province. In a disaster or emergency, Sheriffs are resources that may augment or support municipal law enforcement and the RCMP with duties such as traffic and access control, security escorts, perimeter and building security. These support functions would be requested and coordinated through the POC.

Federal Government
Local authorities may require federal government resources and support. Requests for federal government assistance must be directed through the AEMA. During an event, federal agencies that have a regulatory role may also become involved:

- Public Safety Canada
- Health Canada
- Indian & Northern Affairs
- National Energy Board
- Department of National Defence
- Transportation Safety Board

Public Safety Canada (PSC)
Public Safety Canada is the lead agency responsible for developing and implementing federal policies for emergency management and coordinating the federal response to emergencies and disasters. PSC is responsible for running the Government Operations Centre (GOC) located in Ottawa, Canada's strategic-level operations centre. It is the hub of a network of operations centres run by a variety of federal departments and agencies including the RCMP, Health Canada and National Defence.

Further information regarding their role in emergency management can be found on the website:

Health Canada
Health Canada is responsible for:

- implementing the Food borne Illness Outbreak Response Protocol, in partnership with the Canadian Food inspection Agency.

- providing support and scientific expertise for chemical emergencies through the Chemical Emergency Response Unit (CERU).

- coordinating the response to a nuclear or radiological emergency under the Federal Nuclear Emergency Plan (FNEP).

- helping managers develop and maintain a supportive environment for employees who experience a traumatic workplace event through the Psycho-social Emergency Preparedness and Response program.

- maintaining a $300 million National Emergency Stockpile System (NESS) to provide emergency supplies quickly to provinces and territories when requested. A 24-hour response capability is maintained. The system consists of a central depot in Ottawa, as well as eight other warehouses and 1,300 pre-positioned supply centres (under the combined management of the provinces and federal government) strategically located across Canada.

Further information regarding Health Canada’s role in emergency management can be found on the website: [http://www.hc-sc.gc.ca/ed-ud/index_e.html](http://www.hc-sc.gc.ca/ed-ud/index_e.html)

Aboriginal Affairs and Northern Development Canada

Aboriginal Affairs and Northern Development Canada (AANDC) has primary, but not exclusive, responsibility for meeting the federal government’s constitutional, treaty, political and legal responsibilities to First Nations, Inuit and Northerners. It is responsible for delivering provincial-like services such as education, housing, and community infrastructure to Status Indians on-reserves, and for delivering social assistance and social support services to residents on reserves with the goal of ensuring access to services comparable to those available to other Canadian residents.
Further information about AADNC’s role can be found on the website:

http://www.aadnc-aandc.gc.ca/

**National Energy Board (NEB)**

The purpose of the National Energy Board is to promote safety, environmental protection and economic efficiency in the Canadian public interest within the mandate set by Parliament in the regulation of pipelines, energy development and trade.

The Board is responsible for ensuring companies comply with regulations concerning the safety of employees, the public, and the environment, as they may be affected by the design, construction, operation, maintenance and abandonment of a pipeline.

Through an agreement between the Board and Human Resources and Social Development Canada, Board staff have been designated as Safety Officers for the occupational health and safety of pipeline company field staff. These health and safety duties are usually combined with other construction site and facility inspections.

Further information regarding the National Energy Board's role in emergency management can be found on the website:


**Department of National Defense (DND)**

The Canadian Forces may be called to assist provinces in provision of services to local authorities experiencing an event. As in other requests for federal government assistance, such requests must be directed through the AEMA.

For example, following the Pine Lake Tornado in July 2000, the military provided engineers, heavy equipment and divers; in June 2002, they assisted in fighting forest fires in northeastern Alberta when local and provincial resources were overtaxed.
It is important to note that costs are associated with military assistance. The military are often viewed as a quick and free resource and this is not the case.

Further information about the Canadian Forces can be found at:

http://www.forces.gc.ca/site/home-accueil-eng.asp

**Transportation Safety Board (TSB)**

The Transportation Safety Board of Canada (TSB) investigates occurrences in the marine, pipeline, rail and air modes of transportation. Incidents will be investigated when there is high probability that an investigation will advance Canadian transportation safety, meaning there is significant potential for reducing future risk to persons, property or the environment.

When notified of an occurrence, the TSB will assess the circumstances to determine if an investigation is warranted; this assessment may involve the deployment of an investigation team to the occurrence site.

During an investigation, the TSB works with all levels of government, transportation companies, equipment manufacturers, and individuals such as survivors, witnesses, next of kin and operators. The TSB also works with coroners and medical examiners, police, fire departments and search and rescue teams. Cooperation is essential for the TSB to carry out its functions.

Further information about the role of the Transportation and Safety Board can be found at:


**Public Health Agency of Canada (PHAC)**

The Public Health Agency of Canada is the lead organization for coordinating the health response for all other health-related emergencies. The Agency's response is managed through the mobilization of the health portfolio's Emergency Operations Centre and liaison with Public Safety Canada.

For further information please visit:

http://www.phac-aspc.gc.ca
NON-GOVERNMENT ASSISTANCE:

Alberta NGO Council (non-governmental organizations)
Members of the NGO Council are committed to assisting disaster victims in Alberta. The members include The Salvation Army, Canadian Red Cross, Mennonite Disaster Services, Canadian Disaster Child Care, Christian Reform World Relief Committee, St. John Ambulance, and the Canadian Convention of Southern Baptists Disaster Relief.

Training
The AEMA Training program supports the Alberta’s system for managing emergencies. Participants are provided with the opportunity to understand the applicable acts and regulations and their roles and responsibilities in the four phases of emergency management. Training individuals who have a role in emergency management to become more effective or more skilled will enhance the level of emergency preparedness within Alberta.

Training is available through:

1. Direct Delivery
   - AEMA Training Officers are available to provide municipality based training to support local authorities in effective emergency management.

2. On line training – On Line courses are available to municipalities.
   - http://apsts.alberta.ca/

3. Training Grants
   - Emergency Management Grants
   - Ground Search and Rescue Grants
   - Fire Services Grants

4. Fire Emergency Training Centre (fire etc.) courses

For further information contact your AEMA Field Officer, AEMA Fire Services Field Officer or check the Training section of the AEMA website:

http://www.aema.alberta.ca/tr_index.cfm
Disaster Recovery Programs
Disaster recovery programs provide financial assistance for municipalities and their citizens who incur uninsurable loss and damage as a result of a disastrous event. These programs are an effective way of assisting municipalities by ensuring that the costs of disasters are shared by all Albertans and, whenever possible, by all Canadians through cost sharing arrangements with the federal government.

- Disaster financial assistance programs are administered under the Alberta Disaster Recovery Regulation and Alberta Disaster Assistance Guidelines and are designed to serve as a safety net to assist with essential needs only for uninsurable loss and damage to homes, farms and small businesses, as well as municipal and provincial infrastructure damage and emergency operations costs. Most programs result from overland flooding and groundwater seepage.

- A state of local emergency does not have to be declared in order to receive financial assistance under a disaster recovery program.

- After a major emergency or disaster event, AEMA (Alberta Emergency Management Agency) in co-operation with municipalities monitors the situation to determine if there is likely to be a need for financial assistance. The province’s disaster recovery committee reviews the circumstances of the event and makes recommendations regarding possible program approval.

- Assistance is not paid when the damages, loss or costs could have been: reasonably prevented; could be recovered under another government program; or recovered through legal action.

- Upon the announcement of a program, municipalities notify the affected citizens of the location and operational hours of the registration centres.

- Applications are reviewed for eligibility and evaluators are dispatched to review damages and determine eligible assistance.

- Accounting and financial procedures have been streamlined to ensure that assistance payments are made in the shortest time possible.
These programs are based on the principle of shared risk. They assist municipalities and their citizens by ensuring that losses resulting from disasters are cost shared by all Albertans and, whenever possible by all Canadians. Programs may be cost shared with the federal government on a graduating scale. On programs that meet federal eligibility criteria, federal cost sharing starts after the province has paid the first dollar per capita (approximately $3 million) of eligible damages.

For further information contact your AEMA Field Officer or the Disaster Recovery Programs Coordinator, AEMA.

http://www.aema.alberta.ca/ps_disaster_recovery_information.cfm

Search and Rescue New Initiatives Fund (SAR NIF)
SAR NIF provides annual funding for new projects (or initiatives), that will improve the National Search and Rescue Program. SAR NIF projects must address at least one of the six National SAR Strategies:

- Partnerships
- Multi-Jurisdictional Exercises
- Technology and Innovation
- Interoperability
- Data and Information
- Volunteers

All of the proposals for these projects are carefully reviewed and ranked in order of merit. The annual funding for these projects is then distributed in that order.
### Chapter 3 Quiz

Provide the term, individual or organization that matches the statements below. See Chapter 11 for the answers.

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer choices</th>
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<tbody>
<tr>
<td>1. The Disaster Recovery Program only provides financial assistance to Municipalities that declare a State of Local Emergency?</td>
<td>a) TRUE, b) FALSE</td>
</tr>
<tr>
<td>2. The AEMA Field Officer acts as a liaison between the affected municipalities and the provincial government in the event of a major emergency or disaster.</td>
<td>a) TRUE, b) FALSE</td>
</tr>
<tr>
<td>3. ___________ is the lead federal department responsible for coordinating the response to nuclear and radiological emergencies.</td>
<td>a) Public Safety Canada, b) Health Canada, c) Transport Canada</td>
</tr>
<tr>
<td>4. ___________ supports municipalities with Emergency Social Services planning and response and monitor compliance with Workplace Health &amp; Safety regulations.</td>
<td>a) Human Services Alberta, b) Alberta Transportation, c) Alberta Health</td>
</tr>
<tr>
<td>5. ___________ delivers key message regarding emergencies and disaster response. May assist municipalities with this role.</td>
<td>a) AEMA (Alberta Emergency Management Agency), b) Public Affairs Bureau, c) Alberta Transportation</td>
</tr>
<tr>
<td>6. ___________ is the lead agency responsible for developing and implementing federal policies for emergency management.</td>
<td>a) Public Safety Canada, b) Public Health Agency Canada, c) Environment Canada</td>
</tr>
</tbody>
</table>
7. _________ provides a provincial framework for providing assistance to local authorities.
   a) Alberta Emergency Plan
   b) Disaster Recovery Program
   c) Emergencies Act

8. Requests for federal government assistance must be directed through
   a) Alberta Transportation
   b) Alberta Municipal Affairs
   c) AEMA (Alberta Emergency Management Agency)

9. Alberta’s emergency management program is a community-based approach with a graduated system of involvement beginning with first responders in a municipality as
   a) provincial response
   b) individual and families

10. _________ arranges for road closures and provides advice to those responding to dangerous goods events.
    a) Alberta Transportation
    b) AEMA (Alberta Emergency Management Agency)
    b) Alberta Solicitor General

11. _________ coordinates the provincial response to an event which exceeds local resources or expertise or where assistance is required.
    a) AEMA (Alberta Emergency Management Agency)
    b) Alberta Environment
    b) Alberta Transportation

12. _________ serves as a safety net to assist citizens with essential needs for uninsurable loss and damage.
    a) Disaster Recovery Program
    b) Emergency Social Services
    b) Alberta Employment, Immigration and Industry
Chapter 4 Legislation

Provincial Legislation

1. Emergency Management Act

The *Emergency Management Act* addresses the province’s emergency preparedness and response authority at both the municipal and provincial level. The Act is in the supplementary reading material section at the end of the manual.

a. Municipal Responsibilities and Powers
   *(Emergency Management Act s.11)*

The *Emergency Management Act* mandates each municipality in Alberta to prepare for potential emergencies and disasters, and to respond appropriately to these situations. Municipal responsibilities include:

- establishing an emergency management committee or council. Elected officials oversee the emergency management program.
- appointing a director of the emergency management agency. The Director of Emergency Management (DEM) administers the emergency program.
- establishing an emergency management agency of key response organizations to advise the DEM.
- preparing and approving a municipal emergency plan and program
- direction and control of the local authority’s emergency response.

The *Emergency Management Act* also makes provision for local authorities to declare a state of local emergency. Chapter 6 provides more detailed information on municipal responsibilities and the declaration of a state of local emergency.

b. Provincial Responsibilities and Powers

As the coordinating agency, AEMA (Alberta Emergency Management Agency) has the following responsibilities:

- coordinate provincial emergency preparedness programs
- provide liaison with other governments
coordinate provincial support to municipal emergency response efforts (Provincial resources and support are often required to assist local authorities following a disaster or major emergency)

• assess need for a state of emergency relating to all or any part of Alberta. (This declaration is made by the Lieutenant Governor in Council. To date there has not been a need for a provincially declared state of emergency in Alberta)

• administer disaster recovery program (e.g. financial assistance)

Several provincial emergency plans exist. These are summarized on the website at:

http://www.aema.alberta.ca

2. Government Emergency Planning Regulation

The Government Emergency Management Regulation provides regulatory requirements for the AEMA and government departments concerning emergency management and business continuity.


3. Disaster Recovery Regulation

Under the Disaster Recovery Regulation, the Minister may authorize payments to assist individuals, small businesses, farmers, local authorities and other provincial government departments to recover from the cost of disaster operations and damage.

A local state of emergency does not have to be declared in order to receive financial assistance under a disaster recovery program

It is often thought that the two, state of local emergency and financial assistance, go hand-in-hand; this is not the case.

http://www.qp.alberta.ca/574.cfm?page=1994_051.cfm&leg_type=Regs&isbncln=0779749448
4. Municipal Government Act

Part 1
Purpose, Powers and Capacity of Municipalities

Municipal purposes

The purposes of a municipality are

a. to provide good government,

b. to provide services, facilities or other things that, in the opinion of council, are necessary or desirable for all or part of the municipality, and

c. and to develop and maintain safe and viable communities.

The Municipal Government Act includes two references to municipal emergency planning and response:

1. It authorizes local authorities (councils) to pass bylaws for municipal purposes regarding the safety, health and welfare of people and the protection of people and property, and

2. It states that in an emergency, a municipality may take whatever actions or measures are necessary to eliminate the emergency (Section 551(1)).

http://www.qp.alberta.ca/574.cfm?page=m26.cfm&leg_type=Acts &isbncln=9780779739790

Federal Legislation

1. Emergencies Act

This Act describes types of national emergencies and exceptional powers that may be authorized and the responsibilities of Public Safety Canada (PSC).

The Emergencies Act was developed to ensure that the Government of Canada can invoke exceptional yet incident-specific powers to deal with emergencies. It replaced the War Measures Act. The four types of emergencies covered under the Act are:
Public welfare emergencies: severe natural disasters or major accidents affecting public welfare, which are beyond the capacity or authority of a province or territory to handle.

Public order emergencies: security threats that are beyond the capacity or authority of a province or territory to handle.

International emergencies: intimidation, coercion or the use of serious force or violence that threatens the sovereignty, security or territorial integrity of Canada or any of its allies.

War emergencies: war or other armed conflict, real or imminent, involving Canada or any of its allies.

You may view a copy of the Act at:


2. **Emergency Management Act**

When an emergency strikes, lives are at stake and effective response means knowing who is in charge. The Emergency Management Act (EMA) sets out clear roles and responsibilities for all federal ministers across the full spectrum of emergency management. This includes prevention, mitigation, preparedness, response, recovery and critical infrastructure protection.

The Act is an important step in the Government of Canada's efforts to strengthen emergency management in Canada. It reinforces efforts to ensure that Canada is well prepared to mitigate, prepare for, respond to and recover from natural and human-induced risks to the safety and security of Canadians.

You may view a copy of the Act at:

## Chapter 4 Quiz

This series of questions will guide you through the *Emergency Management Act* (see Chapter 13). Please answer each question and list the relevant section(s) of the Act. See Chapter 11 for the answers.

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A &quot;local authority&quot; is the council of a city, town village, municipal district, improvement district, settlement council.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The local authority does not have to appoint a Director of Emergency Management.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Each municipality must have a municipal emergency plan.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Municipalities can enter into agreements with and make payments, or grants, or both to persons or organizations for the provision of services in development or implementation of emergency plans or programs..</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Under section 19(1)(b) (c) (I) a municipality can order the destruction of personal property in order to control a disaster.</td>
<td></td>
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</tr>
<tr>
<td>6. The declaration of a state of local emergency ensures access to provincial financial assistance.</td>
<td></td>
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</tr>
<tr>
<td>7. A state of local emergency can stay in effect for as long as the municipality feels it needs to.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. The Minister of Municipal Affairs may cancel a state of local emergency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Métis settlements are not required to have emergency plans and programs.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. The Alberta Emergency Management Agency can declare a state of emergency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. The Emergency Management Committee is comprised solely of elected officials.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. A state of local emergency allows local authorities to control travel, fix prices and authorize conscription.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. A state of local emergency is required before a community can activate its municipal emergency plan.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Alberta’s *Emergency Management Act* mandates local authorities to prepare for and respond to disasters that occur within their boundaries. Local authority responsibilities are as follows:

**Appoint members of council to an emergency management committee.**

This committee consists of one or more members of council who serve in an advisory role to council. They advise council on emergency plans and programs and review emergency plans on an annual basis.

**Appoint a Director of Emergency Management (DEM) on the recommendation of the emergency management committee.**

The position and role of the DEM is mandated by section 11.2.2 of the *Emergency Management Act*, which states that the local authority of each municipality shall appoint a director of municipal emergency management, who shall:

- prepare and co-ordinate emergency plans and programs for the municipality;
- act as director of emergency operations on behalf of the municipal emergency management agency;
- co-ordinate all emergency services and other resources used in an emergency; and
- perform other duties as prescribed by the local authority.

The DEM is the key figure in the overall administration of a municipality’s disaster preparedness program and has responsibility for the development and maintenance of the municipal emergency plan (MEP). It is also important for the DEM to ensure that someone is designated to assume the DEM’s responsibilities in his or her absence.
Establish an Emergency Management Agency.

The agency acts as the agent of the local authority to carry out the local authority’s statutory powers and obligations. The key role of the agency is to prepare and implement the municipal emergency plan.

The agency consists of the DEM, who chairs the agency, and senior members of core agencies and organizations in the community that have a key emergency response role. Typical membership includes:

- Communications
- Director of Emergency Management
- Emergency Social Services Manager
- Emergency Medical Services
- Fire
- Emergency Public Information
- Municipal Administration
- Police
- Public Works & Transportation
- Regional Health Authority
- School Board & School
- Utilities
- Others as required

It is recommended that a municipality pass a municipal emergency management by-law to establish authority for a local emergency management program. The by-law would describe the local structure, authorize the municipal emergency plan and outline any mutual aid arrangements with neighboring local authorities.

Role of Elected Officials prior to and during an event

Prior to an event

Elected officials must ensure they:
• understand legal responsibilities and authority regarding their role and legal powers in an emergency such as declaring a state of local emergency
• have reviewed their municipal emergency plan and are aware of their vulnerability to an emergency as identified in the municipality’s risk assessment
• establish a good working relationship with the emergency management agency
• understand the procedures for notifying elected officials of a major emergency or disaster

During an event:
Elected officials must ensure they:

• obtain situation reports from the municipal Director of Emergency Management or designate
• if required, declare a state of local emergency and terminate the state of local emergency when it is no longer required
• approve expenditures to meet requirements of emergency response activity
• take necessary actions to meet emergency response requirements
• identify policy needs and options to meet the unique needs of the situation
• brief other elected officials on the emergency situation and provide regular status reports
• in conjunction with the emergency public information manager or designate, establish a schedule for news conferences, public service announcements, etc. In situations where the public perceives there is a threat, it is prudent to inform the public of what is being done to handle the event.

Declaration of a State of Local Emergency (SOLE)
Under the Emergency Management Act section 21, local authorities can declare a state of local emergency to create a legal state of affairs of a temporary nature so that the local
authority may take extraordinary actions to deal with the situation at hand. Examples of extraordinary powers available under section 19 (1) of the Emergency Management Act include:

- acquire real or personal property (e.g. resources, equipment)
- conscript people to assist with the emergency
- enter land and buildings without a warrant
- control or prohibit travel
- remove structures, trees, crops
- fix prices for essential items, such as food, clothing, fuel, equipment, medical supplies
- evacuate people
- under section 28 of the Emergency Management Act include:
  
  **Local Authority**
  
  *No action lies against a local authority or a 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 this Act or the regulations during a state of local emergency.*
  
  *2010 c5 s11*

A state of local emergency may be for all or any part of the municipality.

The declaration must identify the nature of the emergency and the area in which it exists.

The local authority is also required to notify the affected population.

A state of local emergency lapses after 7 days unless it is renewed or cancelled by the local authority or cancelled by the Minister. After a local authority declares a state of local emergency, they would monitor the situation and cancel the state of local emergency if it is no longer required.

A declaration of a state of local emergency is not a requirement in order for a local authority or citizens to be eligible for financial assistance through a disaster recovery plan.
program. The Disaster Recovery Regulation governs eligibility and criteria for a disaster recovery program. However, section 24 (2) of the Act says that the local authority of a municipality may borrow, within 60 days of declaring a SOLE, any money necessary to pay expenses caused by the emergency.

A local authority is not required to declare a state of local emergency in order to activate their emergency operations centre or their municipal emergency plan. Portions or the entire municipal emergency plan may be activated as required to manage an emergency or disaster.

The local authority must forward a copy of the official declaration of the state of local emergency to the Minister, Alberta Municipal Affairs via the AEMA.

*A suggested format for a declaration follows.*

The local authority is also required to notify the affected population. *A suggested format for a public announcement follows.*
Declaration of a State of Local Emergency

WHEREAS an emergency exists in the ____________________________

of ____________________________________________________________

(name of municipality)

due to __________________________________________________________

________________________________________________________________

________________________________________________________________

(enter a description of the nature of the emergency)

THEREFORE, the Local Authority declares a state of local emergency exists in the

________________________________________________________________

(enter a detailed description of the area affected)

Time: ____________________ Date: ______________

Signature(s): ____________________ Title(s): ____________________

________________________________________________________________

________________________________________________________________

Source: Municipal Emergency Plan Model
Public Announcement following the Declaration of a State of Local Emergency

The Local Authority of ________________________________  
(enter name of municipality)

has declared a State of Local Emergency in the 

______________________________  
(describe affected portion of the municipality)

due to ________________________________  
______________________________  
______________________________  

(enter a description of the nature of the emergency)

“The public is advised that for the duration of the emergency, the local authority may take any action it deems necessary to deal with the situation.”

Suggested Format for Public Announcement following Declaration of a State of Local Emergency  
Source: Municipal Emergency Plan Model
Steps in Developing a Municipal Emergency Program

1. **Conduct a Risk Assessment**
   
   A risk assessment evaluates the likelihood of a hazard or combination of hazards occurring, taking into account factors such as threat analysis, frequency, history, trends, and probability. It includes data on the impact of the risk event on the entity and on people, property, and the environment, (CSA Z1600-08).

   The AEMA Field Officers regularly review risk assessments with municipal directors of emergency management.

2. **Develop the Municipal Emergency Plan**
   
   The Municipal Emergency Plan (MEP), which is the product of all planning and preparedness activities, is designed to ensure a prompt and coordinated response for events that extend beyond routine emergencies. The director of emergency management and the emergency management agency are responsible for developing and maintaining the MEP. The emergency management committee of council should review the plan annually.

   The MEP is the centre piece of municipal emergency preparedness and response and is based on the principle that when a major emergency or disaster occurs, representatives of key response agencies and organizations (e.g. the emergency management agency) will assemble at the Emergency Operations Centre (ECC) to provide support to the emergency site(s), to direct and co-ordinate overall response efforts and to address the needs of the municipality as a whole. The ECC is often located in the municipal office.

   The plan may be activated in whole or in part at the discretion of the local authority and includes:

   - the process for notifying municipal officials and the public when an incident is imminent or has occurred.
   - information regarding the ECC location and requirements. The ECC functions as a point of coordination or “nerve centre” anticipating and supporting the needs of one or more emergency sites, as well as addressing the needs of the municipality as a whole. The ECC is established in a suitable location away from the scene (e.g. municipal office).
• a section including checklists for each key response area (e.g. director of emergency management, municipal administration, emergency public information, communications, public works, utilities, transportation, emergency social services, public health, schools).

• as well, specialized response plans are added as required (e.g. evacuation plan, disaster social services response plan, and municipal support to health care centre emergency plan).

• a reference section, which includes the Emergency Management Act, emergency management by-law, and mutual aid agreements.

The process of developing and maintaining the plan requires key players from different organizations and agencies to meet and work together under the overall guidance of the DEM. During this process, key players get to know one another and understand each other’s roles and responsibilities. Once the plan has been developed, it is submitted to council for review and approval.

Other local plans such as the health facility mass casualty response plan, public health, health facility evacuation plan and the school and school board emergency response plans must be coordinated with the municipal emergency plan.

In order to standardize municipal emergency plans and thereby facilitate regional assistance and mutual aid, the AEMA has developed a model Municipal Emergency Management Program (MEMP) that is made accessible to review all key aspects of the plan, provide examples and create recommendations for council or improvement. Contact the AEMA Field Officer for your area. It is highly recommended that you contact your municipal director of emergency management to learn about the plan for your community.

3. Engage in Education and Training

Education and training are essential elements of an emergency management program. Training in the local area is very effective as it provides an opportunity for people who would work together in a disaster situation to learn and practice together. As well, the training can be tailored to local circumstances and situations.
The AEMA Training Officers conduct various courses within the municipalities. For more information, contact the AEMA Field Officer for your area.

For the last several years, Alberta Municipal Affairs has allocated funding for emergency management and ground search and rescue training as a special initiative under the Municipal Sponsorship Program. Municipalities with a population under 20,000 are eligible to apply for this grant funding. Funding is also available under the fire services training initiative to expand and enhance fire services training and promote increased interdepartmental cooperation in the Alberta fire service.

Public awareness and education is another important aspect of municipal emergency preparedness. This could range from participating in special events during Emergency Preparedness Week and conducting workshops on personal disaster preparedness, to including information with utility bills and/or telephone books.

4. **Test the Plan**

Testing the plan through exercises accomplishes the following:

- trains the local team
- validates the plan (will it work as intended?)
- identifies areas of the plan that need revision

Exercises can range in scope from a tabletop exercise involving a single agency through to a live exercise that involves all components of the plan.
### Chapter 5 Quiz

Some of the following statements are true; some are false. Put a check ☑️ in the appropriate box. See Chapter 11 for the answers.

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>A local authority passes a Municipal Emergency Management By-law to establish authority for a local emergency management program.</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>The Emergency Management Agency consists of one or more members of council.</td>
<td></td>
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<tr>
<td>3.</td>
<td>The Emergency Management Agency acts as an agent of the local authority and has responsibility for the Municipal Emergency Plan.</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Senior representatives from municipal departments, fire, police and EMS would likely be members of the Emergency Management Committee.</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>The senior elected official acts as chair of the Emergency Management Agency.</td>
<td></td>
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<tr>
<td>6.</td>
<td>In a disaster, the Director of Emergency Management would act as director of operations on behalf of the municipal Emergency Management Agency.</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>A State of Local Emergency may be for all or any part of the municipality.</td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>There is no need for the local authority to inform the public of a state of local emergency, as the media will voluntarily disseminate this information.</td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>When conducting their risk assessment, a municipality would identify likely events and assess their capability to respond.</td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>The municipality’s Emergency Coordination Centre would be set up at the emergency site.</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>The completed Municipal Emergency Plan is submitted to the Emergency Management Agency for review and approval.</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>There is no real need for the public to be informed about the local emergency management program.</td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>Testing the plan through an exercise helps to determine if the plan will work as intended.</td>
<td></td>
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</tbody>
</table>
Chapter 6.

Activating the Municipal Emergency Plan (MEP)

The MEP may be activated in part or in whole:

- On a declaration of a State of Local Emergency by those authorized to do so in accordance with the Municipal Emergency Management By-Law or
- By request of the Incident Command;
- When a declaration of a Provincial State of Emergency is made by the Lieutenant Governor in Council;
- When NO declared state of emergency exists:
  - By the Director of Emergency Management, or
  - By the Mayor, Reeve, or Committee of the Local Authority.

Levels of Plan Activation

Level I  a low impact, short duration incident in which the municipality has adequate resources (e.g. a routine event that first responders handle on a routine basis using existing standard operating procedures). A municipal emergency service, on becoming aware of the situation, alerts other emergency services involved in the response and municipal administration, who may advise the director of emergency management.

*The MEP is usually not activated for this level of event.*

Level II  a high impact, short duration incident in which coordination is required to support site operations. An example is a transportation of dangerous goods incident that results in evacuation of the surrounding area. Dangerous goods experts may be required on scene and
a reception centre opened. As well, outside support may be required (e.g. from mutual aid partners). An emergency site manager will be designated; there will be a need for emergency public information support. The director of emergency management and other personnel may be

- on site. The director of emergency management takes such action as is necessary to minimize
- the effects of the emergency on the municipality by doing those things not being done by the first responders, such as:
  - communicating with elected officials
  - notifying members of the emergency management agency
  - activating the MEP, in whole or in part
  - recommending to elected officials that there be a “declaration of a state of local emergency”
  - supporting emergency site operations by disseminating information in preparation for media inquiries
  - providing public awareness information

**Level III** a high impact and or long duration incident that interrupts normal activities in the community and requires response from multi-organizational and multi-jurisdictional resources. The situation will require full coordination, external resources, activating the ECC and confirmation of an Incident Commander. Example: Pine Lake Tornado, July 14, 2000.

Note: A municipal emergency plan may be activated in part or in whole.

**Incident Command System**

Alberta municipalities must identify an emergency site management system in their MEP. ICS is designed to provide one framework to integrate and coordinate services at the emergency site. The Government of Alberta recommends ICS, ICS has fourteen key principles for integrating all responders into one cohesive organization.

**Emergency Coordination Centre (ECC)**
The ECC is established in a suitable location away from the scene (e.g. municipal office) to manage the larger aspects of the emergency. The ECC functions as a point of coordination or "nerve centre", anticipating and supporting the needs of one or more emergency sites, as well as addressing the needs of the municipality as a whole. Coordination and dissemination of information is another critical function of the ECC.

The Director of Emergency Management is the ECC coordinator. Representation at the ECC includes members of the emergency management agency (i.e. the disaster social services manager, emergency public information officer, representatives of municipal departments as well as emergency response agencies such as fire, police, EMS, and may include regional health authorities and industry). Members of the emergency management agency present in the ECC must have experience and authority to make decisions on behalf of their services.

The ECC team's primary tasks include:

- mobilization of the ECC team
- assessing the need for a State of Local Emergency and advising elected officials
- tracking expenditures related to the event
- establishing links with other operational sites such as schools, industry, utilities, reception centers and health centers
- providing information to the public and media
- planning for continued operations/services in unaffected areas of the municipality
- identifying issues (e.g. extraordinary expenditures)
- managing the overall municipal response to the emergency or disaster
- ensuring recovery activities are undertaken
- monitoring staff wellness

The **AEMA Field Officer** will be present at the ECC whenever possible to provide advice and a link to provincial resources. In a high impact emergency, there may be a number of other ECCs established in support of response efforts. These may include municipal service department or industry ECCs (regional, headquarters), a joint regional ECC and the Provincial Government (POC).
The federal government may also become involved depending on the situation. It is important that there is ongoing communication and coordination among the various ECCs.

**Alberta Health Services**

Depending on the event, Alberta Health Services may activate part or all of one or more of its emergency plans.

- Hospitals maintain mass casualty response plans to manage a large and sudden influx of casualties. Early notification by the first response agencies of a mass casualty incident is critical to allow the hospital to implement its plan and mobilize resources before receiving casualties.

- Examples of when a public health plan may be activated are as follows: to support the hospital response to a mass casualty incident; to protect the health of the community when a disaster threatens or is affecting services such as water supply and sanitation; when there is widespread flooding within the community; when the municipality receives persons evacuated from another community because of a disaster or major emergency; as a result of a hazardous materials or dangerous goods incident; or the occurrence of epidemics (influenza, meningitis and pandemic).

- Health facilities maintain an external evacuation plan in the event that a disaster (fire, building collapse, bomb threat, etc) forces the evacuation of patients, residents and staff. Municipal assistance may be required with the transportation and relocation to temporary accommodation.

- Public health and community mental health services, along with social services organizations, may establish an outreach program to assist victims recovering from the psycho-social impact of a disaster.

- A casualty information centre (sometimes called a relative centre) may be established to provide a place where families and friends can obtain information on the location and condition of the casualties. The hospital or health services generally manage the centre. The overwhelming number of casualties may mean that information on casualties is not immediately available. Patient confidentiality may limit what information can be provided.
**Emergency Social Services**

Many events result in people being evacuated, displaced from their homes, or otherwise impacted by the event. When this occurs, the emergency social services response plan, a specialized component of the municipal emergency plan, is activated as required. One or more reception centres may be established, either in a safe area in the impacted community or in a neighbouring community. A reception centre is a one-stop centre which provides for the immediate short-term needs of people impacted by the event. Reception centre services typically include the following functions:

**Under a mandatory evacuation (State of Local Emergency), the local authority is required to provide adequate care for any persons, livestock or property caused to be evacuated. Elected officials should be aware of the care being provided to evacuees.**

- Registration and Inquiry (accounts for people and assists in re-uniting families)
- Food Services (refreshments, snacks and meals)
- Lodging (accommodation in congregate facilities, hotels, motels, or billeting)
- Clothing (personal hygiene items, blankets, and clothing replacement)
- Personal Services (medical and or health support, counseling and other special care that is not provided by other service areas)
- Volunteer Services (registration and assignment of volunteers)
Public and Media Inquiry Room

Events usually result in an influx of inquiries from the public and the media (local, national and international). When this occurs, the emergency public information officer for the municipality may establish a public and media inquiry room (usually near the ECC) to respond to inquiries. Municipal personnel who have been trained in working with the public over the phone would staff this room. The Alberta Public Affairs Bureau may provide advice and assistance to the municipal emergency public information officer. Assistance from the Public Affairs Bureau can be requested through the AEMA Field Officer.

As well, if the situation warrants, the provincial government Public & Media Inquiry room may be established and operated by the Public Affairs Bureau.

[http://publicaffairs.alberta.ca](http://publicaffairs.alberta.ca)

In some events, particularly those of high visibility, the public may perceive that a threat exists, even though there is no real danger to the public. One example occurred in Fort Saskatchewan in August 2001 when an uncontrolled ethane gas release and fire occurred at BP Canada’s natural gas liquids plant. Although no threat existed, residents were concerned because of the smoke and noticeable odor. A way to circumvent this is to provide regular communication to local residents.
Chapter 6 Quiz

Some of the following statements are true; some are false. Put a check (✔) in the appropriate box. See Chapter 11 for the answers.

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>The Chief of Police is always appointed as the Incident Commander.</td>
<td>✔️</td>
</tr>
<tr>
<td>2.</td>
<td>A Level I incident is a low impact incident of short duration in which the municipality has adequate resources.</td>
<td>✔️</td>
</tr>
<tr>
<td>3.</td>
<td>A Level II incident is characterized as being of high impact but short duration and one, which requires coordination to support site operations.</td>
<td>✔️</td>
</tr>
<tr>
<td>4.</td>
<td>The Incident Command System has 14 key principles.</td>
<td>✔️</td>
</tr>
<tr>
<td>5.</td>
<td>A Level III incident typically requires activation of the Emergency Operations Centre.</td>
<td>✔️</td>
</tr>
<tr>
<td>6.</td>
<td>The AEMA (Alberta Emergency Management Agency) Field Officer acts as the ECC Coordinator.</td>
<td>✔️</td>
</tr>
<tr>
<td>7.</td>
<td>The Municipal Emergency Plan may be activated in whole or in part at the discretion of the local authority.</td>
<td>✔️</td>
</tr>
<tr>
<td>8.</td>
<td>Co-ordination and dissemination of information are critical functions of the ECC.</td>
<td>✔️</td>
</tr>
<tr>
<td>9.</td>
<td>Representation at the ECC would include members of the Emergency Management Committee.</td>
<td>✔️</td>
</tr>
<tr>
<td>10.</td>
<td>Hospitals maintain mass casualty response plans to manage a large and sudden influx of casualties.</td>
<td>✔️</td>
</tr>
<tr>
<td>11.</td>
<td>A Reception Centre is established to provide for the immediate needs of evacuees.</td>
<td>✔️</td>
</tr>
<tr>
<td>12.</td>
<td>Following a Level III event, the Emergency Public Information Manager may need to establish a Public &amp; Media Inquiry Room to respond to the influx of inquiries from the public and the media.</td>
<td>✔️</td>
</tr>
<tr>
<td>13.</td>
<td>It is important that the emergency coordination centre be established close to the emergency site so that they can coordinate response efforts at the site.</td>
<td>✔️</td>
</tr>
</tbody>
</table>
Chapter 7. Notifying the Public of a Threat

The Municipal Emergency Plan includes a section on warning the public. The decision to warn the general public rests with the elected officials. The objective of early notification is to advise the maximum number of people as early as possible before impact in order to save lives and prevent injuries. There will also be a requirement to provide on-going information updates by a known reliable source to the public during and after an event.

Notification Methods

- Alberta Emergency Alert (AEA), radio and/or television
- Telephone, sirens, megaphones (loudhailers), door-to-door and other community notification systems
- Internet
- RSS Feed
- Social Media (Facebook, Twitter, etc.)
- Road Signage

Alberta Emergency Alert (AEA)

When disaster strikes, get more information and take appropriate action to protect yourself and your family.

Alberta Emergency Alert is designed to provide critical, life-saving information to Albertans when emergencies or disasters occur. When an alert comes through your radio, television, phone or internet, take immediate action. If an emergency develops, you should follow the safety instructions provided by an alert to protect yourself and your family.
**Alberta Emergency Alert** is a voluntary program for both municipal and broadcast media partners. Alerts are issued by authorized users, designated and trained emergency personnel in the area as well as Environment Canada and other public safety partners.

**Alberta Emergency Alert** is a model of effective co-operation between government and broadcasters. Local government officials can use Alberta Emergency Alert to warn residents about emerging situations that threaten life and property and effectively advise their residents about precautions and actions they should take. Local officials may also use Alberta Emergency Alert to issue both voluntary and mandatory evacuation orders when appropriate. If you believe that an Alberta Emergency Alert should issued in your area, please contact your municipal office.

For additional information, see:

- [http://www.alberta.ca/home/316.cfm](http://www.alberta.ca/home/316.cfm)

**Environment Canada Weather Statements**

Environment Canada issues weather advisories, watches, and warnings.

As many disasters are natural disasters, weather awareness is important. As well Environment Canada is the only organization legally allowed to issue weather warnings. For further information, refer to their website:

- [http://www.msc.ec.gc.ca/weather/contents_e.html](http://www.msc.ec.gc.ca/weather/contents_e.html)

**Alberta Environment and Sustainable Resource Development**

The Flood Forecasting Section, Hydrology Branch provides timely information on high stream flows, floods and ice jams to municipalities and other client groups. For further information, refer to their website:

- [http://environment.alberta.ca/6.html](http://environment.alberta.ca/6.html)
Alberta Environment and Sustainable Resource Development

The Forest Protection Branch communicates with municipalities adjacent to areas impacted by wildfire. For further information, refer to their website:

http://srd.alberta.ca/wildfires/information/default.aspx

Provincial Stakeholder Notification System (PSNS)

- The Provincial Stakeholder Notification System (PSNS) was established by the Alberta Emergency Management Agency (AEMA) to ensure that critical emergency management information could be disseminated rapidly to a wide number of emergency management partners.

- PSNS is not a “public” warning system – it is instead for key personnel involved in emergency management.

This system allows the AEMA to rapidly notify municipalities and communities of critical information so they can increase their preparedness and establish communication links with other affected parties in time to save lives and protect essential service.
Chapter 8. Recovery Activities

Recovery Activities

Depending on the event, the municipality will be faced with a number of post-event activities, such as:

- critical incident stress debriefings for emergency management staff, first responders and volunteers
- damage and loss assessment (e.g. municipal infrastructure, businesses, residences and personal property)
- resumption of business operations
- restoration of services (e.g. utilities, transportation, community support services, schools, and institutions)
- emergency assistance for residents (e.g. financial aid and temporary housing)
- clean-up, waste removal, debris removal and disposal
- housing, relocation and rebuilding
- donations management (e.g. funds and goods)
- outreach program for survivors
- operational debriefings and documenting lessons learned
- plan revision and updating
- recognition of staff and volunteers
- organizing memorial events (e.g. anniversaries)

Victim Assistance Centre

When response activities have wound down after a disaster in which there has been widespread or catastrophic damage, there may be a need to draw together services from all orders of government, non-governmental organizations, and the private sector to meet the short and mid-term needs of victims. The nature of the event will dictate the types of services and support needed. In this case, the municipality would establish and operate a “one-stop shopping centre”, called a victim assistance centre. A victim assistance centre is typically established 2-3 days after the event and would operate for as long as necessary as determined by the municipality. The AEMA can assist with the operation of the centre if requested by the municipality.
Chapter 9. Other Resources

Suggested additional reading (see References):

1. E.L. Quarantelli, *Organizational behavior in disaster and implications for disaster planning*.
2. E.L. Quarantelli, *Major criteria for judging disaster planning and managing and their applicability in developing societies*.

Web Sites

AEMA Site-- [http://www.aema.alberta.ca](http://www.aema.alberta.ca/)

By typing in the following search terms: [Haiti] [Earthquake] [Canada] on the following site [http://www.youtube.com](http://www.youtube.com) you will be able to get a greater sense of how the agency responds to international needs.

If you would like to view the act, it can be found at the following URL. You can order a printed copy from the Queens Press by following: [www.qp.alberta.ca](http://www.qp.alberta.ca)

Suggested Web Searches

- Canada/Federal/Government/Emergency/Management/Organization
- Alberta/Government/Emergency/Incident/Activation
- Alberta/Emergency/Activation
- Alberta/AEMA/Activation/POC

Video

- Alberta Youtube Site: [http://youtu.be/UbwljJzV8m0](http://youtu.be/UbwljJzV8m0)
- Developing Emergency Preparedness: [http://youtu.be/AIB2Rxj1uP0](http://youtu.be/AIB2Rxj1uP0)
Chapter 10.

Basic Emergency Management Course Exam

The exam is a 25 question open book exam with a pass mark of 80%. Individuals who successfully complete the exam are issued a Certificate of Achievement within approximately 3 weeks.
# Chapter 11

## Quiz Answer Key

### Chapter 1 Quiz

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A motor vehicle accident in Edmonton in which three people are injured is an example of a disaster.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>2. A tornado in a densely populated area that results in extensive property damage, injuries and fatalities is an example of a disaster.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3. Standard operating procedures will be adequate to manage and co-ordinate response efforts following a disaster.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>4. Disasters require prompt and coordinated actions by a wide range of individuals and agencies using extraordinary resources and processes.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>5. The <em>Emergency Management Act</em> defines an emergency as “an event that results in serious harm to the safety, health or welfare of people or in widespread damage to property”.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>6. There will be a need for inter-organizational information sharing following a disaster.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>7. There is likely to be national and international media attention following a disaster.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>8. An emergency is likely to be of interest to only local media.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>9. Riots and strikes are examples of natural disasters.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>10. The arrival of unsolicited support and volunteers in the impacted community following a disaster is highly unlikely.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>11. Immediately following a disaster, there is likely to be chaos, confusion and communication breakdowns.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>12. A disaster social services response plan is activated to meet the urgent needs of those impacted by the disaster until special recovery programs or regular social services are in operation.</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>13. Following a disaster there is likely to be too much information rather than too little.</td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>
# Chapter 2 Quiz

1. The most effective way to develop an emergency management program is for the municipal Director of Emergency Management to:
   a) develop the plan and distribute it to key stakeholders
   b) involve key stakeholders in the planning process

2. It is likely that casualties in disasters will be transported to the hospital by:
   a) Emergency Medical Services
   b) family or friends

3. It is best to:
   a) build on the capabilities of existing networks, structures and organizations rather than creating new ad hoc arrangements
   b) create new ad hoc arrangements rather than relying on existing networks, structures and organizations

4. A key function of emergency management is to:
   a) co-ordinate the activities of response organizations
   b) ensure that emergency response organizations are carrying out their roles and responsibilities as defined in the plan

5. A disaster plan should be:
   a) brief and simple and provide a management framework that is flexible
   b) very detailed and include strategies for every possible situation

6. The expectations of the public:
   a) should be considered when developing a disaster plan.
   b) do not need to be considered when developing a disaster plan.

7. Disaster response:
   a) demands a collective team effort.
   b) does not demand a collective team effort due to the fact that most emergency response organizations have established and well defined roles.

8. Mitigation activities include measures such as:
   a) Economic impact studies and financial assistance programs.
   b) Land use management and insurance incentives.

9. The priorities of Emergency Management are:
   a) People, the environment, property
   b) Critical infrastructure, property, people
## Chapter 3 Quiz

1. The Disaster Recovery Program only provides financial assistance to Municipalities that declare a State of Local Emergency?
   a) **TRUE**
   b) **FALSE**

2. The AEMA Field Officer acts as a liaison between the affected municipalities and the provincial government in the event of a major emergency or disaster.
   a) **TRUE**
   b) **FALSE**

3. _________ is the lead federal department responsible for coordinating the response to nuclear and radiological emergencies.
   a) Public Safety Canada
   b) **Health Canada**
   b) Transport Canada

4. _________ supports municipalities with Disaster Social Services planning and response and monitor compliance with Workplace Health & Safety regulations.
   a) **Alberta Employment & Immigration**
   b) Alberta Transportation
   c) Alberta Health

5. _________ delivers key message regarding emergencies and disaster response. May assist municipalities with this role.
   a) AEMA (Alberta Emergency Management Agency)
   b) **Public Affairs Bureau**
   c) Alberta Transportation

6. _________ is the lead agency responsible for developing and implementing federal policies for emergency management.
   a) **Public Safety Canada**
   b) Public Health Agency Canada
   c) Environment Canada

7. _________ provides a provincial framework for providing assistance to local authorities.
   a) **Alberta Emergency Plan**
   b) Disaster Recovery Program
   c) Emergencies Act
8. Requests for federal government assistance must be directed through
   a) Alberta Transportation
   b) Alberta Municipal Affairs
   c) AEMA (Alberta Emergency Management Agency)

9. Alberta’s emergency management program is a community-based approach with a graduated system of involvement beginning with first responders in a municipality as
   a) provincial response
   b) individual and families

10. _______arranges for road closures and provides advice to those responding to dangerous goods events.
    a) Alberta Transportation
    b) AEMA (Alberta Emergency Management Agency)
    b) Alberta Solicitor General

11. _______coordinates the provincial response to an event which exceeds local resources or expertise or where assistance is required.
    a) AEMA (Alberta Emergency Management Agency)
    b) Alberta Environment
    b) Alberta Transportation

12. _______serves as a safety net to assist citizens with essential needs for uninsurable loss and damage.
    a) Disaster Recovery Program
    b) Disaster Social Services
    b) Alberta Employment, Immigration and Industry
## Chapter 4 Quiz

<table>
<thead>
<tr>
<th>Question</th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A &quot;local authority&quot; is the council of a city, town village, municipal district, improvement district, settlement council.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>2. The local authority does not have to appoint a Director of Emergency Management.</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>3. Each municipality must have a municipal emergency plan.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>4. Municipalities can enter into agreements with and make payments, or grants, or both to persons or organizations for the provision of services in development or implementation of emergency plans or programs.</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>5. Under section 19(1) a municipality can order the destruction of personal property in order to control a disaster.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>6. The declaration of a state of local emergency ensures access to provincial financial assistance.</td>
<td></td>
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<tr>
<td>7. A state of local emergency can stay in effect for as long as the municipality feels it needs to.</td>
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<td>✔</td>
</tr>
<tr>
<td>8. The Minister of Municipal Affairs may cancel a state of local emergency.</td>
<td>✔</td>
<td></td>
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<tr>
<td>9. Métis settlements are not required to have emergency plans and programs.</td>
<td></td>
<td>✔</td>
</tr>
<tr>
<td>10. The Alberta Emergency Management Agency can declare a state of emergency.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>11. The Emergency Management Committee is comprised solely of elected officials.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>12. A state of local emergency allows local authorities to control travel, fix prices and authorize conscription.</td>
<td>✔</td>
<td></td>
</tr>
<tr>
<td>13. A state of local emergency is required before a community can activate its municipal emergency plan.</td>
<td>✔</td>
<td></td>
</tr>
</tbody>
</table>
## Chapter 5 Quiz

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>✓</td>
<td></td>
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<tr>
<td>2.</td>
<td></td>
<td>✓</td>
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<tr>
<td>3.</td>
<td>✓</td>
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<tr>
<td>4.</td>
<td>✓</td>
<td></td>
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<tr>
<td>5.</td>
<td>✓</td>
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<tr>
<td>6.</td>
<td>✓</td>
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<tr>
<td>7.</td>
<td>✓</td>
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<tr>
<td>8.</td>
<td>✓</td>
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<tr>
<td>9.</td>
<td>✓</td>
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<tr>
<td>10.</td>
<td>✓</td>
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<tr>
<td>11.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>✓</td>
<td></td>
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</tbody>
</table>
## Chapter 6 Quiz

<table>
<thead>
<tr>
<th></th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The Chief of Police is always appointed as the Incident Commander</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>2. A Level I incident is a low impact incident of short duration in which the municipality has adequate resources.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>3. A Level II incident is characterized as being of high impact but short duration and one, which requires coordination to support site operations.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>4. The Incident Command System has 14 key principles</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>5. A Level III incident typically requires activation of the Emergency Operations Centre.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>6. The AEMA (Alberta Emergency Management Agency) Field Officer acts as the EOC Coordinator.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>7. The Municipal Emergency Plan may be activated in whole or in part at the discretion of the local authority.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>8. Co-ordination and dissemination of information are critical functions of the EOC.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>9. Representation at the EOC would include members of the Emergency Management Committee.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>10. Hospitals maintain mass casualty response plans to manage a large and sudden influx of casualties.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>11. A Reception Centre is established to provide for the immediate needs of evacuees.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>12. Following a Level III event, the Emergency Public Information Manager may need to establish a Public &amp; Media Inquiry Room to respond to the influx of inquiries from the public and the media.</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>13. It is important that the emergency coordination centre be established close to the emergency site so that they can coordinate response efforts at the site.</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>
References


Glossary
This is a listing of some of the common terminology and definitions used within the Alberta emergency management and response framework, including provincial emergency plans and planning models.

Alberta Emergency Management Agency (AEMA)- An agency of Alberta Municipal Affairs. The AEMA is responsible for the management of a province wide program to ensure that Alberta’s public and private sectors are prepared for, and can respond effectively to, disasters and emergencies. The AEMA also administers disaster recovery programs that promote the timely recovery of Albertans from the impacts of disasters and emergencies.

Alberta Emergency Management Agency Field Officer – field staff of the AEMA, who support and assist Alberta's municipalities in the development and maintenance of their emergency plans and programs. The AEMA Field Officer will likely attend the response to a disaster or a major emergency as the liaison officer for AEMA.


Business Continuity Planning - Planning to ensure the continued availability of essential services, programs and operations, including all the resources involved. Prepares an organization to respond to an interruption of essential business functions and provides the guidelines to fully recover operations, services and programs.

CBRN - Chemical, Biological, Radiological or Nuclear incidents

Civil Protection - Arrangements in place for dealing with disasters and other civilian type of societal and community crisis (E.L. Quarantelli, 2001).

Co-ordination and Information Centre (CIC)- 24-hour information centre operated by Alberta Transportation that provides initial assessment, response action and clean-up information for dangerous goods incident responders.

Convergence - the act of coming together at a similar point.

Director of Emergency Management (DEM) - an individual appointed by the local authority to: prepare and coordinate emergency plans and programs for the municipality; act as the director of operations on behalf of the municipal emergency management agency; coordinate all emergency services and other resources used in an emergency; and, perform other related duties (S 11, Emergency Management Act).

Disaster - an event that results in serious harm to the safety, health, or welfare of people or in widespread damage to property (Section 1(e) Emergency Management Act).

Disaster Planning – (also referred to as the functions or pillars of emergency management) the differentiating of emergency management into phases -
mitigation, preparedness, response and recovery.

**Disaster Recovery Program** – a program approved by the Government of Alberta under the Disaster Recovery Regulation to help individuals, small businesses, farming operations and municipalities recover from the adverse effects of a disaster. The Alberta Emergency Management Agency administers program.

**Disaster Social Services** – a planned emergency response organization designed to provide those basic services considered essential to the immediate well-being of persons affected by a disaster. Basic services are normally delivered at a reception centre and include lodging, clothing, feeding, registration & inquiry, and personal services. The disaster social services response plan, which is a specialized component of the municipal emergency plan, is designed to meet the urgent physical and personal needs of individuals and families until regular social services or special recovery plans are in place.

**Declaration of a State of Emergency** - an order of the Lieutenant Governor in Council under Section 21 of the *Emergency Management Act*.

**Declaration of a State of Local Emergency** – a resolution or order of a local authority under Section 18 of the *Emergency Management Act*.

**Emergency** – an event that requires prompt coordination of action or special regulation of persons or property to protect the safety, health or welfare of people or to limit damage to property. (Section 1(f) *Emergency Management Act*)

**Emergency Management** - concerned with all phases of disasters: mitigation, preparedness, response and recovery.

**Emergency Management Act, Statutes of Alberta 2000 Chapter E.6.8** in force as of June 14, 2007 – the legislation that defines the requirements for emergency measures at the provincial government and local authority level within Alberta.

**Emergency Management Agency** - an organization that acts as an agent of the local authority (council) to carry out the council’s statutory powers and obligations under Section 11 of the *Emergency Management Act*.

**Emergency Management Committee** - a committee consisting of a member or members of the local authority (council) appointed to advise and report to council on the development of emergency plans and programs, under Section 11 of the *Emergency Management Act*.

**Emergency Operations Centre (EOC)** – an operations centre established in a suitable location to manage the larger aspects of the emergency. In a high impact emergency there may be a number of EOCs established to support the response. These may include corporate EOCs (regional, headquarters); municipal EOCs, a joint regional EOC and the provincial government EOC.

**Emergency Planning Officer (EPO)** - a senior member of a provincial government department, appointed by the department head, who in addition to other duties, coordinates the department’s response to a major emergency or disaster, (Government Emergency Planning Regulation).
**Emergency Preparedness** - the planning, exercising and education necessary to achieve a state of readiness for disasters and emergencies.

**Emergency Response Structure** – The local authority is the first level of government to respond to an emergency or disaster. The degree of response by other levels of government and the private sector should be tailored to the local authority's capabilities and needs. The establishment of an emergency operations centre (EOC) by any of the responding organizations will be dictated by the magnitude of the incident, the nature and scope of the response, and the need for public and media communications activities. Local authorities plan for three levels of emergency response, in increasing order of magnitude.

**Emergency Site Management (ESM)** - along with Incident Command, the ESM system is a recognized disaster response system. The ESM system is based on a multi-tiered framework for communications, joint (or coordinated) decision-making, and the coordination of activities or resources. The system facilitates the interaction among the various emergency response organizations at two primary locations: the emergency site and the municipal EOC.

**Exercises** – an exercise completes the training and educational process in emergency management and enables an evaluation of emergency plans and organizational capability, as well as providing opportunity to promote and refine cooperation and coordination between operational teams, staff groups, officials and others involved in an organized response to an emergency.

**Functions of Emergency Management** – sometimes known as the phases of disaster or the pillars of emergency management; the differentiating of emergency management into four core components; mitigation, preparedness, response and recovery.

**Hazard** – a situation with a potential for human injury, damage to property, damage to the environment, or some combination of these, (CAN/CSA-Z731-02).

**Hazard Identification** – the process of recognizing that a hazard exists and defining its characteristics.

**Incident Command System (ICS)** – A standardized on-scene emergency management concept specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. As of 2008, the Government of Alberta has chosen to use the Incident Command System.

**Incident Commander or Emergency Site Manager** - The person responsible for ensuring a coordinated team response at an emergency site.

**Indent Command Post** - There is only one command post at the site under the Incident Command System. The Incident Command immediately designates an Incident Command Post to establish the location of authority and allow immediate check-ins of responding personnel and resources. In contrast, Emergency Site Management allows command posts for each of the responding services.
Liaison Officer - a person who is the point of contact for assisting or coordinating an organization’s resources during a response. They are often located at the EOC or emergency site command post. An AEMA Emergency Management Field Officer, during the municipal response to a major emergency or disaster, would provide liaison with the Government Emergency Operations Centre (GEOC) to facilitate the provision of provincial resources and support.

Local Authority – as identified in the Emergency Management Act means the:
- the council of a city, town, village, summer village, municipal district;
- in the case of an improvement district or special area, the Minister of Municipal Affairs;
- the settlement council of a settlement under the Métis Settlement Act;
- the park superintendent of a national park or his delegate where an agreement is entered into with the Government of Canada under section 9(b) [of the Act] in which it is agreed that the park superintendent is a local authority for the purposes of the Act; or
- the band council of an Indian band where an agreement is entered into with the Government of Canada under section 9(b) [of the Act] in which it is agreed that the band council is a local authority for the purposes of the Act.

Mass Casualty Incident – A mass casualty incident occurs when a disaster affects many individuals and divisions of the healthcare industry. These incidents often exceed the capability of the local emergency medical response systems and require additional resources.

Mitigation - this emergency management function includes the measures taken to reduce or minimize the risks from the effects of a hazard(s) with the aim to prevent or reduce a disaster impact when it occurs. Examples are legislation including regulation and by-laws, safety codes, building codes, zoning, dikes, evacuation and warning systems.

Municipality - as identified in the Emergency Management Act means the area comprising a city, town, village, summer village, municipal district, improvement district or special area and includes:
- the settlement area of a settlement under the Métis Settlement Act;
- the area comprising a national park where an agreement is entered into with the Government of Canada under section 9(b) [of the Act] in which it is agreed that the park superintendent is a local authority for the purposes of the Act; and
- the area comprising an Indian reserve where an agreement is entered into with the Government of Canada under section 9(b) [of the Act] in which it is agreed that the band council is a local authority for the purposes of the Act.

Municipal Emergency Plan (MEP) - is a plan prepared by a local authority under Section 11 of the Emergency Management Act.

National Emergency – an urgent and critical situation of a temporary nature that: seriously endangers the lives, health, or safety of Canadians and is of such proportions or nature as to exceed the capacity or authority of a province to deal with it, or
seriously threatens the ability of the Government of Canada to preserve the sovereignty, security, and territorial integrity of Canada and that cannot be
effectively dealt with under any other law of Canada.

**National Emergency Arrangements** - means arrangements between all orders of government and between government and the private sector to ensure cooperative and effective use of Canada's resources in time of national emergencies.

**Non-Governmental Organization (NGO)** - any agency apart from government that has the skills and resources to prepare for, respond to or provide assistance in the recovery from a disaster.

**NGO Council of Alberta** - An organization comprised of several NGOs who have agreed to work within a set of parameters to reduce the possibility of duplication of effort and any resulting waste of resources that come from an uncoordinated response to the needs of disaster victims and evacuees.

**NOTAM (notice to airmen)** - an order issued by Transport Canada to pilots. It can include an order to restrict or close a specific section of airspace to unauthorized commercial and private aviation.

**Preparedness** - in recognition that perfect mitigation is not possible, this function of emergency management involves building capability to effectively and rapidly respond when items at risk are affected by a hazard(s). It includes the planning, exercising, education and training necessary to achieve a state of readiness for disasters and emergencies. Examples are crisis management, emergency response and business continuity plans, awareness and education, training – individual and collective, and insurance.

**Provincial Operations Centre (POC)** – the POC coordinates the provincial government’s response to a major emergency or disaster in Alberta. The POC is composed of two parts: the Continuity Management Centre (CMC, which coordinates cross Government business continuity planning and response) and the Consequence Management Operations Centre (COMOC, which coordinates cross government planning and response to an incident affecting municipality(s) and industry). These may be activated independently or simultaneously based on the needs of the situation.

**Public and Media Inquiry Room (PMIR)** - a room or facility located near the emergency operations centre to receive and respond to inquiries from the public and the media. The Alberta PMIR is established on the request of the Provincial Operations Centre and is managed by the Alberta Public Affairs Bureau.

**Reception Centre** – a one-stop service site or facility where, in a disaster or emergency, people evacuate to and their immediate needs are met by the disaster social services response team. A reception centre can also serve as a gathering place and information centre for those who have been impacted or want to help.

**Recovery** – this function of emergency management involves the activities carried out to return the affected organization and community to a reasonable state of normal life after it has been affected by a hazard. Examples are the rebuilding of homes and business resumption.
**Response** – this function of emergency management involves those actions taken to minimize the damage and loss to people, property, and the environment, with an emphasis on prevention of injury and loss of life. Examples include the implementation of disaster plans, activation of emergency operations centres, mobilization of resources, issuance of warnings and directions, and the provision of medical and social services assistance.

**Risk** – a measure of the probability and severity of an adverse effect to health, property or the environment. Risk is often estimated by the mathematical expectation of the consequences of an adverse event occurring (i.e., the product of the “probability x consequence”). However, a more general interpretation of risk involves probability and consequences in a non-product form. This presentation is sometimes useful in that a spectrum of consequences, with each consequence having its own probability of occurrence, is outlined, (CAN/CSA-Z731-02).

**Risk Assessment** – evaluates the likelihood of a hazard or combination of hazards occurring, taking into account factors such as threat analysis, frequency, history, trends, and probability. It includes data on the impact of the risk event on the entity and on people, property, and the environment, (CSA Z1600-08).

**Risk Reduction** – the process of reducing risks by either decreasing the chance and/or the consequences of a hazardous event, (CAN/CSA-Z731-02).

**State of Emergency** - See Declaration of a State of Emergency.

**State of Local Emergency** - See Declaration of a State of Local Emergency

**Upstream Petroleum Industry Incident** - any uncontrolled releases from wells, storage facilities, petroleum processing facilities, hydrocarbon pipelines and transport vehicles including saltwater spills or any emergency situation which has the potential to threaten the public, or to create a serious and negative environmental impact. In the Alberta Upstream Petroleum Incident Plan the word “event” means the same as “incident”.


**Victim Assistance Centre** - A “one-stop shopping centre”, designed to meet the short term and long term needs of disaster survivors called a victim assistance centre. A victim assistance centre is typically established 2-3 days after the event and would operate for as long as necessary as determined by the municipality.
Additional Information

The course is reviewed on an annual basis to ensure it is kept current. Suggestions are welcomed and should be sent to:

Manager of Training
Community Programs
Alberta Emergency Management Agency
14515 – 122 Avenue N.W.
Edmonton, AB T5L 2W4
Telephone: 780-422-9000
Fax: 780-422-1549
Website: [http://www.municipalaffairs.gov.ab.ca/ema_index.htm](http://www.municipalaffairs.gov.ab.ca/ema_index.htm)