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IAMC PILOT PROJECT:

Increasing Indigenous Inclusion in the Incident Command System

Prepared for:

IAMC

Project : Emergency Management

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EXECUTIVE SUMMARY

To increase the participation of indigenous community members at Trans Mountain Corporation's (TMC) North Thompson District Full Scale Emergency Response exercise on September 18-19, 2019.

This report summarizes the pilot project for IAMC, included in the report are the results of the debrief session, lessons learned, and recommendations.

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1.0 INTRODUCTION

The goal of the IAMC pilot project was to increase community capacity and inclusion of indigenous communities in emergency response. The primary focus was on communities located downstream of the full-scale deployment exercise site located in Valemount, in addition to indigenous communities in the vicinity of Trans Mountain (TM) operations.

TM worked directly with Simpcw First Nation (SFN) during the planning of the exercise, as the deployment would be occurring within SFN's traditional territories. In addition, IAMC Monitors and NEB inspection officers participated in Trans Mountain's exercise planning.

An Emergency Management Working Group (EMWG) was established to provide guidance and oversight for the pilot project.

The following initiatives were implemented to improve accessibility, promote inclusion, and increase operational capacity of the attendees;

- Conducted outreach by phone and email to indigenous communities
- Delivered basic Incident Command System (ICS 100) training to community members
- Provided Environmental Unit Training to community members
- Provided a forum for discussion of how the ICS may benefit community in the event of an incident
- Provided mentors for participants during the deployment exercise
- Included a cultural awareness session, hosted by Simpcw First Nations, for all exercise participants
- Conducted a post-exercise debrief to discuss observations and gather lessons learned

Outreach Program: Communities Invited to Participate

Justin Prairie Chicken (IAMC Community Outreach) functioned as a representative of First Response in partnership with Simpcw First Nation. Justin was tasked with connecting with, and developing relationships with the following communities.

- Tk'emlups
- Bonaparte
- Whispering Pines
- Coldwater
- Upper Nicola
- Nooaitch
- Lower Nicola
- Nicomen
- Cooks Ferry
- Shackan
- Canim Lake Band (Tsq'escenemc)
- Simpcw
- Skeetchesten
- Ashcroft
- Stswecem'c/Xgat'tem (Canoe & Dog Creek)
- Xat'sūll (Soda & Deep Creek)
- T'exelc (Williams Lake)
- Lheidli T'enneh First Nation
- Adams Lake Indian Band
- Kanaka Bar

2.0 SUMMARY OF TRAINING

Training consisted of two Incident Command System training sessions (ICS 100), as well as one Environment Unit training session.

Incident Command System, ICS 100 Training Courses

Two ICS 100 courses were delivered. One course occurred in Merritt, as well as one course in Chu Chua, British Columbia. The ICS courses were delivered by instructor Gordon George (First Response Inc.)

The objectives of the training course were to;

- Provide ICS 100 certification to community members
- Prepare individuals for the Valemount deployment exercise
- Provide an opportunity to meet, interact, and build relationships with community members

Topics covered during the 5-hour introductory course included;

- The purpose, benefits and requirements of ICS
- Basic principles and features of ICS
- The roles and functions of the Incident Commander and Command Staff
- Roles and functions of the Operations, Planning, Logistics and Finance/Administration sections.
- ICS facilities, their use and location
- Responsibilities at an incident
- Personnel accountability
- How the incident command system may be used in emergency response as well as non-emergency events in indigenous communities
- Included a written exam
- Community members were provided with ICS 100 certification

ICS Instructor: Gordon George (First Response Inc)

Certified Instructor, ICS Canada

Assistant Chief, Emergency Management, Strathcona County, Alberta

Chair of the Capital Region Emergency Preparedness Partnership Leadership Group

23 years military service in the Canadian Armed Forces

ICS 100 Training Course, Merritt

July 22, 2019
1000-1500

Gordon George, ICS Instructor
Terry Doi, ICS Facilitator
Justin Prairie Chicken, IAMC Community Outreach

Course Attendance

| Name | Community/Organization |
|------------|------------------------|
| [REDACTED] | Tk'emlups |
| [REDACTED] | Tk'emlups |
| [REDACTED] | Simpcw |
| [REDACTED] | Nooaitch |
| [REDACTED] | FNESS |

Outcomes of the Merritt ICS 100 Training Course

In the week prior to the course, eight community members expressed an interest in attending, however there were three cancellations. Five people attended the Merritt session.

A review of the *ICS 100 Training Session Feedback Form* showed that all participants in attendance responded "yes" to the following questions;

Was the information provided easy to understand: Yes
After today, are you now more familiar with ICS: Yes
Are you interested in further ICS training: Yes
Has this presentation helps you to know what you should do to respond to an incident: Yes

ICS 100 Training Course, Chu Chua

September 5, 2019
1000-1500

Gordon George, ICS Instructor
Terry Doi, ICS Facilitator

Course Attendance

| Name | Community/Organization |
|------------|------------------------|
| [REDACTED] | Adams Lake Indian Band |
| [REDACTED] | Adams Lake Indian Band |
| [REDACTED] | IAMC-TMX |
| [REDACTED] | IAMC-TMX |

Outcome of the Chu Chua ICS 100 Training Course

According to Justin Prairie Chicken (IAMC Outreach Coordinator), in the week preceding the Chu Chua training, interest in attending the session was expressed by community members from Nooaitch, Bonaparte, Upper Nicola, Cooks Ferry, Canim Lake, and Lheidl. Eleven community members were expected to attend. However, only four people attended training. In attendance were two community members from Adams Lake and two members of the IAMC team.

On day of the training session, at 11:00 am, Terry Doi began contacting community members in an attempt to determine the reason for the low attendance.

Results of the phone calls:

- Nooaitch: no contact, a voice mail message was left
- Bonaparte: no contact, a voice mail message was left
- Upper Nicola: no contact, a voice mail message was left
- Cooks Ferry: no contact, a voice mail message was left
- Canim Lake: contact was made, the member forgot about the training session
- Lheidl: contact was made, the member had scheduling issues

Incident Command Training: Moving Forward

After reviewing the ICS feedback forms it is clear that the ICS training was well received and positive comments were noted. The training provided ICS certification, as well as helped to prepare members for the Valemount exercise. Even the participants whom had previously taken an ICS 100 course, all commented that it was a useful “refresher”. However, the largest success of the training sessions may have been in providing a meaningful venue for relationship-building between the facilitators and community members.

On the feedback form, all participants that answered the question “*Are you interested in further ICS training*” responded “*Yes*”. This indicates that continued education in ICS training may be appropriate in the future. The next progression in ICS certification is ICS 200. However, this course requires a minimum of 14 hours to complete, exclusive of breaks. The investment of time, and cost, would have to be considered.

ICS 200 focuses on the management of single resources and is intended for personnel who are likely to assume a supervisory position. Topics would include;

- Leadership and Management: chain of command, formal communication relationships, common leadership responsibilities, span of control and modular development, and position titles
- Delegation of Authority and Management by Objectives
- Management by objectives and Transfer of Command
- Functional Areas and Positions
- Demonstration of the use of an ICS 201 form
- Briefings: operational briefings and field, staff and section briefings/meetings

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Environmental Unit Training, Kamloops

July 9 & 10, 2019
16 hour training session

The training was facilitated by The Response Group (TRG). It provided community members with an introduction to the role of Environment Unit (EU) in the context of a large-scale emergency event involving oils spill mitigation. The topics and activities included;

- An overview of the purpose of the EU
- The roles and responsibilities of individuals within the EU
- How the EU functions and integrates within the ICS command structure
- Describing the flow of information within the EU
- Tabletop training session involving an oil spill incident
- Building relationships amongst environmental unit participants
- Collaboration with indigenous community members as environmental and cultural advisors during discussions and tabletop scenario
- Discussion of best practices during interagency and stakeholder interactions and working within Unified Command

Outcome of the Environmental Unit Training

The training was provided by TRG, and as a result, the ICS Facilitator (Terry Doi) did not obtain feedback from indigenous community members.

Pat Nichols/Savannah Turner- Instructor
Terry Doi, IAMC Community Outreach
Justin Prairie Chicken, IAMC Community Outreach

Course Attendance

| Name | Community/Organization |
|------|-----------------------------|
| | T'micw-kt Cultural Services |
| | Upper Nicola |
| | Nooaitch |
| | Tkemlups te Secwepemc |
| | Upper Nicola |
| | SIMPCW |
| | SIMPCW |
| | Bonaparte |

3.0 IDENTIFIED AREAS FOR IMPROVEMENT

3.1 General

Summary of comments provided by community members during the debriefing session (Sept 19, 2019).

Each participant was asked to provide input on the following:

- 1) Their highlights of the deployment exercise
- 2) The role that they might play next time
- 3) What they might like to see next time, or changes, or ways to improve the program

Upper Nicola Indian Band Member

My Highlight: Enjoyed the training and the Simpcw presentation. It was cool to watch the ICS system roll out on spills. I've seen it on fires. It good because they slowed it down, and to see it broken down in a training situation. Its one system for different events and scalable.

Ways to improve: A lot of technical terms and abbreviations are used in ICS system / pipeline industry. It would be good to have a list of terms, or a definition book. In a training system like this, just to have something like this written out.

- To assist community members during the initial announcements, or initial briefings, it may helpful to use the full-wording instead of abbreviations, as well as provide a short description of the item/role/task. This may help to orient the participant and provide context. This would require additional time for each task, announcement, or briefing.
- Attended the ICS 100 course immediately prior to the deployment exercise would provide context for ICS terminology. However, the pipeline industry does have industry specific terminology that may require clarification. A handout of terminology or an overview of terms prior to the event may be beneficial to community members.

Upper Nicola Indian Band Member

My Highlight: I found that everybody was very accommodating and there was lots of sharing lots of sharing when we incorporated ourselves into each group.

Ways to improve: I know practice makes perfect and there is a lot to go through in two days, but I found that there was a lot of repetition in the presentations. I found that most of the people were deferring to Service professionals and I get that a lot of these people work in the industry the environmental impacts, the compasses of what's being pushed through the pipe, to the viscosity etc. I know that there is a lot of math that goes into a lot of those things but continually deferring -what I would like to see next time, or maybe improve, would it be to have those industry professionals here like environmentalists that have dealt with spills or how they would mitigate it in the future.

- Unsure if these specific questions were asked by the participant during the practical sessions. None of these questions were posed to the author of this report.
- Due to the tight timelines and the primary focus of each field-training session, a separate Q&A session might be an ideal time to field these types of questions.

Adams Lake Indian Band Member

My Highlight: *It was a bigger scale than what I usually work with*

Role I might play: *Would still probably be boots-on-the-ground and IC.*

Ways to improve: *to be more prepared, so you could be an IC, or go work out in the field. More communication with the higher-ups, who has the knowledge and bringing it back down to the people who want to learn and work their way down. Shadowing.*

- Note: The term “boots-on-the-ground” is a reference to working at the field level (operational) typically on wildfire incidents. In volunteer fire departments, the Incident Commander (IC) of wildfire operations usually are in command of small groups. For example, the IC may be in command of three or more people while deployed in the field.
- To increase the passage of information from the incident commander to community members, each IAMC facilitator could be provided with a portable radio (transceiver). The radio would only be used to receive information, not transmit.

Canim Lake Indian Band Member

My Highlight: *Unified Command and when you have multiple jurisdiction coming together*

Role I might play: *Incident Commander, Operations*

Ways to improve: *Some of the forms are outdated so when you have multiple jurisdictions you have one common set of papers. Could use more digital forms, or a chat portal.*

- The ICS forms used during Trans Mountain exercises may be different from ICS forms used by other agencies (e.g. JIBC, ICS Canada, FEMA), however, the content and design of the forms adhere to incident command standards.
- Digital forms and digital communication maybe effective in many situations, however digital systems must be tested for stability and reliability under all conditions prior to implementation. In an austere environment, with low bandwidth, a digital system may not be an effective option.

Adams Lake Indian Band Member

My Highlight: *Being able to watch a little bit of everything and observe how everything came together.*

Role I might play: *Next time I wouldn't mind doing Planning or Ops*

Ways to improve: *Consistent time. Should be on a 24hr clock and the date and time should be done the same*

Other: *Would be nice to see each community to take a lead role in training in each discipline (e.g. the community of Chase takes a lead role in Planning Section training). Create a network of emergency preparedness for aboriginal communities.*

- Use of a 24-hour clock is effective, however, it may be problematic for participants that are not accustomed to military time. Conversely, people who are accustomed to military time can easily convert it back to a 12-hour system.

Tkemlup te Secwepemc (Kamloops) Member

My Highlight: *Seeing everyone working together, with all of the different units, different industries and the groups that are representing.*

Role I might play: *Boots-on-the-ground, but might actually go into the Environmental Unit next time and play a part in the planning.*

Ways to improve: *Have all of us put into a Unit, rather than staying in our group.*

- All members were encouraged interact and play an integral role in any *Unit* (or discipline) that they desired. This member played a role in the Environmental Unit. One additional member chose to assist within Finance Section
- All remaining community members opted to stay within the group to observe different aspects of ICS and tour the deployment area.

IAMC / FNESS Member

My Highlight: *Taking the lead from the local first nations group (Simpchw), seeing the amazing amount of work the local first nation community, partnership, and the work they do, and the acknowledgement of Simpcw. Anyone that has been with us here, to the territory, need to understand when there is any incident here we have good leaders and keepers. Starting off with the knowledge of the community before we started the work. Acknowledging the importance of Simpcw. In my role provincially, that was an honour to see.*

Role I might play: *Maybe First Nations Liaison to help support the indigenous organizations that could be reached out to, or connected to, whether it be a wildfire crew, indigenous policing, land guardians.*

Ways to improve: *have the opportunity for the community members to bring a youth. Someone identified in the community to be mentored alongside the community members. So that up-and-coming youth would be in an educational environment or firefighting crew so the Community leader can help the next generation.*

- The inclusion of youth and the development of a mentorship program may assist in increasing engagement, encourage future leaders in emergency response, and aid in successional planning.

Bonaparte Indian Band Member

My Highlight: *Seeing the big scope and seeing how everyone got together and work together to solve the problem*

Role I might play: *Boots on the ground, environmental, wildlife habitat, and cultural aspects of the water*

Ways to improve: *More hands-on, go out there with the boom and I think doing it to see how it's done and get a better understanding of what needs to be done. It was pretty awesome.*

- 10 out of 13 community members were interested in hand-on training and assisting with boom deployment on Day 2. (Does not include Simpcw attendees)

Bonaparte Indian Band Member

My Highlight: *it sounded like rocket science for a while but then seeing it all put together the second day and a little more explanation brought it all together for me and I really enjoyed it for sure.*

Role I might play: *probably be involved in environmental and boots on the ground. I really liked it.*

Upper Nicola Indian Band Member

My Highlight: *my highlight was actually coming down here, just doing the scenarios.*

Role I might play: *Boots on the ground*

Ways to improve: *if everybody could have coveralls, so they can get more hands-on.*

- Trans Mountain may request that community members bring their own PPE if they would like to participate in the field deployment. Trans Mountain may consider bringing spare PPE for community members who may not own their own PPE.

Upper Nicola Indian Band Member

My Highlight: *One of my highlights was being invited to come to this. Our team really appreciates the invitation and I would like to thank Simpcw for allowing us to come into their territory and I am envious of their resources (boat). I am putting what they have on our Wishlist.*

In our area I wouldn't mind if we had an oil response spill team, so that we can work alongside Trans Mountain if anything happens in our area, then we could work together in partnership and have that mutual understanding and agreements that if anything happens in our territory we can respond first and Trans Mountain can come out and take a look and we could have people on scene with all the training we need. To respond to that spill and we would have a training and equipment and everything like that so our responders will not go into something blind and running to some poisonous gas or something and lose our first responders out there. So, we need all that kind of training and equipment that goes along with the training and we need to have that partnership with Trans Mountain and anybody else out there like the contractors and the other first responders. We need to have that core group of people come together and working as one like we did. It was

great to see that everyone came together and we worked as one great big unit and we got everything done in a timely manner and it was later strategically and everybody did their part.

I do appreciate going out to different communities and participating in your table top exercises. I did several of the Trans Mountain ones in Merritt got hands-on with the boom, and boat, it was great and I had fun on the boat. I really appreciate you inviting us.

Role I might play: Being a first responder, being first on scene and hitting the ground running. I want to get more into the operations part.

Ways to improve: I wouldn't mind seeing all of our EOC staff come to this just to see the intensity and scope of how things are run here.

- Attendance may be limited to 2 people from each community, however if spaces are available, Trans Mountain may consider inviting senior EOC staff from a community. Inclusion of senior decision-makers may assist with relationship building and have a positive effect in the event of an incident.

Upper Nicola Indian Band Member

I would like to say thank you for the invite into the territory, what a beautiful place it is so welcoming, it just brings you in and makes you feel like home. It is such a wonderful visit

My Highlight: hearing about why we're here, they put a very good presentation together remind us all why we are here and it starts with children, the fish, the berries in the whole purpose as to why we are here.

Role I might play: my role that I play it's usually boots on the ground, and I'm hoping to change that. And I like to come in and do the ICP. I do the risk management for the fire department.

Ways to improve: one of the things that I brought up to Trans Mountain when I was in Nicola Lake (Merritt Deployment Exercise) was communication. For me was a big deal, I kind of slapped them, you guys have very bad communication. Today I was with the group that was sitting on the sidelines observing (at the lake). Where was our radio so we could hear what was going on? We were here to learn and we were kind of left in the dark, so to have that listening opportunity as to what might be being said back and forth, so that people would know.

Even how to communicate on radio, some people don't even have that knowledge.

But to hear that things are being injected, and that the boats were communicating back to shore, but no one had any idea of what was being said. So, what really just happened?

Another way to improve. Me also having a security background ...what is the purpose of this? (referring to her I.D. card provided by The Response Group). If you are not checking people In and Out of scene, and out at the end of day. If this was a real event you would need this (I.D. badge) to get In, and to get Out.

To an attempt to improve communication, or passage of information, to community members during an exercise:

- In many cases during a full-scale exercise, there may not be spare portable radios to leave on the shoreline for mentors or community members to use. Trans Mountain may consider installing a speaker connected to the mobile radios on the Oscars. However, some Oscars do not possess mobile radios.
- Trans Mountain may consider purchasing additional portable handheld radios (transceivers) that are only intended for emergency operations, or used during full-scale exercises. The portable radios could be kept in the Emergency Management Go-Bags/pelican cases. However, the largest issues are maintaining an adequate charge in the rechargeable battery packs. This would be problematic during long-term storage. This may be solved by purchasing battery packs that use disposable “AA” batteries. Disposable lithium “AA” batteries have a long shelf life and are less likely to corrode in storage.

Regarding security and personnel accountability during full-scale exercises:

- The Response Group (TRG, the 3rd party contractor) conducted accountability for the exercise, and provided the I.D. badges. TRG conducted check-ins at the shore line and conducted a mass-checkout at the end of day.
- In addition, accountability was conducted by the First Response liaisons for each community member throughout the event.
- During an actual incident there would be a significant security presence in the field, and entry would be limited to authorized members. Accountability of workers would be recorded in the field by security, supervisors, radio check-ins, and/or Staging.

3.2 First Response Feedback

As the contractor chosen to facilitate this great initiative, we would like to start by saying thank you to SIMPCW for having the faith in our team to make this a success. Our team has a vast array of experience in the Emergency Management field. All of our team are current active responders with a full-time fire service, with a range of experience of 6 years to 20+ years per person. We have a team of 30 responders with well over 300 years of combined full-time response experience to a wide range of emergencies from fires, floods, natural disasters, wildfires, medical calls, and a wide range of specialty rescues.

This project was a challenge for this team in regard to the following:

1. Communication
 - a. Most Bands were reluctant to supply personal email accounts or telephone numbers of potential attendees. We had to send our emails to an info or general band email and hope the information made it to the correct person.
 - b. Incorrect emails, or phone numbers were an issue for us
2. Attendance
 - a. We would receive verbal or email confirmation of a specific person or number of potential band members to attend one of the training sessions or exercise and then we would either get a last-minute replacement or a no show.
3. Breaking the myth
 - a. Our goal was to enhance emergency management knowledge and competencies with this project. We still dealt with a fair bit of negativity towards the project or pipeline even though

our role is not to push or promote any project except emergency management and response. It was difficult to break through to some of the bands in this regard

3.3 Suggested Enhancements

We feel that we met the expectations of the members that attended, and they were able to enhance their knowledge base as well as bring some Emergency Management excitement back to their Bands. Below are suggested enhancements to future projects to increase the number of Bands and attendees.

1. Communication
 - a. Having the IAMC/SIMPCW assist with contact information as well as conducting presentations as a team with First Response at each band to try and get people open to the idea
 - b. Having a designated member from each band help with communication, confirming attendance of members signed up, reminding members of training or exercise.
 - c. Conducting a presentation for all members (invite all members to two different locations) to show how emergency management and training can assist them with various emergencies including, floods, wildfires, etc.

Thank you for the opportunity to lead this project

The team from First Response Inc

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