



ARCHIVED - Archiving Content

Archived Content

Information identified as archived is provided for reference, research or recordkeeping purposes. It is not subject to the Government of Canada Web Standards and has not been altered or updated since it was archived. Please contact us to request a format other than those available.

ARCHIVÉE - Contenu archivé

Contenu archivé

L'information dont il est indiqué qu'elle est archivée est fournie à des fins de référence, de recherche ou de tenue de documents. Elle n'est pas assujettie aux normes Web du gouvernement du Canada et elle n'a pas été modifiée ou mise à jour depuis son archivage. Pour obtenir cette information dans un autre format, veuillez communiquer avec nous.

This document is archival in nature and is intended for those who wish to consult archival documents made available from the collection of Public Safety Canada.

Some of these documents are available in only one official language. Translation, to be provided by Public Safety Canada, is available upon request.

Le présent document a une valeur archivistique et fait partie des documents d'archives rendus disponibles par Sécurité publique Canada à ceux qui souhaitent consulter ces documents issus de sa collection.

Certains de ces documents ne sont disponibles que dans une langue officielle. Sécurité publique Canada fournira une traduction sur demande.



National Defence

Emergency Preparedness Canada

1998-99
Estimates

Part III – Report on Plans and Priorities

ESTIMATES

HJ
13
A12
TH
1998/99
pt. 3-Nd

Canada

The Estimates Documents

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

©Minister of Public Works and Government Services Canada — 1998

Available in Canada through your local bookseller or by mail from

Canadian Government Publishing — PWGSC

Ottawa, Canada K1A 0S9

Catalogue No. BT31-2/1999-III-57

ISBN 0-660-60483-3



Part 14: Emergency Preparedness Canada

1. OVERVIEW

Operating as a Branch of the Department of National Defence, Emergency Preparedness Canada (EPC) is the Government of Canada's primary agency through which it seeks to achieve an appropriate level of national civil emergency preparedness. Headed by an Executive Director who reports to the Deputy Chief of the Defence staff, the Branch supports the Minister who, in addition to the responsibilities which arise under the *National Defence Act*, has responsibilities under the *Emergency Preparedness Act* by virtue of an Order in Council which designates the Minister of National Defence as the Minister Responsible for Emergency Preparedness.

The first principle of emergency preparedness in Canada is that emergencies/disasters should be dealt with locally whenever possible. The federal government intervenes only when asked to do so by provincial/territorial authorities, or when the emergency situation clearly lies within federal jurisdiction by virtue of its size, location or nature. However, since federal, provincial, territorial and municipal plans need to be compatible, planning is carried out in concert with the various levels of government. Such plans should also be compatible with those of the US states bordering Canada. Consensus-building and leading by example are the keys to making progress within such a multi-jurisdictional environment.

The second basic principle of emergency preparedness in Canada is the all-hazards approach. The causes of emergencies and disasters are diverse but the response capabilities required to cope with them are similar. Therefore, to the extent possible, emergency planning is built on these required common response capabilities.

2. MANDATE

EPC has a mandate to "advance civil preparedness in Canada for emergencies of all types ... by facilitating and coordinating, among government institutions and in cooperation with provincial governments, foreign governments and international organizations, the development and implementation of civil emergency plans." The principal authorities for EPC's activities are the *Emergency Preparedness Act*, Chapter 11, S.C., 1988; the *Emergencies Act*, Chapter 29, S.C., 1988; *A Federal Policy for Emergencies*; and Memoranda of Understanding with provincial and territorial governments and other countries.

3. OBJECTIVE

The program objective is to contribute to, and ensure, an adequate and reasonably uniform level of emergency preparedness throughout Canada.

4. MISSION

The mission of EPC is to safeguard lives and reduce damage to property by fostering better preparedness for emergencies in Canada.

5. VISION

EPC's vision is to ensure that Canadians are provided with the highest standards of preparedness against natural and technological disasters. The vision will be achieved through the fostering of a trained, dedicated corps of civil emergency preparedness professionals within a well-developed network of partners and stakeholders.

6. BUSINESS LINE/SERVICE LINES

EPC supports the "Emergency Preparedness, Humanitarian Assistance and Disaster Relief" objective of the Department of National Defence's "Defending Canada" business line by fostering/coordinating preparedness for emergencies in a manner that safeguards lives and reduces damage to property.

To meet its objective and fulfil its mission, EPC works with other federal departments/agencies, and with other orders of government, the private sector and volunteer organizations to deliver services in six key, inter-linked and mutually supportive service lines as follows:

- plans coordination, testing and evaluation;
- training and education;
- risk assessment and monitoring/warning/reporting of emergencies and, if necessary, coordination of the federal response to emergencies;
- public awareness and information;
- international civil emergency preparedness; and
- financial assistance through Grants and Contributions.

7. EXTERNAL FACTORS/PLANNING PERSPECTIVE

A number of external factors impact on EPC's current operations and its plans for future operations.

There is a scientific consensus that the world will most likely experience a changing climate in the near future, resulting in more frequent and extreme weather hazards. Regardless of the cause of the weather hazards, historical records show a steady increase in the number of meteorological natural disasters from decade to decade during the 20th century. Floods have been the dominant event in Canada and have doubled in frequency since 1980. Although little can be done to prevent disasters such as the massive flooding in Manitoba in the spring of 1997, mitigative actions such as the building of the Winnipeg Floodway and ring dykes to protect the cities/towns along the Red River were crucial to minimizing losses and exposure. Accordingly, it is evident that the immediate

issues to be addressed relate to the need to take all steps to reduce exposure and mitigate losses (i.e. reduce/manage risk), as well as to enhance our technical ability to respond to disasters. Aggressive efforts must also be made as soon as possible to further educate the public regarding the need to take a proactive stance in dealing with natural hazards and disasters.

Various international factors also impact on the emergency preparedness program in Canada. Current bilateral emergency preparedness relationships with the United States are conducted under the umbrella of the 1986 CA/US Agreement on Cooperation in Comprehensive Civil Emergency Planning and Management, and are overseen by the EPC co-chaired Consultative Group which meets once a year to discuss trans-border issues of mutual interest. The agreement was updated in 1996 to bring it into line with the current strategic context and governmental organizations.

The geo-political evolution of the former Warsaw Pact nations has virtually eliminated the threat of armed East-West conflict, allowing governments to pay even more attention to emergency planning measures designed to mitigate and respond to natural and technological disasters. As a consequence of changes in the global strategic balance, EPC's responsibilities related to NATO have taken on a wider significance as that organization continues to forge closer ties with its former adversaries of Central and Eastern Europe (CEE) and the Former Soviet Union (FSU), while, at the same time, assisting them in their efforts to institute democratic reform. Canada, through EPC, has been in the forefront of providing such assistance in the field of civil emergency preparedness. In addition, the International Decade for Natural Disaster Reduction (IDNDR) sponsored by the United Nations (with active support by Canada), has been and continues to be both a catalyst for, and evidence of, an increasing awareness throughout the world of the need for global cooperation in emergency preparedness planning. As a result, civil emergency preparedness and response activities have been accorded an increasingly important and visible place on the political agenda of many industrialized and developing nations throughout the 1990s.

8. STRATEGIC OBJECTIVES FOR CHANGE MANAGEMENT

In view of various environmental factors, particularly climatic changes/global warming and substantially reduced human and financial resources, EPC has developed five long-term strategic objectives to assist the organization in advancing the state of emergency preparedness in Canada over the planning period. Specifically, EPC plans to:

- review the federal mandate for emergency preparedness, particularly as it relates to mitigation;
- strengthen EPC's leadership role;
- improve program delivery;
- increase professionalism in emergency management; and
- enhance client awareness of the role of emergency preparedness.

Strategies to further the strategic objectives include the following:

National Mitigation Strategy: Introduction of a national mitigation strategy and increased attention to recovery issues in the wake of disasters such as the Red River and Saguenay floods, and the recent ice storms, would ultimately lead to the reduction of the overall costs associated with future disaster recovery operations. It would necessitate a review of existing federal emergency legislation, and may lead to changes in the current emergency preparedness mandate.

Federal-Provincial-Territorial Training Strategy: The strategy is being implemented over a five-year period and will be completed by the end of fiscal 1998-99. Under the new strategy, the role of the Canadian Emergency Preparedness College (CEPC) is changing. The CEPC will be delivering more specialized and advanced courses, while the provinces progressively assume responsibility for the delivery of basic and entry-level courses. Training material for off-campus use, expanded training standards and development of distance education will be given more emphasis, in concert with provincial and territorial trainers. At the start of the strategy approximately 4,000 students were receiving some form of training each year. By the end of Fiscal Year 1997-98, this number will have escalated to approximately 18,000 students. Full implementation of the Strategy should ensure that the 30,000 Canadians who require emergency preparedness and response training every year will receive it and at no extra cost to the federal government, thereby improving program delivery, increasing professionalism in emergency management and enhancing preparedness for emergencies such as the more frequent and severe weather hazards which are likely to occur as a result of climatic changes/global warming.

National Public Affairs Strategy: EPC and the provincial and territorial emergency management organizations share a mandate to raise public awareness of emergency preparedness issues. Under the leadership of EPC, the Federal-Provincial-Territorial Communications Group developed a National Public Affairs Strategy in fiscal 1996-97 to achieve closer cooperation, better coordination and more cost-effective use of resources among federal, provincial and territorial emergency preparedness organizations in the planning and implementation of public awareness programs. A central feature of the Strategy is the National Emergency Preparedness Week which commenced in 1997. It will be held jointly each spring under the auspices of EPC and the provincial and territorial emergency management organizations to enhance client awareness of the role of emergency preparedness.

Increased Usage of Informatics Technology: Information handling capabilities at the Government Emergency Operations Coordination Centre (GEOCC) will continue to be modernized through hardware/software upgrades to allow rapid, wide bandwidth data communications with EPC's regional offices and provincial emergency measures organizations. Internet access will continue to be expanded, including intranet for internal EPC usage. In addition, refinements to the system to facilitate the administration of the Disaster Financial Assistance Arrangements (DFAA) will continue to improve program delivery.

Partnering Alliances: EPC will continue to enhance its partnering agreements with other government departments, non-governmental organizations, the private sector and universities to accomplish its research and investigative programmes and other cost-shared initiatives and cooperative ventures. In addition, EPC has entered into a three-year Contribution Agreement with *Emergency Preparedness Partners* for the management and expansion of the public awareness and information initiative, SAFE GUARD, at less cost to EPC than had previously been the case.

The foregoing strategies should enable EPC to further its strategic objectives. This, in turn, will ensure that EPC continues to meet its legislated responsibilities in its six service lines and fulfil its mission to safeguard lives and reduce damage to property by fostering better preparedness for emergencies in Canada.

9. RESULTS EXPECTATIONS

The ultimate result of EPC's activities is a state of emergency preparedness in Canada that will address, in part, Canadians' expectations with respect to their safety and security. Specific results expected in the six service lines over the planning period are outlined below.

In the area of Plans Coordination, Testing and Evaluation, the conduct and evaluation of exercise CANATEX 3 will result in enhanced national preparedness for nuclear emergencies and improved capabilities to respond. Approval and implementation of a national mitigation strategy would broaden the emergency management mandate of EPC and that of the rest of the national emergency management community, and lead to a reduction in the costs associated with disaster recovery. The implementation of a strategy for a national heavy urban search and rescue (HUSAR) capability would enhance the national capability to respond effectively to emergency situations anywhere in Canada. The continued development and implementation of a National Support Planning Framework will provide a standard organizational and conceptual basis for federal support to the provinces/territories and the United States in major emergencies. Development of plans and arrangements to deal with the consequence management of terrorist incidents will continue to take on growing importance, in concert with international allies, other government departments and with the provinces/territories. Work in this area will ensure that effective national arrangements are in place to deal with the consequences of a terrorist incident in Canada, including one involving the use of chemical or biological agents.

In the Training and Education service line, full implementation of the Federal-Provincial-Territorial Training Strategy will enable 30,000 students to be trained annually, thereby increasing the level of emergency preparedness and response capability across Canada. New courses on Business Resumption Planning, Hazard and Risk Analysis, Airport Emergency Planning and Consequence Management are being negotiated for introduction.

In the Risk Assessment and Monitoring/Warning/Reporting service line, the creation of the Natural Hazards Electronic Map and Assessment Tools Information System (NHEMATIS) will advance knowledge/technology, thereby resulting in better preparedness for emergencies. The monitoring and reporting of events such as the massive flooding of the Red River valley in the spring of 1997 and the ice storms in Ontario, Quebec and the Maritimes in January, 1998 will ensure that federal departments/agencies and elected officials are provided with sufficient information on a timely basis to make informed decisions.

Within the Public Awareness and Information service line, public outreach programs and activities, carried out in partnership with other public and private sector organizations under the SAFE GUARD umbrella, will improve public awareness of emergency and response activities. Ongoing consultation and cooperation with provincial, territorial and other federal institutions on emergency preparedness public information matters facilitates the design and implementation of programs and activities such as the National Emergency Preparedness Week, public service announcements and displays/exhibitions, as well as enquiry services which are more responsive to public information needs. Initiatives and efforts to promote the creation of a national emergency preparedness professional association are also expected to result in increased public awareness of risks and the need to prepare for emergencies/disasters.

In the area of International Emergency Preparedness, activities such as the annual Canada/United States Consultative Group meeting, and various transborder exercises will ensure that emergency preparedness professionals in both countries are familiar with one another's approaches and experiences in the field of emergency management, and that policy issues of mutual concern are discussed and resolved. Coordination/participation in NATO Civil Emergency Planning activities, and participation in the Partnership for Peace (PfP) program through the provision of basic emergency preparedness courses in Slovakia, Hungary, Czech Republic and Ukraine, will ensure that more effective and democratic models and means of emergency preparedness are promoted in Central and Eastern Europe (CEE) and the former Soviet Union (FSU) nations.

Within the Grants and Contributions service line, the federal government administers a number of programs to advance emergency preparedness and response objectives and encourage research activities. For example, the federal government will share the costs of provincial/ territorial projects such as the acquisition of emergency communications equipment and emergency response vehicles to enhance the national emergency response capability. It will also ensure that funds are available to assist provincial and territorial governments in dealing with major disasters such as the recent ice storms in eastern Canada.

10. SUMMARY OF EPC'S FINANCIAL AND PERSONNEL REQUIREMENTS
Figure 1: Financial Requirements for 1998-99

(thousands of dollars)	Business Plan Estimates 1998-99	Forecast 1997-98	Change
Emergency Preparedness Canada:			
Operating and Minor Capital	8,680	10,101	(1,421)
Transfer Payments	4,838	217,220	(212,382)
Total	13,518	227,321	(213,803)
<hr/>			
Human Resources (FTE)	78	79	(1)

Explanation of Change: The financial requirements for 1998-99 are \$213.8 million lower than the 1997-98 forecast due to:

	(\$000)
· Disaster Financial Assistance Arrangements (DFAA ¹) in 1997-98	(212,450)
· Ex-Gratia Payment to Manitoba for flooding (1997-98)	(1,250)
· 94 Defence White Paper/NDHQ Staff Reductions (1998-99)	(125)
· Adjustment to Grants and Contributions due to JEPP Population Increase (1998-99)	88
· Other Miscellaneous Grants and Contributions Adjustments	(73)
· Lifting of Salary Freeze in Executive Category (1998-99)	7

¹ The DFAA requirements cannot be forecasted, they are not included in the Estimates and are therefore shown here as a reduction. DFAA payments are funded through Supplementary Estimates.

Explanation of 1997-98 Forecast: The 1997-98 forecast of \$227.3 million, which is based on information to management as of January 14, 1998, is \$213.6 million more than the funding of \$13.7 million provided through the Department of National Defence's 1997-98 Main Estimates. The difference reflects the following items:

	(\$000)
· Disaster Financial Assistance Arrangements	212,450
· Ex-Gratia Payment to Manitoba for flooding (1997-98)	1,250
· 94 Defence White Paper/NDHQ Staff Reductions (1997-98)	(243)
· Grants and Contributions Adjustments	83
· Lifting of Salary Increment Freeze (1997-98)	52