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Emergency Preparedness
Canada

Protection civile
Canada

**Report to Parliament
on the operation of the
Emergency Preparedness Act
April 1, 1990 - March 31, 1991**

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**Report to Parliament
on the operation of the**

Emergency Preparedness Act

April 1, 1990 - March 31, 1991

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Cat. No. D81-3/1991
ISBN 0-662-58414-7

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Emergency Preparedness
Canada

Protection civile
Canada

Executive Director

Administrateur général

August 23, 1991

The Honourable Marcel Masse, P.C., M.P.
Minister Responsible for Emergency Preparedness

Dear Mr. Minister:

On behalf of Emergency Preparedness Canada, I have the honour to present, for your information and that of the Parliament of Canada, the Report on the operation of the *Emergency Preparedness Act* for the period April 1, 1990 - March 31, 1991.

Respectfully submitted,

T. D'Arcy Finn, Q.C.

Canada

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I. INTRODUCTION

Federal emergency preparedness and planning for 1990-91 was dominated by two major events, Exercise CANATEX 90 and the Persian Gulf war.

CANATEX 90 was the first major, government-wide exercise developed and conducted by the civil sector in more than 20 years. The object of the exercise was to test federal government crisis management procedures for mobilizing national resources, both civil and military, to meet the demands of an international emergency.

The need for CANATEX 90 was self-evident. During the last 20 years the face of emergency planning in Canada has changed greatly. The *Emergencies Act* and the *Emergency Preparedness Act*, both passed in 1988, have defined the scope of federal emergency planning and highlighted the responsibilities of various departments in responding to a major crisis. However, departmental plans and arrangements for responding to an international emergency had not been exercised or tested. In addition, the four major alert systems* governing national/international emergencies as well as the adequacy of the Government Emergency Book (GEB) and the Departmental Emergency Books (DEBs), all needed to be tested and reviewed.

The lessons of CANATEX 90 were driven home by the real events in the Persian Gulf, particularly as many federal departments had to ready civil emergency preparedness plans as part of the government's contingency planning for the war. Though the staging of the exercise just prior to the outbreak of the Gulf war was entirely coincidental, the two events served to remind federal planners and senior officials, if reminding were necessary, of the first principle of emergency preparedness: emergencies can occur at any time and are not always predictable. They are relentless, and emergency planners must be the same.

* Canadian Civil Alert System (CCAS), Canadian Military Alert System (CMAS), Major NATO Commanders' Alert System (MNCAS), North American Aerospace Defense Command (NORAD).

Fortunately, aside from the Canadian Forces who were sent to the Gulf, Canadians were not directly involved in the war. However, the conflict underlined the fact that as a nation we are not only subject to more common emergencies, such as toxic spills, tornadoes, and floods, but also to international emergencies up to and including war. The overall lesson is that Canada has to be prepared for any and all eventualities — a concept that lies at the very heart of Emergency Preparedness Canada's mandate, which is to advance the cause of civil emergency preparedness in Canada for emergencies of all types.

But in the final analysis emergency preparedness is the sum of many parts and it is only with the co-operation and input of other federal departments and the provinces and territories, that EPC's mandate of improving our national preparedness and response capability can be pursued. Readers of this report will see that, for the most part, this support and co-operation is much in evidence and bodes well for the future of emergency preparedness in Canada.

While the government recognizes that all departments and agencies have been operating under serious restraint, and that further cost-cutting measures are called for, it has also requested that matters relating to health, safety and security be protected to the extent possible. As emergency preparedness encompasses all three of these factors, legislated Ministerial requirements in this area should not be forgotten.

II. CANADA'S EMERGENCY PREPAREDNESS AND RESPONSE SYSTEM

The *Emergency Preparedness Act* was proclaimed on October 1, 1988. It established Emergency Preparedness Canada (EPC) as a branch of the Public Service of Canada.* To understand the operation of the Act and the effectiveness of its implementation, it is important that responsibilities for emergency preparedness of various orders of government in Canada be clearly understood. Appendix C outlines the mandate and programs of EPC. Under sections 4 and 5 of the *Emergency Preparedness Act*, EPC has a facilitative and co-ordinative role to play in advancing civil preparedness in Canada for all types of emergencies. However, EPC is **not** responsible for co-ordinating activities of provincial and local governments, nor is it responsible for preventing or responding to emergencies.

The Canadian emergency response system, under legal and constitutional arrangements, is based on the following premises:

- Responsibility for initial action in an emergency lies with the individual; he or she should know what to do to protect life and property.
- If the individual cannot cope, the municipal services respond. Each mayor is responsible for ensuring that emergency plans exist and are exercised within his or her municipality. Most emergencies occur within, and are dealt with effectively by, a municipality.
- If the municipality cannot manage to respond effectively to an emergency, the province or territory is expected to come to its aid. Provincial or territorial governments are responsible for co-ordinating the interface with the municipalities.
- If a province or territory needs help, the federal government's aid is formally requested, usually - but not necessarily - through Emergency

* For further details on EPC, see Appendix C.

Preparedness Canada; **the federal government only intervenes when asked or when the emergency clearly lies within federal jurisdiction (e.g. floods or fires on federal lands, air crashes on federal airports)**. When the federal government *does* intervene, unless a lead Minister has been designated in advance, a Minister, and hence department, is named to assume the lead role and co-ordinate the collective effort of the federal government. Usually, the department whose normal responsibilities most closely relate to the circumstances of the disaster (e.g. Environment Canada, as has been the case in several environmental disasters), would be given the lead.

Emergency Preparedness Canada monitors potential and actual emergencies from the Government Emergency Operations Co-ordination Centre in Ottawa around the clock, and ensures, in concert with the Privy Council Office, that a department is named to take the lead and is fully supported by other departments as required. Emergency Preparedness Canada would rarely take the lead in responding to an emergency, and then usually only until a lead Minister were named.

A catastrophic Public Welfare type emergency, even if declared a national emergency under Part I of the *Emergencies Act*, would not alter the division of authorities established by the Constitution: the provincial government would remain in control of its own affairs. Within the rest of Canada, the federal government would play a crucial role by providing a province or territory with a reference point for its emergency support requirements. This co-ordinative support role by the federal government could encompass all departments of the federal government and all other provincial and territorial governments, as well as the private sector.

Ministerial Responsibility

The *Emergency Preparedness Act* requires each federal Minister to plan and prepare for emergencies related to his or her normal area of responsibility. Emergency Preparedness Canada assists departments to develop and maintain appropriate arrangements to meet these responsibilities.

Emergency Preparedness Canada's purpose, as enunciated in section 4 of the *Emergency Preparedness Act*, is to advance civil preparedness in Canada for emergencies of all types, including war and other armed conflict. This is accomplished by facilitating and co-ordinating, among government institutions and in co-operation with provincial governments, foreign governments and international organizations, the development of civil emergency plans and assisting, when required, in their implementation.

A great deal of the planning carried out under the auspices of the *Emergency Preparedness Act* should also be regarded within the context of the *Emergencies Act*. It would be unreasonable to view the state of national preparedness without considering the provisions of both. Briefly, the *Emergencies Act* gives the Government of Canada, under extraordinarily adverse conditions, and in consultation with provincial governments, exceptional powers to deal with four types of national emergency. The Act defines a national emergency as:

“...an urgent and critical situation of a temporary nature that

(a) seriously endangers the lives, health or safety of Canadians and is of such proportions or nature as to exceed the capacity or authority of a province to deal with it, or

(b) seriously threatens the ability of the Government of Canada to preserve the sovereignty, security and territorial integrity of Canada

and cannot be effectively dealt with under any other law of Canada.”

The four types of national emergency are:

-
- Part I - Public Welfare Emergencies (natural or human-made).
 - Part II - Public Order Emergencies, which constitute “threats to the security of Canada.”
 - Part III - International Emergencies, which threaten the sovereignty, security or territorial integrity of Canada or any of our allies.
 - Part IV - War Emergencies, which mean real or imminent armed conflict involving Canada or any of our allies.

The Parliament of Canada has the responsibility for confirming the invocation of any part of the *Emergencies Act* and for overseeing its use once it is invoked.

III. FEDERAL EMERGENCY PLANNING

The *Emergency Preparedness Act* requires **all** Ministers accountable to Parliament for the administration or affairs of a government institution to plan and prepare for emergencies related to their normal areas of responsibility.

The Minister's Advisory Committee on Emergency Preparedness (MACEP), advises the Minister Responsible for Emergency Preparedness on civil emergency planning issues. The Committee is chaired by EPC's Executive Director and includes Assistant Deputy Ministers from a number of federal departments. The Committee met four times in the period under review.

In future, MACEP will need to pay particular attention to the management of the government's emergency preparedness program, balancing program priorities to best ensure that high-probability, low-impact emergencies can be responded to in an effective and uniform manner across the country, while allocating sufficient resources to the development of emergency arrangements peculiar to low-probability, high-impact emergencies.

As emergency preparedness activities become more complex, primarily because of our society's growing dependency on increasingly sophisticated technologies, there will be a growing requirement for well co-ordinated multilateral planning, training and exercising. The structures and mechanisms developed to meet this requirement will have to be efficient and innovative.

During the past year, the Interdepartmental Civil Mobilization Planning Committee (ICMC), chaired by EPC, was replaced by the Interdepartmental Co-ordination Committee. This wider-based interdepartmental forum more appropriately reflects the full spectrum of the emergency legislation, rather than the narrower focus of the ICMC on war-related matters.

Orders and Regulations

The *Canadian Charter of Rights and Freedoms* has considerable impact on the development of government policies, including those related to emergency preparedness. The preamble to the *Emergencies Act* expressly refers to the applicability of the Charter and the *Canadian Bill of Rights*. EPC has therefore ensured that protected human rights are taken into account in the planning process that could lead to the declaration of a national emergency under the Act. EPC is assembling materials related to the *Emergencies Act* and, in conjunction with the Department of Justice, will advise federal departments and agencies involved in emergency planning of the implications of the Charter for their planning activities — especially for orders and regulations prepared for use in a national emergency.

EPC has prepared a number of orders, regulations and instruments, which, under the *Emergency Preparedness Act* and *Emergencies Act*, are required for implementation of important aspects of its mandate. These include:

- Proclamations declaring the four states of national emergency under the *Emergencies Act*. These have been prepared in conjunction with the Department of Justice and vetted in advance by the Privy Council Section of Justice. Should a national emergency occur, details of the actual emergency could be inserted, and a draft proclamation submitted forthwith to Cabinet for consideration.
- Orders declaring certain provincial emergencies to be of concern to the federal government and authorizing the provision of financial assistance to provinces that have requested such assistance. When authorized, financial assistance is provided in accordance with the federal Disaster Financial Assistance arrangements, which have been in place since 1970 to help provinces to defray costs of coping with severe emergencies that might otherwise unduly burden provincial capacity. These Orders are required pursuant to section 9 of the *Emergency Preparedness Act*.

Work has also proceeded on:

-
- Compensation Regulations under Part V of the *Emergencies Act*, being prepared by EPC in consultation with a number of interested federal departments and agencies, including Energy, Mines and Resources Canada and Treasury Board. Prompted by the Persian Gulf Crisis, this initiative will produce a set of regulations to give effect under Part V of the *Emergencies Act* which calls for the award of reasonable compensation to any person who suffers loss, injury or damage as a result of actions taken under Parts I to IV of the Act or any proclamation, order or regulation made thereunder. In addition to providing the procedural mechanisms for the compensation scheme, these regulations will serve as a point of reference for other compensation mechanisms the government may consider adopting in other emergency contexts. The Regulations are to be completed by the end of 1991.
 - The *Civil Emergency Preparedness Management Order*, which will deal with the lead responsibilities of Ministers for emergency planning in key sectors of federal government operations. A number of drafts of the Order have been prepared by EPC in consultation with departmental officials, through the Minister's Advisory Committee on Emergency Preparedness (MACEP). Consensus has been reached on the general form of the Order and it is anticipated that the Order will be promulgated in 1991.

National Emergency Arrangements

The *Emergency Preparedness Act* confirms a concept of national emergency arrangements, based on the emergency preparedness policy established by the Government of Canada in 1980. That policy required the development of 11 National Emergency Agencies (NEAs) and assigned responsibility for their development to specific Ministers with, in some instances, collateral responsibility to another Minister, namely:

Sector	Minister
Construction	Public Works
Energy	Energy, Mines and Resources
Financial Control	Finance
Food	Agriculture Fisheries and Oceans
Health and Welfare Services	Health and Welfare
Housing and Accommodation	Canada Mortgage and Housing
Human Resources	Employment and Immigration Labour
Industrial Production*	Industry, Science and Technology Supply and Services
Public Information	Prime Minister
Telecommunications	Communications
Transportation	Transport

* Other departments such as Energy, Mines and Resources, Forestry, External Affairs and National Defence also play a role in helping to plan this NEA.

The agencies were to be developed to ensure that Canada would have plans in place to control and regulate national resources in case of a national emergency. It was not until the mid-1980s, however, that departments were given the additional resources they required to proceed with this planning. Because a conventional war overseas or a nuclear attack on North America were the only circumstances envisaged at that time in which all of the National Emergency Agencies would be fully involved, and because the *War Measures Act* was the only statutory instrument available to activate the agencies, the initial planning by departments focussed on that threat. The passage in 1988 of the *Emergencies Act*, replacing the *War Measures Act*, provided a new and broader requirement for national emergency arrangements. The new Act set out four types of national emergency: public welfare, public order, international and war.

While the original “control and regulation of national resources” focus of the national agencies was still appropriate for the international and wartime categories, in which the federal government would clearly have the lead role, provincial governments stressed that responsibility for managing public welfare and public order emergencies should remain within their jurisdiction. Thus, it was agreed that in public welfare and public order national emergencies the federal government would play a supportive, rather than a lead role. This is clearly reflected in the stringent consultation process required under Parts I and II of the *Emergencies Act*.

The *Emergency Preparedness Act*, enacted in 1988, required that **all** federal Ministers develop plans to meet all types of emergencies within their particular areas of responsibility, as well as to provide support to other Ministers and other orders of government facing an emergency. Thus, **National Emergency Agencies** became one element of a wider range of **national emergency arrangements**, greatly broadening the planning task of federal planners. Prior to passage of the *Emergencies Act*, national emergency planning focussed primarily on developing National Emergency Agency (i.e. war) plans. Planning for national emergencies is now proceeding on a much broader front, encompassing **all** types of national emergencies.

Exercises such as CANATEX 90 are vital to the whole planning process. The aim of CANATEX 90 was to exercise crisis management plans and procedures during a national/international crisis requiring the potential

mobilization of national resources, military and civil. The exercise, conducted from August 5-November 26, 1990, was successful in meeting its objectives. For the most part, officials at all levels in departments and central agencies participated and made decisions appropriate to their level of responsibility. Cabinet participated twice during the exercise. This involvement of Ministers and senior officials was a major factor in achieving a much greater understanding and knowledge of emergency preparedness responsibilities and problems across government. (Please see the section entitled EXERCISES for an evaluation of the exercise.)

To further assist planners, two emergency planning guidance documents were published in the year under review: *Emergency Planning for Federal Departments* addresses the general charge to Ministers in the *Emergency Preparedness Act*, and *Guidelines for National Emergency Arrangements*, developed over the past two years in concert with many federal government departments and provincial governments. The latter publication sets out an approach to preparing for and responding to national emergencies — an approach based on the optimal and co-operative use of resources in Canada. The framework provided by the document is intended to provide common guidance and assumptions for all the major stakeholders involved in the co-operative development of co-ordinated national emergency arrangements relating to the four classes of national emergencies set out in the *Emergencies Act*.

Under the *Emergency Preparedness Act*, EPC is charged with establishing arrangements whereby federal-provincial consultation can be carried out effectively upon invocation of federal emergency powers under the *Emergencies Act* or other federal legislation. Legal and policy papers have been prepared at EPC, in consultation with the Department of Justice and several other departments, to address the consultation requirement. Feedback on proposals is expected shortly from both federal departments and from forthcoming federal-provincial meetings. It is expected that a report will be prepared in 1991-92 recommending a consultative procedure and appropriate lines of succession in the event that government authorities, who would otherwise participate in the process, are unavailable in a crisis.

During the Persian Gulf Crisis, in addition to support given by EPC's Communications Directorate and the Government Emergency Operations Co-ordination Centre (which functioned as a co-ordination secretariat to the Crisis Communications Group chaired by the Deputy Secretary to the Cabinet, Communications and Consultations), EPC provided strong support to Canada's crisis management mechanism by chairing the Preparedness Co-ordination Committee of Assistant Deputy Ministers. The latter was created to ensure that civil emergency measures were developed in advance of emerging issues. This government-wide support activity also included the development and maintenance of a weekly summary of civil emergency measures and activities for the benefit of senior government decision-makers.

As the result of lessons learned, concepts of crisis management structures and mechanisms relating to national emergencies need to be further explored, discussed and negotiated with all public-and private-sector stakeholders.

Developing a Model for a Part I National Public Welfare Emergency - National Earthquake Support Plan

As mentioned earlier, municipalities and provinces are responsible for having plans in place to ensure effective response to disasters. Under constitutional arrangements, responsibility for handling the effects of a disaster lies within the province in which it occurs. The federal government intervenes only when asked, or when the matter is clearly within federal jurisdiction. However, a disaster such as an earthquake causing catastrophic damage would almost certainly exceed the response capabilities of a municipality, and possibly that of a province. For that reason the federal government has developed a national support plan, taking into account the supporting roles of other provinces and territories.

As British Columbia is one of the the most probable areas in Canada in which a catastrophic earthquake could occur, the development of a national support plan in aid of the province was seen as a high priority. Officials of Emergency Preparedness Canada and representatives of 14 other federal departments and Crown corporations have been working with B.C. officials, as well as with the neighbouring Province of Alberta, on refining a plan that would serve as a prototype to respond to a catastrophe of any kind anywhere in Canada.

It is called the *National Earthquake Support Plan*. This plan will serve as a model for the development of a generic national plan for responding to national public welfare emergencies under Part I of the *Emergencies Act*.

The National Earthquake Support Plan has been developed to the penultimate draft stage. A considerable number of multilateral and bilateral working meetings had been held with federal departments involved and with Alberta and British Columbia emergency preparedness officials. It is anticipated the the National Earthquake Support Plan will be the focus of EPC's next national exercise, CANATEX 93.

Detailed federal public information planning has been proceeding concurrently with operational planning.

During the development of the *National Earthquake Support Plan* EPC has consulted, co-operated and co-ordinated emergency preparedness arrangements with major non-governmental agencies such as the Canadian Red Cross, the Salvation Army, the St. John Ambulance and the Mennonite Disaster Service. These organizations have a vital role to play in emergency preparedness and response and are becoming fully recognized members and contributors to the Canadian emergency preparedness community.

Government Emergency Operations Co-ordination Centre

The Government Emergency Operations Co-ordination Centre (GEOCC) plays a key role in monitoring and reporting on impending, developing and actual emergencies. From this Centre EPC can muster a co-ordinated federal response if necessary.

Staff at the Centre monitor the news media and receive reports from a network of provincial, federal and international contacts. The information gathered is reviewed to identify those emergencies that may require action by federal authorities, either because of a clear-cut federal responsibility or in response to a request from a province. Situated at EPC headquarters in downtown Ottawa, the Centre uses sophisticated, state-of-the-art equipment to ensure rapid gathering and dissemination of information to the Minister and appropriate federal departments, agencies and Crown corporations.

If a federal response to an emergency is required, the Centre, which functions around the clock, can serve as an electronic focal point for emergency government operations. It is a central location through which all operational communications can be channelled and from which senior departmental officials can co-ordinate support, analyze the situation, and respond to changing emergency conditions.

The Centre is a self-contained facility supported by independent telecommunication, electrical, heating and ventilation systems. If necessary, any federal department can, at a moment's notice, move into the Centre and use it as an emergency operations centre, a liaison or co-ordination centre, or a combination of both. An adjoining boardroom equipped with closed-circuit television can be used for media briefings. Flexibility is the byword of the Centre.

EPC completed the acquisition of secure telephone and facsimile equipment that have been distributed to its 10 regional offices and throughout headquarters. These units were used extensively during the Persian Gulf War to transmit classified data to departments, agencies, and regional offices.

EPC also acquired the first in a series of KU-Band portable/transportable earth station units that will permit emergency communications via satellite. As they are acquired, the units will be deployed first to Western Canada and then to other regional offices where they will eventually be linked to an EPC disaster communications network.

The Centre played a valuable role during the Persian Gulf war. When the war started, EPC's Communications Directorate, operating out of the Centre and augmented by communications officers drawn from other federal departments and the private sector, worked in shifts around the clock, preparing daily media and public environmental analysis reports for senior government officials, including Deputy Ministers and Ministers. The work was performed in support of the Crisis Communications Group established by the Privy Council Office (PCO) Communications Secretariat under the leadership of the Deputy Secretary to the Cabinet for Communication and Consultations. The success of the operation

depended, in large part, on the electronic information monitoring and dissemination capability of the Centre.

During the last year, the Centre also tracked several hundred emergencies and circulated advisory information on potential disasters which could have had implications for the federal government.

These included:

- Spring, summer and early winter flooding in British Columbia, Alberta, Manitoba and New Brunswick.
- A fire at a tire dump near St. Amable, Que.
- Forest fires in northern British Columbia, Yukon and Alberta.
- Civil unrest at the Akwasasne, Oka and St. Regis Indian reserves.
- Tornadoes which cut a swath through southern Ontario.
- Space objects that were a potential risk to Canadians as they re-entered the atmosphere.

This activity was accomplished through routine monitoring of satellite networks, computer links to major news services and weather services, and contact with a network of federal and provincial emergency response agencies across the country.

In response to these events, and for administrative support of program activities, including Exercise CANATEX 90, more than 57,000 printed pages were processed through the unclassified and the secure facsimile network. A further 3,000 messages were sent through the Centre's secure telecommunications links which provide access to national and international communications networks. Routine points of information exchange on the international network are the Canadian Delegation to NATO, NORAD Headquarters, and the United States Federal Emergency Management Agency's Emergency Co-ordination Centre.

The Centre also participated in Exercise REACT and CANUSLAK, both regional exercises.

Continuity of Government

The *Emergency Preparedness Act* charges Emergency Preparedness Canada with establishing arrangements for ensuring the continuity of government during an emergency. In the late 1950s, during the Cold War, a Continuity of Government Program was established to ensure that in the event of a nuclear attack on North America, elected government would continue. A network of central emergency government facilities, interlinked with supporting regional and local headquarters, was constructed. The program, which was placed on hold in 1968, is now under review to determine arrangements necessary to ensure continuity of government in the types of emergencies identified in the *Emergencies Act*.

The first phase of this review has been completed, providing the basis for more detailed consideration of the impact of the *Emergencies Act* on the original program. This in turn is expected to result in significant streamlining that will bring the legal aspects of the program up to date and enhance the general readiness of ancillary arrangements.

Vital Points Program

Certain plants, facilities and services are vital to the functioning of our society. To protect these in national emergencies, EPC, through the Interdepartmental Advisory Committee on Vital Points, manages a program that identifies, and ensures access to information on, which installations should be protected.

There are two categories of vital points:

- Those few in Category I are critical to the nation. They are generally federal installations and because of their importance the Solicitor General is responsible for protecting them in time of crisis.

-
- Category II vital points are more numerous and the owners are responsible for protecting them. They include facilities such as docks, nuclear power plants, petroleum pumping stations and telephone exchanges.

Vital points on the federal list are selected by government departments for approval, and an Advisory Committee confirms inclusion in the central inventory. Provincial vital points are managed by five provincial and two territorial committees, co-chaired by EPC regional directors. The provincial and territorial lists are sent to the Advisory Committee on Vital Points for co-ordination.

Progress continued to be made at a steady pace in fiscal year 1990-91.

Essential Records Program

Emergency Preparedness Canada co-ordinates a federal program to identify and preserve those records that would be essential for government to function during and after a national crisis. Government and private organizations across the country are becoming more aware of the need to make alternative arrangements for storing vital records should their operations be jeopardized.

Emergency Planning in Federal Departments

The following is a cross-sampling of federal emergency preparedness in the year under review. It is recognized that departments are involved in a broader range of emergency related activities. Many have responded to requests for assistance and have undertaken a monitoring role in emergencies both nationally and internationally. These activities, while of importance, will not be in this report. The focus is on preparedness. This report highlights, in broad terms, departmental preparedness activities and significant improvements that have occurred in the past year.

Agriculture Canada

Agriculture Canada is responsible for planning national emergency arrangements for food and agriculture and has developed the Food and Agriculture Emergency Response System (FAERS). FAERS is based upon a broadly based set of arrangements directed at national emergencies impacting on the agri-food sector. It is an all-hazards emergency management approach using existing federal, provincial and private-sector organizations.

The national FAERS policy and planning framework is complete, and planning for regional FAERS components is progressing in Saskatchewan, Alberta, British Columbia, New Brunswick and Quebec. Private-sector commitment for FAERS at the national level was obtained with the inception of the National Agri-Food Advisory Council. A formal relationship was established with the U.S. on North American-wide emergency preparedness for food and agriculture.

Immediate challenges are to:

- obtain regional private-sector commitment and support for FAERS
- complete FAERS regional components in remaining provinces
- train and exercise FAERS plans and procedures.

Atomic Energy Control Board (AECB)

AECB is a regulatory agency with the responsibility for licensing nuclear reactor sites and monitoring sites to ensure that terms of the licence agreement are respected. One of these is the requirement for effective contingency plans to deal with accidental releases.

The highlight of the past year's activities was a nuclear emergency exercise conducted by the New Brunswick Emergency Measures Organization. AECB was involved in evaluating the exercise.

Atomic Energy of Canada Limited (AECL)

AECL with its three subsidiary organizations expended considerable effort on emergency preparedness during fiscal year 1990-91. The Corporate Crisis Management Plan was revised, taking into account lessons from Exercise CARDINAL held the previous year. The plan will be tested again in fiscal year 1991-92.

Chalk River Nuclear Laboratories (CRNL)

CRNL plant-wide emergency procedures were extensively rewritten to reflect the current organizational structure. The annual review of emergency procedures was completed and a report prepared for the Atomic Energy Control Board (AECB).

A crisis management exercise, Exercise CARDINAL was held in June 1990. The exercise tested the response of CRNL senior management to a simulated emergency. The exercise provided valuable experience and lessons to improve CRNL's ability to respond to emergencies in the future.

Whiteshell Nuclear Research Establishment, Pinawa, Man.

In 1989 a formal project was launched to review the Whiteshell Laboratories emergency plan, as required by AECB. Work continued on the project during the past year is nearing completion.

Discussions have been held with Emergency Preparedness Canada (Manitoba office), Manitoba Emergency Measures Organization, and the Local Government District of Pinawa. Letters of agreement are being drafted outlining the response in the event of an emergency at Whiteshell, or a radiological emergency affecting

Manitoba. The agreements will be reflected in the Whiteshell Emergency Plan and the Federal Peacetime Crisis Management Procedures, Manitoba.

At the request of AECL Research, the Regional Emergency Telecommunications Committee (RETC) established a subcommittee to review Whiteshell's communications plan.

CANDU Operations

AECL CANDU published a revised Crisis Management plan. Briefing dossiers have been prepared, detailing the application of the plan for each of the major CANDU sites in Canada and abroad. Staff appointments have been made and working relations have been developed with local police officials.

Canada Mortgage and Housing Corporation (CMHC)

The Corporation is responsible for developing, in consultation with the provinces and territories, National Emergency Arrangements for Housing and Accommodation (NEAHA).

During the year under review, CHMC continued to make good progress in its efforts to develop NEAHA plans and activation procedures for seven provinces (having concluded plan development with the provinces of Alberta and Prince Edward Island). It is anticipated that by 1995, NEAHA plans for all provinces and territories will be in place.

CMHC has distributed a draft Departmental Emergency Book containing an updated readiness plan to senior staff of the Corporation. As well, CMHC is developing Business Resumption Plans (BRP) for all its offices and continues to improve and exercise its Electronic Data Processing (EDP) recovery plans/procedures. These plans are designed to facilitate recovery of business functions, provide for the safety and welfare of employees during an emergency, and to recover electronic data processing capability.

Canada Post Corporation

The Corporation has a state-of-the-art national control centre equipped to react to emergencies and provide timely status reports to senior Canada Post executives. This centre monitors the movement of mail 24 hours a day, seven days a week.

Located in Ottawa, the centre is linked to nine divisional control centres, as well as to major Canadian air and ground transportation systems, and to the national meteorological forecasting network.

As a natural extension of this system, Canada Post Corporation has established a corporate emergency planning program encompassing a wide range of emergencies. These include: fires; bomb threats; dangerous goods incidents; structural damage caused by earthquakes; tornadoes; floods; utility-related incidents resulting, for example, from power failures and ruptured gas lines; crime; vehicle accidents; and other types of emergencies. Emergency manuals have been produced for the corporation's major facilities. Plans are in place to produce and phase in similar manuals for the rest of the Corporation's facilities.

Communications Canada

Communications Canada is responsible for emergency planning and response in the telecommunications sector. The department organizes and chairs regional emergency telecommunications committees. These committees include representatives from industry, and from federal, provincial and territorial governments.

Three important agreements are being negotiated with major telecommunications carriers in Canada. These agreements are related to line load control, identification of vital points, and, the routing and secure location of national telecommunication networks. The department expects to conclude these agreements in 1991-92.

Employment and Immigration Canada

As the prime federal institution concerned with human resources, their labour skills and their abilities, Employment and Immigration Canada makes an essential contribution to federal emergency preparedness.

EIC, supported by Labour Canada, has an ongoing responsibility for the National Emergency Agency for Human Resources (NEAHR). This national emergency agency would only be activated in an International or War Emergency. Public Welfare and Public Order Emergencies can be responded to through an enhancement of EIC's normal services.

During 1990-91, the department's Regional Emergency Books were developed and distributed.

Energy, Mines and Resources Canada

Energy, Mines and Resources (EMR) has developed comprehensive contingency plans to mitigate the effects of disruptions in energy supplies and shortages of strategic minerals, during declared national emergencies as defined in the *Emergencies Act* and the *Energy Supplies Emergency Act*. Two seminars were held to train emergency stand-by staff from industry, and federal and provincial governments. With a stand-by organization now in place, planning for the National Emergency Agency for Energy is essentially complete. The development of these plans has been co-ordinated with provincial/territorial governments, energy and mineral industries as well as emergency measures organizations across Canada. The department provides advice on earthquakes, tsunamis, rock slides and other natural disasters. In support of these responsibilities the department established an operations centre at its headquarters.

The Energy Supplies Allocation Board (ESAB) is in the process of preparing the legal documents that would be necessary for activating its emergency allocation programs and regulations in a formal declaration of a national emergency. ESAB has also conducted a major update of its Emergency Standby Organization with information on contacts and nominees from 47 sponsoring organizations. Memoranda of Understanding on contingency planning for petroleum emergencies were signed with Newfoundland, Prince Edward Island, Yukon, British Columbia, Ontario and Nova Scotia. Others are expected to follow.

EMR participated, along with other federal departments, in the Interdepartmental Working Group on Strategic Minerals. This committee prepares plans for mitigating the effects of unavailable strategic minerals, and the products derived from them, during a crisis. A major activity in 1990-91 was to update the status and membership of provisional Commodity Boards, which would be activated to assess shortages and to recommend response actions in a crisis.

Environment Canada

Environment Canada's (EC) emergency preparedness responsibilities are delivered primarily by the Atmospheric Environment Service (AES), Conservation and Protection (C&P), and Canadian Parks Service (CPS). A departmental Emergencies Secretariat co-ordinates the delivery of EC's interdepartmental responsibilities and departmental initiatives in an emergency.

During the last year, EC made a number of organizational changes and undertook several initiatives to improve the position of the department to address its emergency responsibilities during the 1990s. The department is placing a new emphasis, both at the headquarters and regional level, on the development of crisis management plans, hazard assessment methods, and post-event analysis tools.

External Affairs and International Trade Canada

External Affairs and International Trade (EAITC), as a result of a corporate review exercise, reorganized its emergency preparedness response capability during 1990. Effective September 4, 1990, the management of the operations centre and watch office was transferred to the Consular, Immigration and Passport Affairs Branch. Responsibility for managing all other aspects of emergency preparedness is viewed by EAITC senior management as an extension of all managerial responsibility.

With the full co-operation of its overseas missions, EAITC's Consular Operations Division has vigorously and successfully pursued its program of updating consular contingency and personal safety plans.

Finance Canada

Finance Canada continues in its responsibility for planning the National Emergency Agency for Financial Control (NEAFC). CANATEX 90 offered some opportunity to exercise this responsibility.

Emergency preparedness planning activities by the Department of Finance during 1990 included the development of a draft Departmental Emergency Book (DEB). Procedures contained in the book were tested in conjunction with the department's participation in CANATEX 90. A final draft of the DEB will be prepared in 1991.

Fisheries and Oceans

The Department of Fisheries and Oceans co-ordinates planning for food fish management in a national emergency. Preparedness centres on providing departmental advice or resources to other federal ministers or provincial authorities as required.

In the year under review a manual entitled *Departmental National Emergency Response Framework* was drafted. This manual lists specific national emergency response objectives at both corporate and regional levels of the department.

Health and Welfare Canada

Health and Welfare Canada is, among other things, responsible for ensuring that a consistently high standard and quality of health care for all Canadians is available at all times. Departmental emergency preparedness is the responsibility of the Emergency Services division. Emergency preparedness activities are also conducted at the program level, primarily in the Health Protection Branch, Indian Health and Public Service Health. The Bureau of Radiation and Medical Devices is responsible for maintaining federal arrangements to support a province in its response to a significant release of radionuclides into the atmosphere.

A new departmental emergency planning policy was prepared by the Departmental Emergency Planning Committee (DEPC) for submission to the Departmental Executive Committee. The DEPC also participated in the maintenance of the Line Load Control and Vital Points programs.

The division conducted or assisted in conducting training courses, seminars and workshops in health and social services emergency planning at the request of the provinces and territories. Thirty-nine sessions were held, ranging from half a day to five days in duration. They were staged in British Columbia, Alberta, Ontario, Quebec, New Brunswick and the Northwest Territories.

Indian and Northern Affairs Canada

In its role as the federal organization responsible for the well being of Canada's native people and for federal lands north of 60°, Indian and Northern Affairs Canada must ensure that emergency response preparedness is adequate in both spheres.

The department has initiated a national study to review its roles and responsibilities for emergency preparedness vis-à-vis Indian reserves and federal lands. The final report of the study will provide recommendations to assist in developing a revised strategy to ensure that the department fulfils its mandate in this area.

In addition to the two existing federal/provincial arrangements for emergency preparedness and response activities for Indian reserves in Alberta and Manitoba, the department is nearing the final stages of implementing similar arrangements with the governments of British Columbia and Ontario.

While the department has a long way to go to ensure effective implementation of emergency measures for the areas within its jurisdiction, the events and activities of the past year have provided some helpful building blocks to ensure future progress.

Industry, Science and Technology Canada (ISTC)

Industry, Science and Technology is the federal interface with Canadian Industry. Consequently, ISTC is in a position to identify the potential industrial impact on emergency response. The ISTC Emergency Planning Division has three planning sections: Departmental, National and International.

Departmental Plans Section reviewed the Industrial Vital Points Program and rewrote parts of the existing manual.

The National Plans section undertook the direction and management of a large multi-year contract for the development of plans for the National Emergency Agency for Industrial Production (NEAIP). The workplan for this seven-year project was approved by a newly formed NEAIP Interdepartmental Steering Committee. The initial 10 studies of 45, which comprise the first federal-level phase of the project, are scheduled for completion in 1992.

The International Plans section continued to provide the chairperson for the NATO Industrial Planning Committee (IPC) and for the IPC Training and Exercise Planning Team. This section co-ordinated the department's participation in NATO training sessions and in the U.S. Global War Games series.

Justice Canada

The Department of Justice has revised its civil emergency plan relating to the Minister's area of responsibility, and the plan is undergoing review within the department. The next step will be the development of individual plans by each sector within the department, which will then be integrated into the overall plan. The Department of Justice expects to complete its emergency plan by the beginning of fiscal year 1991-92.

The Department assisted the government in responding to the Gulf Crisis by providing legal advice, various opinions and analyses related to communications, and in the drafting of laws, orders and regulations that might be needed. The department's Litigation Sector also represented the Crown in several disputes related to the crisis.

Labour Canada

Labour Canada, a key supporting Ministry for national emergency arrangements for human resources (NEAHR), participated in interdepartmental meetings and working groups related to emergency planning in its area of responsibility.

Through its Safety and Security Services Branch, Labour Canada continues to deliver services related to occupational safety, health and security. The final changes for the Departmental Emergency Book were approved in the past year. The revised version will be distributed shortly.

National Defence

Departmental policy on civil emergency planning and preparedness relating to Parts I and II of the *Emergency Preparedness Act* is based largely on two National Defence documents: *Provision of Services to Non Defence Agencies* and, to a limited extent, *HQDP 200 Internal Security Operations*.

The Canadian Forces are charged with providing combat-ready forces for a variety of national and international commitments. To meet these, cyclical training is conducted annually at the individual, sub-unit, unit and formation level. The nature of this training is such that much of it would be applicable to all levels of emergency. Training is confirmed by exercises, and during the past year the Canadian Forces have participated in numerous exercises both in Canada and overseas.

National Research Council Canada

In October 1990, NRC initiated a comprehensive review of its emergency response capabilities. As a result of this review, the Council is developing an Emergency Contingency Plan to deal with all kinds of emergencies on site. The plan will complement existing emergency response plans at NRC facilities across Canada, and will also tie in with municipal, provincial and federal emergency response plans. Completion of the plan is scheduled for July 1991.

Privy Council Office (PCO)

Planning the national emergency arrangements for public information is the responsibility of the Communications Secretariat of the Privy Council Office, and is being carried out jointly with Emergency Preparedness Canada, the former being the designated lead organization in an actual crisis.

The *National Emergency Public Information Response Plan*, Vol. II, for the co-ordination of government communications and public information in **International and War** emergencies (published in March 1990) was brought up to a state of operational readiness in the mid-stages of the Persian Gulf Crisis, and activated the day hostilities began.

In line with the Plan, Emergency Preparedness Canada's Communications Directorate, augmented by communications officers drawn from other federal departments, acted as a co-ordination secretariat for the ad hoc Crisis Communications Group established under the chairmanship of the Deputy Secretary to the Cabinet (Communications and Consultations). It provided daily media and public environmental analyses, as well as liaison with provincial crisis communications officials, to support the development of communications advice for the government and to ensure that Canadians were provided, as needed, with accurate, timely information on developments.

Planning for public information in national **Public Welfare** emergencies is already well advanced in the form of a prototype plan that will serve as a model

for a generic plan to be discussed with the provinces and territories prior to inclusion in the *National Emergency Public Information Response Plan*. This should be completed by the end of fiscal year 1991-92.

Public Works Canada

The department continued co-operative planning with the provinces for the development of the National Emergency Construction Agency (NECA). Draft contingency Orders and Regulations were revised.

The Departmental Emergency Book was updated. Vital Points were reviewed and a review of the departmental headquarters Essential Records Program was completed.

In the field of public protection, a draft Provincial Shelter Plan was prepared for Ontario, and a series of blast shelter design guides were developed. Design guides were also prepared for regional and zone emergency operations centres. Discussions are in progress with Emergency Preparedness Canada (EPC) on changing custodial and tenant arrangements for emergency government facilities.

Revenue Canada, Customs and Excise

During the past fiscal year, the department reviewed and updated its site emergency plans and provided plans for new sites as they became operational.

The Department is in the process of preparing a communications strategy to promote increased security awareness and emergency preparedness. The implementation of our emergency preparedness program is progressing well without serious constraints.

Customs and Excise is a participant of the Interdepartmental Board on Emergency Civil Shipping and Marine Exercise Co-ordination Working Group (NEATRAN Marine Secretariat). Customs will be participating in future marine exercises.

Plans are in hand for developing an Essential Records Program.

Revenue Canada, Taxation

The principal focus of emergency preparedness in Revenue Canada-Taxation is the safeguarding of information that the department collects and processes. Much of this information is computerized. A consultant was hired to provide advice on contingency site alternatives. The report has just been submitted, and final decisions are pending.

In terms of challenges, the mainframe contingency group would like to complete the documenting of all procedures, and then launch a comprehensive testing plan to ensure all areas have been covered and people well trained. The non-mainframe environment will also require more effort. An audit will be done to identify those systems requiring contingency plans.

Solicitor General Canada

Ministry comprises four operational elements and a Secretariat: Royal Canadian Mounted Police (RCMP), Canadian Security Intelligence Service (CSIS), Correctional Services of Canada (CSC), and the National Parole Board (NPB).

The Solicitor General is designated as the government's lead minister for the government's counter terrorist program. A dedicated body, the National Security Co-ordination Centre (NSCC), supports the Solicitor General in carrying out his responsibilities in crises and for program management. The NSCC provides a co-ordinated interdepartmental and intergovernmental response to threats to Canadian security, especially in terms of information flow.

The National Counter-Terrorism Plan (NCTP) has been and remains a major preoccupation of the Ministry. While the plan is based on extreme circumstances falling clearly within federal jurisdiction, it is being expanded to reflect more fully the roles and responsibilities of other jurisdictions in ensuring an appropriate co-ordinated response to terrorist incidents. Discussions with senior provincial and territorial representatives have been undertaken as well as detailed consultations aimed at achieving a truly national approach for responding to domestic terrorism and establishing a training and exercise program. The program is also linked to the RCMP Special Emergency Response Team because of its role in domestic incidents, a role that the government recently confirmed.

The Ministry is actively involved in completing an emergency book. An emergency planning program has been developed for this purpose and endorsed by all agencies within the Ministry. Procedures have also been initiated to permit the Ministry to respond more readily to EPC requirements.

In addition to their participation in the Ministry's national emergency planning, the RCMP, CSIS and Correctional Services have plans for their respective agencies. CSC has agreed to co-ordinate the National Parole Board emergency planning procedures related to the inmate release program.

Supply and Services Canada

In 1990, emergency preparedness planning for international and war emergencies was well advanced in the department. An emergency operations co-ordination centre was established and is now maintained with a secure communications capability. A Crisis Management Committee was established and will serve the department in future crises. A review of the *Defence Production Act* and the *Trading with the Enemy Act* was initiated.

The department continued its program for the reprovisioning of emergency government facilities. In addition, an in-depth review of the emergency preparedness planning function within the department was conducted. A report is due later in 1991. Implementation of the report's recommendations will improve the emergency preparedness capacity of the department.

Transport Canada

With its three elements of surface, air and marine transportation systems, Transport Canada must be prepared to respond to emergencies in all three areas.

During fiscal year 1990-91, the department drafted and distributed the Transport Canada National Emergencies Book Volume 1 (Peace) (Interim).

A paper entitled "Concept for the Development of the National Emergency Agency for Transportation Surface" was approved and distributed. A revised Marine Emergency Concept of Operations is being developed as well as a Marine Emergency Long Range Information Management Plan. The draft National Emergency Agency for Transportation Air war manual was distributed for review and comments to the regional planners. The Safe Haven for aircraft

Memorandum of Understanding with the U.K. was approved in principle by the Ministers of Transport and External Affairs, allowing the development of appropriate technical and financial annexes to proceed. Approval was given to the "National Emergency Airlift Policy" and the "Concept of Employment of Civil Airlift" papers for use as guides for planners.

In the past year, Transport Canada has improved its emergency planning and response capabilities. In the year to come, the department will continue to improve its effectiveness and update contingency plans.

Treasury Board of Canada

The Treasury Board Secretariat has participated in an advisory capacity on various interdepartmental committees dealing with policy and contingency planning guidelines. Specifically, Secretariat staff chaired a committee to develop guidelines to respond to an emergency involving the loss of computer capability in government departments. A second working group was established to develop guidelines for the resumption of business in government offices in the aftermath of an emergency.



All of these departments played a role in the exercise CANATEX 90. Many were involved in the Persian Gulf Crisis. Reference to both events is sprinkled throughout this report. Departments will elaborate more fully on their involvement in their respective departmental annual reports.

In a period of restraint, senior departmental managers will have to be particularly resourceful to ensure that each department meets its Minister's emergency preparedness responsibilities.

IV. FEDERAL-PROVINCIAL-TERRITORIAL CO-OPERATION

Co-operation among the federal government and the provinces and territories, and through them with local governments, is essential for the development of a national system of preparedness and response. For this reason, EPC places great emphasis on developing close working relationships and a common planning approach with all interested stakeholders.

Memoranda of Understanding

To establish a basis for intergovernmental co-operation in emergency preparedness for the whole spectrum of possible emergencies that could confront Canada, the federal government has been negotiating Memoranda of Understanding on Emergency Preparedness with the provinces and territories. To date, agreements have been signed with eight of the 10 provinces and the two territories.

Role of EPC Regional Offices

From a federal perspective, a key to successful ongoing co-operation is having a federal representative working hand in hand with provincial, territorial and other federal officials to co-ordinate planning and to keep the federal government attuned to their needs.

For this reason, EPC maintains a regional director in each provincial capital. Two of these directors, B.C. and Alberta, also serve the Yukon and Northwest Territories, respectively. They help administer federal emergency planning programs, facilitate provincial/territorial participation in joint ventures, and ensure that federal emergency planning initiatives mesh with those being undertaken by the provinces and territories.

They also provide a single point of access to the federal government on all emergency preparedness matters. EPC regional directors hold a key position in the network of information exchange at the national level, fostering emergency

preparedness within their regions. They also assume an important liaison role between the regions and the rest of the country.

During 1990-91, EPC's regional directors were involved in a wide range of activities, including providing leadership and support for training, planning and exercises, and co-ordinating federal support to provinces and local governments during emergencies. Some notable examples of work in which they participated over the past year include:

- The adoption of an Order-in-Council developed by the Government of Newfoundland to make each provincial department responsible for designating an emergency planner whose activities would be co-ordinated under the Provincial Emergency Measures Organization.
- The first in-depth examination of the impact and effect of federal and provincial disaster assistance to individuals, businesses, farms and local governments in Alberta.
- The development of an emergency plan for the City of Brandon, Man., that will provide for a comprehensive emergency management system including preparedness, response, recovery and risk reduction. That plan could be used as a model for other municipalities across the country.
- The development, in co-operation with Agriculture Canada, of a Plant Pest Eradication Support Plan for Manitoba.
- The development of the provincial Earthquake Response Plan in British Columbia.
- Staging of two intergovernmental workshops to produce the Alberta Support Plan to assist British Columbia in the event of a catastrophic earthquake.
- The preparation by Agriculture Canada's Ontario office of a Regional Foreign Animal Disease Eradication Support Plan.

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- The successful completion of REACT 90, the largest emergency preparedness and response exercise of its type ever to be held in Nova Scotia. More than 500 federal, provincial and local officials participated.
 - The staging of a regional exercise BROKEN ROCK 1 at Regional Emergency Government Headquarters, Valcartier, Quebec. The exercise scenario was based on earthquakes occurring in the St. Lawrence River valley. Forty-four representatives of 25 federal departments and agencies along with the provincial Sécurité civile du Québec were mobilized during the exercise.

Federal-Provincial-Territorial Conference

Federal-provincial-territorial consultation on emergency preparedness is encouraged by holding meetings of Ministers responsible for emergency preparedness, and senior officials. These meetings provide a high-level forum for discussion of policy, planning and operational matters of mutual concern.

A meeting of Ministers responsible for emergency preparedness, held in Barrhead, Alta., September 1990, established a Council of Ministers Responsible for Emergency Preparedness and:

- endorsed Canada's participation in the International Decade for the Reduction of Natural Disasters and the representation of federal, provincial and territorial governments on the National Committee
- approved the guidelines and principles governing emergency response on federal lands
- recognized the importance of continued federal government support for the training provided at the Canadian Emergency Preparedness College, and directed officials to develop a national training strategy for their consideration.

Joint Emergency Preparedness Program

Funded at approximately \$6.6 million annually, or 25 cents per Canadian, the Joint Emergency Preparedness Program (JEPP), represents 33.9 per cent of EPC's annual budget and allows the Government of Canada, in consultation and co-operation with provincial and territorial governments, to contribute to provincial, territorial and municipal projects that enhance the national capacity to respond to emergencies.

Projects submitted by the provincial and territorial emergency organizations are evaluated by EPC regional directors and senior managers according to established criteria. The financial contribution of the federal government is negotiated separately for each project approved and the funds are made available once the agreed-upon conditions are met and the project is completed.

In fiscal year 1989-90, \$6,487,789.42 was paid and, as of December 1990, the entire 1990-91 allocation had been committed and proposals were already being received for the next fiscal year.

As in the past, project grants favoured the development and evaluation of emergency plans and training and the purchase of communications and emergency response equipment.

Projects approved under JEPP for 1990-91 are listed in Appendix A.

Disaster Financial Assistance Arrangements

Emergency Preparedness Canada manages, on behalf of the Government of Canada, the Disaster Financial Assistance (DFA) arrangements.

These arrangements are intended to assist the provincial and territorial governments where the cost of dealing with a disaster would be greater than they could reasonably be expected to bear.

Under these arrangements, the federal government provides, at the request of a province or territory, financial assistance in accordance with a formula based

on population (see Appendix B). Generally, payments are made to restore public works to their pre-disaster condition and to facilitate the restoration of basic, essential, personal property of private citizens, farmsteads and small businesses.

Under the formula, cost sharing begins when eligible provincial expenditures in relation to a particular disaster exceed an amount equal to \$1 per capita of the provincial or territorial population. When expenditures exceed this level, the amount of federal assistance payable to a province rises progressively, as outlined in Appendix B.

In fiscal year 1990-91, the federal government paid out approximately \$7.5 million for recovery from disasters that had occurred in previous years. The single largest payment of \$7.4 million went to Quebec for damage caused by a severe storm which struck the Gulf of St. Lawrence in 1983. Manitoba also received an advance payment of \$130,000 to help cover the cost of damages caused by flooding in the spring of 1988. Together, the 1990 contributions bring the amount paid out by the federal government in post-disaster assistance since 1970 to more than \$155 million.

Workers' Compensation

Emergency Preparedness Canada continued to renegotiate agreements on workers' compensation with the provinces and territories to replace ones that have been in effect since the 1960s. To date, nine provinces and one territory have signed agreements, Manitoba and Yukon having signed agreements this year. Negotiations are continuing.

The agreements are intended to encourage the role of volunteers in emergency response activities, and provide for sharing the cost of compensation paid to volunteer emergency services workers who are injured, or to the heirs of those who are killed, while training for or performing emergency response duties. The federal government reimburses 75 per cent of payments made by the provincial workers' compensation boards for injury or death sustained by registered volunteer emergency service workers.

Major Industrial Accidents Co-ordinating Committee

The Major Industrial Accidents Co-ordinating Committee (MIACC) is dedicated to the promotion of excellence in the areas of prevention, preparedness and response to major industrial accidents involving dangerous substances.

MIACC was established in 1987 following release of the report *Bhopal Aftermath Review: An Assessment of the Canadian Situation* which examined the potential for a similar catastrophic industrial accident in Canada.

Sponsored by Emergency Preparedness Canada, Environment Canada, Transport Canada, and Agriculture Canada, MIACC is governed by a Steering Committee including representatives from sponsoring federal departments, the provincial governments of Alberta, New Brunswick, Ontario and Quebec and several industrial associations.

The fourth Annual General Assembly of MIACC, held at Montebello, Que., in November 1990, was most productive and showed tangible evidence that progress is being made toward the goals established by the Committee.

Emergency Preparedness Canada has been a key player in this process. Several EPC officers have participated in the working groups set up to address various issues and one has acted as the overall Working Group Co-ordinator.

During the past year, EPC also tabled three documents containing emergency planning guidelines for municipalities. These documents are currently under review by a MIACC working group. Eventually the guidelines will be incorporated into a larger single manual for municipalities which will complement similar guidelines being developed for the industrial sector.

V. INTERNATIONAL CO-OPERATION

Canada co-operates with her neighbours and allies to meet the demands of emergencies. For this reason, emergency preparedness activities often extend beyond national boundaries. Emergency Preparedness Canada co-ordinates Canada's civil emergency planning activities with other members of the North Atlantic Treaty Organization (NATO) and maintains close working relationships with the United States, with which Canada signed a *Comprehensive Agreement on Civil Emergency Preparedness and Management* in 1986. As stipulated in the Agreement, a meeting is held annually to discuss matters of mutual interest and to review the activities of ongoing working groups in the areas of transportation, health services, communications and exercises. Traditionally, this meeting is hosted alternately by Emergency Preparedness Canada and its U.S. counterpart, the Federal Emergency Management Agency (FEMA).

In June 1990, the fourth Consultative Group Meeting of senior officials of the Federal Emergency Management Agency and Emergency Preparedness Canada, was held in Ottawa. This year's meeting had a special guest in the person of Marilyn Quayle, wife of U.S. Vice-President Dan Quayle. Mrs. Quayle has a keen personal interest in disaster mitigation and response and is a member of the FEMA Advisory Board. This year's meeting focussed on the progress of the working groups, future projects and the establishment of an information exchange. Of particular interest were the U.S. delegation's reports on lessons learned from *Hurricane Hugo* and the Loma Prieta earthquake. During discussions it was also recognized that there was a need for the creation of two new working groups in the areas of public information and agriculture. Terms of reference were also signed for the exchange of liaison officers between FEMA and EPC during exercises and emergencies.

Apart from working with the U.S., Canada is also becoming a player on the international emergency preparedness scene where many nations and organizations are sharing information and ideas in an effort to find better solutions to common problems. Consistent with its support of the Major Industrial Accidents Coordinating Committee on the home front, EPC and Environment Canada provided a Canadian delegation for the ad hoc group of experts on industrial accidents

caused by hazardous substances, arranged by the Environment Committee of the Organization for Economic Co-operation and Development (OECD). The OECD program is linked with the United Nations Awareness Preparedness for Emergencies at the Local Level (APELL) Program in which EPC also participates.

During the year under review the OECD sponsored an international workshop in Boston to exchange information and ideas on how to reduce the effects, frequency and seriousness of industrial accidents through prevention and better preparedness systems.

International Decade for Natural Disaster Reduction

Emergency Preparedness Canada co-chairs the Federal Interdepartmental Committee for the International Decade (FICID). The committee has been established to co-ordinate and encourage government, non-government organizations and private sector participation in the International Decade for Natural Disaster Reduction (IDNDR). A national committee (with federal representation) and a federal-provincial working group are to be established to further facilitate Canadian participation in this UN-sponsored decade.

NATO Affiliation

In the period under review EPC continued to co-ordinate Canada's participation in NATO civil emergency planning activities. The department arranged for Canadian representation on subordinate civil emergency planning committees responsible for determining the Alliance's wartime resource requirements, and with developing plans and arrangements for NATO Civil Wartime Agencies to meet those requirements.

The NATO committee structure comprises a Senior Civil Emergency Planning Committee (SCEPC) reporting directly to the NATO Council on matters of policy, and eight support committees responsible for specific planning areas. These include ocean shipping, civil aviation, food and agriculture, petroleum resources, civilian industry, communications, internal surface traffic and civil defence. EPC, in conjunction with DND, was instrumental in Canada's loan of a

planning officer to SCEPC. This initiative will support the development of a questionnaire on civil emergency preparedness which will be used to gather information from each member nation.

EPC maintains a permanent representative on the Canadian delegation at NATO headquarters in Brussels, Belgium, to consult with member nations and to advise the ambassador on civil emergency preparedness matters. The department's Executive Director represents Canada in plenary session of the SCEPC and a senior official from headquarters provides representation to the Civil Defence Committee. Designated emergency planning officers from other departments represent Canada on the other committees, with EPC providing co-ordination to ensure consistency with government policy.

Events in eastern Europe have had a major impact on civil emergency planning in NATO. It has been necessary to seek a redefinition of the role and responsibilities of the CEP committees. In this regard, consideration is being given to widening the scope of responsibilities to include dealing with peacetime disasters as well as retaining support for the military role. Another suggestion under consideration is the possible expansion of the civil role to include co-operation with, and assistance to, eastern European countries. This would draw on the substantial pool of expertise that is available within NATO.

In other related activity, EPC participated directly and co-ordinated other departmental participation in the NATO civil-military co-operation course held at the NATO school in Oberammergau, Germany.

VI. EXERCISES

One of the basic tenets of emergency preparedness is that an emergency plan that is never tested is next to worthless. Only by exercising a plan and evaluating the results can planners see if what they proposed in theory works in practice. In this respect, 1990 was a banner year for federal emergency planners. For the first time in 20 years EPC, on behalf of the federal government and in co-operation with 21 other federal departments, developed and staged a national civil sector emergency exercise entitled CANATEX 90. The exercise started in August and ran for four months ending in a four-week intensive phase during November.

The aim of CANATEX was to exercise crisis management plans and procedures during a national/international crisis requiring the potential mobilization of national resources, military and civil.

Cabinet approved CANATEX 90 in February 1990 with one major constraint: in view of volatile world events at that time, EPC was directed not to attribute the simulated events of the exercise to real national or geographic areas.

The effect of this decision on the development of the exercise was a significant reduction in the volume of hypothetical world events that is often a major feature of high-level military exercises. This had the beneficial effect of making the exercise more efficient in that play could be focussed primarily on the activities of departments after they had received specific direction from Cabinet or the PCO Emergency Co-ordinating Secretariat, rather than on debate over the geopolitical implications of hypothetical world events.

For the most part, officials at all levels in departments and the central agencies participated and made decisions appropriate to their level of responsibility. The Cabinet participated twice during the exercise. This involvement of Ministers and senior officials was a major factor in broadening understanding and knowledge of emergency preparedness responsibilities and problems across the government.

The post-exercise evaluation revealed a number of weak points in Canada's ability to respond to a national/international emergency. These included:

Transition Process

- The transition process of moving government from a peace to an international emergency should be more detailed and the process documented in the Government Emergency Book. As the development of all other alert systems, plans, procedures and Departmental Emergency Books are dependent upon the Government Emergency Book, completing this task is of paramount importance.

Alert Systems

- Alert systems are designed to perform two important functions during emergencies. First, they are meant to inform all concerned about the severity of the emergency, how far it has progressed and what actions have been deemed necessary to deal with it. Second, alert systems are meant to provide direction to specific officials to take specific, pre-planned actions in accordance with individual alert measures.

There are four alert systems which could have potential major impacts on federal departments. The first two, the NATO and the North American Air Defence (NORAD) systems, are designed with Canadian input but, are essentially, under the control of powers external to Canada. The second two, the Canadian Military Alert System (CMAS) and the Canadian Civil Alert System (CCAS), are completely within Canadian power to design or amend.

Throughout CANATEX 90, none of the four alert systems proved particularly useful in giving government officials time to respond to an anticipated emergency. An added disadvantage was the low level of knowledge, particularly among senior officials, about the alert systems. Considerable work is required to redesign the alert systems and to ensure that government officials know what they do and how they work.

National Emergency Agencies (NEAs)

- National Emergency Agencies are a concept developed in the late 1970s and approved by Cabinet in 1980. The idea is that as an international/war emergency deepens, a point will come where the normal powers of government departments will prove inadequate to respond effectively to the crisis. At that point, currently considered to be just after the declaration of an International emergency by Cabinet in accordance with the *Emergencies Act*, federal departments could create as many as 11 NEAs either as an expansion of the machinery of existing departments or as new agencies spun off by one or more departments.

CANATEX 90 indicated that the declaration by Cabinet of an International emergency might not be politically feasible until well into an emergency. At the same time, few departments have the flexibility in existing legislation to allow them to respond adequately to requirements for strong government intervention in limited, specific cases early in a crisis (i.e. prior to the formal declaration of an International emergency).

The general consensus was that the *Emergencies Act* is well drafted and well suited to a free society like Canada. There is a need, however, for departments to review their experience in CANATEX 90 and assess the need for modest amendments to existing legislation to allow the use of direct intervention in a limited number of specific cases during what could be a relatively lengthy period before it would be necessary to declare an international emergency. There is an even greater need for more planning and more exercises like CANATEX 90 to be held regularly to acclimatize departments to the need to be innovative in solving relatively isolated problems during the early stages of an emergency without automatically resorting to a request for significantly augmented powers.

Public Protection and Continuity of Government

- CANATEX 90 revealed shortcomings in Canada's policies for public protection and continuity of government.

Industrial Mobilization

- Canada needs to develop an industrial mobilization plan to support the Canadian Armed Forces in the event of an international emergency. If Canada is to be in a position to help support the expansion of the Canadian Armed Forces and to capitalize on the dramatically increased demand from potential allies during such a crisis, an industrial mobilization or business plan needs to be developed and maintained.

Communications

- The exercise demonstrated that the federal government needs to upgrade a secure communications network to meet the demands that could be imposed by an international or war emergency.

Participation in CANATEX 90 varied from department to department. In many departments and agencies, officials at all levels, including senior officials, participated seriously and effectively. In these departments, there was a tremendous increase in understanding the responsibilities and the problems they have to face in emergency planning. The experience gained and knowledge acquired more than offset the cost of the exercise in terms of the resources employed.

Unfortunately, several departments, for one reason or another, failed to participate sufficiently to receive significant benefit from the exercise or to impart their expertise and knowledge to other participants.

Overall, CANATEX 90 provided an excellent vehicle to evaluate a broad cross-section of emergency preparedness issues. The exercise has also shown federal senior managers most graphically the need for emergency planning. If the findings of the exercise are pursued aggressively, they will provide an agenda for emergency preparedness activity, particularly as it applies to Part III of the Emergencies Act, for years to come.

Aside from CANATEX 90, EPC officers were also active in helping several federal departments plan and stage training exercises. For example, EPC coordinated Canadian participation in the annual mobilization exercise held at the U.S. Naval War College in Newport, Rhode Island. In December, EPC also hosted, under the authority of the Canada/U.S. Exercise Working Group, a

follow-up exercise to TRANSBORD III, a major counter-terrorism exercise staged in 1989. This one-day tabletop exercise concentrated on consequence management and involved federal, provincial and state officials from both countries. The exercise helped pinpoint deficiencies in cross-border and inter-and intra-governmental arrangements for handling terrorist incidents.

EPC was also a key player in the planning and staging of REACT 90, a major emergency exercise held in Nova Scotia in May 1990. The exercise was the largest of its type ever to be held in Nova Scotia and involved more than 500 private sector, municipal, provincial and federal emergency response officials.

VII. EDUCATION AND TRAINING

The Canadian Emergency Preparedness College in Arnprior, Ontario, trained, in the period under review, 2,625 municipal, provincial and federal officials in emergency planning and response techniques in 103 sessions. The College operated by Emergency Preparedness Canada had an operating budget of \$2.4 million in fiscal year 1990-91 and received a constant stream of laudatory comments and letters from mayors and elected officials testifying to the cost effectiveness of education and training in emergency preparedness. The College also hosts and organizes special seminars and workshops. In 1990, it hosted such events for the Department of Indian and Northern Affairs, the Department of Energy, Mines and Resources and Agriculture Canada.

The College continued the initiatives begun in previous years. For instance, the course that was developed for elected officials in Canada's north was presented in Rankin Inlet this year to an Inuit audience assembled from the Keewatin Region. This course was presented using simultaneous interpretation into Inuktituk and all the documents given to the elected officials were available in both Inuktituk and English.

The College also held the second Methods of Education and Adult Training Techniques course in April 1990. The objective of this program was to help instructors improve their presentation skills and show them how to design and prepare audio-visual support material. This course was also used as a starting point to train provincial instructors who had been chosen to present the Plans and Operations Course in Manitoba and Saskatchewan. These instructors then completed their training by assisting the College instructors in running the course. Upon returning to their provinces, the newly trained instructors presented one course in Saskatchewan and two in Manitoba.

The Standing Working Group of the Federal/Provincial Training Conference continued its work to develop a basic standard for the courses offered at the College. During this past year, they studied the contents of the basic course offered at the College, the Plans and Operations Course, with a view to splitting the course into modules that could be presented separately, thus facilitating

presentation of the course. They also approved a standard test to be given to course participants to confirm their knowledge of emergency preparedness. Participants who pass the test receive a Certificate of Qualification.

EPC is working closely with Public Works Canada to upgrade existing facilities.

The Federal-Provincial Conference of Senior Officials created a Task Force on Training and Education in June 1989 to determine the best and most cost-effective way of providing emergency preparedness and response training Canada-wide. The draft final report is being studied by Task Force members and will be considered by the Federal-Provincial Conference of Senior Officials in Regina in June 1991.

VIII. PUBLIC INFORMATION

An important part of Emergency Preparedness Canada's mandate is to ensure that Canadians are aware of the nature and possible impact of emergencies, of means of preventing or mitigating their effects and of the federal government's plans to respond.

Communicating our Message

A major challenge for EPC's Communications Directorate was to reach a greater number of Canadians and provide them with more information about what to do in an emergency (78 per cent of Canadians expressed this need in a December 1988 survey), without unduly straining its limited resources.

One successful solution was to use a cross-Canada news wire service that reaches all the major daily media, plus weekly newspapers — and using these services during less-expensive, non-peak hours. This has resulted in unprecedented coverage in print and electronic media. The coverage generated many requests for interviews from the media, and a host of public enquiries.

Another approach was taken to reach those unable to read printed text because of a physical or visual disability. EPC made arrangements with the Canadian National Institute for the Blind to produce a series of six audiotapes, based on EPC's self-help brochures entitled: *Earthquakes*, *Winter Power Failures*; *Prepared for the Woods*; *Winter Storms — You and Your Car*; *Floods*, and *Severe Storms*.

EPC was also pro-active in tailoring media strategies to gain maximum coverage of more than 100 cheque presentations for either joint emergency preparedness projects or for disaster financial assistance, with satisfying results. Pro-active media efforts also resulted in interviews promoting EPC's self-help hints on national TV programs.

As well, the Communications Directorate distributed nationwide four dramatized TV public service announcements giving self-help hints about being prepared for emergencies. These were so enthusiastically received that we anticipate getting, as in previous years, approximately \$3 million worth of free air time.

In addition to the above, a licencing agreement was signed with a private sector firm to market and distribute a multimedia emergency preparedness kit for schools produced by EPC in the previous fiscal year. The agreement should permit EPC to reach an important audience, which would otherwise be beyond its scope.

The Communications Directorate also developed a computerized list of major Canadian disasters, with details of their nature and results.

EPC shares all of its information materials with the provinces/territories, which may freely reproduce them for their own use. The provinces/territories also share their promotional/educational materials with EPC. All these resources are well-publicized through EPC's quarterly magazine, the *Emergency Preparedness Digest*, providing a rich information exchange.

Digest Readership Survey

Readers of the *Emergency Preparedness Digest*, EPC's quarterly magazine, gave the *Digest* a strong vote of confidence in a survey distributed through the July-September 1990 issue, and provided helpful advice on the future direction of the publication.

No fewer than 93 per cent of the 990 readers who returned the survey said they looked either favourably or very favourably on the publication. About 75 per cent said it was both helpful and important to the work they are doing. The most popular elements of the *Digest's* content became apparent from the frequency of the requests for more coverage. Feature articles and What's New? topped the list of proposals for increased coverage. Respondents also wanted to see more articles concerning disaster planning. Most identified human factors in emergencies as their second choice. They also wanted more coverage of crisis management, safety measures, emergency public information planning, emergency

planning for industry, natural disasters, technical disasters, emergency planning for health, hazard risks, emergency planning for schools, emergency plans for nursing homes and civil defence.

The magazine serves as a medium of information exchange for a diverse and geographically dispersed group of professionals. Approximately 60 per cent of the respondents were in the emergency preparedness field per se, while about 40 per cent of those not working in this field were from the health services, nursing home and education categories.

Most respondents save the magazine or put it in a library or a common area where others can read it.

National Emergency Arrangements for Public Information

In addition to the above more traditional activities, the Directorate advanced considerably the planning for the National Emergency Arrangements for Public Information (NEAPI). The arrangements, detailed in a document called the *National Emergency Public Information Response Plan*, have been substantially completed for **International** and **War** emergencies. Work was also begun, in consultation with the Privy Council Office, relevant departments, provinces, and territories, on the national public information arrangements for **Public Welfare** and **Public Order** emergencies. The former will be based on the *National Earthquake Response Plan*, which underwent further refinement during the year under review.

The National Emergency Arrangements for Public Information are the responsibility of the Communications Secretariat of the Privy Council Office (the latter being the designated lead organization in an actual crisis). Planning is being carried out jointly with Emergency Preparedness Canada.

IX. RESEARCH AND SPECIAL PROJECTS

Emergency preparedness depends on ongoing research and development as the basis for better delivery of programs, better training methods, and faster and more effective methods of emergency response. Given the human and economic costs of disasters, the need for such work is self-evident.

Emergency Preparedness Canada, in the year under review, sponsored a number of projects:

Earthquake Vulnerability Analysis. This study was commissioned in 1989 to develop and demonstrate a methodology for seismic zonation combining three types of data - slope stabilization, soil liquefaction potential, and soil characterization through seismic wave amplification levels. The project was completed during the year under review. The methodology described in the study will help planners and officials better understand the behaviour of soils and buildings in earthquakes. This in turn will impact on land use, building codes and retrofitting policy (whereby buildings are structurally upgraded to make them more earthquake resistant).

Rockslide Hazard Analysis. One consequence of earthquakes is that they can trigger rockslides in mountainous terrain. To improve methods for recognizing potential rockslide hazards EPC, together with Energy, Mines and Resources, cost-shared a research project to assess the probability and behavioural characteristics of rockslides in mountainous terrain. When completed, the study will help experts identify potential rockslide sites, thereby promoting wise land use and ensuring public safety.

Heuristic Emergency Response Management Expert System (HERMES). The HERMES was originally an experimental computer system developed jointly by Emergency Preparedness Canada, the Alberta Research Council and Alberta Public Safety Services. The system is designed to provide emergency responders with critical information when dealing with chemical spills (i.e. properties of the chemical involved, suggested remedial actions, risk factors, etc.) During the past year, work began on increasing the number of chemicals contained in the chemical

classification system to 150. A steering committee, drawn from the partners involved, will oversee the project to ensure that development is geared to user need.

Geocoding of Health and Environmental Hazards. EPC is funding a project to create an inventory of health and environmental hazards in the Quebec City area. The object of the project is to create a database to be used in conjunction with the Geomatic Hazards Simulation Workstation being developed by EPC. The latter project was initiated in 1988 and is a geographical information system designed to display emergency resources in a given area. Together, the two projects will be of enormous benefit to emergency managers, providing them with a comprehensive computer program identifying emergency resources, hazards, and potential effects for any geographical area contained within the database. A consortium of government and private sector partners has been established to fund continuing development of the project and to produce a finished product.

Geomatic Hazards Simulation Workstation. Calculating the number of persons affected in a disaster is one of the most basic steps in emergency management. During the past year, EPC has been refining a computer-generated geographical information system so it can provide emergency managers with population and physical resources data for any part of Canada. The workstation employs maps of Canada from a video disk that was developed earlier in co-operation with Energy, Mines and Resources Canada. Work on the project continues.

Emergency Preparedness Training and Education Study. EPC, in co-operation with Alberta, conducted a study of emergency preparedness training and education programs within the province. The study had two objectives: first, to identify areas where federal and provincial programs overlap; and second, to suggest ways to make federal and provincial programs complementary and to ensure that they are cost-effective. The study provides input to a larger, ongoing study that looks at national emergency preparedness training issues.

Stuart Nesbitt White Fellowship

Emergency Preparedness Canada sponsors a fellowship program providing financial aid to students pursuing post-graduate studies in fields related to

emergency preparedness. The purpose is to encourage disaster research and emergency planning in Canada by developing a number of qualified professionals in this field.

The 1990 recipient of the fellowship was Denis Leroux of Sherbrooke, Que. He is pursuing doctoral studies in geography at the University of Ottawa. His research will focus on emergency management and response related to the transportation and storage of dangerous goods.

The fellowships, named in honour of a former EPC director general, are valued at approximately \$11,000 a year and are granted annually. They can be awarded for up to four years, and are administered by the Association of Universities and Colleges of Canada. Three other recipients holding fellowships as they pursue their studies are: Scott Christie, Ian Okabe and Laurie Laughy.

Appendix A
JOINT EMERGENCY PREPAREDNESS PROGRAM
Committed Funds Fiscal Year 1990-91

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
B.C.	Public Information -Telephone directory insert	5,000.00	10,000.00
	Earthquake/Tsunami Planning Officer	14,250.00	42,750.00
	National Emergency Agencies -(NEA) Planning Officer	44,625.00	14,875.00
	Oak Bay Emergency Operations Centre - Seismic Analyst	1,500.00	1,500.00
	Health Care - Emergency information system	56,468.00	56,468.00
YUKON	Multi-departmental mobile radio system	124,000.00	516,000.00
	EMO Revitalization Program	129,000.00	95,000.00
ALTA.	Federal/Provincial NEA Co-ordinator	42,180.00	14,060.00
	County of Smoky Lake -Communications system	17,382.25	17,382.25
	Improvement District #5 -Communications system	26,221.60	39,332.40
	City of Grande Prairie -Response equipment	8,100.00	8,100.00
	Red Deer -Regional response vehicle	70,176.56	210,505.93

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
ALTA.	Town of Westlock -Rescue equipment and communications upgrade	39,188.28	39,188.28
	Disaster Social Services -Validation and model development	8,650.00	8,650.00
	Emergency Public Warning System -Pilot project	86,640.00	57,760.00
	Town of Stettler -Response and Communications Equipment	9,251.50	9,251.50
	Town of Gibbons -Rescue vehicle	26,000.00	26,000.00
	Town of Fahler -Communications system	10,862.08	10,862.08
	Town of Bowden -Communications system	3,986.00	3,986.00
	M.D. of Wainwright -Regional communications system	61,140.65	61,140.65
	Town of Three Mills -Rescue vehicle	17,000.00	17,000.00
	County of Smoky Lake -Rescue/command post vehicle	17,616.50	17,616.50
	I.D. #18 (South) -Communications system	48,817.27	48,817.27
	Valleyview/I.D. #16 -Regional communications project	15,620.00	15,620.00
N.W.T.	Baker Lake -Emergency response equipment	25,200.00	16,800.00
	City of Yellowknife -Emergency Communications system	30,348.00	45,522.60

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
N.W.T.	Second Five-Year Plan	151,429.30	151,429.30
	Fort Liard -Communications system	14,400.00	9,600.00
	Fort Simpson -Emergency communications system	11,100.00	7,400.00
SASK.	Five-Year Plan	162,706.00	239,456.00
	Humboldt and District Mutual Aid Area -Communications system	4,701.50	4,701.50
	Big Muddy Mutual Aid Area -Mobile command post	20,020.53	20,020.53
	Shaunavon Mutual Aid Area -Communications project	16,996.11	16,996.11
	Pipestone Mutual Aid Area -Mobile command post/rescue vehicle	71,015.38	71,015.38
	Canora & District Mutual Aid Area -Communications system	59,212.85	59,212.85
	Wood River Mutual Aid Area -Mobile command post equipment	14,590.84	14,590.84
	Quill Plains Mutual Aid Area -Mobile command post	9,136.81	9,136.81
	Oxbow Mutual Aid Area -Emergency communications system	14,451.31	14,451.31
	Tisdale and District Mutual Aid Area - Emergency communications system	13,866.77	13,866.77

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
SASK.	Canora & District Mutual Aid Area -Mobile command post/rescue vehicle	37,677.33	37,677.33
MAN.	Five-Year Plan	292,900.00	524,000.00
	Town of Beausejour -Communications system	10,426.08	10,426.08
	Manitoba EMO -1989 Forest Fire Video	10,250.00	6,750.00
	Village of Teulon/ R.M. of Rockwood -Response vehicle	6,885.15	6,885.15
	Manitoba EMO -Emergency Operations Centre equipment	3,029.00	3,029.00
	Town of Snow Lake -Communications equipment	2,700.68	2,700.68
	R.M. Daly/Town of Rivers -Communications equipment	2,611.47	2,611.47
	R.M. of Shellmouth/ R.M. of Boulton -Communications system	10,902.76	10,902.76
	Village of Ste-Claude -Communications equipment	5,398.09	5,398.09
	Town of Altona -Communications equipment	4,968.25	4,968.25
	LGD of Grahamdale -Communications equipment	4,871.50	4,871.50
	EMO Mini Command Units -Communications equipment	4,508.92	4,508.92
	R.M. of Eriksdale -Communications equipment	2,989.00	2,989.00

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
MAN.	LGD of Pinawa -Communications equipment	1,109.85	1,109.85
ONT.	Five-Year Plan	1,900,000.00	2,322,222.00
QUE.	Integrated Communications Network - Phases 3 and 4	1,500,000.00	1,833,333.33
	Northern Quebec -Emergency communications system	18,000.00	22,000.00
	City of Montreal -HAZMAT equipment	69,683.00	85,167.00
N.B.	NEA Planning Officer	34,500.00	11,500.00
	Saint John -HAZMAT vehicle	158,061.00	158,061.00
N.S.	Communications facilities	300,000.00	300,000.00
	NEA Planning Officer	37,500.00	12,500.00
P.E.I.	Five-Year Plan	111,011.00	111,011.00
	Kensington Mutual Aid Area -Response vehicle	41,142.23	41,142.23
	NEA Planning Officer	35,500.00	11,850.00
	Town of Summerside -Emergency generator	18,000.00	18,000.00
NFLD.	NEA Planning Officer	30,000.00	10,000.00
	Town of Lewisporte -Emergency rescue equipment	29,130.95	19,420.63

Province/ Territory	Description of Project	Financial Split	
		Federal	Prov./Terr.
NFLD.	Town of Grand Falls -Emergency response vehicle	84,276.00	56,184.00
	Town of Clarendville -Emergency response vehicle	49,605.00	33,070.00
	City of Corner Brook -Emergency response vehicle	43,992.00	29,328.00
	Town of Burgeo -Civil defence team project	6,703.66	4,469.11
	Steady Brook -Communications equipment	6,213.98	4,142.66
	St-John's Rover Crew -Communications equipment	8,662.05	5,774.71
	Town of Wabana -Emergency response vehicle	25,367.20	16,911.46

Appendix B

DISASTER FINANCIAL ASSISTANCE ARRANGEMENTS

Contributions Paid in Fiscal Year 1990-91

Province	Event	Contributions
Quebec	1983 Storm	\$7,346,000 (final)
Manitoba	1988 Flood	\$130,000 (advance)

FORMULA (per capita sharing)

<u>Provincial Eligible Expenditures</u>	<u>Federal Share</u>
First \$1	Nil
Next \$2	50%
Next \$2	75%
Remainder	90%

Example: population 800,000. Eligible expenses: \$24,000,000

		<u>Provincial</u>	<u>Federal</u>	<u>Federal Share</u>
1st \$1 per capita	\$ 800,000	\$ 800,000	\$ 0	Nil
Next \$2 per capita	1,600,000	800,000	800,000	50%
Next \$2 per capita	1,600,000	400,000	1,200,000	75%
Remainder	<u>20,000,000</u>	<u>2,000,000</u>	<u>18,000,000</u>	90%
	\$24,000,000	4,000,000	20,000,000	

APPENDIX C

EMERGENCY PREPAREDNESS CANADA

Until becoming a separate branch of the public service on October 1, 1988, EPC depended upon the Department of National Defence for many central support services. After this date, EPC began providing its own services, and is in the process of detaching itself completely from National Defence.

In the period under review, EPC has been realigning departmental planning, operational and administrative systems and processes to take full advantage of the economies and efficiencies offered by computer technology. To streamline the workload, a network of microcomputers has been installed, linking headquarters, the College, regional EPC and key federal offices. Staff received training to exploit this network to the full.

Two strategic planning conferences were held at headquarters to elucidate EPC's future role and manner of operating within that framework.

Mandate

Emergency Preparedness Canada is charged by the *Emergency Preparedness Act* with responsibility... "to advance civil preparedness in Canada for emergencies of all types by facilitating and co-ordinating, among government institutions and in co-operation with provincial governments, foreign governments and international organizations, the development and implementation of civil emergency plans."

Program Objective

To advance civil preparedness in Canada for emergencies of all types.

Program Description

Working with other federal departments and agencies and with other orders of government and in accordance with international arrangements, EPC undertakes a program of co-ordinated planning, policy development, policy implementation, training and communications in the area of emergency preparedness and response and provides administrative and corporate support services to this end.

Program Organization for Delivery

The organization is headed by an Executive Director who reports to the Minister Responsible for Emergency Preparedness. The Executive Director is supported by a Director General Readiness and Operations, a Director General Program Development, and a Director General Corporate Programs.

The **Readiness and Operations Branch** is responsible for:

- providing liaison with provincial emergency measures organizations through EPC regional offices in each provincial capital
- providing a comprehensive program of public information related to a wide range of emergency preparedness activities
- establishing arrangements for ensuring continuity of constitutional government during an emergency
- maintaining an emergency co-ordination centre to monitor and report on emergencies and to provide an operations centre to Ministers and/or the Cabinet if needed in an emergency
- managing the Joint Emergency Preparedness Program
- managing the Disaster Financial Assistance arrangements
- managing the Emergency Services Workers' Compensation agreements
- managing the Vital Points Program
- managing a program to provide for the protection of records that would be essential for the government administration in case of a major crisis.

The **Program Development Branch** is responsible for:

- co-ordinating and facilitating the development of federal emergency policies and programs
- monitoring and assessing the federal government's level of emergency preparedness
- sponsoring research relating to emergency preparedness
- exercising and evaluating crisis management plans and arrangements
- co-ordinating the emergency preparedness activities of federal departments, agencies and Crown corporations in international fora and with provincial governments
- developing and delivering training programs
- developing and conducting national conferences and symposia.

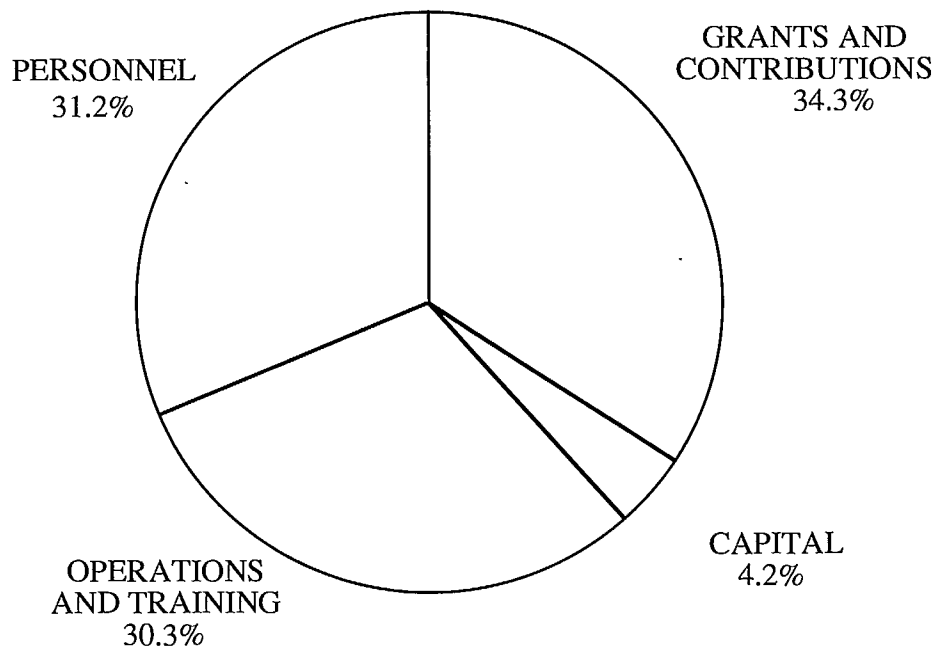
The **Corporate Programs Branch** is responsible for:

- providing financial management in the areas of budgeting, estimates, multi-year operational plans, accounting services
- administering human resources management programs in the areas of staff relations, staffing, classification, compensation, training, career planning, employment equity, human resources planning and various employee and management services
- providing long-range corporate planning, corporate policy analysis, support in areas of legislation, secretariat services, internal audit, program evaluation, security, parliamentary and central agency liaison, monitoring of regulatory affairs; access to information and privacy; translation and interpretation services
- developing information systems for management

-
- providing administrative support in administration, personnel, finance, management of government information holdings, informatics, contract administration and accommodation.

Emergency Preparedness Canada's budget for fiscal year 1991-92 was \$19.484 million, allocated as illustrated below.

EMERGENCY PREPAREDNESS CANADA BUDGET 1991-92



ORGANIZATION

EMERGENCY PREPAREDNESS CANADA

