Emergency Operations and Disaster Plan

(Consequence Management Plan)

2017

Alberta Transportation
Forward

During a disaster or major emergency affecting any or all parts of Alberta, Government of Alberta ministries may be called upon to provide resources and perform the functions assigned to them in the Government Emergency Management Regulation and the Alberta Emergency Plan. This Emergency Operations and Disaster Plan addresses all types of hazards and has been prepared under the authority of Section 2(f)(i) of the Government Emergency Management Regulation (248/2007) per the Emergency Management Act.

This Consequence Management Plan is approved. This plan is effective immediately and supersedes all previous editions.

Original Signed

May 30, 2017

Barry Day
Deputy Minister

Alberta Transportation
Plan Review and Amendments

This Emergency Operations and Disaster Plan will be reviewed, amended and updated on a bi-annual basis by Alberta Transportation with consultation from the Alberta Emergency Management Agency. All inquiries and suggestions to be included in the plan should be directed to:

Senior Emergency Management Officer  
Strategic Business Services Branch  
Ministry of Transportation  
Suite 303 – Twin Atria Building, 4999 98 Ave  
Edmonton, AB T6B 2X3  
Phone: 780-644-7002  
Email: trans.emergencymanagement@gov.ab.ca
Message from the Deputy Minister

Alberta Transportation has a tremendous obligation to the government and the people of Alberta to provide effective, efficient and timely response to various types of emergencies affecting the provincial highway network. This Emergency Operations and Disaster Plan establishes the management, organizational structure and responsibilities necessary to meet this commitment at all levels in the ministry.

The Emergency Operations and Disaster Plan has been developed by the collective efforts of the ministry’s staff and support from the ministry’s executive team.

This Plan is an integral part of the emergency management program. We encourage all ministry staff to become familiar with its contents, to obtain a solid overview of the Plan’s objectives, position roles and responsibilities, as well as to undertake personal and home emergency preparedness.

Those that have been assigned specific emergency response roles are encouraged to actively participate in the exercising and updating of this plan, as well as to continually review and improve on their emergency response capabilities.
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Purpose

To effectively respond to emergencies or disasters, Alberta Transportation has developed an Emergency Operations and Disaster Plan (the Plan). The Plan defines a Concept of Operations, the processes and procedures, roles and responsibilities, for implementing an effective response and otherwise restoring the transportation system. The Plan is a “living document”; training, exercises, and experience with its implementation will undoubtedly suggest changes that will improve it.

This Plan also complies with the Government Emergency Management Regulation’s requirement for departments to complete and maintain a consequence management plan.

This document outlines the specific concepts and approaches that Alberta Transportation will take to reasonably prepare for and respond to emergency events. Specifically, this plan is intended to:

- Meet jurisdictional responsibilities;
- Articulate emergency management concepts and principles;
- Define the framework for decision-making and coordination in the response to disasters;
- Define concept of operations, processes, procedures, roles and responsibilities for implementing an effective response and restoring the transportation system;
- Describe conditions that affect disaster response operations;
- Set the conditions for transition to recovery;
- Identify and harmonize the plan for use in a larger multi-agency disaster management system; and
- Reflect an All-Hazards approach, consistent with identified risks and likelihoods facing the Ministry.
Objectives

- To outline the Ministry’s overall approach to emergency and disaster response;
- To provide guidance to Alberta Transportation employees for individual response;
- To provide concise and pertinent guidance to Alberta Transportation employees on initial Ministry actions in the event of an emergency or disaster; and
- To outline the processes of cooperation and coordination with other agencies for the resolution of an emergency or disaster.
Background

While significant investment is made in reducing the impact of emergencies or disasters, there is also a need to prepare for emergency response to incidents. During those responses, the ministry’s commitment to safety, mobility, and customer service remain. Though each area of the province has different geography, climate, and challenges, it is critical that a consistent response is provided across the province in order to:

- Ensure public safety during the response;
- Minimize negative impacts to the economy and road users;
- Communicate accurately and clearly to the public any travel implications; and
- Maintain confidence in government.

Alberta is exposed to many hazards which have the potential to disrupt the transportation system, create causalities, and cause property damage. Possible natural hazards include, but are not limited to: floods, forest fires, dam failures, avalanches, and severe weather events such as tornadoes. Other situations that could cause disruptions include, but are not limited to: acts of terrorism, civil disorder, dangerous goods incidents, biological, chemical, foreign animal diseases, and pandemics.

Emergencies or disasters, also referred to as emergency events or incidents, frequently strike without notice. When an emergency or disaster occurs, it has the potential to affect many people. There is an expectation of government to provide the necessary resources and leadership in minimizing loss of life, reducing suffering and re-establishing stability and restoring normal operations of infrastructure, including that related to transportation. If a disaster were to occur, restoring and maintaining transportation infrastructure during and after the occurrence of a major disaster is critical to recovery. Access to and egress from an affected area must be re-established for passage of emergency vehicles and public evacuation.

To effectively respond to an emergency or disaster, Alberta Transportation must be prepared, including having an Emergency Operations and Disaster Plan that defines processes and procedures as well as roles and responsibilities for the agency to implement an effective response and restoral of the transportation system. The Plan defines Alberta Transportation’s actions that are intended to minimize loss of life and property, protect the integrity of the transportation infrastructure, repair and maintain damaged highways and structures, and to restore the flow of traffic as soon as safely possible. The Plan and its annexes are the primary source of documentation for achieving an effective response to any emergency incident, natural or manmade.
Scope

It is not possible to anticipate the specific details of all potential incidents that could impact the province’s road network and infrastructure. However, by using an All-Hazards approach as the foundation for operations, this plan is specific enough to provide staff with guidance on how to prepare and respond, and it is also robust and flexible enough that it can be applied to any emergency response, regardless of magnitude.

Plan Limitations

This Plan does not replace the Alberta Dangerous Goods Incident Support Plan, which details the coordinated cross-governmental response to a dangerous goods incident.

Planning Assumptions

- Emergencies and disasters can result in:
  - Fatalities;
  - Casualties;
  - Displaced people;
  - Interruption of essential public services;
  - Property damage or loss;
  - Economic impacts;
  - Damage to infrastructure; and
  - Significant harm to the environment.

- Emergencies and disasters vary in scope and intensity, from small, localized incidents with minimal damage, to multi-jurisdictional disasters resulting in extensive devastation and loss of life. Incidents, emergencies or disasters will require varying levels of response. The development of plans identifying the ministry’s response will be based on the worst-case scenario. It is anticipated that the response will be conducted at the lowest possible activation level to effectively and efficiently handle the situation;

- There are “notice” and “no-notice” events. “No-notice” emergency events occur with little or no warning and can cause an extreme emergency condition in any area of the province. During a “notice” emergency, prior warning may come from outside organizations that have access to scientific methods for predicting floods, forest fires and severe weather. Where reliable prediction is possible, action can be taken before the onset of an emergency;
• The greater the complexity, impact and geographic scope of an emergency, the more multi-agency coordination and resource sharing will likely be required;

• Alberta Transportation will use contractors and private sector resources in response and recovery efforts;

• Alberta Transportation will prioritize repair and restoration of transportation infrastructure;

• Employees at all levels of government and the private sector will see to the welfare of their families before trying to report to work;

• Provincial ministries will support the province’s overall emergency management objectives; and

• Provincial ministries or municipalities will provide situation reports to the Provincial Operations Centre in order to convey damage assessment and ability to accomplish their functional role during an emergency or disaster.

**Plan Format**

This Emergency Operations and Disaster Plan is organized into two parts:

1. **Basic Plan** - an "All-Hazards" framework for Alberta Transportation to follow during time of emergency or disaster. It also assigns responsibilities for Alberta Transportation’s emergency planning and response.

2. **Supporting Annexes** – focus on Alberta Transportation key personnel responsibilities, tasks, and operational actions that pertain to the performance of a specific emergency operations function. Annexes are updated and created as needed and as such do not necessarily follow the bi-annual review and update schedule for the Plan. The following are the supporting annexes to this plan:

   • Annex B – Disaster Recovery Program (DRP) Manual
   • Annex C – Emergency Management Field Guidebook
   • Annex D – Small Incident After Action Report Guide
   • Annex E – Crisis Communication Plan
   • Annex F – Consequence Management Officer Manual
   • Annex G – Highway Evacuations Best Practices
Guiding Documentation

The legislative authority and rationale for consequence management planning is derived from the Government Emergency Management Regulation. Subparagraph 2 (1)(f)(i) of the Regulation defines the duties for a department as follows.

“To prepare, implement and maintain, in accordance with the Government plans, consequence management plans, business continuity plans and any other plans required by a responsible Minister.”

The following legislation, regulation and documentation have been utilized during the development of this plan and can be referenced to provide support to this document and its annexes.

- Emergency Management Act
  - Disaster Recovery Regulation
  - Government Emergency Management Regulation
- Highways Development and Protection Act
  - Highways Development and Protection Regulation
- Dangerous Goods Transportation and Handling Act
  - Dangerous Goods Transportation and Handling Regulation
- Municipal Government Act
- Railway (Alberta) Act
- Traffic Safety Act
  - Commercial Vehicle Weight and Dimension Regulation
  - Vehicle Seizure and Removal Regulation
  - Drivers’ Hours of Service Regulation
  - Commercial Vehicle Safety Regulation
  - Operator Licencing and Vehicle Control Regulation
  - Vehicle Inspection Regulation
- Government Organization Act
- Alberta Emergency Plan
- Alberta Disaster Assistance Guidelines April 1, 2015
- Ministry of Transportation Traffic Control Standards
- Ministry of Transportation and Infrastructure’s Traffic Accommodation in Work Zones 2008 Guidelines
- Ministry of Transportation’s Contract Administration Manual
- Ministry of Transportation’s Bridge Inspection and Maintenance Manual
- Ministry of Transportation’s Highway Maintenance Specifications
- Ministry of Transportation’s Highway Maintenance Guidelines and Level of Service Manual
- Ministry of Transportation’s Guidelines for Rockfall Remediation
- Ministry of Transportation’s Field Guide for Erosion and Sediment Control
- Western Canada Transportation Infrastructure Strategy for an Economic Network
Definitions

**All-hazard(s)** - Alberta Transportation’s emergency management program recognizes that incidents occur for a variety of reasons, with a variety of causes, and a variety of impacts in it’s consideration of mitigation, preparedness, response, recovery. This approach allows the ministry to assist others within the emergency response community, as an emergency response partner, regardless of the parameters of the emergency situation.

**Business Continuity Plan (BCP)** – A plan that prioritizes essential services, describes mitigation measures, and coordinates and implements continuity of service strategies when a business disruption occurs.

**Business Continuity Officer (BCO)** - An appointed staff member who is responsible for coordinating all planning, maintenance and recovery activities for a ministry’s Business Continuity Program. The BCO is also responsible for managing the ministry’s business continuity planning including maintaining business impact analysis, developing business continuity strategies, maintaining the emergency operations centre, leading the business continuity team, coordinating exercises and training and providing ongoing liaison with the Deputy Minister’s executive management team and the Alberta Emergency Management Agency.

**Consequence Management** - Consequence management carried out by the Government of Alberta addresses the effects of an incident on lives, property and the environment. It includes measures to protect public health and safety, restore essential public (local authority) services and infrastructure, and provide emergency relief to governments, businesses and individuals affected by an emergency incident or disaster.

**Coordinating Agency** - The organization assigned by legislation, regulation, policy or plans to coordinate the efforts of different orders of government, supporting or logistic agencies and other emergency management partners to coordinate requests from the lead agency to deal with the results of the specific incident or hazard.

**Department Stakeholder** – A significant group or association who can directly affect or is directly affected by the achievement of the Department's objectives.

**Disaster** - An event that results in serious harm to the safety, health or welfare of people or in widespread damage to property. (*Emergency Management Act, E-6 RSA 2000*)

**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. (*Emergency Management Act, E-6 RSA 2000*)
Emergency Management – The coordination and integration of all activities necessary to build, sustain and improve the capacity to prepare for, respond to, recover from, or mitigate against threatened or actual disasters or emergencies, regardless of cause.

Emergency Management Partners – Those persons or organizations that have a role in Alberta’s emergency management system.

Highway - means land that is authorized by a highway authority to be used or surveyed for use as a public highway, and includes a bridge forming part of a public highway and any structure incidental to the public highway (Highways Development and Protection Act, H-8.5 SA 2004). Also the term “highway” is defined somewhat differently in the Traffic Safety Act because its applications that that legislation are different (i.e. the Highways Development and Protection Act speaks to highway development and protection, while the Traffic Safety Act deals with traffic safety). In the Traffic Safety Act a “highway” means any thoroughfare, street, road, trail, avenue, parkway, driveway, viaduct, lane, alley, square, bridge, causeway, trestleway or other place or any part of any of them, whether publicly or privately owned, that the public is ordinarily entitled or permitted to use for the passage or parking of vehicles and includes

(i) a sidewalk, including a boulevard adjacent to the sidewalk,
(ii) if a ditch lies adjacent to and parallel with the roadway, the ditch, and
(iii) if a highway right of way is contained between fences or between a fence and one side of the roadway, all the land between the fences, or all the land between the fence and the edge of the roadway, as the case may be, but does not include a place declared by regulation not to be a highway (Traffic Safety Act, T-6 RSA 2000).

Highway Authority – means

(i) the Minister of Transportation, in respect of highways subject to the Minister’s direction, control and management,
(ii) an urban municipality, in respect of highways subject to its direction, control and management, or
(iii) a rural municipality, in respect of highways subject to its direction, control and management (Highways Development and Protection Act, H-8.5 SA 2004).

Highway Right-of-Way - is often used to describe the boundary and ownership of a highway. The term is synonymous to “highway” which simply means “public road” in the Highways Development and Protection Act. Roadway authorities (direction, control and management) are outlined in the Highways Development and Protection Act.

Incident Command System (ICS) – a standardized incident management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

Incident management - the deployment of planned resources in response to an unplanned emergency situation which has the potential to rapidly deteriorate without effective leadership,
identification of existing hazards, analysis of available corrective actions and employment of effective actions. The goal of incident management is to provide for life safety, protection of remaining infrastructure from further damage and the restoration of essential traffic.

**Lead Agency** - The organization assigned by legislation, regulation, policy or a plan to lead the emergency management of a specific hazard.

**Ministry Action Group** – An Alberta Transportation-specific incident management team based on the Incident Command System and is activated to better coordinate the ministry’s response to an emergency or disaster. The Ministry Action Group is normally formed from the ministry’s Region with authority over the highway network in the area impacted by the emergency and it is augmented with additional ministry staff should the needs of the incident response require.

**Operations Centre** - A common work area for persons responsible for coordinating the overall emergency or disaster response of a local or provincial authority.

**Provincial highway** - means a highway or proposed highway designated as a provincial highway under this *Highways Development and Protection Act*, and a highway that has been designated as a primary highway under a former Act if the designation was subsisting on the coming into force of the *Highways Development and Protection Act*.

**Provincial Operations Centre (POC)** – a central point for the collection, evaluation and dissemination of information concerning an incident or incidents in the province. The POC is responsible for coordinating the initial response and maintaining support for a response to a natural or human-induced disaster.

**Public Safety** - The prevention and protection of the general population from significant danger, injury, damage, or harm. Traditionally is provided by police, fire, and emergency medical services.

**Response** - the decisions and actions taken to manage the immediate effects of an emergency, in accordance with the strategic, tactical and operational objectives defined by emergency responders, typically to protect life, contain and mitigate impact. Typically short in duration (hours or days) and involves the rapid implementation of arrangements for collaboration, coordination and communication. Response encompasses the direct effects of the emergency itself, such as fighting fires and rescuing individuals as well as indirect effects such as disruption of critical services or media interest.

**Recovery** - The process of rebuilding, restoring and rehabilitating the community following an emergency or disaster, continues until the disruption has been rectified, demands on services have been returned to normal levels, and the needs of those affected have been met. Longer in duration (months or years) and involves support of affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social and physical well-being. Although distinct from the response phase, recovery often begins before the totality of response is realized, and should be considered as a simultaneously occurring or overlapping phase, with
attention afforded to how actions taken during the response phase influence the longer-term disaster outcomes

**Roadway** - means that part of a highway designed or intended for use by vehicular traffic

**Supporting Agencies** - Organizations assigned by legislation, regulation, policy or a plan to assist in the emergency management of a specific hazard.

**Transportation facility** - means everything necessary for the efficient transportation of persons and goods in a particular manner;
Chapter 1 – Ministry Role and Responsibilities

Alberta Transportation's mandate is to ensure the transportation system supports Alberta's economic, social and environmental vitality. Before, during and after an emergency or disaster, Alberta Transportation may be called upon to provide expertise, technical advice and/or policy direction regarding:

- Highway construction and maintenance;
- Dangerous goods handling, transportation and reporting;
- Commercial vehicle safety and regulation;
- Safety and protection of provincial road and bridge infrastructure; and
- Transportation planning and policy.

In the event of an emergency, Alberta Transportation plays an important role to ensure public safety and availability of transportation routes to emergency services. Alberta Transportation is the sole authority who can authorize the closure of provincial transportation routes, including highways and inland ferries. Alberta Transportation assists in public notification through 511 Alberta, including posting advisories on overhead message boards along designated routes.

The ministry's specific emergency management responsibilities are:

- Reconstruct, repair and maintain the provincial transportation system including designation of alternate routes in coordination with key stakeholders. This includes assisting in identifying and removing impediments to movement on provincial highways and other routes;
- Determine the usable portions of the provincial transportation system and coordinate and control emergency highway traffic management in conjunction with the Royal Canadian Mounted Police (RCMP), municipal law enforcement and Alberta Justice and Solicitor General;
- Authorize the closure of provincial transportation routes, including highways and inland ferries;
- Coordinate with the RCMP and municipal law enforcement for traffic control;
- Where safe and practicable, provide supplemental resources to local jurisdictional requirements for traffic control on local roads;
• Foreign Animal Disease response support including movement restrictions to control spread of disease, road closures, detours, road restrictions, and movement coordination;

• Coordinate the mobilization of personnel and equipment in support of provincial transportation operational requirements in areas such as bridge engineers, geotechnical engineers, traffic engineers, etc;

• In coordination with the Provincial Operations Centre, support local authorities to reopen critical routes including access to critical infrastructure and services;

• Coordinate, develop and disseminate status reports of key transportation systems (all modes) and critical routes;

• Coordinate exemptions from selected road rules and regulations. (e.g., driver hours and vehicle weights);

• Provide the public with relevant transportation information;

• Share information with partners and industry;

• Maintain liaison with the Alberta Roadbuilders & Heavy Construction Association (ARHCA), ARHCA’s Alberta Consulting Construction Emergency Response Team (ACCERT), Consulting Engineers of Alberta, and other associations as necessary;

• Analyze and provide oversize and overweight routes for logistics transport as required;

• Provide transportation sector knowledge in Government of Alberta decisions; and

• Provide technical emergency response and regulatory advice for transportation of dangerous goods.
Chapter 2 - Concept of Operations

2.1 Principles

Alberta Transportation will conduct its response operations utilizing the following principles:

- Manage response at the lowest level commensurate with capability;
- Enable individual initiative; and
- Encourage intra-agency cooperation.

2.2 Priorities

2.2.1 Government of Alberta - General

The Alberta Emergency Plan states the Government of Alberta will pursue the following strategic objectives in all emergencies, in order of priority:

1. Save lives and reduce suffering;
2. Protect property and the environment;
3. Maintain public confidence;
4. Reduce economic and social losses; and
5. Enable rapid and comprehensive recovery.

2.2.2 Alberta Transportation - Specific

The overarching priority during among all emergency activations is safety. The personal safety of Alberta Transportation’s employees, contractors and the general public is the first consideration in determining what to do and what not to do. Response activities are prioritized as follows:

1. Minimize loss of life and provide for the safety of the traveling public on provincial highways;
2. Gather and evaluate the condition of the provincial highway network;
3. Protect the integrity of the provincial highway system and related infrastructure;
4. Return transportation infrastructure or network to a basic level of service (i.e. establish detours, single lane usage, etc.);
5. Ensure that all other required agencies have been notified of transportation impacts;
6. Provide the most up-to-date information to the travelling public in relation to the highway network status utilizing all communication platforms (511 Alberta, variable message signs, media, etc.);
7. Repair and restore service to damaged highways and infrastructure to current specifications as quickly as possible;
   i. Assess for work needed to be done;
   ii. Estimate time and cost of infrastructure repair;
iii. Secure necessary resources (funding, equipment etc.) to complete the work; and
iv. Oversee operations and ensure that the work is completed to the required standard.

8. Make enhancements to transportation infrastructure to protect against future impacts, when funding is available; and
9. Cooperate with other agencies at the local, provincial and federal level.

2.3 Incident Levels

The need for ministry response is based on the level of the incident. As used in this Plan, there are three levels that reflect the impact of an incident on the transportation network, which are:

I. **Level I** - short duration and routinely handled by local authorities. Level I incidents typically include, but are not limited to: motor vehicle collisions, contained or minor impact dangerous goods releases, floods, fires, and other natural disasters that require limited and short duration traffic control and/or limited repairs and debris removal. Level I emergencies may or may not involve a declaration of a State of Local Emergency.

II. **Level II** - situations that exceed or otherwise cannot be resolved using the capacity of available local resources. Level II incidents generally involve several provincial ministries and may involve more than one Region. An Alberta Transportation Ministry Action Group (MAG) may be activated to Levels 1 or 2. Level II incidents may or may not involve a declaration of a State of Local Emergency. The Provincial Operations Center (POC) may be activated to a Level 3 in order to coordinate provincial emergency management operations.

III. **Level III** - catastrophic events that require exceptional amounts of resources from local, provincial, and federal governments. The Provincial Operations Center (POC) is activated to a Level 3 or 4 in order to coordinate provincial emergency management operations. Alberta Transportation’s MAG is activated at Level 3 to coordinate ministry operations with local authorities’ Emergency Operations Centres (EOCs) and the POC. Level III incidents may involve a declaration of a provincial State of Emergency by the Lieutenant-Governor in Council.

The Provincial Operations Centre maintains four (4) operational levels that reflect the impact of an incident on Alberta. Alberta Transportation’s incident levels are related but mutually exclusive to the 4 POC operational levels. Any change in the POC’s operational levels will not necessarily be a trigger for a change in the ministry’s incident levels.
2.4 Components of Emergency Management

Emergency Management consists of four interrelated components: Mitigation, Preparedness, Response and Recovery. These components are inextricably linked and often overlap as an incident progresses. Alberta Transportation’s management of an emergency incident follows a systematic approach to each component.

- **Mitigation** actions are longer term or pervasive activities designed either to prevent the occurrence of or reduce vulnerability to emergency and/or disaster in order to minimize adverse impacts.

- **Preparedness** includes establishment of programs, defining roles and responsibilities, and development of systems to effectively respond to an emergency and support and enhance other components of emergency management. Planning, training, and exercises are among the activities commonly conducted in this phase.

- **Response** phase activities are time-sensitive actions carried out to save lives and preserve property, as well as stabilize the situation and facilitate recovery. Response activities include direction and control of people and resources, communication, road repairs, traffic control, and other operational activities to protect or restore the transportation system for the movement of people, goods, and services.

- **Recovery** involves long-term restoration of infrastructure and facilities to a pre-incident condition. Short-term recovery actions are used to assess damages and return critical support systems to minimum operating standards; long-term recovery may continue for years. These efforts are critical in restoring the province’s economic viability and rebuilding communities.
2.5 Emergency Phases

2.5.1 Immediate Response Phase

The Immediate Response phase includes activities occurring from the onset of an emergency or disaster and focuses on lifesaving, integration of leadership and coordination, logistics, and setting the conditions for a sustained, coordinated response and recovery effort. The Immediate Response phase encompasses three (3) stages:

1. Monitoring and Detection
   This stage is embedded in Alberta Transportation’s daily activities. It includes connections to media, municipalities, First Nations, law enforcement, emergency services, maintenance contractors, other GoA ministries and the public.

2. Response
   During this stage Alberta Transportation will mobilize its response assets, complete an assessment of the province’s transportation infrastructure, activate site specific response plans as required, and establish communications with key local authority and provincial emergency management authorities.

3. Transition to Sustained Response
   The achievement of response objectives, rather than time elapsed, defines the transition from the initial into a sustained response posture. Typically, the immediate response phase is expected to last up to seven (7) hours, while the sustained response may vary in terms of time, location and duration. During the sustained response stage, aspects of recovery may begin concurrently.

   Transition will be indicated on achievement of the following objectives:
   - Integrated leadership and coordination established;
   - Life-saving efforts are nearing completion;
   - Initial assessment of damage complete for critical infrastructure;
   - Services restored to critical infrastructure;
   - Surge capacity of additional human and other resources deployed/employed; and
   - Planning for sustained response and recovery underway.

2.5.2 Sustained Response Phase

During the Sustained Response, both Alberta Transportation and the provincial emergency management systems are fully operational with coordinated and integrated operations with local, provincial and federal governments as well as key stakeholders.
2.5.3  Recovery Phase

As threats to life and property are addressed, the Recovery Phase undertakes deliberate activities of restoration and rebuilding of damaged infrastructure and services to facilitate a return to a pre-incident condition. Recovery activities may begin during and be concurrent to response, however total recovery can be a multi-year operation.

2.6 Emergency Response Procedures

The purpose of this section is to describe actions that Alberta Transportation employees should take in response to an incident or request for assistance. While it is impossible to outline a plan for every conceivable incident, appropriate responses to a variety of incident types, based on likelihood of occurrence, are discussed. Response actions are structured in a manner that supports the safety of Alberta Transportation employees, contractors and the public, protection of ministry infrastructure and the environment, restoration of traffic flow, and the dissemination of information to the general public so that they can make informed travel decisions.

This section discusses features of incidents and the response practices required in reaction to an incident, including the role of the Incident Command System and Ministry Action Group (MAG). Additionally, the section provides information on the roles of Alberta Transportation’s areas including Divisions, Regions, Branches, Districts, and Sections.

2.6.1  Relationship between Emergency and Normal Functions

For ease of application, emergency functions should generally parallel routine day-to-day functions to the greatest extent possible. Resources will be assigned to personnel familiar with those tasks whenever possible. It is critical, and should always be attempted, to maintain organizational continuity. During a major emergency or disaster, Alberta Transportation will continue to operate as a province-wide organization and will endeavor to use the same chain-of-authority and communications used during normal day-to-day operations with the Ministry Action Group structure as the template for an enhanced ministry response organization. However, emergency operations may be conducted on a 24-hour basis and could require adjustment of some functions and staffing in order to draw upon people’s diverse skills and apply them to areas of greatest need. Subject to the approval of the Deputy Minister, day-to-day functions that do not contribute directly to emergency operations may be suspended for a period of time, for the duration of the emergency, or redirected to accomplish the emergency responsibilities of Alberta Transportation.

Business Continuity

During and following an emergency or disaster if the provision of the ministry’s essential services or functions has been impacted due to a business disruption, that may or may not be caused by the emergency situation, the department’s Business Continuity Plan (BCP) will provide framework for further actions.
2.6.2  Situation Assessment and Information Gathering

Following notification of a disaster, Alberta Transportation will consult internal and external partners to gather information and form a rapid assessment of the situation. This will help determine the potential affects the disaster may have on Alberta Transportation infrastructure and resources. Further re-assessment and information gathering will occur continuously throughout the disaster as part of the ongoing operational tempo.

2.6.3  Common Operational Picture

Critical to effectively managing an event is the establishment of a common operational picture. A common operational picture is a single display of relevant operational information. This will facilitate collaborative operations planning and assists all Alberta Transportation divisions, branches and regions in maintaining situational awareness.

2.6.4  Standard Operating Procedures (SOPs)

Employees should be familiar with the Standard Operating Procedures (SOP) for incidents. Once an emergency is known, employees should refer to the specific SOP for that type of incident. SOPs describe specific activities that are required to safely and effectively respond to and recover from a defined disaster or emergency situation. SOPs do not replace common sense and good judgment.

2.6.5  General Emergency Orientation

The overarching priority throughout all response actions is SAFETY. The personal safety of Alberta Transportation employees and contractors must be the first consideration in determining what to do, without exception. Due to the nature of the responsibilities of Alberta Transportation’s personnel and contractors, there is a significant probability that they will unexpectedly happen upon an incident in the transportation network. There is an understandable and inherent desire of people, when confronted with those in need, to immediately engage and assist. Caution must therefore be exercised, as interceding unprepared may be injurious to ministry responders.

If an employee is confronted with a significant incident, there are a number of prescribed actions which, if followed, protect the safety of the employee as well as initiate an appropriate ministry response. Assistance to other agencies should only be provided if the ministry employee’s safety can be assured. The primary responsibilities of Alberta Transportation employees who are first on-scene are to:

1. Assess the situation and take immediate actions to safeguard themselves, other ministry employees and the public, so long as the personal safety of the ministry responder is reasonably assured;

2. Provide first aid and other assistance for which the employee is trained, and not compromising personal safety;
3. Report the incident and relay the situation assessment to the appropriate Alberta Transportation district office without delay. If warranted, the office will escalate notification and relay the assessment information. In certain circumstances, it might be prudent to first contact local authorities (e.g., if a vehicle is on fire and its occupants cannot escape). Alberta Transportation should then be contacted as soon as practicable and without undue delay; and

4. Establish necessary traffic control to protect the scene and alert oncoming drivers. Assistance should be requested if the situation requires resources beyond the capacity of the employee, such as erecting detour signs, placing traffic control cones or staging pilot vehicles.

### 2.6.6 Incident Command System (ICS)

One of the most important best practices that has been incorporated into Alberta's emergency management system is the Incident Command System (ICS). ICS is a standard, on-scene, all-hazards incident management system that is the standard for firefighters, law enforcement, rescuers and emergency medical teams. ICS has been established by the Alberta Government as the standardized incident organizational structure for the management of all incidents. ICS is based on proven management tools that contribute to the strength and efficiency of the overall system. The following ICS principles form the basis by which the ICS system ensures effective incident management:

- Common Terminology
- Establishment and Transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Management by Objectives
- Reliance on an Incident Action Plan
- Modular Organization
- Manageable Span of Control
- Comprehensive Resource Management
- Incident Locations and Facilities
- Integrated Communications
- Information and Intelligence Management
- Dispatch and Deployment of Resources

ICS is a management system for command, control and coordination of a response, and provides a means to coordinate the efforts of individual agencies. The ICS lends itself to uniformity of command, which is essential to the successful management of an incident. When responders work together managing an incident, there must be a clear understanding of information and immediate knowledge of the chain-of-command. ICS provides this uniformity of terminology and organizational structure. If all agencies involved in an incident are using similar
organizational structures and procedures, operations will be consistent and resilient to confusion. In essence, many several groups can function as one organization and be managed as such by an Incident Commander or Unified Command.

One of the most important features of ICS is to the development of solid working relationships among all personnel involved in the management of the incident. Ideally, incident responders should endeavour to know each other and the capabilities of each organization. This supports and fosters mutual trust and confidence in each other's ability to perform under very stressful conditions.

**Unified Command**

Unified Command (UC) is an important element of ICS that deals with multi-jurisdictional or multi-agency incident management. It provides a coordination protocol to enable two or more agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. UC overcomes much of the inefficiency and duplication of effort that can occur when independent or separate agencies from different functional and geographic jurisdictions, or agencies at different levels of government. In a UC structure, the individuals designated by their jurisdictional authorities jointly determine objectives, plans, and priorities and work together to execute them as a cohesive unit.

Under UC, the Incident Commander interacts only with the ranking individual of other on-scene responding agencies.

Alberta Transportation may become part of a Unified Command Structure when there is a disruption to the transportation network that overlaps with another organization's jurisdiction or when there is a local or regional incident requiring multi-agency coordination.

**2.6.7 On-scene Incident Command**

Under ICS, an Alberta Transportation employee who is first on-scene assumes the role of *de facto* Incident Commander, and will function as such until another local responder or law enforcement personnel arrives on scene. At that time, all pertinent information will be passed on and Incident Command will be transferred. When transferring command, the individual should get the name and phone number of the new Incident Commander and pass it on to the applicable District's management team. It is the responsibility of the District to ensure that other department stakeholders (internal and external) have been notified of the establishment and transfer of incident command.

If an ministry employee is requested to report to, or comes upon an incident in progress where law enforcement or local responders already are on scene, he or she should report to the Incident Commander and find out if Alberta Transportation is a required resource and if so, determine what functions are requested of the ministry.

Alberta Transportation response can only be conducted within the parameters established by ministry training and/or under the direction of an Incident Commander when there is assurance
of the safety of Alberta Transportation employees, contractors and contracted equipment and that any appropriate safety equipment is provided.

Major incidents such as wildfires and natural disasters will generally be managed by a local or provincial emergency management team, who in turn may request resources from Alberta Transportation. If requested to respond or provide services, the name, title, and phone number of the individual requesting the service should be recorded as should be the incident.

2.6.8 Incident Assessment

ICS supports a seamless transition as an event grows in magnitude, however early, accurate and ongoing assessment of an incident is critical. Proper assessment ensures an appropriate response is initiated, including the correct level of support being assigned, appropriate agency notification, and provision of adequate public information.

The key goals of the initial assessment are as follows:

- Ensure the safety of responders and the travelling public;
- Secure the site and establish an acceptable level of traffic control; and
- Communicate conditions in order to initiate the appropriate operational planning.

2.6.9 Highway Incident Management

Stages

There are four stages related to a highway incident, as follows:

1. Response;
2. Notifying the public;
3. Incident clearance; and
4. Post-incident debriefings.

Response

Responders to incidents usually include law enforcement, fire departments, towing and recovery companies, local and/or provincial ministries, search and rescue teams and emergency medical personnel. In addition, if severe trauma has occurred to one or more victims, emergency medical response may involve helicopters or fixed wing aircraft to transport stabilized casualties (once they are stabilized) to major centers for treatment.

Dangerous Goods

Incidents involving Dangerous Goods (DG) require unique response procedures, and invoke federal regulations. Even if vehicles carrying DG materials have not overturned and/or the contents have not spilled or do not appear to be leaking, the consequences of mismanagement can be devastating. Vehicles carrying DG materials display numbered placards to assist responders in identifying contents. Without exception, safety of responders and the traveling public is paramount. When a DG incident occurs, a highway may be closed or travel restricted.
while assessment is conducted to determine that the nature and status of the on-board material as it relates to public risk.

**Notifying the Public**
Public notification should be proportional to the magnitude, severity, anticipated duration and type of incident. Minor incidents which the Alberta Transportation highway Operations Manager believes can be managed by restricting flow of traffic can occur during management of the incident and/or normal flow of traffic can be restored within four hours can be managed through standard notification channels. These may include notification of regional news media, update through 511 Alberta, or activation of highway electronic media, such as upstream permanent and/or portable Variable Message Signs (VMS). Conversely, extended closures may necessitate Alberta Transportation take additional actions to directly and indirectly alert motorists to the situation such as traveller’s advisories, communication through local authorities or notifying the general news media.

**Incident Clearance**
Alberta Transportation, through its highway maintenance contractors, will make every reasonable effort within the limits of safety to clear the roadway and restore normal traffic flow as quickly as possible.

**Post Incident Debriefing**
Following an event, it is critical that representatives from all responding agencies, including individuals who were on-scene, convene to discuss the totality of the incident. Post-incident meetings are not intended to place blame or find fault with an individual or responding agency. Rather, the purpose is to dissect the event and determine what might have been done differently and review the consequences of alternative actions. This process may also be referred to as "lessons learned", and has the sole purpose of improving future incident responses. All lessons learned reports shall be submitted to the ministry’s emergency management program who will in turn maintain an electronic lessons learned library.

**2.6.10 Public Safety Requirements**
Alberta Transportation and its Highway Maintenance Contractors work to ensure that all Provincial Highways and roads under ministry jurisdiction are kept in the safest possible condition for the travelling public. This additionally facilitates the timely response by responders to address an incident. Some of the most common safety issues and practices are:

- Repairing potholes and highway failures in a timely manner;
- Erecting regulatory signs such as stop and yield (may be a temporary installation until a permanent support can be installed);

Performing minor repairs such as resetting traffic signals from flash, or to flash if there is Highways might be immediately closed as a result of situations such as motor vehicle collisions, avalanches, flooding, road or bridge wash-outs, or other significant physical risks to the public, based on the condition of the highway or bridges or concerns in or adjacent to the right-of-way.
Emergency Operations and Disaster Plan

- A malfunction with the signals until the signals can be repaired;
- Removing snow and ice in a timely manner, prioritized based on road, traffic, and weather conditions on specific arteries and maintaining records of the snow and ice removal;
- Reporting to 511 Alberta, and/or law enforcement and/or radio stations significant changes in the highway condition as a result of weather changes or natural disasters.
- Removal of debris and/or carrion that poses a hazard to the travelling public;
- Ensuring work areas are safe and serviceable, with attention to traffic control, outfitting of flag persons, good visibility and sight distances to the work area, etc.; and
- Ensuring that collision sites are controlled and emergency crews’ safety supported.

**Traffic Control**

Traffic control at incident sites should be in compliance with Alberta Transportation’s Traffic Control Standards. Alberta Transportation, through its contractors, will provide initial traffic control on provincial highways at all-hazard incidents, where safe and practicable. Once Incident Command has been established and if the incident is expected to extend beyond 24-hours, Alberta Transportation will review the situation and determine the best method for continued traffic control. Every incident will be different and will require a response that relies on the best judgment of Alberta Transportation and other response personnel to meet the needs of the situation for the short and long-term.

### 2.6.11 Highway Closures

Alberta Transportation and its Maintenance Contractors make every effort to maintain an open and safe transportation network throughout the Province. There are occasions when highway closures are a necessity to ensure the safety of the traveling public, maintenance crews, emergency workers, and ministry staff. Per the Department of Transportation’s Ministerial Order 03/13 the following individuals have the delegated authority to order close, or prohibit or restrict access to a highway or a portion of a highway for safety or security reasons:

- Minister of Transportation
- Assistant Deputy Minister, Delivery Services Division;
- Regional Directors;
- Operations Managers;
- Construction Managers; and
- Bridge Managers.

Since highway closures usually happen unexpectedly, good communication has to exist between Alberta Transportation, highway maintenance contractors, the Royal Canadian Mounted Police (RCMP), other local law enforcement, 511 Alberta, the media, and the local levels of government. Procedures need to be clear and non-conflicting so service users are not inconvenienced more than necessary. Alberta Transportation recognizes that there are two types of highway closures depending on the situation that is impacting the safety of the public on the roadway.
1. **Short-Term Emergency Closures**

Highways might be immediately closed as a result of situations such as motor vehicle collisions, avalanches, flooding, road or bridge wash-outs, or other significant physical risks to the public, based on the condition of the highway or bridges or concerns in or adjacent to the right-of-way. Short-term emergency highway closures are normally carried out by law enforcement personnel (RCMP and municipal police) exercising their authority to restrict the physical movement of people and vehicles (including conducting traffic control) in accordance with their mandate to protect life and property, support emergency operations and provide area security. As short-term emergency closures are generally in response to an immediate situation that threatens the safety of the traveling public, short-term emergency closures do not require explicit Alberta Transportation authorization, but do require Alberta Transportation be notified. All reasonable effort must be made to alert 511 Alberta to the closure in order that they may alert the traveling public to the situation. This is critical to ensure users of the highway network can make safe informed travel decisions based on the most current information available.

Short-term emergency highway closures are generally last less than an hour, although they may be as long as four hours depending on the incident, and can be handled by the RCMP and local law enforcement with some assistance from the Highway Maintenance Contractor (the Contractor). Typically, these closures are used to clear away damaged vehicles after a highway collision, to remove a hazard from the road or right of way, or for the RCMP and local law enforcement to complete their collision investigation. The removal of vehicles from ditches during storm events should be discouraged as this activity may create a safety hazard to the other road users. To facilitate this, the RCMP and local law enforcement may implement a restriction or prohibition specific to towing operations (sometimes called a “Tow Ban”) for short periods of time.

When the highway is closed for a physical problem involving a risk to the public, the District’s Operations Manager does not have to issue an immediate approval to legitimize the closure, although they do need to be notified. The District’s Operations Manager may also need to make a judgment call regarding the degree of risk involved versus measures required to mitigate it (signs and traffic control, temporary repairs, etc., versus road closures). It may be necessary at times to provide traffic control while the incident is being resolved.

2. **Long-Term Closures**

Long-term road closures require the approval of the District’s Operations Manager for the area affected or in their absence, approval of the Regional Director.

Alberta Transportation uses a general threshold for closing roads during a snow event when visibility is reduced below 75 metres, lasts longer than 20 minutes, and conditions are not expected to improve in the near future. Events not related to snow, such as fog, usually do not trigger a restriction, however severely reduced visibility conditions from any source may warrant closure. The District’s Operations Manager is authorized to use their discretion to close a road to minimize the potential for collisions, or, if collisions have already occurred, to minimize the potential for additional collisions to occur. This discretion may be extended to other natural or
human made hazards to motorists, such as smoke, dust storms, extreme ice, or extreme snow conditions. It is important to consider that the location of these concerns could rapidly change in an area, making it difficult to determine how and where to respond. Communication between adjacent Districts should be undertaken for continuous closures of all affected sections of a particular highway so motorists aren’t inadvertently stranded.

Safety considerations for the Contractor, public users, and emergency services must be considered and addressed when identifying the need for closures or warning signs. For example, if the visibility is so poor that signs or road closures are warranted, it may be too dangerous for the Contractor to drive through the hazardous conditions to place signs, barricades, and other traffic control on the other side. As the Contractor mobilizes the signs and barricades from the nearest suitable shop, the anticipated length of the poor visibility event needs to be considered relative to the time it will take to set up the road closure and/or warning devices. During winter operations, consideration needs to be given to whether it is a higher priority for the Contractor to maintain snow and ice control operations, or to staff a road closure.

Long-Term Highway Closure Process
1. Confirm the reason for the road closure request. Physical condition of the road or bridge, risk in or adjacent to the right-of-way, or for poor visibility conditions;

2. Road closures need to be coordinated among all bordering Contract Maintenance Areas and among District Operations Managers;

3. If RCMP or local law enforcement did not originate the request, they must be notified of the closure by the District’s Operations Manager or their designate;

4. Notify 511 Alberta, the Contractor, Communications Branch, and local radio stations of the closure(s);

5. Regular updates to the District’s Operations Manager should be provided, and notification be made to the Assistant Deputy Minister, Regional Director, 511 Alberta and Communications Branch as necessary. If the closure is expected to continue for an extended period, then impacted municipalities and First Nations should be notified so that they may put their own Emergency Plans into effect if required;

6. Signs and barricades may be required so that the public is aware of the closure. The RCMP or local law enforcement may provide police officers to staff the barricade locations for approximately an hour, until the Contractor can mobilize staff, if directed by Alberta Transportation;

   o Each site may be analyzed by the District’s Operations Manager to determine whether the barricades require staffing. Consideration must also be afforded to the prioritization of barricade and traffic control in relation to winter maintenance
work. In some areas, Peace Officers may be available to supplement the staffing of barricades; and

- Barricades should be placed so that services such as hotels and restaurants are available to the travelling public, and so that there are reasonable places for the public to wait safely until the closure is lifted.

**Detours**
The following will be considered before a decision by Alberta Transportation staff is taken to establish a detour around a highway closure:

- If the closure has been precipitated by reduced visibility, the same conditions may exist on any detour route, leaving potential for traffic to become stuck or collisions to occur;

- The road chosen for the detour must be suitable for traffic volume and/or vehicle size;

- Permission must be obtained from the level of government that maintains that road if it is not under Alberta Transportation’s jurisdiction – for example, the road could be the responsibility of a municipality or First Nation;

- Alberta Transportation staff should seek permission from the local authorities as early as possible, as these parties are more familiar with area roads and their capacities and capabilities;

- When setting up a detour, the use of a programmable message board should be considered. Ensure that the message on display is clear and easily understood by the public; and

- All reasonable effort must be made to alert 511 Alberta to the detour route in order that they may alert the traveling public to the situation. This is critical to ensure users of the highway network can make safe informed travel decisions based on the most current information available.

**Law Enforcement and other Partners**
Law enforcement has the authority to prohibit vehicle and person movement past a point in accordance with their mandate to: protect life and property, support emergency operations, and conduct criminal investigations or response actions and provide area security. An example of this would be stopping traffic due to a motor vehicle collision, dangerous goods spill, police incident or other danger to human life on or near the road surface. This authority does not extend to authorizing long-term highway closures.
Law enforcement may also be called upon to monitor conditions during the closure and/or during the highway opening. It is important to update law enforcement regularly on projected opening times and scheduled or anticipated updates.

Accurate and effective communication is among the most valuable tools in the management of any highway closure. Ongoing co-operation with local agencies such as municipalities, First Nations, RCMP, other law enforcement agencies, local Emergency Services, and external agencies such as Parks Canada is vital to the successful discharge of a closure. A well-managed highway closure begins with good communications, both between the various agencies directly involved in the closure and to the general public. Clear, accurate, and reliable information, disseminated to the public and partnering agencies, will ensure challenges to the management of the closure are minimized.

### 2.6.12 Oversize and Overweight Vehicles

Alberta Transportation monitors, controls, and issues permits for the movement of oversize and overweight vehicles, in order to:

- Ensure the safety of the traveling public;
- Minimize the inconvenience to the traveling public;
- Minimize damage to the roadway infrastructure;
- Facilitate the movement of oversized commodities which are non-divisible, deemed impractical to divide, or uneconomical to transport at legal dimensions; and
- Establish and communicate to the carrier a set of conditions for the safe movement of the load.

In emergencies and disasters it may be necessary for government and industry responders to transport oversize and overweight supplies and equipment on provincial highways. To assist in these situations Section 10 of the *Commercial Vehicle Dimension and Weight Regulation (315/2002)* has an emergency provision:

**“Emergency exceptions**

10(1) The following commercial vehicles are exempt from sections 4 and 9 of this Regulation:

- a vehicle required by a road authority to transport materials needed for emergency maintenance of a highway;

- a vehicle transporting equipment to a forest fire, flood, train derailment, pipeline spill or other emergency.

(2) Sections 11, 14, 15 and 16 apply to the same extent as if the vehicle referred to in subsection (1) were being operated pursuant to an overdimensional permit or an overweight permit.
(3) When any vehicle is operated under subsection (1), the person operating the vehicle or the person on whose behalf the vehicle is being operated shall notify the Director of the emergency situation.”

When any emergency/disaster responder or carrier would like to operate under Section 10 of the Commercial Vehicle Dimension and Weight Regulation (315/2002) they are to notify the Central Permit Office who will in turn notify the Director of Transport Engineering.

**Central Permit Office**

Toll Free in North America 1-800-662-7138  
Local call (403) 342-7138  
Fax (403) 340-5278

**Road Ban Information**

Current and upcoming road bans  
Toll free: 1-855-ROADBAN (1-855-762-3226)  
Fax polling: (403) 340-5092

### 2.6.13 Public Information

Dissemination of information to the public and the media is a critical part of emergency operations. When done properly, information dissemination can be useful to both the public and Alberta Transportation. The public needs to know what to do during an emergency, and Alberta Transportation in turn benefits from the public's awareness of the situation.

It is difficult to pre-determine the amount and type of information that need to be disseminated to the public or media, as each situation requires different actions. In the event of a catastrophic or emergency incident, the ministry’s Communications Branch may refer media enquiries to the relevant District or Region who will assign staff members with the appropriate media training to generate media responses. See the Crisis Communications Plan (Annex E to the Emergency Operations and Disaster Plan) for more information.

### 2.7 Emergency Operations Center(s)

#### 2.7.1 Federal Government Operations Centre

Requests from the provinces to the Government of Canada are managed through Public Safety Canada (PSC), which maintains close operational links with provincial and local emergency authorities and maintains inventories of resources and experts in various fields.

PSC maintains the Government Operations Centre (GOC) which provides an all-hazards integrated federal emergency response to events (potential or actual, natural or human-induced, accidental or intentional) of national interest. The GOC provides 24/7 monitoring and reporting,
national-level situational awareness, warning products and integrated risk assessments, as well as national-level planning and whole-of-government response management.

2.7.2 Provincial Operations Center (POC)

The Provincial Operations Center (POC) is located in Edmonton, Alberta. During a major (provincial Level 3 or 4) disaster the POC may be staffed with a Consequence Management Officer (CMO) from involved provincial ministry and other agency representatives involved with the incident. The Alberta Emergency Management Agency’s POC Director and Executive Director of Provincial Operations coordinate the emergency management activities of the Alberta Government from the POC. Alberta Transportation’s Senior Emergency Management Officer or designee serves as the Alberta Transportation CMO.

The POC serves as the central point for provincial coordination of emergency management response, stabilization and transition to recovery efforts. It serves as the primary clearing house for coordinating instructions among ministries, the acquisition and reallocation of resources, and coordination with Cabinet and the federal government.

On a higher level, the POC serves as the coordination and communications link with the federal disaster support structure, working with the Departments of National Defence and Public Safety Canada. In the event of a sudden large-scale emergency the POC coordinates all provincial response activities. After hours, and during weekends and holidays, the phone and email at the POC is answered by a Provincial Duty Officer who will notify the Alberta Transportation Consequence Management Officer should an incident or event result in the elevation of the POC beyond Level 1. POC’s 24/7 emergency contact details are as follows:

**Provincial Operations Centre**
Phone Toll Free: 1-866-618-2362
Fax: 780-644-7962

If the POC is elevated to Level 3 or 4, it is highly likely that the Alberta Transportation Ministry Action Group (MAG) would also be activated.

**Consequence Management Officer**

Consequence Management Officers (CMOs) act as an intermediary for their ministry and the Alberta Emergency Management Agency (AEMA). CMOs provide AEMA a single point of contact during disasters, emergency events, and for other emergency-related issues.

**Expectations**

During an emergency or disaster, AEMA (through the Provincial Operations Centre) will contact the primary or alternate CMO and may request information or resources. The CMO will be the primary means by which Alberta Transportation provides the POC with timely status reports of the ministry’s activities, preparations, and status immediately before, during, or following an emergency/disaster incident, event, or occurrence.

The Alberta Transportation CMO should:
• Know the ministry’s mandate;
• Know the ministry’s capabilities;
• Have a detailed knowledge of the ministry’s emergency management program;
• Know the ministry’s policies and procedures; and
• Know what resources the ministry has and how to access them.

Role
The primary role of Alberta Transportation’s Consequence Management Officer (CMO) is information and task management.

Other duties of the CMO may include:

• Report to the Provincial Operations Centre (POC) and operate the ministry’s work station;
• Have knowledge of and participate in emergency management processes, procedures and plans;
• Have knowledge and training on the POC incident management systems;
• Have knowledge of the department’s stakeholders;
• Current awareness of the emergency situation;
• Coordinate information and tasks;
• Provide a link to home department;
• Access department specialists;
• Complete operations log and situation reports;
• Participate in lessons learned and post incident assessments;
• Acquire resources within the department’s purview; and
• Ensure that the department’s business continuity officer is aware of the department’s consequence management tasks and hazard specific plans and that these are reflected in the department’s business continuity plan, if required.

Elevation of the POC
When the AEMA alerts the department of an incident, the Alberta Transportation Consequence Management Officer (CMO) will:

• Report to the POC; and
• Advise Alberta Transportation management of the reason for the activation and potential involvement of the department.

The CMO is responsible for ensuring the ministry’s executive management is briefed on the situation, potential tasks and other involvement.

Alberta Emergency Management Agency
The Alberta Emergency Management Agency’s role is to coordinate the efforts of different orders of government, supporting / logistic agencies and other emergency management
partners to coordinate requests from the lead agency to deal with the results of the specific hazard. Other duties include:

- Elevating the POC activation level;
- Recommending a lead Government organization for operations;
- Confirming staffing in the POC;
- Drafting “States of Emergency” as required;
- Activating the plans section for the planning process;
- Approving public information releases on the situation, in consultation with the Lead Agency;
- Briefing and approving information releases to senior officials;
- Coordinating the minute-to-minute activities of the POC;
- Ensuring information passage;
- Establishing the operational periods;
- Ensuring reports are prepared and distributed;
- Drafting plans;
- Receiving, actioning and distributing information (duty logs); and
- Overseeing the Post Operations Report (POR) and Lessons Learned process.

### 2.7.3 Ministry Action Group (MAG)

Due to the dispersed nature of the ministry’s highway management structure and the likelihood that most incident or events will have an impact on portions of the provincial transportation network, Alberta Transportation will not employ a permanent or centralized Emergency Operations Centre (EOC), but rather will utilize a scalable Ministry Action Group (MAG) to coordinate its response to disasters. The Alberta Transportation MAG will be staffed by personnel as needed to establish and maintain the Incident Command System (ICS). The staffing of a MAG will normally be within the Region that is best situated to deal with the event. MAG staff will be physically located at a facility or facilities that provide the most ideal means to coordinate MAG activities. This may involve having MAG staff working from one or more facilities; however, the disposition of MAG staff remains at the discretion of the MAG Incident Commander. Depending upon the severity of an incident, the full MAG, or any portion thereof, may be activated. Staffing assignments will be at the discretion of the MAG Incident Commander.
MAG Functions

The MAG is activated during a significant event, for an event that escalates over time, or for an event that has an impact on the transportation system. The functions of the MAG include:

- Interfacing with the POC and other ministries, through the Alberta Transportation CMO;
- Acting as a central point for the exchange of operational information related to the transportation system within the impacted area;
- Assisting in the formulation of strategies to mitigate the remaining effects of, and recover from, a disaster;
- Documenting decisions made and instructions given;
- Identifying and evaluating the availability and capacity of usable highways in the impacted region;
- Developing a situation map(s) showing damaged or destroyed highways and indicating which highways and bridges can be used as alternative routes;
- Utilizing 511 Alberta and ministry communications to coordinate the information of the public and media of closed highways and other important information;
- Estimating traffic demand for essential response and recovery movements for the impacted areas;
• Coordinating efforts to erect signs and barricades on restricted or closed routes; and
• Informing all local authority EOCs of routes that are restricted within their boundaries of their responsibilities.

Information regarding the provincial transportation system will be relayed to the POC (through the Alberta Transportation CMO), as the transportation system will have a significant role in response efforts. If the effects of an incident are limited to a District, a partial MAG may be activated utilizing District staff and facilities to provide a base of operations for the ministry’s response to an incident.

- The MAG Incident Commander – has overall management responsibility for the direction and coordination of the event response. Any functional positions not filled will remain the responsibility of the MAG Incident Commander.
- MAG Liaison Officer – liaises with other agencies as required during the event response.
- MAG Public Information Officer – coordinates with information officers from other agencies and ensures the public receives timely and accurate information regarding the event.
- MAG Risk Management/Safety Officer – ensures that the concepts of risk management are applied throughout the organization and the operations being coordinated.
- MAG Operations Section – coordinates all operational activities in support of the overall incident response. Action plans are developed in coordination with the planning section.
- Highway Operations Districts – is responsible for coordination of all operational actions taken at the site(s), and ensuring communication flows to the MAG Operations Section so that planning operational functions can be coordinated.
- MAG Planning Section – is responsible for both advanced and recovery planning, situational reporting, documentation, situational awareness based on damage assessment, resources status, and demobilization.
- MAG Logistics Section – ensures the personnel, equipment, support services and systems needed to meet operational or support objectives are provided during an incident.
- MAG Finance/Administration Section – provides estimated expenditures, tracking financial components of the incident response.

More information regarding the MAG can be found in Annex B – Ministry Action Group.

2.7.4 MAG Activation Levels

The level of MAG activation is determined by the magnitude, scope and stage of the event. Only those MAG functions and positions that are required to meet current response objectives need to be activated. Non-activated functions and positions will be the responsibility of the next highest level in the MAG organization. MAG staff may be required to take on more than one position/role.
### MAG Activation Level

<table>
<thead>
<tr>
<th>MAG Activation Level</th>
<th>Event / Situation</th>
<th>Minimum Staffing Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>Small event</td>
<td>- Incident Commander</td>
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<td></td>
<td></td>
<td>- Operations Section</td>
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<td>- Ministry Communications Notified</td>
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<td>- POC Notified</td>
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<tr>
<td>Two</td>
<td>Moderate Event</td>
<td>- Incident Commander</td>
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<td></td>
<td></td>
<td>- Operations Section</td>
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<td></td>
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<td>- Finance/Admin Section</td>
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<td>- Command Staff (as needed)</td>
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<td>- Section Chiefs (as required)</td>
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<td></td>
<td></td>
<td>- POC Level 2 or 3</td>
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<tr>
<td>Three</td>
<td>Major event</td>
<td>- All MAG functions and positions (as required)</td>
</tr>
<tr>
<td></td>
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<td>- POC Level 4</td>
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</tbody>
</table>

### MAG Levels 1 and 2

Not all emergencies escalate to the point that a full ministry response is required and in these situations a partial MAG may be established using a singular Alberta Transportation District to facilitate a coordinated response to an incident within a particular District. Although the applicable Regional Director would remain the MAG Incident Commander, the District’s Operations Manager, as the Level 1-2 MAG’s Operations Section Chief, would be responsible for implementing the ministry’s response and coordination activities. Only those MAG functions and positions that are required to meet current response objectives need to be activated. Non-activated functions and positions will be the responsibility of the next highest level in the MAG organization. MAG staff may be required to take on more than one position/role.

The Level 1 or 2 MAG serves as a communications and operations center for coordinating instructions within a single Region or District and to provide information to, and receive
guidance from the ministry’s executive and the POC. The primary function of the partial MAG is to assist in facilitating the disaster/emergency response and recovery operations, the movement of essential traffic, establishment of liaison with the site Incident Commander, and coordinate actions with local authority EOCs.

When activated to Level 1 or 2 MAG may undertake several or all of the following activities:

- Provide information to, and receive guidance from the POC regarding emergency operations;
- Identify and evaluate the availability and capacity of usable highways (including bridges and other structures) within a Region or District.
- Maintain a list and situation map showing damaged or destroyed highways, bridges and other infrastructure in the local area and indicate which roads can be used as alternative routes.
- Inform the POC, through the Alberta Transportation CMO, of highway capacity reductions and closures within district boundaries.
- Utilize 511 Alberta to inform the public and media of closed highways and other important transportation information;
- Coordinate efforts to erect signs and barricades on restricted or closed routes.
- Make portions of the highway infrastructure available to assist in emergency operations.
- Coordinate emergency operations with other provincial ministries, municipalities, and First Nations in the immediate area.

The MAG (Levels 1-3) provides a basis for coordinating the ministry’s response to an emergency or disaster. In responding to an incident, it is important that each Division, Branch/Region and Section/District within Alberta Transportation coordinate their efforts, utilizing the Incident Command System.

2.7.5 MAG: Activation and Demobilization

**Authority to Activate the MAG**

- **Levels 1 and 2**
  - The Regional Director of the particular Region impacted has the authority to activate the MAG to Level 1 or 2 MAG.
- **Level 3**
  - The Deputy Minister has the authority to activate a Level 3 MAG.

**Activation Criteria**
Criteria for activating the MAG include, but are not limited to:

- Significant number of people at risk;
- Response coordination required because of;
  - Large or widespread event;
  - Multiple emergency sites; and
Several responding agencies.

• Resource coordination required because of;
  o Limited local resources; and
  o Significant need for outside resources.

• Uncertain conditions;
  o Possibility of escalation of the event; and
  o Unknown extent of damage.

• Potential threat to people, property and/or environment;
• Declaration of a State of Local Emergency is made; and
• Declaration of a provincial State of Emergency is made.

**Demobilization Criteria**

Demobilization is the process of standing down the MAG from an operational posture. The designated MAG Incident Commander will demobilize the MAG activity for the current incident and notify all participants.

Criteria for demobilizing a MAG include, but are not limited to:

- Individual MAG functions are no longer required; and
- The provincial State of Emergency is lifted or a State of Local Emergency is lifted, and coordination of response activities and/or resources is no longer required.

**2.7.6 MAG Procedures Manual**

The MAG Procedures Manual is contained in Annex A – Ministry Action Group Manual. Its purpose is to ensure proper procedures are followed during a potentially stressful situation and to document how the MAG functions during an incident or event. This manual should be reviewed and updated annually, or when necessary situations warrant otherwise.

The MAG Manual contains the following:

- Position Responsibilities
- Activation & Deactivation Procedures
- Concept of Operations (how the MAG operates during an emergency)
- Equipment and Facility Information
- Supporting Checklists
Emergency Operations and Disaster Plan

IF ACTION STARTS HERE Follow Chart DOWN

AEMA Elevates POC to Level 3 or 4

• AEMA is informed of the event and advises all applicable Ministries confirming an emergency or disaster has occurred
• The Provincial Operations Centre is elevated to Level 3 or 4
• Alberta Transportation CMO participates in the POC within the POC in order to assist the POC coordinate the provincial response.

MAG is Activated to Level 3

• The Deputy Minister authorized MAG Level 3 and advises appropriate Assistant Deputy Ministers of the situation and requests – as deemed necessary – that they activate their plans
• The Ministry Action Group (MAG) is fully activated to Level 3.
• Pre-designated or assigned personnel report to the MAG.
• Alberta Transportation CMO advises and liaises with the POC in order to assist the POC coordinate the provincial response.
• Action Plans approved/revised and detail submitted to the ET and POC

MAG is Activated to Level 2

• The Regional Director is advised of the event and activates the Regionally-based MAG Level 2
• The Ministry Action Group (MAG) is activated to Level 2.
• Pre-designated or assigned personnel report to the MAG.
• Alberta Transportation CMO advises and liaises with the POC in order to assist the POC coordinate the provincial response.
• The Deputy Minister and Executive Team is advised of the event and given details.
• Action Plans approved/revised and detail submitted to the ET and POC

MAG is Activated to Level 1

• The Regional Director is advised of the event and activates the Regionally-based MAG Level 1
• The MAG Level 1 along with District responses are activated.
• Pre-designated or assigned personnel report to the MAG.
• The appropriate MAG Management Team staffs the MAG Level 1.
• Alberta Transportation CMO advises and liaises with the POC in order to assist the POC coordinate the provincial response.
• Action Plans approved/revised and detail submitted to the ADM DSD and POC

District staff become aware of an emergency or disaster

• Emergency Site Operations are established at or near emergency and disaster events.
• Information from Maintenance Contractor and Maintenance Contract Inspectors is compiled.
• Personnel evaluate bridges and structures and report their findings to the Bridge Manager and Operations Manager.
• The District Operations Manager activates applicable emergency response plans.
• The Regional Director is advised of the event and given details.
Chapter 3 - Ministry Organization and Responsibilities

3.1 General

Many branches and sections in the ministry have emergency functions as part of their normal day-to-day duties. During emergency situations, normal organizational arrangements are modified to facilitate emergency operations. Should the MAG be fully or partially activated, the ministry would adopt the MAG’s response and coordination structure as the primary means to manage the event. However, Alberta Transportation Level II or III incidents are not common and the ministry must still be able to operate cohesively when the MAG is not activated.

Only those business areas that have an identified role in emergency and disaster preparedness, response and recovery have been included in the detailed breakdown of roles and responsibilities that follow.
3.2 Deputy Minister

The role of the Deputy Minister during an incident includes, but is not limited to:

- Oversees the direction and control of the ministry’s disaster/emergency response actions;
- Authorizes the activation of MAG Level 3;
- Leads the executive and policy decision-making process;
- Acts as principle liaison with the Minister of Transportation, Deputy Minister Public Safety Committee, and Executive Council;
- Coordinates with neighboring jurisdictions. Establishes and maintains communications with transportation agencies/ministries in neighboring US State’s, Provinces and Territories, as appropriate; and
- Delegates authority as appropriate.

3.3 Ministry Executive Team

The Executive Team provides guidance and direction for emergency management programs and for emergency response and recovery operations. The Executive Team includes the Deputy Minister, Chief of Staff, Assistant Deputy Minister (ADM) Delivery Services Division, ADM Corporate Strategies & Services Division, ADM Transportation Services Division, Executive Director Human Resources, Director Communications and the legal advisor. The roles of the Executive Team during an incident are to:

- Establish objectives and priorities for the emergency management program and provide general policy guidance on the conduct of that program;
- Keep appraised as to the status of the emergency event by reviewing Situation Reports. Monitor the emergency response during disaster situations and provides direction where appropriate;
- Authorize requests for assistance from other ministries or the federal government when necessary;
- Ensure steps are taken to acknowledge the contributions of response and recovery staff and volunteers; and
- Establish the requirements for debriefing response and recovery personnel, and set a due date for the After Action Report.

3.4 Communications Branch

The role of the Communications Branch during an incident includes, but is not limited to:

- Provide information to the media and the public concerning the status of disasters and the condition of the highways; and
- Support the POC’s public information area.
3.5 Human Resources Branch

The role of the Human Resources Branch during an incident includes, but is not limited to:

- Provide liaison with GoA Corporate Human Resources;
- Oversee ministry staff assignment and re-assignment during emergencies and disasters to include:
  - Coordination.
  - Tracking.
  - Facilitation.
- Coordinate emergency talent acquisition (contract contingent workforce);
- Coordinate internal staff communications in partnership with Communications;
- Provision of Workers Compensation Board knowledge and expertise;
- Provision of advice regarding employee labour relations; and
  - Provision of staff compensation knowledge, direction, interpretation and expertise
- Provision of Occupational Health and Safety support for ministry staff.
3.6 Delivery Services Division (DSD)

3.6.1 Regions

The role of Regions during an incident includes, but is not limited to:

- Regional Director authorizes the activation of MAG Levels 1 and 2;
- Responding to an emergency or disaster in accordance with existing Department policy.
- Having the responsibility to coordinate with municipal Emergency Operations Center(s), if activated, and the MAG, if activated. The majority of the MAG’s personnel will normally be drawn from the Region that is closest to the disaster or is best positioned to provide the majority of MAG staff;
- The Regions have responsibility within their own geographical boundaries, and may provide response to an incident in another district, depending upon the severity of an incident;
- Assessment of infrastructure damage (i.e., roadways, bridges and culverts) and assisting with other damage assessment needs;
- Maintaining liaison with local construction and equipment rental companies;
- Coordinating personnel and equipment for emergency engineering functions, including plans, specifications, and cost estimates;
• Establishing management structures and facilities, if needed, to coordinate and supervise emergency operations within the Region; and
• Maintaining communications with the Alberta Transportation Consequence Management Officer and report damage assessments including the location and description of damages, repair efforts, and impact to the transportation network.

**Districts**

**Operations Managers**

• The District’s Operations Manager has been delegated the authority to order close, or prohibit or restrict access to, a highway or a portion of a highway for safety or security reasons; and
• The Operations Manager is ultimately responsible for everything that occurs within their District, including incident response as follows:
  o Ensure District responds to an emergency or disaster in accordance with existing Department policy;
  o Ensure assessment of infrastructure damage (i.e., roadways, bridges and culverts) is completed and assist with other damage assessment needs;
  o Provide available personnel and equipment to other Districts if requested;
  o Ensure traffic control assistance is provided for emergency purposes including evacuations, re-entry, incident response, securing specific areas, or highway closures;
  o Coordinate services required for performing road repairs and implementing traffic control devices, such as signs and barricades;
  o Provide estimate of traffic demand for essential movements for the entire highway network;
  o Support local jurisdictions (municipalities and First Nations) by providing highway management assistance with regard to incidents involving the highway system;
  o Establish management structures and facilities, if needed, to coordinate and supervise emergency operations within the District;
  o Provide primary interface between District field operations and the ministry’s executive structure; and
  o Communicate with the Alberta Transportation Consequence Management Officer and report damage assessments including the location and description of damages, repair efforts, and impact to the transportation network.

**Operations Engineer**

• Coordinate with field staff: Maintenance Contract Inspector (MCI) and Field Support Technologist (FST);
• Assist Operations Manager with resource prioritization;
• Track incident costs;
• Seek and disseminate response and recovery information from all areas; and
• Monitor and/or audit highway maintenance contractor performance in emergencies and disasters and report discrepancies to the Operations Manager.

Maintenance Contract Inspector/ Field Support Technologist
• Responsible for overseeing the day-to-day condition of the highway network in order to have it safe for use by the traveling public;
• Share detailed knowledge of the day-to-day operations of the highway network in their Contract Maintenance Area with ministry emergency management staff;
• Monitor and/or audit highway maintenance contractor performance in emergencies and disasters and report discrepancies to the Operations Manager;
• Interact with front line emergency services as the first line of communication between emergency stakeholders and Alberta Transportation; and
• Record and communicate with all stakeholders decisions made and action taken.

3.6.2 Project Delivery Branch
The role of the Project Delivery Branch during an incident includes, but is not limited to:

• Responding to an emergency or disaster in accordance with existing Department policy;
• The specific responsibilities for maintaining bridges and structures are within regionally-based bridge sections; and
• Maintaining communications with the Alberta Transportation Consequence Management Officer, including reporting damage assessments for bridges including the location and description of damages, repair efforts, and impacts to the transportation network.

3.6.3 Major Capital Projects Branch
Major Capital Projects acts as the project delivery arm for Alberta Environment and Parks’ (AEP) waterway construction projects; Major Capital Projects build dams and canals which are then handed over to AEP for operational control. Major Capital Projects also undertakes maintenance of the water infrastructure at AEP’s request. The Branch is also responsible to design and build ring roads and then once they are completed operational control is transferred to a Region to conduct highway maintenance. The role of the Major Capital Projects Branch during an incident includes, but is not limited to:

• Communicating and coordinating with contractors if there is an emergency event that impacts construction sites; and
• Major Capital Projects deals directly with public and stakeholder’s issues regarding Ring Roads as well as intra-and inter ministry coordination.
3.7 Transportation Services Division (TSD)

3.7.1 Safety and Compliance Services Branch

**Carrier Services Section**

Carrier Services is directly related to movement of goods and passengers using commercial vehicles. The section ensures that commercial vehicles (e.g. truck, tractor or trailer or any combination, buses) are able to move safely and mitigate risks to public safety on the highway network. Responsible for the coordination and delivery of the National Safety Code (NSC) program in Alberta, the section also ensures all truck and bus carriers are licensed in accordance with provincial and federal regulatory requirements. Additional responsibilities include monitoring the safety of commercial carriers travelling on Alberta’s highways and intervening to support safety improvements and mitigate risks, providing education materials to assist commercial truck and bus carriers to operate in safety and compliance, and carrier education on support services.

The Section also provides Public Safety Inspectors who are designated as Peace Officers in the Province of Alberta and in support of an intervention program providing guidelines for intervention actions that may be taken with a carrier. The role of the Carrier Services Section during an incident includes, but is not limited to:

- Interacting with Transport Canada to coordinate and communicate certain exemptions for commercial carriers that may be directly involved in providing emergency/disaster
relief and/or assistance. Other exemptions may be issued by the Registrar to directly support provision of emergency relief efforts;

- Provision of commercial vehicle (truck and bus) safety advice for municipalities affected by the incident;
- Working with affected carriers who are unable to meet safety requirements or audits due to the impact of an emergency or disaster; and
- Maintaining communications with the Alberta Transportation Consequence Management Officer and provide information on impacts to carriers and use of regulatory exceptions.

**Dangerous Goods, Rail Safety and 511 Alberta Section**

**Dangerous Goods and Rail Safety**

- Federally delegated and provincially designated agency responsible for Dangerous Goods inspection, oversight and emergency response for the province of Alberta (including federally administered area);
  - Coordinate with Transport Canada on these matters.
  - Represent Alberta Transportation at an emergency scene when no other representation is justified or needed. Dangerous Goods/Rail inspectors are designated as Peace Officers in the Province of Alberta with emergency response abilities.
- Provision of Transportation of Dangerous Goods road and rail expertise;
- Provision of Chemical engineering expertise;
- Provision of environmental engineering expertise;
- Provision of transportation weights, dimensions safety expertise;
- Provision of Dangerous Goods and rail safety emergency response and incident command expertise;
- Establish strategic communications/information linkages with impacted federally regulated railways in order to gain situational awareness of:
  - Impacts to federally regulated railway infrastructure;
  - Impacts to federally regulated railway operations;
  - Estimated repair or restoration timelines; and
  - Assistance needed from the provincial government.
- Alberta has approximately 310 industrial railways, five heritage railways and two public railways which are provincially regulated. Railways are an integral part of the province’s transportation system facilitating the movement of 70 million tons of goods within the province each year.
  - Provincially regulated railways operate in accordance with the *Railway (Alberta) Act*. Rail Safety is responsible for administering the Act and associated rules, regulations and standards to include:
    - Inspecting new construction and issuing approvals for construction;
    - Approving applications for operating certificates;
    - Conducting compliance reviews of operations including training, procedures and company inspections;
    - Conducting inspections of rolling stock, crossing signals, dangerous goods loading racks and track;
Investigation of incidents; and
Legislative review.

Coordination and Information Centre (CIC)
The Co-ordination and Information Centre (CIC) operates 24 hours a day, 7 days a week to provide information to the general public and industries on dangerous goods compliance. The CIC is also an emergency response centre for all transportation of dangerous goods (TDG) incidents. For more information, contact the 24-hour Co-ordination and Information Centre at: 1-800-272-9600 (Toll Free) or 780-422-9600 (Edmonton area)

Technical Information:
- Provide compliance information related to the Federal and Provincial dangerous goods legislation;
- Provide Federal and international requirements for the shipment of dangerous goods by air, road, rail or marine modes of transportation; and
- Provide interpretive information for the on-highway enforcement process as well as awareness material for inspectors, industry and the general public.

Emergency Reporting:
- Manage all TDG emergency calls and assess the severity of dangerous goods incidents;
- Provide assistance to emergency response personnel attending the scene of an incident in which dangerous goods are involved, or may become a matter for concern; and
- Communicate openly with related departments in the event of an emergency or safety-related incident.

Since 2004, the CIC has handled emergencies, incidents and complaints for Alberta Environment and Parks (AEP). Upon taking over AEP’s responsibilities, the CIC accepted the role of processing complaints for the Natural Resources Conservation Board (NRCB) which regulates confined feeding operations and intensive livestock operations. More recently the Alberta Energy Regulator (AER) amalgamated their reporting lines with AEP. As a result, the CIC also became the AER’s 24-hour response centre for emergencies, incidents and complaints.

In addition to frontline response for the agencies listed, the CIC also has communication agreements with other government department and agencies. Information may be shared with the Alberta Strategic Security Intelligence Support Team (ASSIST), the Alberta Emergency Management Agency (AEMA) as well as other divisions within Alberta Transportation. The CIC also makes notifications to other departments within the Government of Alberta and Government of Canada.
During an incident, the CIC will maintain communications with the Alberta Transportation Consequence Management Officer and provide information on DG incidents and impacts to the transportation network.

511 Alberta
511 Alberta is a 24/7/365 advanced traveler information system provided by Alberta Transportation to inform the public and stakeholders regarding the status of the highway network and allow them to make informed travel decisions.

- 511 Alberta is a free traveller information service, which may be accessed via phone, mobile device, or computer. The information covers highway conditions on 32,000 Kilometers of the provincial highway network, roadwork, major incidents, weather alerts, availability of ferry services, and wait times at border crossings. Users within Alberta may access the Information via phone toll-free by simply calling 5-1-1, similar to the way they would call 9-1-1 for emergencies or 4-1-1 for directory assistance. Computer and mobile device users may also visit the 511 Alberta website at www.511.alberta.ca.

During an incident, 511 Alberta will verify information on the status of the highway network and provide accurate, timely and relevant information to the public and stakeholders. The service will also maintain communications with the Alberta Transportation Consequence Management Officer and provide information on impacts to the transportation network.

3.7.2 Technical Services Branch

Transport Engineering/Permit Program Delivery
The primary role of Transport Engineering/Permit Program Delivery is to provide permit approvals, user information, and online permitting support. During an incident, a small number of specialized permit types, such as vehicle exemption permits will continue to be handled directly by the permit office. The role of Transport Engineering/Permit Program Delivery during an incident includes, but is not limited to:

- Managing and organizing the movement of oversize and overweight loads during emergencies and disasters (permits, route coordination);
- Coordinating the use of the emergency exemptions (disaster response) in Section 10 of the Commercial Vehicle Weights and Dimensions Regulation;
- Providing knowledge of, and ministry connection to, oversize carrier stakeholder group; and
- Maintaining communications with the Alberta Transportation Consequence Management Officer and report overweight and oversize vehicle movement issues including the location and description of damages, repair efforts, and impact to the high load transportation corridors.
3.8 Corporate Strategies and Services (CSS) Division

3.8.1 Strategic Business Services Branch

The Strategic Business Services Branch has responsibility for Alberta Transportation’s Emergency Management Program. As such, there is considerable overlap and seamless transition between the Branch’s non-incident and emergency operation functions. The roles of the Branch include, but are not limited to:

- Implementing policies and decisions relating to emergency management.
- Organizing the emergency management program and identifies personnel, equipment, and facility needs;
- Assigning emergency management program tasks.
- Coordinating the inclusion of branches and sections participation in emergency planning, training, and exercise activities; and
- Providing FOIP advice related to record handling and retention during the response and recovery from an emergency or disaster.

Consequence Management Officer

The roles of the Consequence Management Officer (CMO) include, but are not limited to:

- Serving as primary point of contact with the Alberta Emergency Management Agency and the Provincial Operations Centre (POC) during all ministry emergency/disaster levels and Levels 1-4 of the POC’s elevation;
• Reporting to the POC when requested or needed and manage Alberta Transportation emergency operations;
• Advising the POC Director and AEMA of disaster policies and capabilities of Alberta Transportation;
• Providing operational-level emergency/disaster information and assessments to the ministry’s applicable management structure.
• Providing the POC and AEMA with status reports of Alberta Transportation field operations; and
• Providing strategic-level emergency/disaster information and assessments to the Deputy Minister and Executive Team.

3.8.2 Strategic Procurement Branch

Tender Administration and Professional Services Sections

The roles of the Tender Administration and Professional Services during an incident include, but are not limited to:

• Facilitating Contract Review Committee (CRC) approvals for response and recovery work, and working with Line areas to get CRC approvals;
• Reviewing procurement models determine what Alberta Transportation is permitted to do for response and recovery work while in compliance with current rules, regulations and procedures;
• Involved in an emergency when a Highway Maintenance Contractor (usually following the first 48hrs) is not able to conduct activities in accordance with their contract (provision of third-party emergency engineering consultancy and construction contractors);
• Providing support to Regions to establish contracts to undertake work following an emergency or disaster; and
• Providing staff to department’s recovery committees and working groups, and staff and expertise to a Government of Alberta recovery task force.

3.8.3 Finance Branch

The role of the Finance during an incident includes, but is not limited to

• Managing the financial and record-keeping aspects of an emergency/disaster;
• Ensuring that the appropriate costs and documentation is accumulated to meet federal Disaster Financial Aide Agreement (DFAA) requirements;
• Preparing Disaster Recovery Program (DRP) documentation necessary for potential recovery of allowable emergency response funds and financial assistance from AEMA; and
• Acting as the liaison with AEMA’s DRP adjusters, coordinators and case workers.
3.8.4 Strategy and Policy Branch

The role of the Strategy and Policy Branch during an incident includes, but is not limited to:

- Establishing operational and strategic communications/information linkages with impacted airport authorities in order to gain situational awareness of:
  - Impacts to airport infrastructure;
  - Impacts to airport operations;
  - Estimated repair or restoration timelines; and
  - Assistance needed from the provincial government.

- Establishing strategic communications/information linkages with impacted municipal transit agencies in order to gain situational awareness of:
  - Impacts to transit infrastructure and resources;
  - Impacts to transit operations and capabilities;
  - Estimated repair or restoration timelines; and
  - Assistance needed from the provincial government.

- Providing strategic context of incidents’ impacts on the East-West and North-South trade corridors.

- Maintaining communications with the Alberta Transportation Consequence Management Officer and provide information on impacts to the multi-model transportation network.
Chapter 4 - Resources

Locating and mobilizing resources are major elements of emergency response and recovery operations. The need for resources is highly dependent upon the type and severity of incident, however there are common needs: traffic management, road and bridge construction equipment and materials, and staff to manage the event.

Each highway maintenance contractor is ordinarily responsible for the acquisition of the necessary resources required for them to respond appropriately. In the event that additional resources are required, certain resources can be acquired by Ministry from other contractors.

4.1 Emergency Contracting

4.1.1 Implementing Streamlined Processes

To facilitate the need to undertake immediate repairs and to allow for rapid decision making, Alberta Transportation has developed a Disaster Recovery Program (DRP) Ministry Manual (Emergency Operations and Disaster Plan - Annex B) to expedite contract awards, including funding approvals, while maintaining the integrity of the award process. This internal process document defines Disaster Recovery Program (DRP) versus non-DRP funding, and provides a process to track and record expenditures and contract commitments for DRP and non-DRP capital and operating funds; a document management process is included.

4.1.2 Contracting Work

Contracts are awarded for emergency engineering and construction services align with the criteria set out in the ministry’s existing Expenditure Officer Authority Matrix and existing trade agreements, such as Northwest Partnership Trade Agreement (NWPTA). This ensures both transparency and value for investment. Under normal circumstances, recommendations for awarding contracts are made to the ministry’s Contracts Review Committee (CRC), a committee of ministry executives responsible to ensure appropriate contracting practices are followed within the ministry. To ensure emergency work can proceed as quickly as possible, CRC approvals for disaster-related contracts may be fast-tracked and awards granted on a daily basis using alternative communication means as necessary. This ensures established contracting and procurement requirements can be met and allows emergency work to be undertaken without undue delay.

Several types of contracting practices are in place to undertake emergency work:

Existing Highway Maintenance Contracts

Utilization of the existing highway maintenance contracts allows the ministry to quickly respond to immediate needs, such as closing damaged highways and undertaking immediate repair work. As per the normal process, the ministry’s Maintenance Contract Inspectors issue work
orders, monitor projects and manage risks and issues. Change orders are processed for the additional work undertaken by the highway maintenance contractors.

**Direct Award Contracts**

This method of contracting may be used to undertake post-disaster repair work and engineering assessments on high-priority infrastructure. Two types of direct contract awards can be used to facilitate the work.

1. **Engineering Contracts**: Under the ministry’s authority’s matrix and existing trade agreements such as the Northwest Partnership Trade Agreement, direct contract awards of up to $75,000 are allowable. In the case of emergencies, the award of contracts over $75,000 is also allowable where justification exists. These types of awards can be used primarily to quickly retain consulting engineers to undertake engineering inspections and assessments on damaged provincial highways and bridges.

2. **Construction Contracts**: Under normal circumstances, the ministry may use direct contract awards for construction up to $100,000. During emergency situations, direct awards over $100,000 for construction can be utilized with appropriate justification. These types of awards may be used primarily to undertake emergency repair work on provincial highways and bridges following disasters.

**Invitational Tenders**

May be used to quickly solicit proposals from qualified engineering firms to undertake engineering assessments and inspections on damaged infrastructure. Design and other engineering work may also be undertaken on roads and bridges with major damage.

**Public Tenders**

May be used to retain industry for major engineering design and construction work. This type of tendering process can be used when adequate time is available to go through the traditional procurement process.

During an emergency situation, temporary repairs, flagging/signing/barricading, and restoration of the highways must begin immediately. The priority to assure the safety of Albertans and the traveling public is paramount.

On occasion, the ministry requires emergency work to be undertaken on an hourly or unit price basis based on quotations from Contractors. Reasonable attempts shall be made to hire acceptable local equipment before bringing in equipment from great distance at increased mobilization costs. Considerations which must be addressed in contracting include:

- The Contractor is required to have a valid Certificate of Safety Recognition from the Alberta Construction Safety Association or approved equivalent;
- The ministry’s Project Sponsor insures that WCB coverage and Liability Insurance coverage is in effect, and that the ministry has confirming documentation;
- Safety reviews are held with each equipment operator, labourer, etc.;
• The ministry’s Project Sponsor must prepare the contract;
• The ministry’s Project Sponsor receives invoices from each equipment owner, checks to ensure correct, certifies and submits to Finance for payment; and
• The ministry’s Project Sponsor must ensure that invoices are received and submitted for payment in a timely manner.

Sole Source

The Government of Alberta’s procurement policy requires the Department to foster consistent, Government-wide practices in the procurement of goods and services, including in respect of Construction, and limits the authority of Departments to Sole-source in respect of services and Construction. As such, sole-source assignments should be used only when the non-competitive assignment of a Contract can be fully justified, as in emergency situations, where an unforeseeable situation of urgency exists and the services, or the goods or services in respect of Construction, could not be obtained by means of open procurement procedures.

See “Sole Source Service Contracts” and the “Project Administration Manual” for more information.

4.2 Highway Maintenance Contractors

A Maintenance Contract is a legally binding agreement between Alberta Transportation and a specific Contractor. Conditions of a given Contract are not necessarily identical to those in another Contract with another provider. Contract terms generally include location and work, and are contract specific. However, during an extraordinary situation such as emergency situation or extreme weather, exceptions exist whereby a Contractor can move beyond the area specified, with Alberta Transportation manager approval.

If the Department requires the Contractor do to work outside of the normal scope of the Maintenance Contract, the Contractor should be fully briefed and asked to identify cost, time, and/or other implications of doing the Work. Once the scope of Work is clearly identified, an agreement should be reached on how the Work will be performed. Depending on the value and type of work, there are several options that could allow Alberta Transportation to assign the Work to the Contractor:

• The original Contract may be amended and approved by both parties;
• A service agreement could be entered into;
• A new Contract may be entered into; or
• The Work may be done as Extra Work.

Alberta Transportation personnel involved in making decisions on Contract requirements, payments, standards, etc., must be familiar with the terms and conditions of their particular
Maintenance Contract. Any decisions on the Work must be made using the information set out in the Contract that applies to a specific Contractor and that particular maintenance area.

4.3 Emergency Purchase Orders

Government of Alberta ministries may directly acquire goods and services when an unforeseen emergency exists. Emergency Purchase Orders (EPOs) must only be used to meet extraordinary deadlines that have pre-empted the ability to access the normal acquisition processes for goods and services. Within Alberta Transportation the authority to issue EPOs are limited to the existing Expenditure Officers (EO) under the EO authority matrix. Where the appropriate EO determines that it is essential to proceed, a written explanation of the need for an EPO must be kept on record.

4.4 Administration

Alberta Transportation’s Incident Command System uses the Government of Alberta’s cost tracking system as the means of acknowledging a resource request. During POC Level 3 and 4 events any external requests for ministry resources or contractors needs to be coordinated through the Alberta Transportation CMO and the MAG. This ensures that Alberta Transportation support was requested by the appropriate authority and provided documentation for reimbursable activities performed.

The resource order number and proposed response should be recorded. The MAG’s Finance and Administration Section should be established at the earliest onset of a Ministry Level II or III incident. All ministry response personnel should code their time to the appropriate cost code account with appropriate detail as to their activities performed and reasons for response.
Chapter 5 - Documentation

The resources allocated to each specific incident should be such that documentation is neither compromised nor detrimental to response, coordination, and communication activities. When in the process of responding to an incident, it can be challenging to document and take the time to record crucial information; however, proper documentation of an event is critical for a number of reasons:

- To be able to measure quality of response and provide opportunity of for improvement;
- To conduct due diligence;
- To ensure health and safety;
- To communicate effectively;
- To track expenses properly; and
- To facilitate financial recovery.

It isn’t expected that documentation will occur at the expense of personal or public safety, but it is expected that proper documentation occur when response activities are underway. In its most basic form, documentation would involve recording details of incident and response activities in a journal, documenting with photos, and completing information.

If the incident is large enough in scale that a MAG is initiated, the MAG Planning Section will be responsible for documentation oversight.
Chapter 6 - Recovery

The recovery phase will consist of various activities related to restoring traffic flow and the condition of the roadway to the final functional condition. Because the site is safe and open to the public, the recovery phase may be associated with a modified level of urgency which may lead to more detailed planning of actions, and changed documentation and procurement models.

The activities that will be conducted during the recovery phase will vary significantly depending on the type and magnitude of the event, however the urgency may be reduced from the response phase. As such, while the operational plans for the recovery phase are developed, the timing is often a variable that has some degree of flexibility and should be carefully considered as to balance impacts to traffic and operational needs. For example:

- Work that negatively impacts the existing traffic flow may need to be delayed until traffic volumes are off-peak, or until accumulated volume has cleared;
- Reconstruction may need to be delayed, pending the completion of an engineering design and response plan; or
- Vehicle recovery may need to be delayed until adverse conditions have subsided.

With respect to procurement, the use of emergency purchase orders is only permitted during the response phase. During the recovery phase of an incident any expenses or items that need to be procured must follow ministry policy for procurement.

6.1 Determining Response or Recovery

Determining the demarcation between response and recovery phases depends on the magnitude of the disaster and the community impact. Generally, response is defined as the timeframe in which there is an imminent threat to public safety and recovery is defined as the timeframe during which repairs to essential public infrastructure occurs.

6.1.1 Response Costs

The federal Disaster Financial Assistance Arrangements (DFAA) guidelines describe eligible response costs regarding transportation routes as follows “costs associated with making safe the public access and egress routes previously designated by the province or municipality.”

6.2 Recovery Costs

Recovery Costs are those incurred to commence and undertake repair to pre-incident condition or a condition of newness. Sometimes it is uncertain when response ends and recovery commences. These situations will be assessed on a case-by-case basis by AEMA’s Recovery Branch in consultation with Alberta Transportation.
6.2 Recovery Transition Conditions

The immediate response end state is based on conditions met, rather than time elapsed. Due to necessary overlap of activities within all phases, this transition is not definitive, but can be measured by the following transition conditions, which indicate progress to recovery:

- Integrated leadership and coordination established throughout the province and situational understanding and impacts assessments conducted;
- Life-saving efforts are nearing completion;
- Initial assessment of damage completed for critical infrastructure including roads, railways, airports, buildings and systems;
- Services restored to essential critical infrastructure;
- Establishment of federal and provincial staging areas with movement of relief supplies, response personnel and other critical resources and goods into the impact area;
- Additional human and other resources are deployed/employed to assist the provincial, local authority and First Nations levels of response; and
- Planning for sustained response and recovery underway with key elements are ready to or are activated.

As threats to life and property are being addressed, a focus must be placed on longer-term recovery operations. Some recovery activities will begin in the immediate and sustained response phases and be conducted concurrent to response activities.

Key activities will be refined based on further planning analysis, but may include:

- Establish provincial and ministry governance structure for long-term recovery;
- The provincial Recovery Task Force implementing a Recovery Plan, conducting long-term recovery operations and establishing end state conditions for recovery;
- Restore critical infrastructure, essential government and commercial services;
- Municipalities and First Nations, provincial ministries, federal departments and agencies, critical infrastructure owners and private sector partners are engaged to restore services, promoting continuity of government, and economic recovery;
- Identification of major reconstruction and redevelopment requirements; and
- Identification of future risk reduction strategies.

6.3 Working with Stakeholders

Municipalities may continue to deal with significant damage to their local transportation network once the immediate danger from a disaster has passed. In addition, damages to and repair of the provincial highway and bridge infrastructure directly impact municipalities. Ongoing effort must be made to ensure that impacted municipalities are kept informed, their expectations managed, and that coordination takes place where projects on local roads and provincial roads intersected. Some examples include, but are not limited to:
• Meetings with impacted municipalities might discuss work that is being done on the provincial highway network and how that work may impact their municipality. Ongoing information on road closures, construction schedules, traffic control and re-openings may also be provided. Discussions surrounding mitigation work undertaken by the ministry and the potential impact on the local roads should be conducted. Support and advice may also be provided to municipalities in regards to repairing and protecting their transportation infrastructure.

• Correspondence may be sent to all impacted municipalities from the ministry’s recovery task force reminding them of the importance of inspecting their transportation infrastructure and offering assistance, if needed, in finding qualified experts to undertake inspections.

• Municipal associations including the Alberta Urban Municipalities Association and the Alberta Association of Municipal Districts and Counties, and industry associations such as the Consulting Engineers of Alberta and the Alberta Roadbuilders and Heavy Construction Association may be kept apprised of the work being undertaken by the ministry. These stakeholders may be informed of upcoming mitigation work in order to allow the construction industry to plan their resource requirements and municipalities to be informed on the possible impacts on their local road systems.

6.3.1 Construction Notification

Upon completion of Alberta Transportation’s recovery construction, key stakeholders who have been involved in the project or whose operations have been affected by the initial incident or construction should be notified of the completed work.

• Law enforcement should be notified that construction zone is no longer in effect and normal operations have resumed.
• Emergency services (Fire Departments and Emergency Medical Services) should be notified of completion if response has been affected by a construction zone.
• Local Authorities including Municipalities and First Nations that were impacted by the damaged transportation infrastructure.
• Major industries such as log haul, or a major processing facility have had to adjust their deliveries or routing should be notified of completion.
• AEMA/Provincial Operations Centre should be notified that the damaged infrastructure may have a role in the province’s overall response or recovery efforts.

6.3.2 Communication with Albertans

Following a disaster, the need for ongoing, current and accurate communication is paramount to ensure that all Albertans, municipalities and industry have access to information regarding road closures, reconstruction work, and the re-openings of highways. Information may change frequently and therefore a dedicated communications resource should be established to
manage communications. A Public Affairs Communications Specialist assigned to the ministry’s recovery task force is to work closely with ministry staff and any government Recovery Task Force to ensure timely and accurate information is relayed to all partners and stakeholders and the public.

6.4 Recovery Task Force

A comprehensive approach to recovery may require the creation of a provincial Recovery Task Force, responsible for long-term recovery. Recovery operations will also require a governance structure different to response, with provincial leadership guiding the recovery process.

A Recovery Task Force will be identified by Cabinet and may include representatives from any provincial ministry, agency, board or commission with a role in recovery.

Additional key stakeholders could include, but are not limited to:

- Municipal Governments;
- Metis Settlements;
- Federal Government;
- First Nations;
- Alberta Non-Government Organization Council;
- Critical Infrastructure owners/operators;
- Additional NGOs;
- Industry; and
- Insurance Bureau of Canada.
Chapter 7 - Event Conclusion

Conclusion of an event is indicated by operational response/recovery activities being complete, including documentation and cost tracking. Incident responses, particularly to large events, draw significant ministry resources away from routine work activities. When the immediacy of response and recovery activities is complete, it is important that resources are allocated appropriately so that the documentation and financial reporting/recovery component of the incident are complete.

After the conclusion of the event the following should occur:

- Review incident or event to evaluate quality of response;
- Debrief with other responders if appropriate;
- Document insights and observations;
- Complete a Post-Incident Assessment (PIA) report;
- Apply changes to process and update readiness and response plans as appropriate, and
- Monitor and review changes for effectiveness.

7.1 Post-Incident Assessment (PIA)

Post-Incident Assessments (PIAs; also known as After Action Reviews or AARs) are an important part of the ministry’s performance measurement and management mechanism. Through review of what happened before, during and after an incident, Alberta Transportation can determine what went well, what could have been done better, and what steps can be taken to improve overall performance. Most PIAs are initially internal and operate by bringing together everyone that was involved to discuss the ministry’s involvement in the incident.

The information gathered is crucial for two reasons. First, it brings to light how Alberta Transportation can improve internally by identifying opportunities for future improvement rather than through assessment of blame or fault. A potential improvement could be to implement a new process/procedure that is developed or initiated by the group, or refining existing processes. Identifying these opportunities is necessary for the growth of the emergency management program within Alberta Transportation. Secondly, as the PIA is initially conducted internally it facilitates preparation for an external and multi-agency PIA. This PIA often allows each of the responders to gauge how well the interaction between responding organizations was handled and recommend areas where coordination could improve. These domains are important in improving the overall response to any incident and can lead to decreased response time, process improvement surrounding traffic flow restoral, and produce a reduction in total incident clearance time.

Both internal and external PIAs, should be submitted to the various management structures as well as the Senior Emergency Management Officer (trans.emergencymanagement@gov.ab.ca) for review.
Chapter 8 - Plan Development and Maintenance

This Plan is the principle source of documentation of the Department’s emergency management activities. Every Division, Region, Branch, and Section has some responsibility for developing or accomplishing tasks in some part of the Plan. Overall development, maintenance, and coordination of the Plan will be accomplished through the ministry’s emergency management program.

The Plan does not address all possible scenarios nor does it provide complete operational instructions. Instead, the policies and procedures in the Plan will translate organizational tasking into specific action-orientated checklists.

8.1 Evaluation/Validation

As the Plan is developed and reviewed, it will be checked for its conformity to applicable regulatory requirements and the standards of provincial and federal transportation departments. Further, Alberta Transportation will conduct regular exercises involving representatives of each Division, Region, Branch and Section with a role in emergency management as a practical and useful means of validating the Plan.

In order to further review the Plan, Alberta Transportation will consult with other provinces and Transport Canada to allow them to suggest improvements based on their accumulated experience. Hazard-specific responses require periodic review to be certain that assumptions haven’t changed and the identified method of response and recovery have not changed.

8.2 Training and Exercises

Alberta Transportation will periodically provide training and conduct exercises to test the Plan and its procedures. This assures the ministry maintains a readiness mode and provide the basis for evaluating and modifying the Plan and procedures in order to maintain current operational conditions.

Training and exercises are important because the ministry and its employees are not involved with disasters on a day-to-day basis. Therefore, in order to have an effective response during a disaster, it is critical to support the training and exercises for emergencies and disasters.