

Office of Emergency Management

Edmonton

Emergency Management Program-Strategic Plan 2021-2023

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Introduction

Emergency management refers to the process of preparing for, responding to, and recovering from major emergencies or disasters. The primary goals of an emergency management program are to minimize the loss of life, reduce misery and suffering, restore critical infrastructure, protect property and businesses, and ensure the continuity of government.

The diagram illustrates the relationship of the four phases of emergency management – mitigation and prevention, preparedness, response, and recovery.



Under the Emergency Management Act, the City of Edmonton (COE or City) is responsible for the direction and control of its emergency response. The Act also requires that the City create an Emergency Advisory Committee (EAC) and an Emergency Management Agency (EMA), to manage the functions of emergency management within the municipality. The City's role in an emergency will vary - from direct fire suppression response to a wildfire to providing emergency social services for evacuees. The City's role is to understand what emergencies could impact citizens, plan for, and prepare emergency response actions to respond to those emergencies. In all cases, the priority of ensuring rapid support to Edmontonians in times of emergency, disaster, and crisis will guide the City's response efforts.

The City has adopted the Municipal Reference Model (MRM) as a method to use to organize and manage their service delivery to citizens. One of the 73 services that are included in the City's listing is Emergency Management led by the Office of Emergency Management (OEM). Within this model, Emergency Management is defined as follows:

Emergency Management service is an internal service offering support to the Corporation in terms of planning for, and implementing business continuity and disaster management and recovery plans in the event of an emergency.

The purpose of this EMP Strategic Plan is to develop a formal, stand-alone plan to support improved governance of the Emergency Management Program.

Organizational Context

The Emergency Management Program Strategic Plan 2021-2023 (EMP Strategic Plan) works in conjunction with the following City of Edmonton Plans and operating model:

ConnectEdmonton: Edmonton's Strategic Plan

ConnectEdmonton is Edmonton's Strategic Plan for 2019 - 2028. It provides the direction for the future and outlines needed changes today to realize the vision for Edmonton in 2050. The four strategic goals for transformational change are **Healthy City, Urban Places, Regional Prosperity, and Climate Resilience**.

The Emergency Management Program Strategic Plan shares the same vision as ConnectEdmonton. The mission, goals, objectives, and activities in this plan advance ConnectEdmonton's vision, guiding principle, and strategic goals.



Cultural Commitments

The City has adopted five core cultural commitments to guide employees and partners in the provision of services to citizens. The cultural commitments have

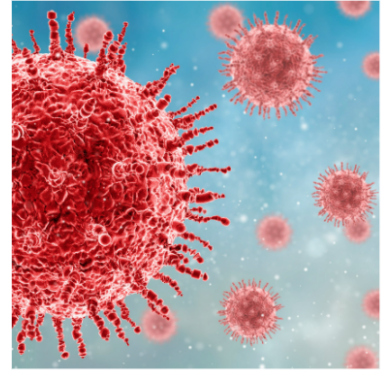
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been listed below and the alignment of the emergency management program with each commitment has been detailed. The EMP Strategic Plan has been developed consistent with these commitments.

City Plan

The City of Edmonton's City Plan provides guidance and direction to manage the City as it grows from its current population of nearly 1.0 million to 2.0 million persons. The City Plan anticipates increasing density as the ongoing expansion of physical boundaries is not viewed as sustainable from a cost and service delivery standpoint. The City Plan has specifically addressed emergency management and preparedness and incorporates a regional context - consistent with the Emergency Management Program Strategic Plan.

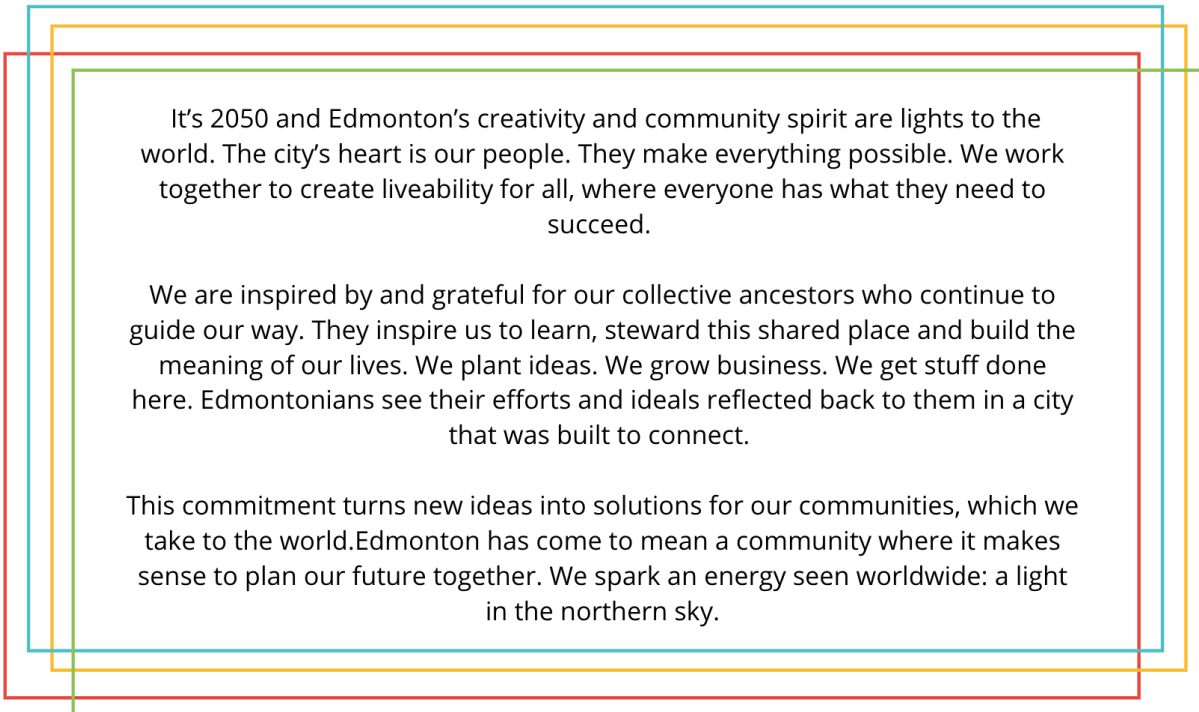


Plan Vision and Mission

Vision

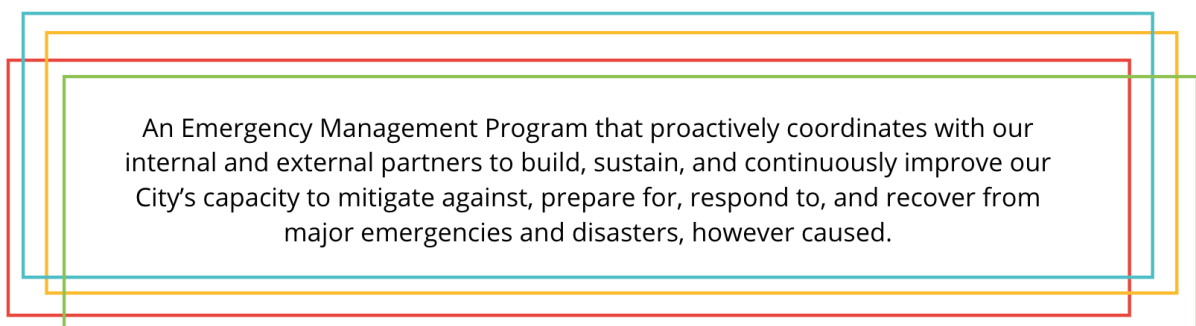
The City has developed a comprehensive vision statement that encompasses the aspiration for Edmonton in the year 2050. The Emergency Management Program Strategic Plan has

been developed to be consistent with that vision. The statement is outlined below:



Mission

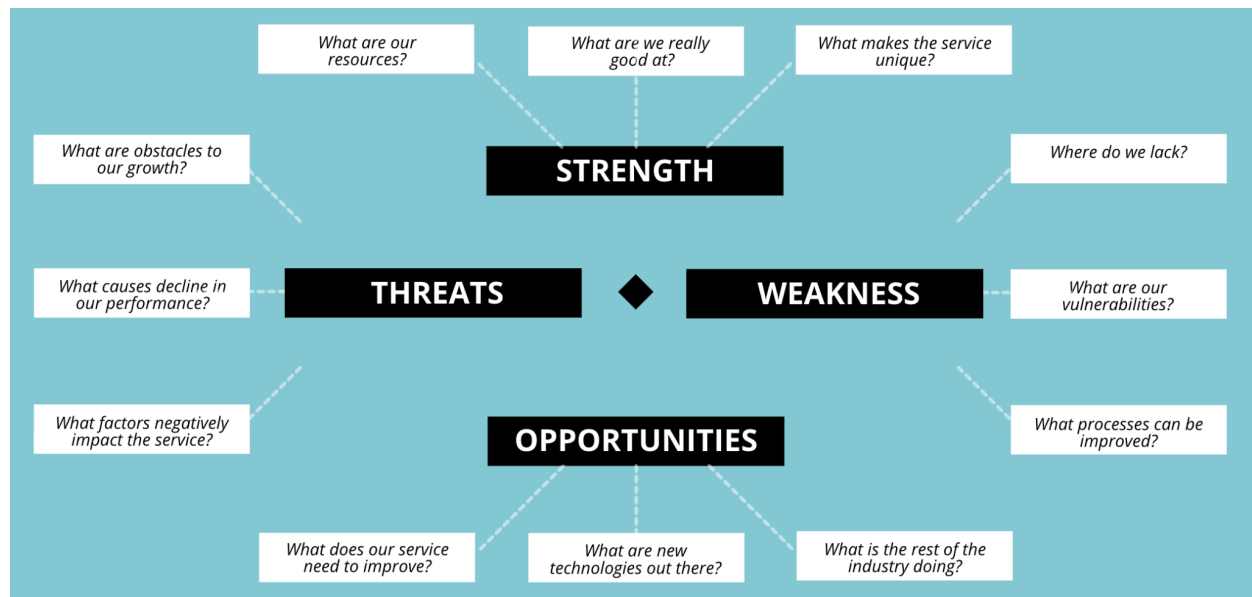
Key to any organization is the development of and focus of efforts and resources toward a mission. The mission statement is intended to provide focus and clarity to the purpose of the organization. Consistent with core principles of emergency management, which include: Prevention, Preparedness, Response, and Recovery; the overall mission for the City, the Emergency Management Program is guided by the following Mission Statement:



Plan Development Process

A key process in the development of the plan is conducting a SWOT (strengths, weaknesses, opportunities, and threats) analysis of the program. A working group assessed real and

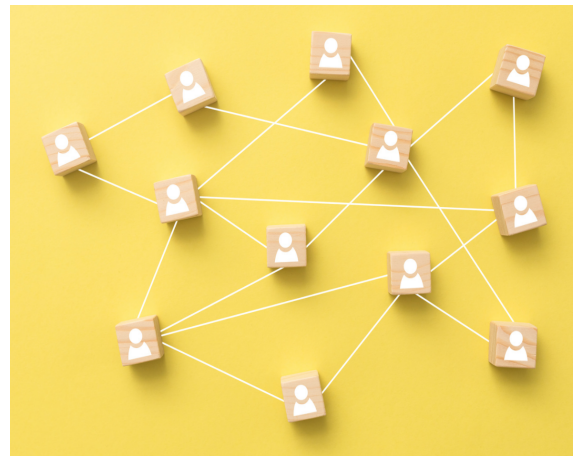
perceived program gaps and then developed goals and objectives to improve those areas by way of activities and processes.



For each goal, a set of activities and measures was identified. Although this EMP Strategic Plan does not specifically outline goals and objectives beyond 2023, some goals will continue to be enhanced during the life cycle of this plan. The progress of each Goal will be evaluated and reported by the OEM utilizing performance indicators.

Stakeholder Engagement

Although COVID-19 has created limitations on in-person stakeholder gatherings, the working group has gathered input and feedback from a focused group of stakeholders that provide comprehensive response and support to citizens and businesses across the region during an emergency. A key part of the process also included reviewing key concepts with partners; such as Alberta Health Services, Big Cities Emergency Management Group, EPCOR, Municipal Emergency Management Partnership, and Post-secondary Institutions.



Goals and Objectives

For the first iteration, the plan will focus on the following Four Goals:



Goal 1

ENSURE A COMPREHENSIVE EMERGENCY MANAGEMENT PROGRAM

Emergency Management at its core is about Prevention, Preparedness, Response, and Recovery. This goal aims to take a back-to-basics approach by cleaning-house of the old documents and procedures, and evolve the foundational documents of the program. The purpose of this goal is to provide clarity on roles and responsibilities and eliminate ambiguity between governing documents.

This goal supports the creation of systems within the Emergency Management program that promotes effective communication, continuous review, and update of documents to ensure responsiveness of the program.

OBJECTIVES

1.1 Continue to Enhance the Corporate Emergency Management Framework - A crucial first step toward achieving this goal is updating and aligning emergency management governing documents. This sets the foundation on which the program will progress and operate on.

1.2 Ensure Program Roles and Responsibilities are defined and communicated - Ensuring that the responsibilities associated with each role are clearly defined and communicated to the individual that will be assigned to it is integral to the success of this program. Clear roles and responsibilities will enhance the ability to generate buy-in into the program as it is implemented across the corporation.

MEASURES

- Emergency Management Governing Documents are reviewed and updated annually.
- Business Continuity Plans are reviewed and updated annually.
- Annual orientation sessions to Emergency Management Agency, Emergency Advisory Committee, and designates on roles and responsibilities.
- Annual tabletops/exercises activities with Emergency Management Agency and Emergency Advisory Committee.
- Office of Emergency Management approved Review Process for Governing Document.
- Annual review of Review Findings and Recommendations.

1.3 Develop and incorporate periodic review processes that will allow for continuous improvement - To support this objective, it is critical to revisit the existing management framework on a routine basis to ensure that it continues to be aligned with the overall objectives of the corporation. This process is formalized with distinct metrics to allow for consistent evaluation and analysis on a year-over-year basis.

GOAL 2 **EVOLVE THE IDENTIFICATION AND COMMUNICATION OF HAZARDS AND RISKS**

A crucial element of emergency management prevention and preparedness is the identification of hazards and risks. The central focus of this goal is around the Hazard Identification and Risk Assessment (HIRA); which is a tool that helps to examine the probability and impact of hazards and assess their risk. The process helps to determine which hazards pose the greatest risks, how likely they are to occur, and how great the potential impact will be to the community. As an integral part of the Municipal Emergency Plan (MEP), the HIRA must remain current as hazards and risks evolve because they affect every pillar of emergency management - Prevention, Preparedness, Response, and Recovery.

OBJECTIVES

2.1 Identify gaps in emergency management prevention and preparedness - This objective focuses on updating the program Hazard Identification and Risk Assessment. Often such gaps will not become apparent until the Emergency Management Plan, which includes the HIRA, is tested or implemented. Ensuring that gaps are identified and corrective actions are implemented will support the success of this plan over the long term.


2.2 Create systems that support alignment to industry standards & best practices - Industry standards and best

MEASURE

- Annual Gap Analysis Report on City of Edmonton Hazard Identification and Risk Assessment (HIRA)
- Percentage of gaps actioned (gaps being resolved over total documented gaps in analysis report)
- Annual review and update to HIRA for alignment to best practice and industry standards
- Office of Emergency Management Approved After-Action Review/Evaluations Process
- Percentage of After-Action Recommendations actioned
- Annual Review of Recommendations

practices are constantly evolving to reflect technological advancement or new trends or events (e.g. COVID-19 Pandemic). Creating systems from the onset, that are designed to incorporate such adjustments into the emergency management program, ensures that it will continue to be relevant. These systems will be reviewed on an annual basis to allow for revision and refinement.

2.3 Responses to emergency management situations are continually improved - By appropriately capturing relevant data through the after-action evaluation process, a culture of continuous improvement can be incorporated into the emergency management plan. This will allow the corporation to identify what aspects of the plan are working as intended and where areas for improvement exist.



INCREASE FOCUS ON RESPONSE CAPACITY, COORDINATION AND RECOVERY

Preparation is at the centre of any emergency response plan. However, even the most rigorous amounts of preparation and readiness cannot prevent all emergencies from occurring. Therefore, as a municipality, it is equally important to develop the capacity to respond to an emergency, coordinate responses with others, and, when appropriate, begin the recovery process.

OBJECTIVES

3.1 The corporation is prepared to respond to emergency situations when they occur -

Preparedness on the grassroots level within the corporation is critical in ensuring rapid support to Edmontonians in times of emergency, disaster, and crisis. The creation of Business Continuity Plans (BCP) is the first step. Of equal importance is the building capacity through communication and actual training exercises to enhance the ability to deploy appropriate resources at the onset of a

MEASURE

- Annual Training Emergency Management Exercises (Mandatory, Live and Desktop)
- Number of trained human resource support for Emergency Operations Centre (EOC) & Emergency Support Response Team (ESRT) activation and response

crisis. Combined, these activities can reduce the size and scope of an emergency event.

FOSTER CAPACITY BUILDING WITH EXTERNAL PARTNERS

External partners are indispensable to the overall success of the emergency management plan. Organizations and/or individuals, outside of the OEM, provide vital support and contributions to the program in a variety of roles. Establishing clear expectations of what is required from these external partners and participating in joint training will result in a stronger overall emergency management response.

OBJECTIVES

4.1 Alignment of emergency management priorities with external partners -

Consistent and structured communication with our external partners is critical to build capacity, maintain relationships and align priorities with external partners particularly with the Edmonton Metropolitan Regional Board. The City also has numerous memorandums of understanding (MOU) and agreements with our partner organizations, these are reviewed periodically to confirm that the City is meeting our commitments and vice-versa.

MEASURE

- Review and maintain valid Memorandum of Understanding (MOU)s and Agreements
- Meetings attended with External Partners
- Updated Emergency Management Partner Database
- Number of joint training exercises participated

4.2 - Participate in joint training and activities with partners and stakeholders - Direct training is the most useful tool in developing the capabilities of an individual or an organization. This is especially important in the area of emergency management, to ensure rapid support to Edmontonians in times of emergency, disaster, and crisis. As such, to build capacity within our partner organizations, joint training exercises should be conducted on a routine basis in keeping with our commitments.

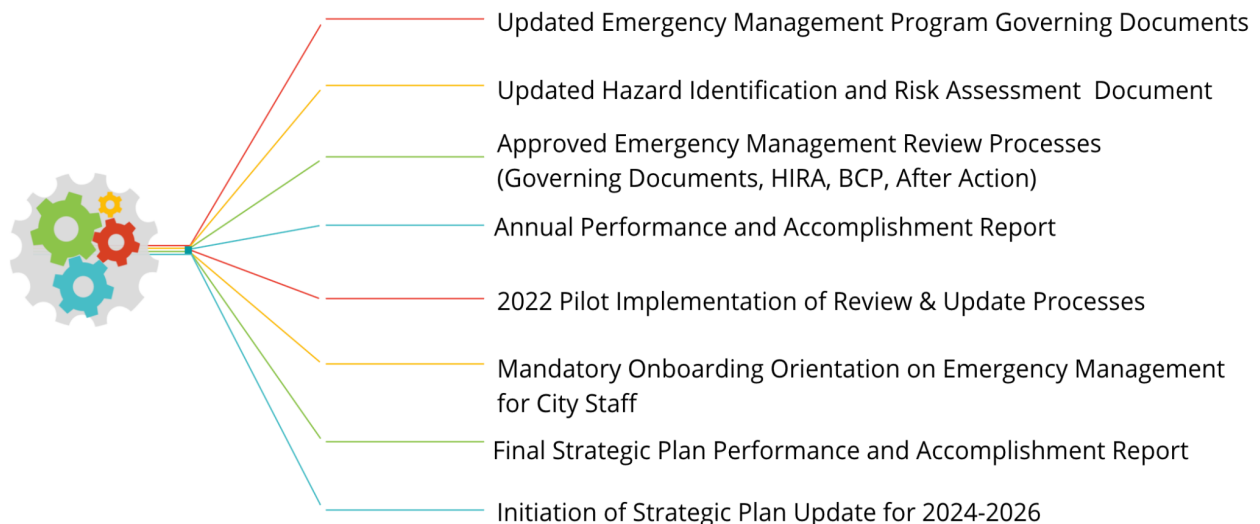
Performance Measures and Targets



Critical to the success and achievement of EMP Strategic Plan goals are performance measures and targets. The development of measures and targets has taken into consideration supportive actions and activities related to each goal and objective to ensure impact alignment.

To foster monitoring and update, key ongoing measures will be incorporated as part of the Enterprise Performance Management (EPM) portfolio of the service area and have also been integrated as part of the Implementation Work Plan.

Below are the key high-level milestones of the plan:



The table below presents the performance measures and targets as aligned with each goal and objective:

ENSURE A COMPREHENSIVE EMERGENCY MANAGEMENT FRAMEWORK
1.1 Continue to enhance the Corporate Emergency Management Framework
1.2 Ensure program roles and responsibilities are defined and communicated
1.3 Develop and incorporate periodic review processes that will allow for continuous

improvement		
Measure	Frequency	Target/Unit
Emergency Management governing documents are reviewed and updated annually.	Annual - Year-End	2 Docs
BCPs are reviewed and updated annually	Annual - Year-End	39 BCPs
Annual orientation sessions to EMA, EAC, and designates on roles and responsibilities	Annual	1 Session
Annual tabletops/exercises activities with EMA and EAC	Annual	1 Session
OEM approved review process for governing document	Annual	1 Review
Annual review findings and recommendations	Annual - Year-End	1 Review
EVOLVE THE IDENTIFICATION AND COMMUNICATION OF HAZARDS AND RISKS		
2.1- Identify gaps in emergency management prevention and preparedness		
2.2 Create systems that support alignment to industry standards & best practice		
2.3 Responses to emergency management situations are continually improved		
Measure	Frequency	Target
Annual gap analysis report on COE Hazard Identification and Risk Assessment	Annual	1 Report
Percentage of gaps with recommended action plans	Annual	100%
Annual review and update to Hazard Identification and Risk Assessment for alignment to best practice and industry standards	Annual - Year-End	1 Review
OEM approved after-action review/evaluations Process	Annual	1 Review/ Sign-off
Percentage of after-action review Recommendations actioned	Annual - Year-End	100%
Annual review of recommendations	Annual - Year-End	1 Review/ Sign-off

INCREASE FOCUS ON RESPONSE CAPACITY, COORDINATION, AND RECOVERY		
3.1 The corporation is prepared to respond to emergency situations when they occur		
Measure	Frequency	Target
Annual training on Emergency Management exercises (mandatory, live, and desktop)	Annual	2 Events
Number of trained human resource support for Emergency Operations Centre (EOC) & Emergency Support Response Team (ESRT) activation and response	Annual - Year-End	ESRT - 132 EOC - TBD
FOSTER CAPACITY BUILDING WITH EXTERNAL PARTNERS		
4.1 Alignment of emergency management priorities with external partners		
4.2 Participate in joint trainings and activities with partners and stakeholders		
Measure	Frequency	Target
Review and maintain valid MOUs and agreements inventory	Annual - Year-End	1 Review
Meetings attended with external partners (Edmonton Region)	Annual - Year-End	50% of Meetings
Updated Emergency Management Partner database	Monthly	100% Update
Number of joint training exercises participated	Annual - Year-End	4 Training Events

Plan Implementation and Maintenance

This EMP Strategic Plan has been approved by the EMA and EAC. The OEM is the service area accountable for implementing the activities and tasks to achieve each goal and objective set out for the duration of the plan.

The following are key to ensure the successful implementation of this plan:

- **Staff Involvement and Buy-in** - A key approach from the start is to involve OEM staff in the development of the plan. This group's ideas, feedback, and contributions to the plan are essential for generating buy-in and, more importantly, service delivery and performance. Continuing with this approach during implementation is essential.
- **Implementation Work Plan** - An Implementation work plan has been developed to provide an overview of deliverables and task prioritization for the duration of the plan. This work plan will serve as the roadmap that guides OEM on its deliverables and performance expectations. Please refer to [Appendix A - Implementation Work Plan](#). Performance measure timelines are also incorporated in the work plan to facilitate documentation and progress. Like other plans, the attainment of the goals and targets set is dependent on the availability of resources and is subject to unknown future constraints.
- **Appointment of Strategy Implementation Lead** - The appointment of a point person from the OEM for managing the plan is essential. This person will be responsible for keeping track of progress, capturing metrics, making follow-ups, and scheduling performance update meetings for the OEM team.

This plan will be maintained by the OEM. Any future update or changes will be documented and logged as part of document management.

As part of the maintenance of the plan, the OEM will report on the progress of the plan to the EMA and EAC annually. This report will cover, at a minimum:

- EMP Strategic Plan Basic Orientation/Refresher
- Accomplishment Report - Milestones
- Current year Work Plan and Targets
- Performance Measure Report
- Report on significant findings and recommendations/plan changes

List of Acronyms

The following are acronyms used in this document.

<i>BCP</i>	Business Continuity Plan
<i>EAC</i>	Emergency Advisory Committee
<i>EMA</i>	Emergency Management Agency
<i>EMP</i>	Emergency Management Program
<i>EOC</i>	Emergency Operations Centre
<i>EPM</i>	Enterprise Performance Management
<i>ESRT</i>	Emergency support Response Team
<i>HIRA</i>	Hazard Identification and Risk Assessment
<i>MOU</i>	Memorandum of Understanding
<i>MEP</i>	Municipal Emergency Plan
<i>OEM</i>	Office of Emergency Management
<i>SWOT</i>	Strengths, Weaknesses, Opportunities, and Threats

Document Management and Change Log

This document is owned and maintained by the City of Edmonton's Office of Emergency Management.

DATE OF CHANGE	DESCRIPTION OF CHANGE	CHANGED BY:
June __, 2021	Document Creation	

Appendix A - Implementation Work Plan

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