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FEDERAL/PROVINCIAL/TERRITORIAL
CONFERENCE OF MINISTERS
RESPONSIBLE FOR EMERGENCY PREPAREDNESS

CHARLOTTETOWN, P.E.I. June 29, 1989

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FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

CHARLOTTETOWN, P.E.I.

June 29, 1989

AGENDA

- 9:00 - 9:20 1. Opening Remarks by the Chairman and other Ministers
- 9:20 - 9:40 2. Regulations and consultation (following from Bills C-77, C-76) EPC (Not Received)
- 9:40 - 10:10 3. Overview of Federal/Provincial/Territorial arrangements for preparedness in Canada
- revitalization (informative briefing) Manitoba (Gone To Translation)
- 10:10 - 10:30 Coffee Break
- 10:30 - 10:50 4. Federal/Provincial/Territorial initiatives in cooperative planning for major emergencies: Gone To Translation
- 10:50 - 11:10 4.1 NEAs - EPC and Quebec (Draft & Translated)
- 11:10 - 11:30 4.2 Fades - Alberta
- 11:30 - 11:50 4.3 Oil Spills - N.S. (Gone to Translation)
- 12:00 - 14:00 Luncheon
- 14:00 - 14:20 4.4 MIACC - Québec (Not Received)
- 14:20 - 14:40 4.5 Earthquake - B.C. and EPC (Gone To Trans)
- 14:40 - 15:00 4.6 Federal Lands - Ontario
- 15:00 - 15:20 Coffe Break
- 15:20 - 15:40 5. Public Information in emergencies - N.B.
- 15:40 - 16:00 6. Ministerial meetings (Gone to Translation)
- Frequency
- Terms of Reference
- Format (e.g. "Council")
- Support (secretariat) - Alberta
- 16:00 - 16:30 7. Other Business.

Item	Time	Subject	Sponsor
4.4	14:00-14:20	- Foreign Animal Disease Eradications System	Alberta
4.5	14:20-14:40	- Oil Spills	New Brunswick
4.6	14:40-15:00	- Earthquake	British Columbia
	15:00-15:20	Coffee Break	
5.	15:20-15:40	Public Information in Emergencies	New Brunswick
6.	15:40-16:00	Ministerial Meetings: - Frequency - Terms of Reference - Format (e.g. "Council") - Support (secretarial)	Alberta
7.	16:00-16:30	Other Business	

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Charlottetown, P.E.I.

June 29, 1989

LIST OF DELEGATES - LISTE DES DELEGUES

CANADA

The Honourable W.M. McKnight
Minister of National Defense
and Minister Responsible for Emergency Preparedness Canada

✓ Mr. T. D'Arcy Finn
Executive Director, Emergency Preparedness Canada

Ms. Katherine Brown
Ministerial Assistant, Emergency Preparedness Canada

✓ Mr. Eric Shipley
Director General (Plans), Emergency Preparedness Canada

✓ Mr. Don Hall
Director General (Operations), Emergency Preparedness
Canada

ONTARIO

Mr. Ron Kanter
MPP, Representing the Minister Responsible for Emergency
Planning Ontario

✓ Mr. Ken Reeves
Coordinator, Emergency Planning Ontario

✓ Mr. Jim Ellard
Deputy Coordinator, Emergency Planning Ontario

QUEBEC

- M. Claude Dauphin
Adjoint parlementaire au ministre de la Sécurité
publique
- M. Jean Jacques Paradis
Sous-ministre associé Protection civile et Prévention
incendie
- M. Daniel Lavoie
Conseiller spécial Cabinet du Ministre de la
Sécurité publique
- M. Alain Lauzier
Secrétaire par intérim Protection civile et Prévention
incendie
- Ms. Anne O'Sullivan
Chargée de projet Protection civile et Prévention
incendie
- M. Paul Veces
Conseiller Secrétariat aux affaires intergouvernementales
canadiennes

NOVA SCOTIA - NOUVELLE-ÉCOSSE

- Honourable Roger Bacon
Deputy Premier, Minister of Housing and
Minister Responsible for Emergency Measures Organization
- ✓ Mr. Mike Lester
Director, Emergency Measures Organization (N.S.)

NEW BRUNSWICK - NOUVEAU-BRUNSWICK

- Honourable Hubert Seamans
Minister of Municipal Affairs and
Minister Responsible for Emergency Measures Organization
- Mr. Paul O'Connell
Assistant Deputy Minister of Municipal Affairs
- ✓ Mr. James Stith
Director, Emergency Measures Organization (N.B.)

MANITOBA

Mr. Eric Harbottle
Deputy Minister, Department of Government Services

✓ Mr. Fred Zeggil
Coordinator, Manitoba Emergency Measures Organization

BRITISH COLUMBIA - COLOMBIE-BRITANNIQUE

Honourable Angus Ree
Solicitor General

Mr. Murray Stewart
Director, Provincial Emergency Program

PRINCE EDWARD ISLAND - ILE-DU-PRINCE-EDWARD

Honourable Gilbert Clements
Minister of Finance, Minister of The Environment and
Minister Responsible for Emergency Measures Organization

Mr. Kenneth DesRoches
Deputy Minister of The Environment and
Deputy Minister Responsible for Emergency Measures Organization

✓ Mr. Joseph Arsenault
Director, Emergency Measures Organization

SASKATCHEWAN

Honourable Herb Swan
Minister of Environment and
Minister Responsible for Emergency Measures Organization

✓ Mr. Mike Hegan
Executive Director, Emergency Measures Organization

ALBERTA

Honourable Ken Kowalski
Minister of Alberta Public Safety Services

Mr. Andy Bowcott
Executive Assistant to the Minister

✓ Mr. Mark Egener
Managing Director, Alberta Public Safety Services

✓ Mr. Ray Langman
Executive Director, Alberta Public Safety Services

NEWFOUNDLAND - TERRE-NEUVE

Mr. Don Peckham
Assistant Deputy Minister, Department of Municipal
Affairs

✓ Ms. Elizabeth FitzGerald
Program Officer, Emergency Measures Organization

YUKON

Mr. Roger Graham
Deputy Minister, Community and Transportation
Services

Mr. Andrew Dunn
Coordinator, Yukon Emergency Measures Organization

Mr. Larry Hipperson
Assistant Coordinator, Yukon Emergency Measures
Organization

NORTHWEST TERRITORIES - TERRITOIRES-DE-NORD-OUEST

Honourable Gordon Wray
Minister of Municipal and Community Affairs and
Minister Responsible for Civil Emergency Measures

✓ Mr. Al Menard
Assistant Deputy Minister, Municipal and Community Affairs

✓ Mr. Eric Bussey
Director, Emergency Measures Organization

SECRETARIAT

✓ Mr. Pierre Brien	- Emergency Preparedness Canada
Mr. Eric Burkle	- Emergency Preparedness Canada
Mr. Doug MacKinnon	- P.E.I. Emergency Measures Organization
Mr. Murt Mcinnis	- P.E.I. Emergency Measures Organization
Ms. Cindy McNeill	- P.E.I. Emergency Measures Organization
Ms. Glenda MacLeod	- P.E.I. Emergency Measures Organization

OBSERVERS - OBSERVATEURS

Mr. Rick Darrach
Director, Corporate Policy Coordination, EPC

✓ Mr. John Pritchard
Director, Evaluation and Analysis, EPC

✓ Mr. Dave Peters
Director, Emergency Operations Coordination, EPC

✓ Ms. Lesley Lynn
Director, EPC Information, EPC

Mr. Strachan Johnston
Planning Coordinator, Social Political & Offshore Plans, EPC

✓ Mr. Mike Braham
Director, International Programs and Exercises, EPC

Mr. Gordon Bernard
P.E.I. EMO

Ms. Beryl Bujosevich
P.E.I. EMO

Ms. Judy Burke
P.E.I. EMO

Ms. JoAnn McQuaid
P.E.I. EMO

OBSERVERS - OBSERVATEURS

Ms. Roma Arsenault
P.E.I. EMO

Ms. Thelma Sweet
P.E.I. EMO

Ms. Helen Miller
P.E.I. EMO

Ms. Jocelyn Shepard
P.E.I. EMO

Ms. Eleanor McCloskey
P.E.I. EMO

Ms. Judy Gallant
P.E.I. EMO

Mr. George Likely
Executive Director, Department of Community
and Cultural Affairs

Regional Directors - Emergency Preparedness Canada

✓ Mr. Harold Sampson	- Ontario
✓ Mr. Rod O'Sullivan	- Nova Scotia
✓ Mr. Denis Boiteau	- New Brunswick
✓ Mr. Alf Rasmussen	- Manitoba
✓ Mr. Fred Cooper	- British Columbia, Yukon
✓ Mr. Jim Ayers	- Prince Edward Island
✓ Mr. Hal Swain	- Saskatchewan
✓ Mr. Jim Hoffman	- Alberta, Northwest Territories
✓ Mr. Dave Snow	- Newfoundland
✓ Mr. Andre Tremblay	- Quebec



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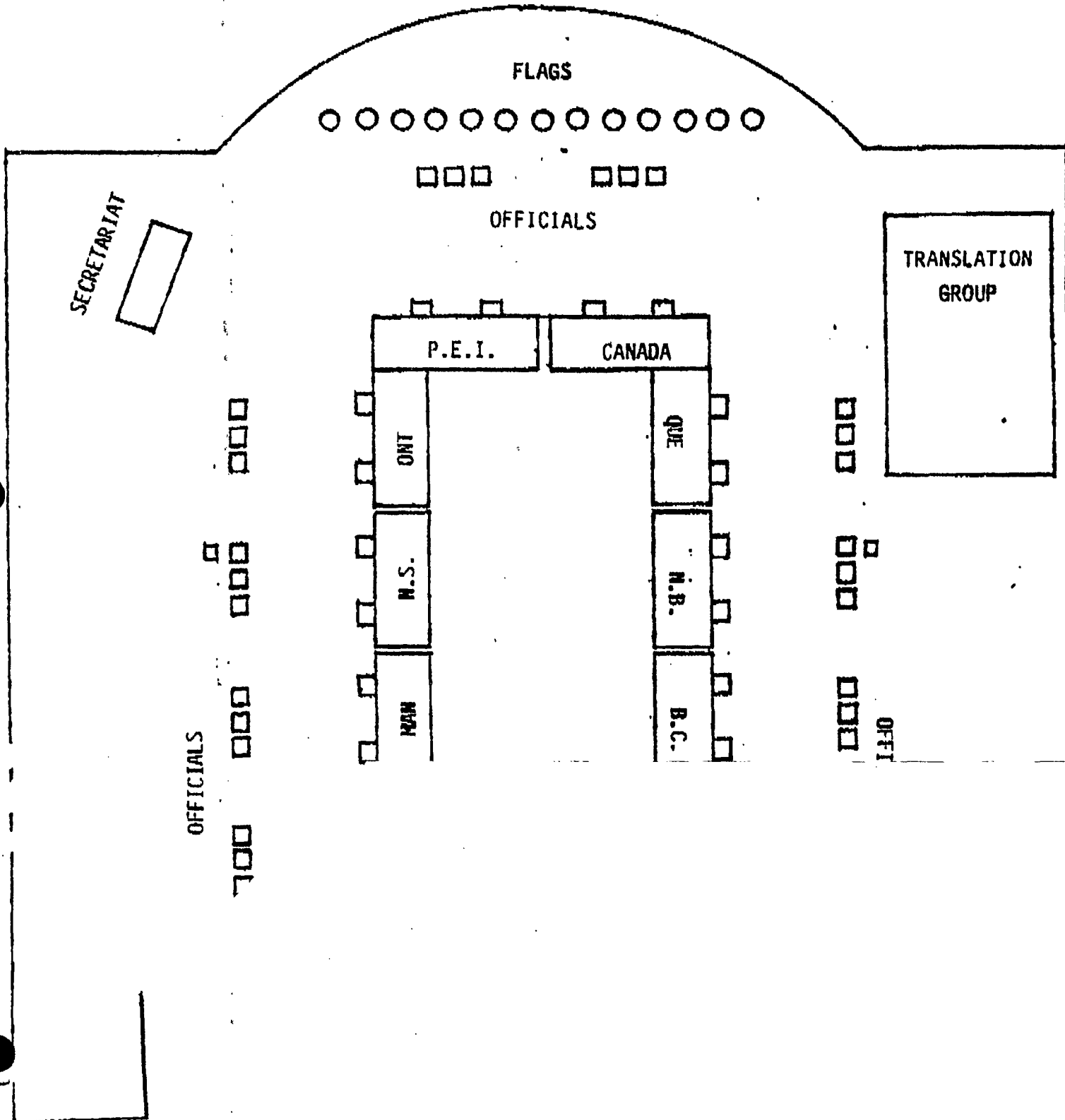
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Assistent Deputy Minister of Municipal Affairs
- Mr. James Stith
Director, Emergency Measures Organization (N.B.)

GEORGIAN BALLROOM



ITEM 1

OPENING REMARKS BY THE CHAIRMAN

AND OTHER MINISTERS

ITEM 2

Regulations and Consultation
(following from Bills C-77, C-76) EPC)

ITEM 3

BRIEFING NOTE

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

Agenda Item: 3

Topic:

Overview of Federal/Provincial/Territorial arrangements for preparedness in Canada

Sponsor:

Manitoba

Purpose/Decision Required:

To provide Ministers with information regarding emergency measures organizations in Canada - federal, provincial and territorial.

Background

A document will be tabled by Manitoba for discussion (see below). The document is, unfortunately, incomplete and, in some cases, out of date or misleading. It is unlikely to provoke much discussion but Ministers may ask questions prompted by the lack of data. For example, no information on the person years or budget provided each organization is given. As a result, it is difficult to visualize the nature and extent of the work carried out and the extent of the provincial/territorial government's commitment to emergency preparedness. A fact sheet is attached to this briefing note setting out certain of this information regarding Emergency Preparedness Canada, in case you are asked.

The section entitled Historical Background is improperly named since what is presented is a summary of events in the federal emergency preparedness field. It is generally accurate but some comments are questionable. For example, the statement in the first paragraph of the section that "At one time the federal government assumed

the full responsibility for planning" is inaccurate. Provinces have always rather jealously guarded their jurisdiction in this area. Also, the comment for the year 1981 that war emergencies were downplayed in the Emergency Planning Order is wrong. The Order dealt with emergencies in both peace and war and, if anything, war emergencies were emphasized. Part II of the Schedule of the Order identified "Additional Departmental Responsibilities in Case of War" and the "Establishment and Responsibilities of National Emergencies Agencies" set out in Part I of the Schedule were as applicable to war situations as to peace. This is not worth making an issue of now since the Order has been repealed; however, it might be borne in mind in case a provincial Minister comments on the statement or asks if the attitude reflected there carried over to the Emergencies Act. If asked, you might point out that the document is in error and that it is intended that preparations to meet all four types of emergencies identified in the Emergencies Act (Public Welfare, Public Order, International, War), receive equal emphasis.

The organization chart of EPC at Annex A is out of date and the list of mandate items does not mention such important activities as training, public information or disaster monitoring.

Worth noting is that all provinces and territories now have organizations and legislation dedicated to emergency preparedness.

EMERGENCY PREPAREDNESS CANADA

Fact Sheet 1989-90

- a) Person-Years - 102
- b) Budget -
- | | |
|------------------------|---------------------|
| Operating Expenditures | \$11,425,000 |
| Grants & Contributions | \$ 6,618,000 |
| Employee Benefits | \$ 721,000 |
| Total Budget: | <u>\$18,764,000</u> |

Operating Expenditures include \$4,653,000 for salaries and \$830,000 for Capital.

Grants and Contributions include \$6,558,000 for the JEPP program.

No money is budgetted for the Disaster Financial Assistance arrangements - funds, when needed, are obtained through supplementary estimates.

- c) Legislation -

The Emergencies Act (Bill C-77) passed by Parliament in 1988. To be proclaimed as required and as provided in the Act. Provides for declaration of four types of emergencies: Public Welfare, Public order, International and War.

The Emergency Preparedness Act - proclaimed effective October 1, 1988. provides for the establishment of Emergency Preparedness Canada as a separate branch of the public service, defines the functions of EPC, defines Ministerial responsibility and provides for making of orders or regulations by the Governor in Council.

OVERVIEW OF PROVINCIAL EMERGENCY MEASURES ORGANIZATIONS

Introduction

This paper will provide provincial ministers responsible for emergency preparedness with a general and brief description of emergency measures organizations in Canada. Although the primary role of each organization is fundamentally the same, because of the very nature of Canada, it is not surprising that there are many differences. On the other hand, there are obvious similarities which will appear in this paper. I must emphasize at the outset that it is not the intention of the writer to compare relative merits or strengths, nor will I comment on the advantages or disadvantages of different organizations.

Historical Background

Since the end of World War II, there has been a progressive and systematic change in focus of attention from Civil Defence to peacetime emergency planning. At one time the federal government assumed the full responsibility for planning. Today, much of the responsibility for peacetime planning has been accepted by both provincial and municipal governments. The following highlights outline the changes chronologically from 1948:

- 1948 Appointment of National Civil Defence Co-ordinator
 - Major General Worthington - Department of National
 Defence.

- 1951 Directorate transferred to Department of National
 Health and Welfare (DNH&W). Concurrently,
 provincial Civil Defence Organizations were formed
 and provinces urged emphasis on peacetime disaster
 response.

- 1956-57 Canada Emergency Measures Organization established, reporting to Privy Council Office, with mandate for continuity of government or survival of the nation. (Civil Defence remained with DNH&W).
- 1959 Graham Report led to decentralization of functions:
DND - nuclear fallout, decontamination, rescue
DNH&W - medical relief and shelter programs
Justice - civil order
- 1963 Canada EMO shifted to Department of Defence Production (ostensibly because the Minister, the Honourable C.M. Drury was knowledgeable about and sympathetic towards civil defence planning).
- 1965 Civil Emergency Measures Planning Order assigned wartime planning to 12 departments and 4 agencies. After a massive electrical blackout in Eastern Canada and the U.S., responsibility for peacetime emergency response was given to EMO.
- 1968 Canada EMO shifted back to DND reporting to Deputy Minister.
- 1971-74 Emergency Planning Canada (EPC) formed reporting to PCO under administrative umbrella of DND.
- 1981 Emergency Planning Order - War emergencies downplayed - emphasis on peacetime planning - 11 National Emergency Agencies (NEA's) created.
- 1988 War Measures Act repealed - new Emergencies Act and Emergency Preparedness Act proclaimed.

The present organization and mandate of EPC is included at Annex A.

Following is a very brief outline of provincial organizations.

Alberta

Alberta's "Public Safety Services" organization chart is shown at Annex B, and legislation is in place in the Public Safety Services Act, August 19, 1985.

Some unique features of the Alberta organization are:

- a) It includes under one agency Health Services, Social Services, Disaster Assistance, a Dangerous Goods Division and a Training Division with a training facility.

Some unique features of the Public Safety Services Act are:

- a) An Indian Band may be a "local authority" if there is an agreement with the Government of Canada.
- b) A Disaster Relief Fund for deposit of public donations.

Alberta has a provincial plan.

British Columbia

British Columbia's "Provincial Emergency Program" (PEP) organization chart is shown at Annex C.

An evaluation study of PEP conducted in 1987 resulted in 224 recommendations, and an Interministry Emergency Preparedness Committee has been created to expedite emergency preparedness implementation. Legislation in place and under review is the Emergency Program Act, 1951. A unique feature of PEP is the support and registration of 6700 volunteers. PEP is currently developing a provincial emergency plan. Earthquake potential in B.C. gives that province a unique and complex emergency planning challenge.

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Manitoba

Manitoba's "Emergency Measures Organization" is shown at Annex D, and legislation is in place in the Emergency Measures Act, July 17, 1987. Manitoba's Act is very similar to Alberta's. A unique feature of Manitoba's program is the Manitoba Emergency Plan which has been used as a model by several other provinces.

New Brunswick

New Brunswick's "Emergency Measures Organization" is shown at Annexes E and F, and legislation is in place as the Emergency Measures Act, June 1978. New Brunswick has a "Provincial Emergency Action Plan" and an "Emergency Information Services Manual". A significant feature of New Brunswick's emergency response posture is the Point Lepreau Nuclear Power Generating Station.

Newfoundland

Newfoundland and Labrador's "Emergency Measures Division" organization is shown at Annex G. A provincial plan is currently being developed.

Nova Scotia

Nova Scotia's "Emergency Measures Organization" is shown at Annex H. The province is developing a provincial plan, and preparing amendments to legislation. Unique to Nova Scotia is the implementation of a province wide Enhanced 911 Emergency Telephone System and the mandate to sponsor Ground Search and Rescue Teams.

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Prince Edward Island

Prince Edward Island's "Emergency Measures Organization" is shown at Annex J. A new Emergency Measures Act has been submitted for government approval, and a new Provincial Plan was approved in 1985.

Ontario

Ontario's "Emergency Planning Ontario" (EP Ont.) organization is located in the Ministry of the Solicitor General. Its organization and responsibilities are shown in Annex K. EP Ont. is responsible for coordinating emergency preparedness at the municipal and provincial levels of government, and for liaison with federal, other provincial and U.S. orders of government. The Emergency Plans Act, 1983, is the governing legislation. Under it, the head of a municipal council can declare an emergency to exist within his community, and terminate the declaration of emergency. Authority for declaration of a provincial emergency is vested in the Premier of Ontario; however, he may designate any minister of the crown to exercise powers contained in the Act.

Quebec

Quebec's "Bureau de la protection civile du Quebec" organization is described in Annex L. The province's "Act Respecting the Protection of Persons and Property in the event of Disaster" was passed in 1979, and updated in 1985. Declaration of a State of Emergency by a Mayor is restricted to 24 hours, once only. Evacuation orders require the authorization of a judge of the Provincial Court or the Superior Court. Members of the Bureau are prohibited from striking. Emergency plans must be updated annually by Regulation.

Northwest Territories

Northwest Territories "Emergency Measures Organization" is shown at Annex M. A Civil Emergency Measures Act is in place, and the Territorial Peacetime plan has been rewritten.

Saskatchewan

Saskatchewan's "Emergency Measures Organization" is shown at Annex N. The Civil Defence and Disaster Act is being replaced by a new Emergency Planning Act.

Yukon

The Yukon "Emergency Measures Organization" is a composite of public officers, professionals, businesses and volunteers who represent government, various institutions, corporations, and the general public. The Civil Emergency Planning Officer (CEPO) is authorized in the Civil Emergency Measures Act, and reports through the Fire Marshall to the Community Services Director, Assistant Deputy Minister, Deputy Minister and Minister of Community and Transportation Services.

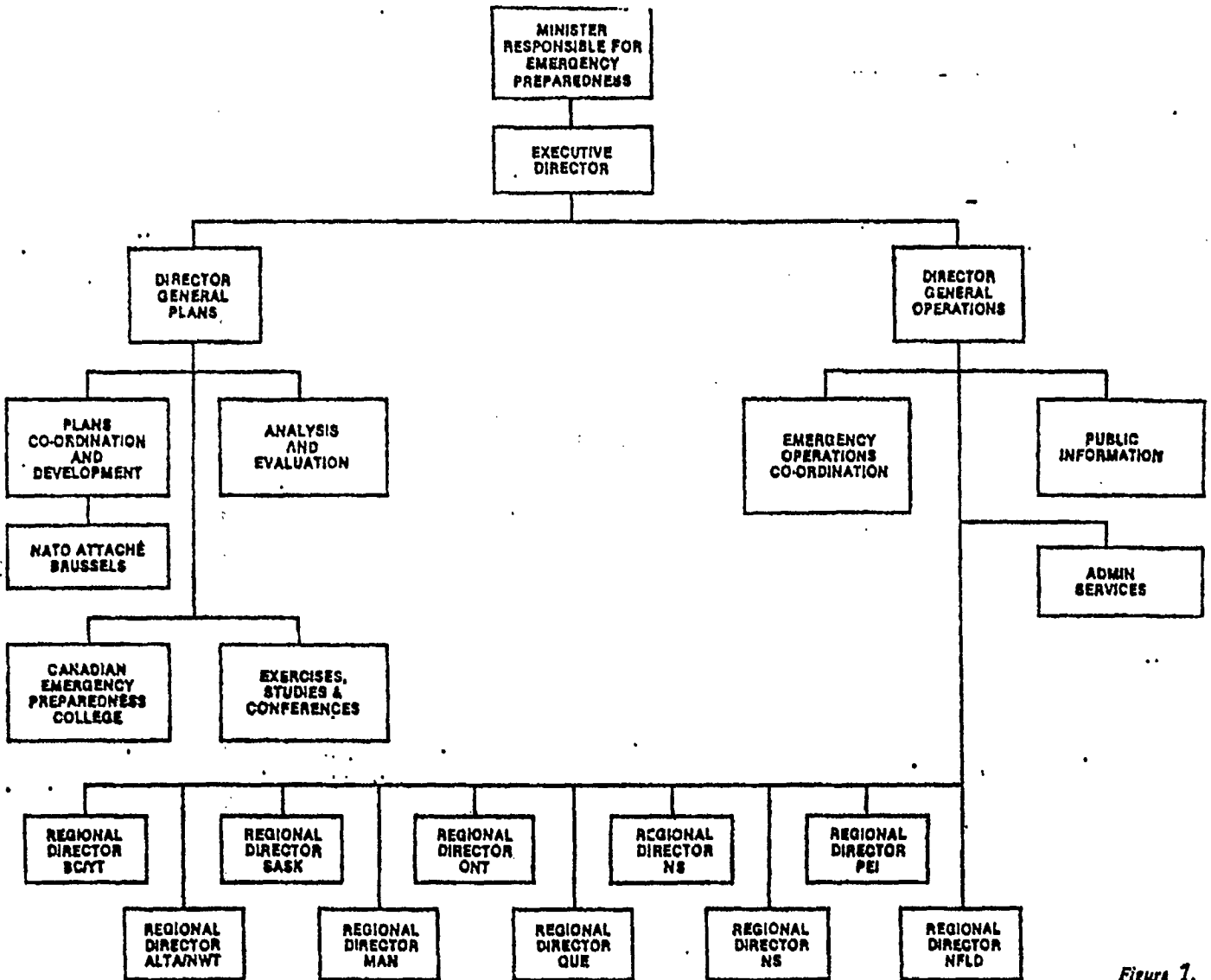


Figure 1.

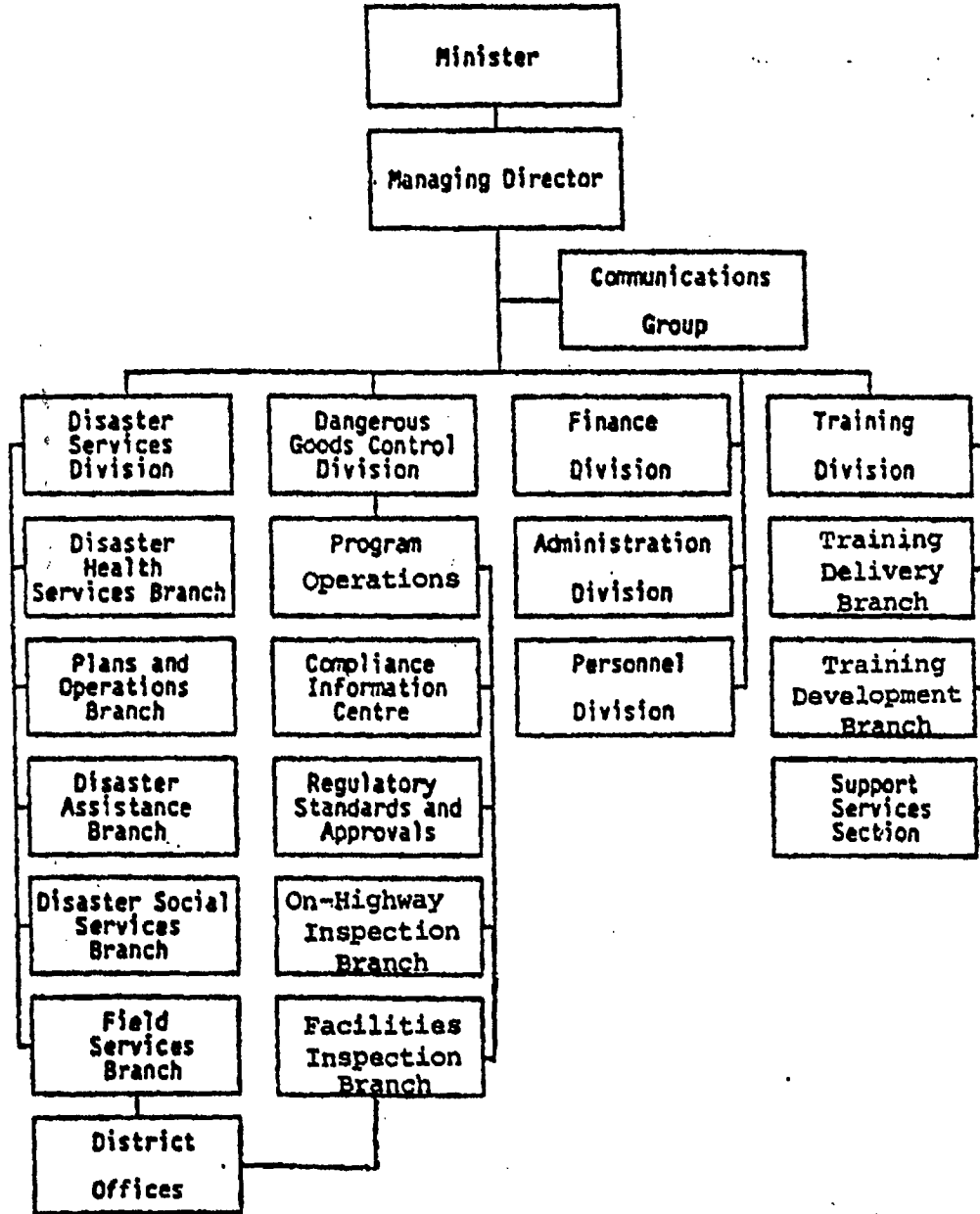
EPC

- . Coordinates federal civil emergency preparations to meet peacetime and wartime emergencies.
- . Administers federal Disaster Financial Assistance arrangements and Joint Emergency Preparedness Program.
- . Coordinates federal civil activities with NATO and U.S.
- . Develops policy proposals for Minister.
- . Chairs Interdepartmental Committee on Emergency Preparedness.

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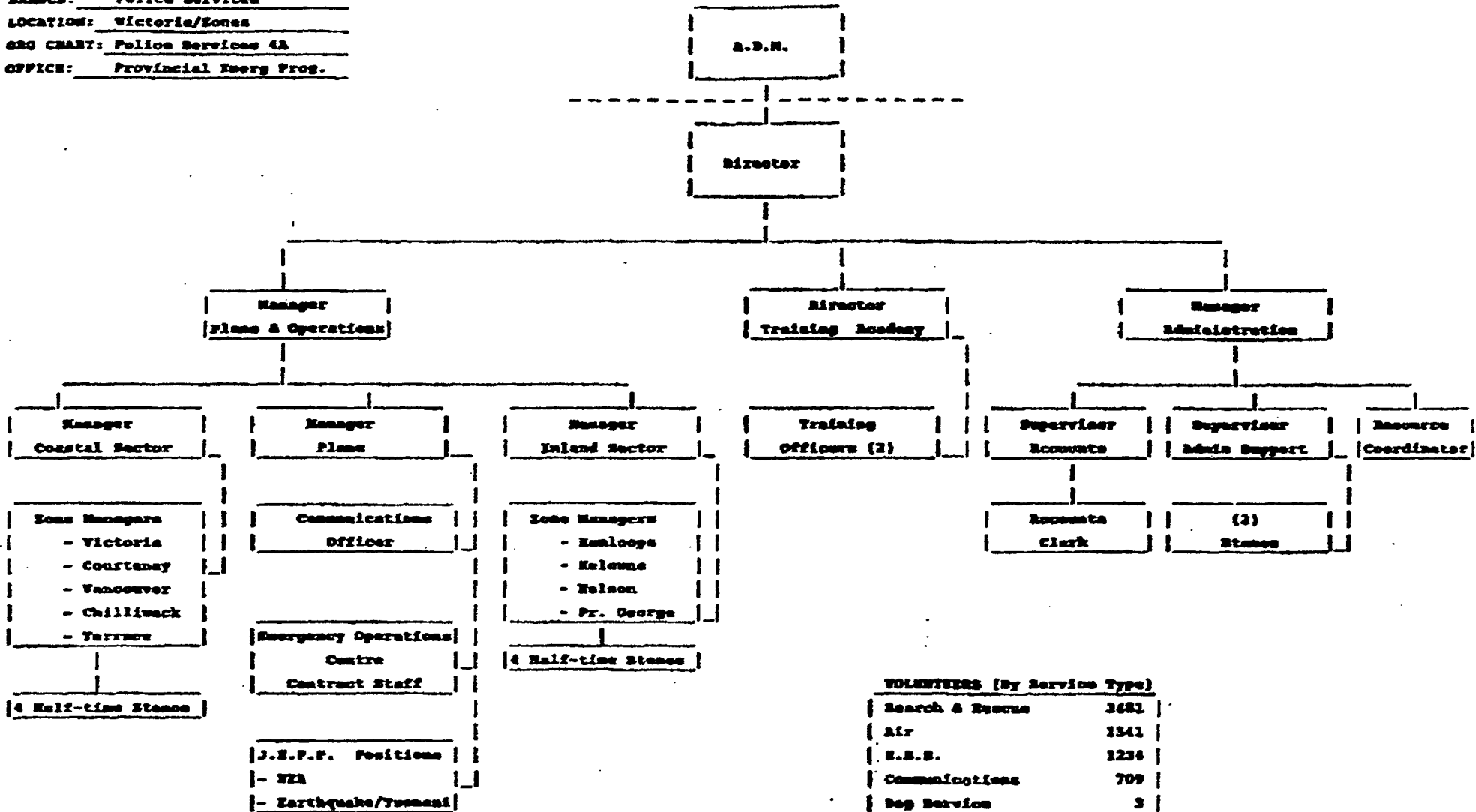
ALBERTA PUBLIC SAFETY SERVICES

DEPARTMENT OVERVIEW



Department Overview
Nov 1988

MINISTRY: Solicitor General
 BRANCH: Police Services
 LOCATION: Victoria/Lones
 GRS CHART: Police Services 4A
 OFFICE: Provincial Emergency Prog.



FTE FTE Summary

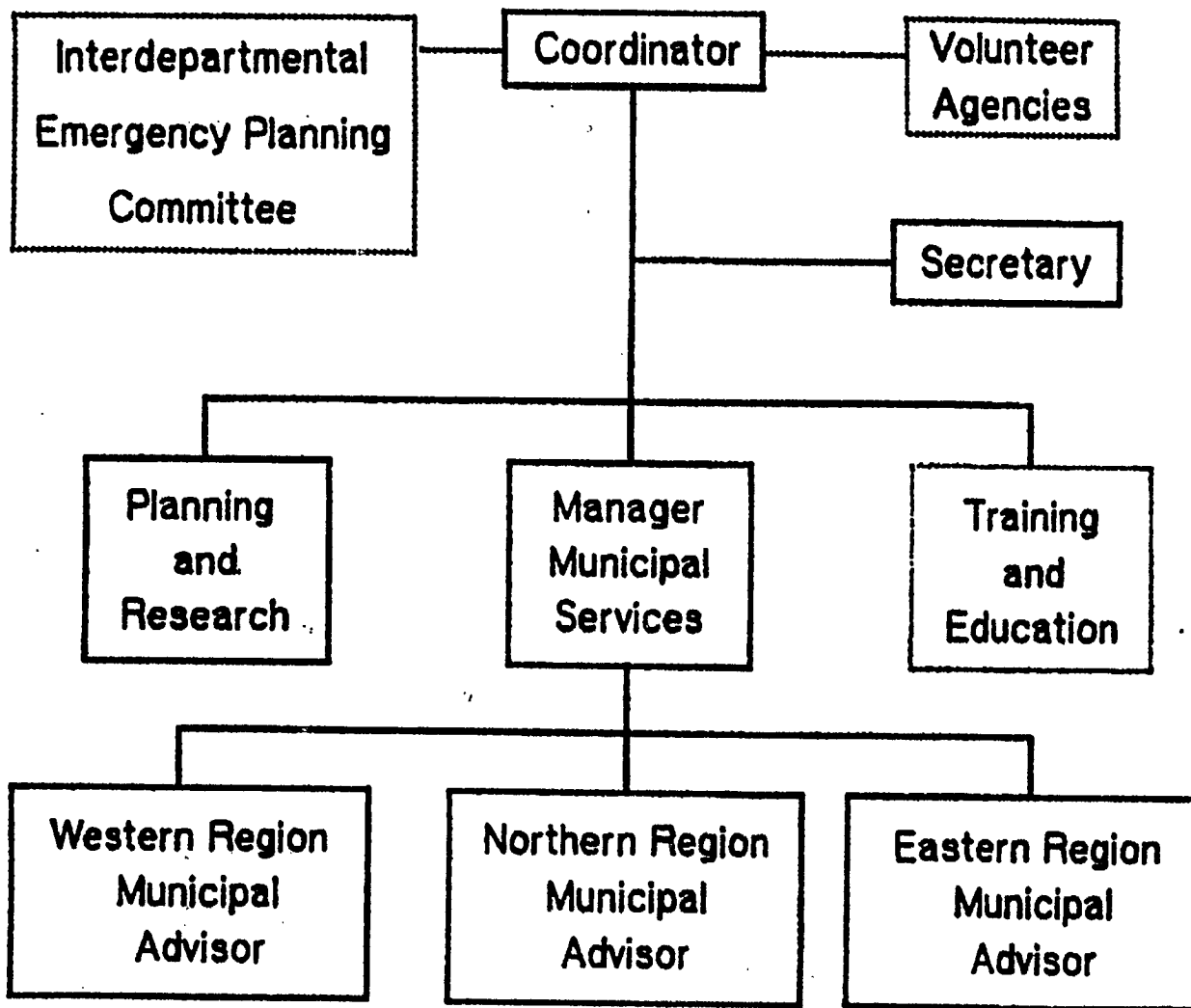
Director	1
Plans & Operations	18
Administration	7
Training	3
TOTAL:	29

VOLUNTEERS (By Service Type)

Search & Rescue	3481
Air	1341
S.S.B.	1236
Communications	709
Dog Service	3
Casualty Simulation	1
Auto Extrication	43
Transportation	41
Radar	6
Health	161
Public Information	18
Public Works/Eng.	32
First Aid	14
RD (Local Government)	306
TOTALS FOR PROVINCE	7382

MANITOBA

EMERGENCY MEASURES ORGANIZATION



NEW BRUNSWICK

EMERGENCY MEASURES ORGANIZATION

FUNCTIONAL ORGANIZATION

ASSISTANT DEPUTY MINISTER

DIRECTOR

PROVINCIAL EMERGENCY
ACTION COMMITTEE

LEPREAU
CONTROL GROUP

PLANS AND OPERATIONS

COMMUNITY PREPAREDNESS

SENIOR
PLANNING OFFICER

OPERATION OFFICER

SENIOR
PLANNING OFFICER

TRAINING OFFICER

PLANNING OFFICER

PLANNING OFFICER

-RMPF AUXILIARY

-CASARA

-GSAR

-AMATEUR RADIO

-LEPREAU WARDENS

ADMINISTRATION AND LOGISTICS

SECRETARY

SUPPORT TECHNICIAN

CLERK

SUPPORT TECHNICIAN

CLERK

DISTRICT COORDINATORS

DISTRICT EMERGENCY
ACTION COMMITTEES

HADAMASKA

CARLETON

YORK-SUNBURY

KINGS-QUEENS

KENT

WESTMORLAND-ALBERT

NORTHUMBERLAND

CHARLOTTE

GLOUCESTER

RESTIGOUCHE

SAINT-JOHN

NEW BRUNSWICK
EMERGENCY MEASURES ORGANIZATION

OPERATIONAL STRUCTURE

MINISTER



DIRECTOR



EMERGENCY PREPAREDNESS CANADA
NATIONAL EMERGENCY AGENCIES
DEPARTMENT OF NATIONAL DEFENCE
PROVINCIAL EMO's
MAINE CIVIL EMERGENCY PREPAREDNESS

EMO OPERATIONS
EMO VOLUNTEER ORGANIZATIONS
REGIONAL OPERATIONS RESERVE

PROVINCIAL EMERGENCY ACTION COMMITTEE
AND
LEPREAU CONTROL GROUP

<p>HEALTH & RADIATION PROTECTION INFORMATION SERVICES SOCIAL SERVICES JUSTICE ENVIRONMENT EMERGENCY PREPAREDNESS CANADA ATMOSPHERIC ENVIRONMENT SERVICES ATOMIC ENERGY CONTROL BOARD</p>	<p>NATURAL RESOURCES & ENERGY TRANSPORTATION AGRICULTURE FIRE MARSHAL FISHERIES NB POWER DND PROVINCIAL WARNING CENTRE</p>
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DISTRICT EMERGENCY ACTION COMMITTEES

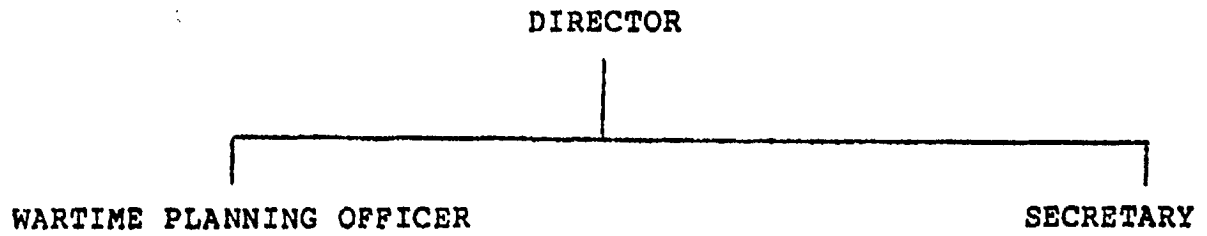


VOLUNTEER AGENCIES

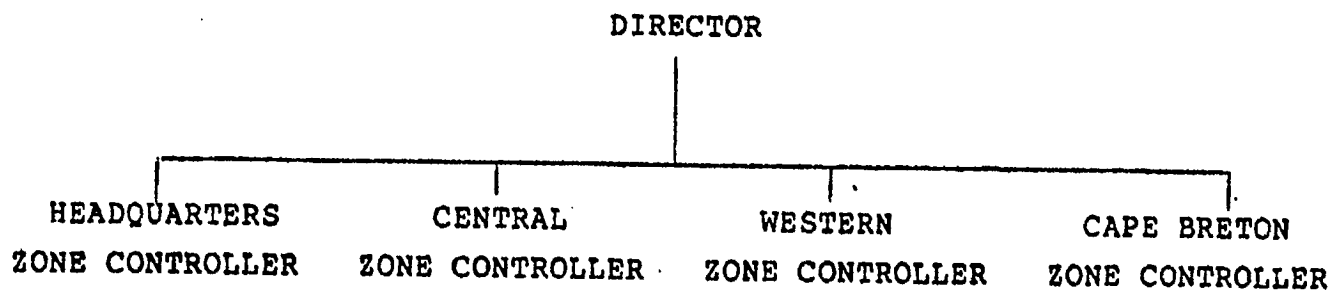
MUNICIPAL EMO's

NEWFOUNDLAND

EMERGENCY MEASURES ORGANIZATION

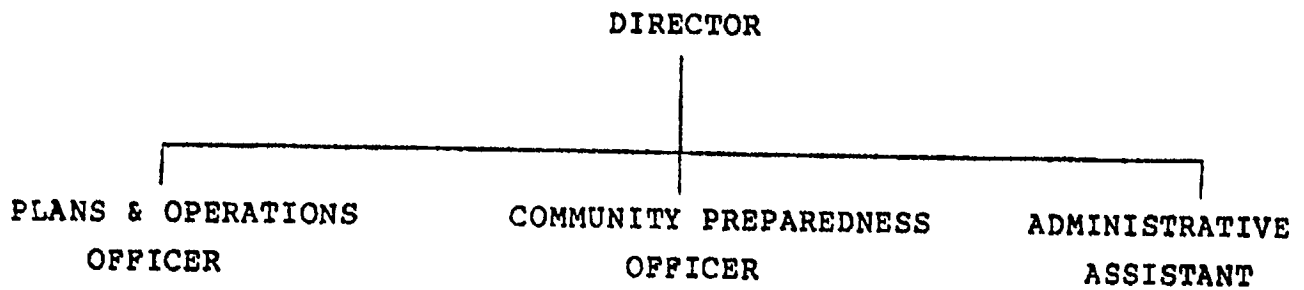


NOVA SCOTIA
EMERGENCY MEASURES ORGANIZATION

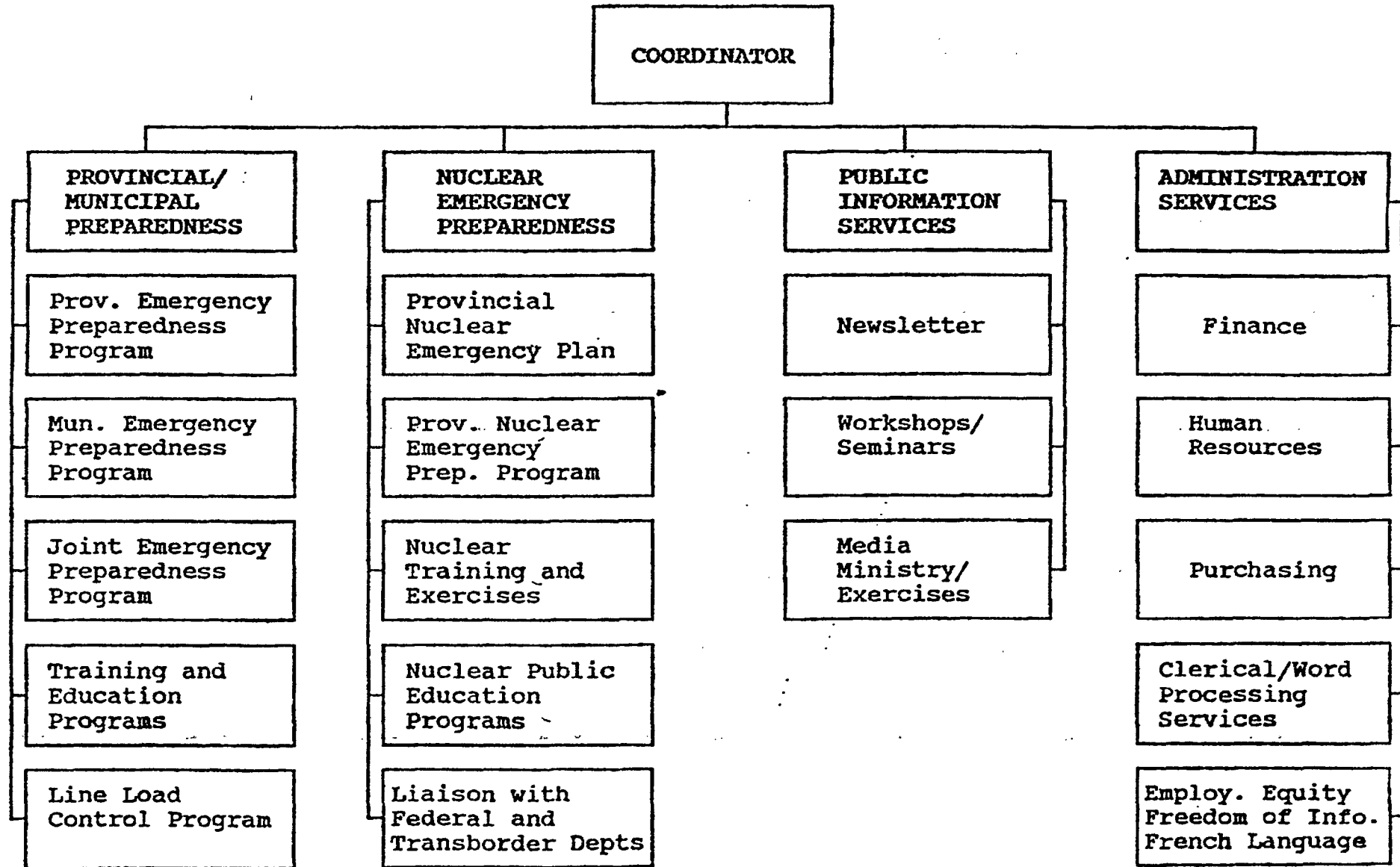


PRINCE EDWARD ISLAND

EMERGENCY MEASURES ORGANIZATION



EMERGENCY PLANNING ONTARIO



CIVIL PROTECTION AT THE PROVINCIAL LEVEL - PROVINCE OF QUEBEC

Organizational Structure

The theoretical civil protection model provides for two organizational units at the provincial level, as it does at the municipal and regional levels.

Prime Minister

Minister Responsible

BPCQ

PCPC

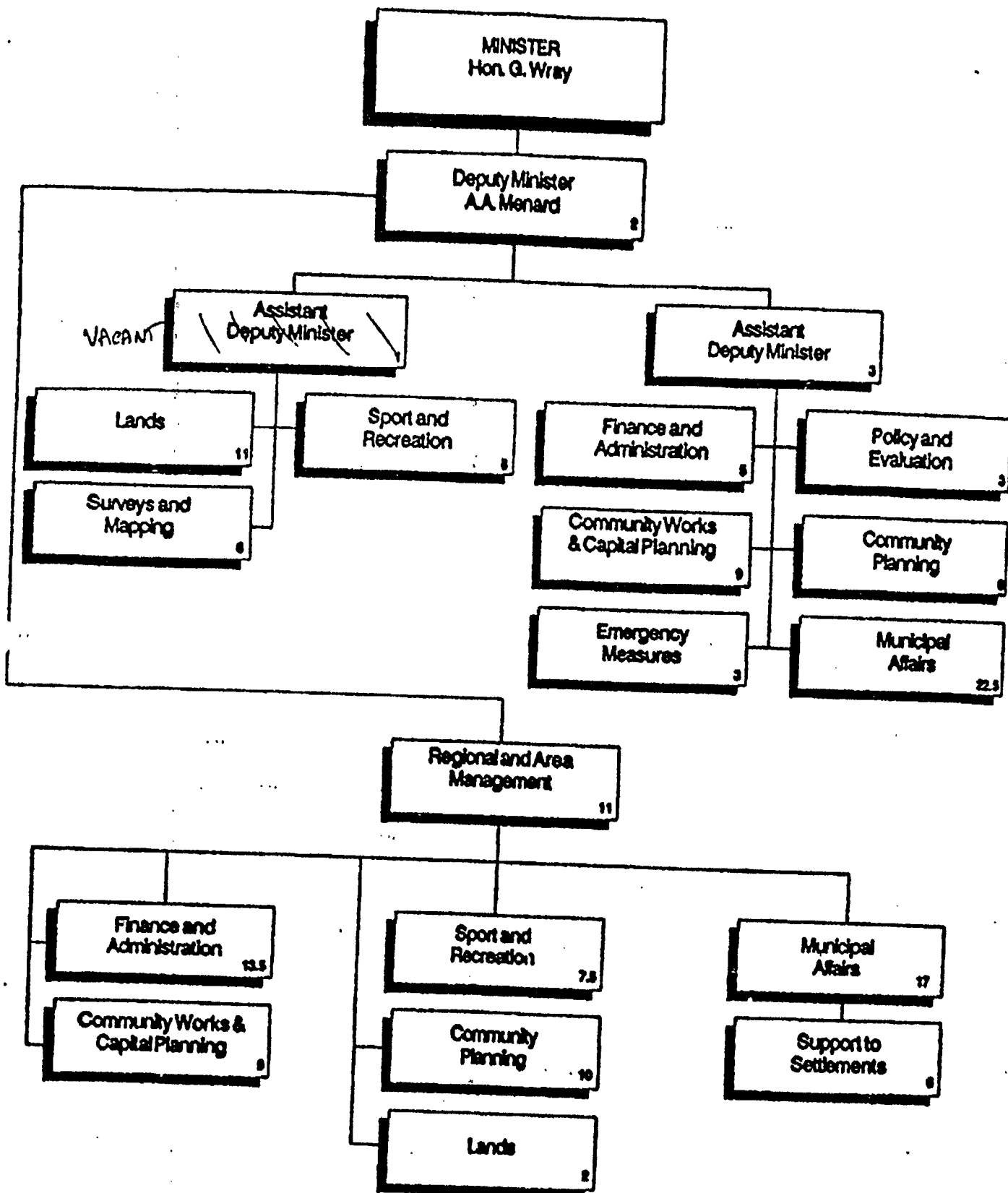
PCPO

As at the other levels, the Provincial Civil Protection Committee and the Provincial Civil Protection Organization have planning activities under the PCPC and operational activities under the PCPO.

The PCPC is an interdepartmental committee constituted by government order; the PCPO has a matrix structure based on competent leadership.

ORGANIZATION CHART DEPARTMENT OF MUNICIPAL AND COMMUNITY AFFAIRS

Annex M



Staffing Information

The department has a total of 155.5 person years, distributed as shown in the lower right corner of the chart box.

As of Jan. 1, 1989

ITEM 4

**Federal/Provincial/Territorial Initiatives
in Cooperative Planning for Major Emergencies**

ITEM 4.1

MINISTERS BRIEFING PAPER

COOPERATIVE PLANNING FOR MAJOR EMERGENCIES

EARTHQUAKE PREPAREDNESS IN B.C.

AIM

The aim of this paper is to outline earthquake preparedness activities in B.C. as an example of cooperative planning for disasters.

BACKGROUND

There has been growing interest and concern in B.C. about the lack of preparedness for earthquakes. This increasing emphasis can be attributable to recent earthquakes in Mexico and Armenia and frequent seismic activity in the Province.

A host of separate initiatives from governments at all levels, other agencies and special interest groups have been taken. Significant among these was a 1988 Brief to Cabinet by the Association of Professional Engineers of British Columbia which concluded that:

1. B.C. is one of the most seismically active areas of the world (see Figures 1-4 attached).
2. The risk is substantial and there is consensus and growing concern that B.C. is overdue for a large earthquake.
3. In that event there would be catastrophic damage and loss of life.

The Brief recommended that the government take the lead in reducing the earthquake hazard and in planning by giving earthquake preparedness high priority and adequate funding.

DISCUSSION

A number of cooperative ventures were undertaken as a result of the above initiatives, cognizant that every agency/level of government would be involved should a major earthquake strike B.C.:

1. The federal government was asked to assist in hazard and risk analysis.
2. A Seismic Safety Committee was formed with representatives from all levels of government to define roles, establish strategy and priorities and to make recommendations to government.
3. A JEPP proposal for an Earthquake Planning Officer for PEP was approved by EPC.
4. Joint B.C./Federal workshops were held in September 1988 and March 1989 to develop a National Plan to support B.C. in the event of a major earthquake.
5. A B.C. Crisis Management Seminar was held in April 1989 to explore the major factors in earthquake preparedness. One hundred and fifteen representatives attended from all levels of government and other agencies. A number of decisions were made on future activities to ensure effective, coordinated policies and plans at all levels

CONCLUSION

The nature of the earthquake hazard and risk has called for unique approaches to cooperative planning as described above.

Attachment: 4

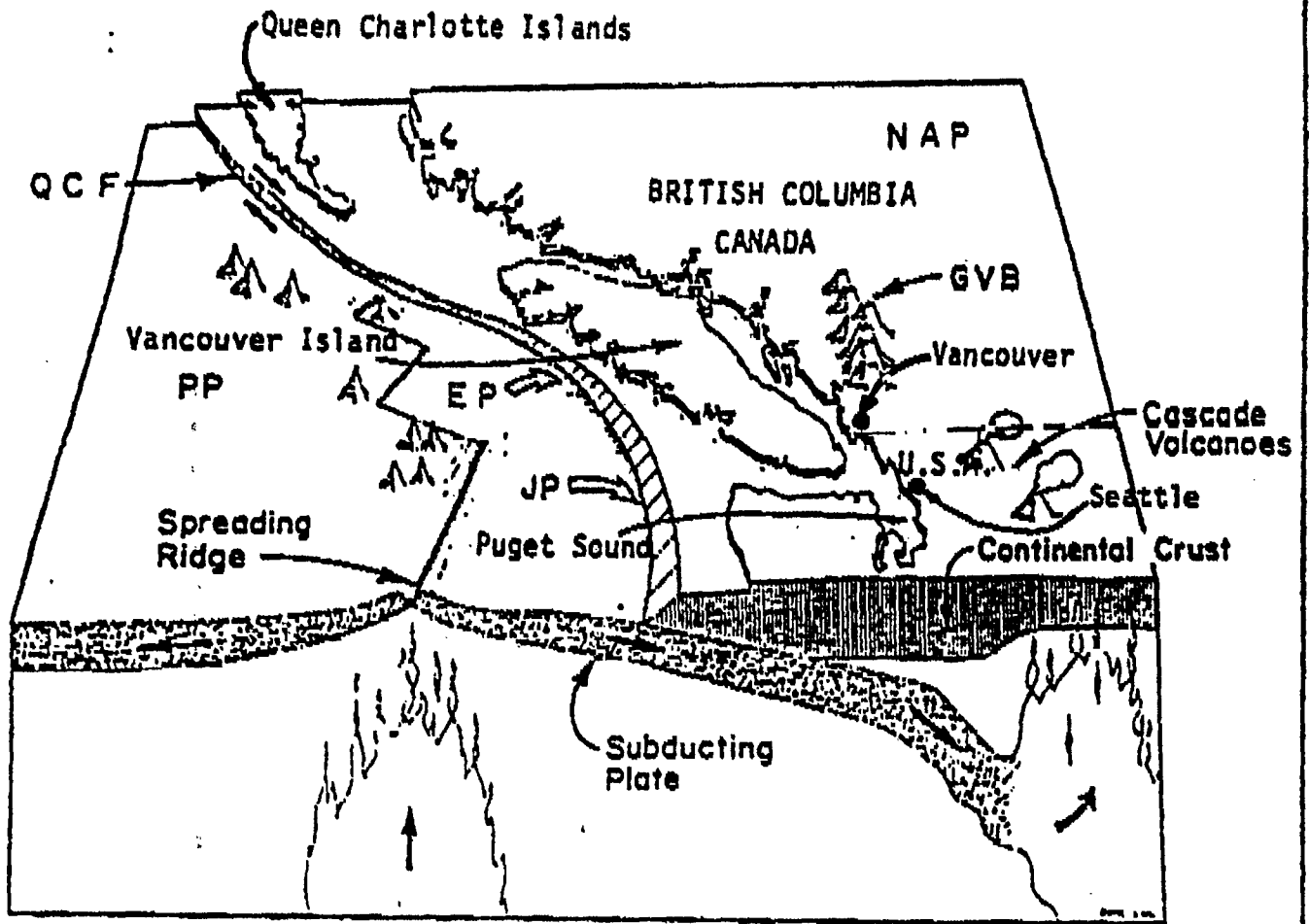
Prepared by

M. C. Stewart

Director PEP B.C.

April 1989

25



*Translate
this down
on 1d.*

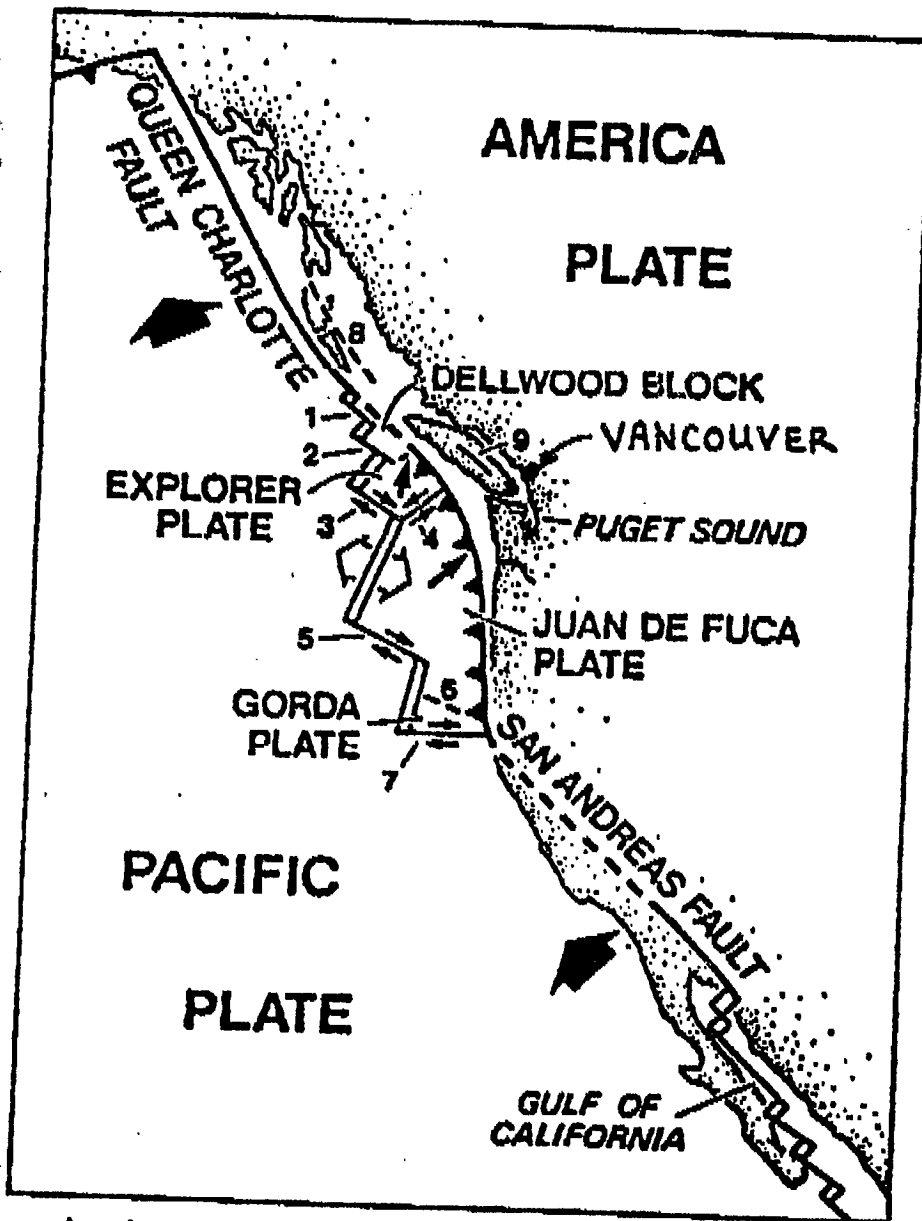
ADAPTED FROM RIDDIHOUGH (1978)

LEGEND:

- PP - PACIFIC PLATE
- EP - EXPLORER PLATE
- JP - JUAN DE FUCA PLATE
- NAP - NORTH AMERICA PLATE
- GVB - GARIBALDI VOLCANIC BELT
- QCF - QUEEN CHARLOTTE FAULT

JUAN DE FUCA
SUBDUCTION ZONE

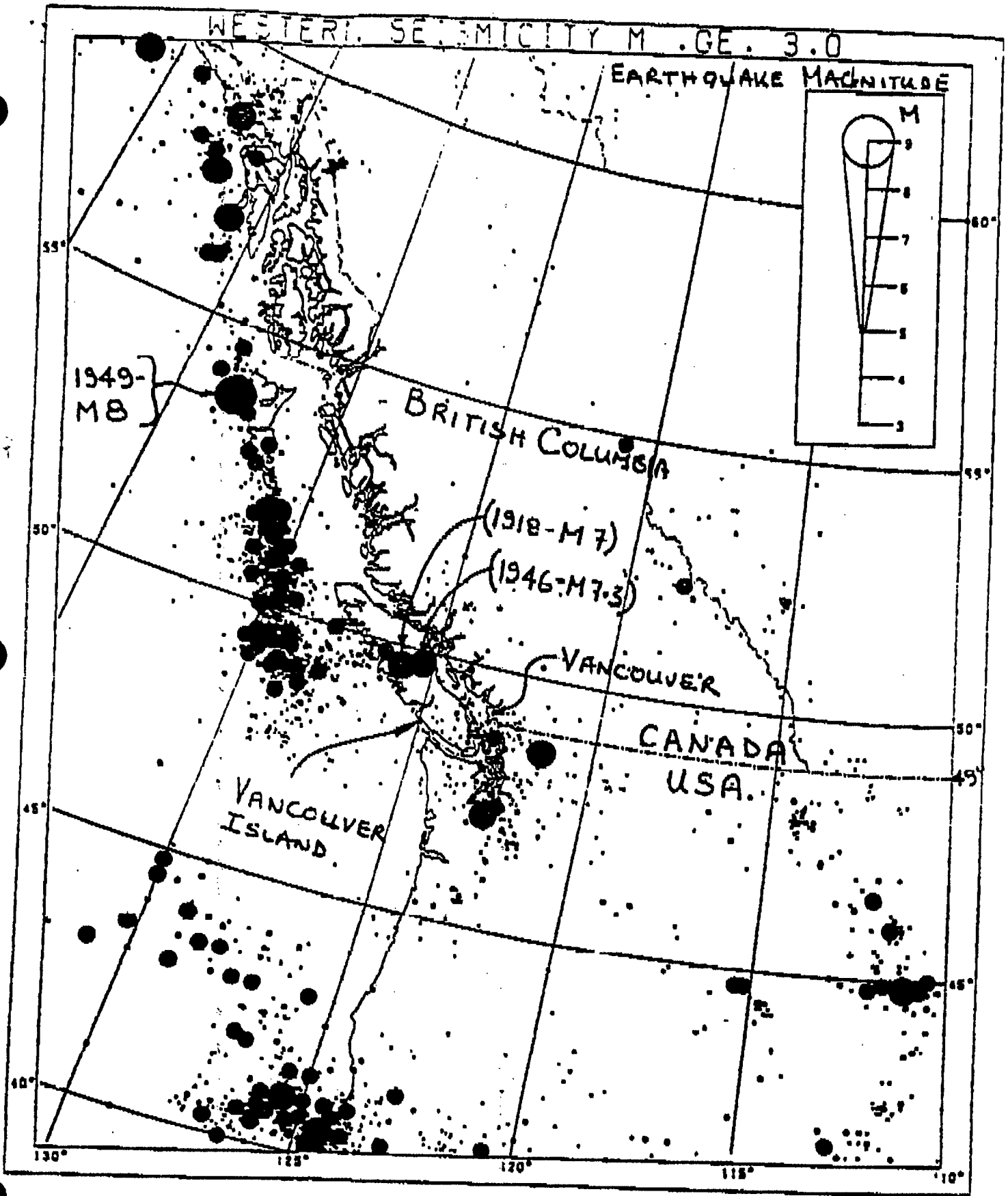
FIG. 1.



Location map showing main plate boundaries of western North America. The numbered faults or fault zones are: (1) Dellwood-Wilson, (2) Revere-Dellwood, (3) Sovanco, (4) Nootka, (5) Blanco, (6) Gorda, (7) Mendocino, (8) Sandspit, (9) Beaufort.

This part only!

FIG. 2.



- This only ← Western Canadian Seismicity (data incomplete for United States)

FIG.3.

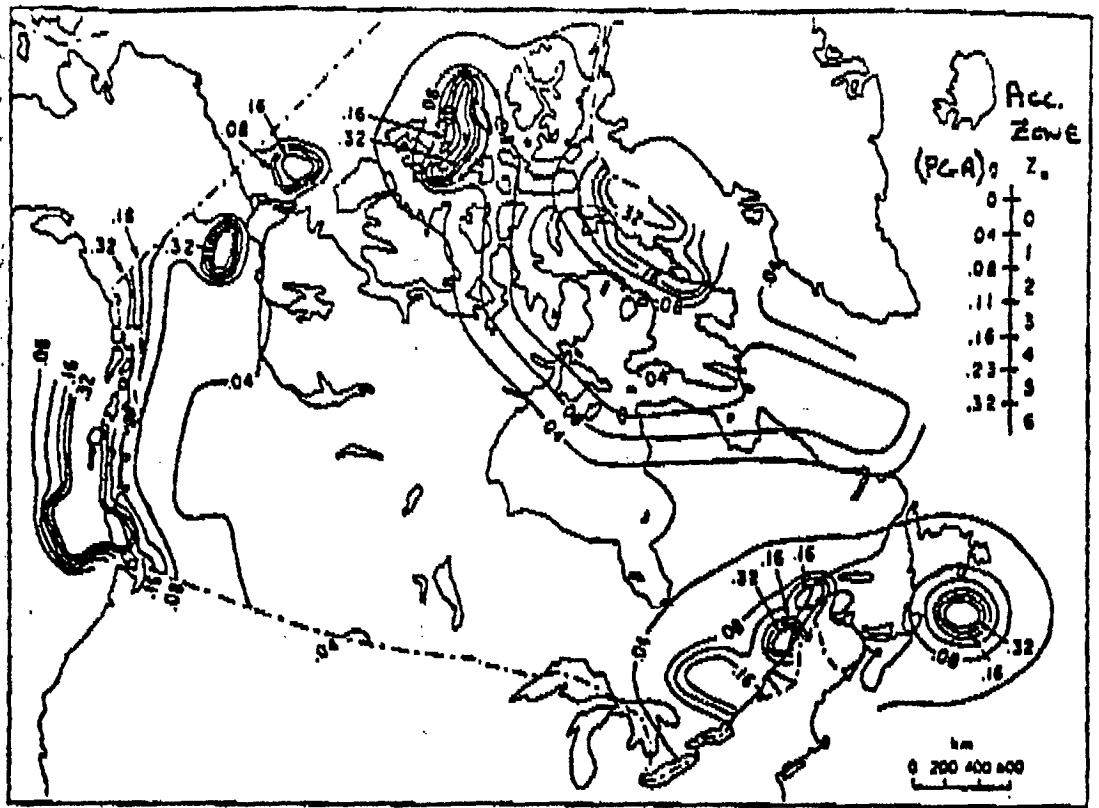


Figure 4a Contours of peak horizontal ground accelerations, in units of g, having a probability of exceedance of 10 per cent in 50 years
(Annual Probability of Exceedance of 1/475)

This only

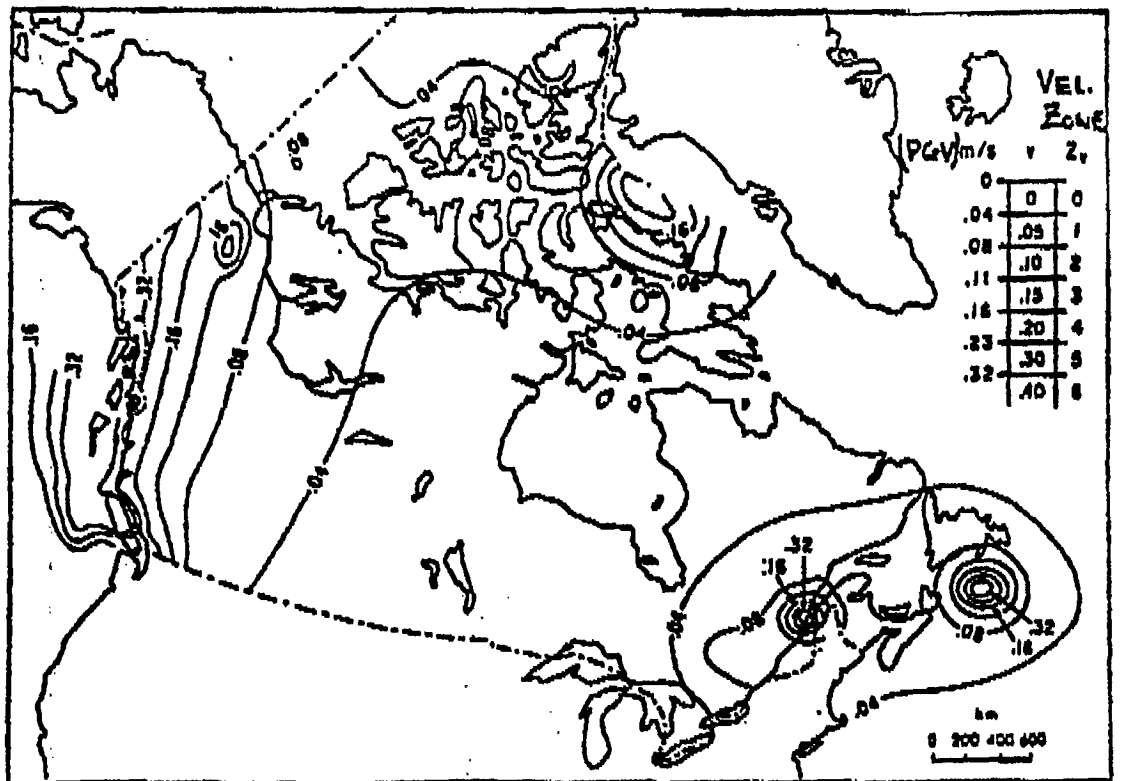


Figure 4b Contours of peak horizontal ground velocities, in m/s having a probability of exceedance of 10 per cent in 50 years

This only

BRIEFING NOTE

**FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS**

Agenda Item: 4.4

Topic:

Major Industrial Accidents Coordinating Committee (MIACC)

Sponsor:

Canada

Purpose/Decision Required:

To seek support for the following initiatives aimed at furthering the objectives of the MIACC:

- . increased participation by provincial officials on MIACC working groups;
- . expansion of MIACC in the provinces and initiation by the provinces of parallel activities.

Background

Shortly after the Bhopal release which occurred on December 3, 1984, Canada's Minister of Environment set up a committee to prepare a Bhopal Aftermath Review Report. The emergency preparedness community formed a task force with representation from Québec, Saskatchewan, Alberta and EPC. The observations of the task force were made known in 1986. The task force was expanded to include Environment Canada, Transport Canada, Canadian Chemical Producers' Association (CCPA) and Petroleum Association for the Conservation of the Environment (PACE).

An interim steering committee was formed to address itself to a larger cross-section representing industry, orders of government, professional associations

(Canadian Association of Chiefs of Police, Canadian Association of Fire Chiefs) and public interest groups. An inaugural conference launched the process on November 19-29, 1987 in Ottawa and the Major Industrial Accident Coordinating Committee (MIACC) was formed. Further to this meeting, a steering committee composed of 15 members adopted MIACC's objective - to provide for all interested parties a focus for actions and leadership to reduce major accidents involving dangerous substances in terms of number and severity as they impact on public safety, health and the environment, by improving prevention, preparedness and response programs. MIACC's goals and terms of reference appear at Annex A.

Working groups were set up (Annex B) and their leaders presented progress reports at the second annual meeting on November 29-30, 1988 in Ottawa. During that first year, three federal senior officials from EPC, Transport Canada, Environment Canada at the Director General level co-chaired and assigned staff to act as the secretariat of the organization. At the end of the 1988 conference, Mr. Jean Bélanger, President of CCPA became chairman of the Steering Committee of MIACC.

The federal departments increased their support to the secretariat. Budgetary arrangements were made between the three federal departments and Mr. Michael Salib of Transport Canada was assigned as Executive Director and head of the Secretariat. EPC continues to participate on the Steering Committee, on Working Groups and in the Secretariat.

The provinces on the Steering Committee are British Columbia, Alberta, Ontario and Québec, each of whom is represented by the head of the provincial emergency measures organization. The four provinces on the Steering Committee serve as representatives of all of the provinces and territories.

MIACC Goals

MIACC strives to:

- a) a significant reduction in the risk or probability of major accidents involving dangerous substances.
- b) a significant improvement in the ability to respond effectively should such an accident occur, and
- c) regular measurable progress which is apparent, credible, and made known to the general public.

MIACC Terms of Reference

The TORs adopted by the Steering Committee in January 1988 state that MIACC will:

1. Review activities, promote strategies and research, by actively seeking commitment from all participants and by monitoring progress towards the achievement of the objective.

Buts du CCAIM

Les effets du CCAIM convergent vers:

- a) Une réduction voire atténuation significative du risque ou probabilité que des accidents industriels majeurs de substances dangereuses se produisent;
- b) Une amélioration significative de la capacité d'intervention dans l'éventualité d'un accident, et,
- c) des progrès mesurables qui soient évidents, crédibles et connus du public canadien.

Termes de référence du CCAIM

Les termes de références tels qu'ils furent adoptés en janvier 1988 permettent d'énoncer que le CCAIM:

1. Examine de façon continue les activités, fasse la promotion des stratégies arrêtées et de la recherche, en suscitant l'engagement de tous les collaborateurs et en catalysant toutes les énergies à l'atteinte de l'objectif.

2. Have a coordinating role amongst interested groups.
 3. Provide a forum for information exchange on programs and activities related to major accidents through newsletters and other communications.
 4. Establish and maintain and inventory of existing and planned activities related to achieving the objective.
2. Exerce un rôle de coordination parmi les groupes intéressés à la démarche.
 3. Procure un forum rendant possible l'échange d'information sur les programmes et activités rattachés aux accidents industriels majeurs par des bulletins d'information et autres moyens de communications.
 4. Établit et maintient un inventaire sur les activités en cours et celles planifiées en relation avec l'objectif.

MIAAC WORKING GROUPSSTATUS UPDATE SUMMARY

<u>WG#</u>	<u>WORK AREA</u>	<u>CHAIRPERSON</u>	<u>REMARKS</u>
I	Risk Assessment Guidelines for Municipalities	J. Shortreed (Chairman) Institute for Risk Research, University of Waterloo A. Robinson (Co-Chairperson) Ministry of Labour Ontario	Work underway
II	Training Standards for ER personnel	L. MacLean (Chairman) Canadian Association of Fire Chiefs	Working Group is being established
III	Contingency Planning Guidelines for Municipalities	L. French (Chairman) Emergency Preparedness Canada	Work completed, packaging underway for annual meeting
IV	Accidents Trend Analyses	B. Mansfield (Chairman) Environment Canada	Work will be modified as per attached sheets
V	Buffer Zone Guidelines for Municipalities	T. Forgrave (Chairman) Ministry of Municipal Affairs, Alberta	Working Group expanded; work plan is being finalized
VI	Coordination of Chemical Information Centres	L. Davies (Chairperson) Health & Welfare Canada	Work underway
VII	Contingency Planning Guidelines for Industry	CCPA	
XII	Industry Prevention Activities	W. Bissett (Chairman) Environment Canada J. McDonough (Co-Chairman) Canadian Chemical Producers' Association	Working Group is being established
IX	Communications	G. Blundell (Chairman) Alberta Public Safety Service	This group may now be conside- red as a standing working group in support of MIACC, the SC and other working groups

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE

OF MINISTERS RESPONSIBLE FOR

EMERGENCY PREPAREDNESS

SPEAKING NOTE

AGENDA ITEM 4 - MAJOR INDUSTRIAL ACCIDENTS
COORDINATING COMMITTEE

THE PREVENTION OF OR EFFECTIVE RESPONSE TO MAJOR INDUSTRIAL ACCIDENTS INVOLVING DANGEROUS SUBSTANCES ARE IMPORTANT GOALS. I BELIEVE THE NATIONAL APPROACH (MIACC) TAKEN TO DATE SHOWS PROMISE AND HAS MERIT.

THERE ARE THREE ASPECTS TO THIS APPROACH THAT I BELIEVE MUST NOW BE PURSUED IF OUR GOALS ARE TO BE MET:

- (1) ALL OF THE MAJOR STAKEHOLDERS SHOULD BECOME INVOLVED. WHILE I APPRECIATE THERE IS ONLY ROOM FOR FOUR PROVINCES ON THE MIACC STEERING COMMITTEE, I WOULD ENCOURAGE MY OTHER COLLEAGUES TO HAVE THEIR OFFICIALS PARTICIPATE IN ONE OF THE WORKING GROUPS.

- (2) THE FOCUS OF THE MIACC ACTIVITY SHOULD BE SHIFTED FROM OTTAWA TO THE REGIONS WHERE CANADIANS LIVE AND WORK. I KNOW SOME OF MY PROVINCIAL COLLEAGUES (ALBERTA & QUÉBEC) HAVE ALREADY INITIATED PARALLEL ACTIVITIES WITHIN THE PROVINCES. AS THIS IS WHERE ANY REAL BENEFIT OF THE MIACC ACTIVITY WILL BE REALIZED, I WOULD AGAIN ENCOURAGE OTHER MINISTERS TO INITIATE PARALLEL ACTIVITIES WITHIN THEIR PROVINCES.

(3) THIS VOLUNTARY COOPERATIVE APPROACH IS THE PREFERABLE ROUTE. WE SHOULD REALIZE, HOWEVER, THAT IF IT DOES NOT WORK OUT, THEN OUR GOVERNMENTS WILL PROBABLY FEEL COMPELLED TO ACT.

EPC HAS MADE A SIZABLE COMMITMENT IN STAFF TIME, ENERGY AND RESOURCES FOR THIS YEAR AND NEXT. IT WILL CONTINUE TO BE AN ACTIVE PARTICIPANT ON THE STEERING COMMITTEE, IN WORKING GROUPS AND THE SECRETARIAT AT THE NATIONAL LEVEL.

I BELIEVE THIS IMPORTANT INITIATIVE WARRANTS YOUR POSITIVE CONSIDERATION FOR PARALLEL ACTIVITIES WITHIN YOUR RESPECTIVE PROVINCES.

ITEM 4.3

Briefing Notes
Contingency Planning for Marine Oil Spills

Introduction

Canadians are no strangers to oil spills; in fact Canadians have, through all-too-frequent exposure to these unfortunate events, become world leaders in both the technology of oil spill management, and the development of plans and procedures to deal with them. The sinking of the tankers **Arrow** and **Kurdistan**, the blowout at the Uniacke G-72 well and many other environmental emergencies have -- notwithstanding their dire ecological consequences -- taught emergency response and planning agencies of all types many valuable lessons. They have also led to the development of a sophisticated network of response organizations that embodies the best of emergency preparedness principles. It anticipates the need for a response coordinated among local, provincial, national and even international interests and authorities; and makes industry a stakeholder in the planning process.

The East Coast Experience

Emergency preparedness and environmental agencies on Canada's east coast have long-standing joint arrangements with the Coast Guard to deal with environmental emergencies. For many years the Coast Guard Traffic Centre in Dartmouth, Nova Scotia has been the single point of contact for the reporting of environmental emergencies, no matter in whose jurisdiction they might fall, for the Maritime Provinces. A toll-free telephone number provides the people of Nova Scotia, New Brunswick and Prince Edward Island "one stop shopping" for the reporting of environmental emergencies. The staff of the Coast Guard Traffic Centre has become very adept at categorizing, prioritizing and assigning to the appropriate agency the various types of environmental emergencies that occur in

the region. In addition to the routing of the call to the correct agency, other agencies are provided with information on the event and the response being mounted. A similar service is offered by the Coast Guard Traffic Centre in St. John's for residents of Newfoundland and Labrador.

This close cooperation and frequent information sharing has led to the formation of the Atlantic Region Regional Environmental Emergencies Team, or "REET" for short. Similar organizations exist for the Pacific and Arctic regions.

The REET Concept

REET includes a large number of federal and provincial agencies which have expertise, information and responsibilities relevant to environmental emergencies and protection of the environment. ~~Private industry and industry associations~~ are active players in REET, as they have seen it is in their interest to ensure that properly trained and suitably equipped personnel are available to deal with spills when they occur. (See Annex 1)

The REET serves as a mechanism for providing consolidated, coordinated and comprehensive information and advice concerning ~~environmental impacts~~, resource sensitivities, ~~environmental forecasting~~, contingency planning cleanup techniques and priorities and a host of other matters that arise while planning for or responding to emergencies that impact the environment or put it at risk.

15

How REET Works

REET has two separate modes of operation -- normal and response.

In the normal mode, REET serves as a planning and information transfer medium. It meets in plenary session at least once per year (this year's session is scheduled for September in Charlottetown) at which time there are formal and informal sessions which ensure the exchange of scientific and technical information and ideas on such things as contingency planning and countermeasures.

In the response mode REET functions as a flexible and expandable team of experts and agency representatives convened to support the On Scene Commander (OSC) at the emergency. REET also provides advice, information and assistance to senior policy makers, department heads and the public during the response to a spill.

Should the incident assume international proportions (for the purposes of this paper, involving the United States of America) REET becomes the mechanism by which the Canadian input is developed for the Joint Response Team established by international agreement.

In the future

The three REETs are well established and have been 'tested under fire' more than once, and in all cases have shown themselves to be worthwhile organizations which materially assisted the quality of the response. In Atlantic Canada at least there is no need seen by any REET participant to reevaluate its role in the organization.

101

If our response to major environmental emergencies has been failing in any way, it has been in the area of public information on the countermeasures used in spill cleanup operations. Too often the public information agenda is set in such a way that the difficult decisions taken by those managing these matters are not properly explained. A poignant example is the "do nothing" option, which in certain circumstances following a major petroleum spill is exactly the right thing to do. It is, understandably, difficult for an uninformed public to appreciate that often Mother Nature is much better at resolving these situations than man ever will be, and to accept that oil-fouled shorelines will often be cleaned more efficiently and with less long term consequence by the action of wind and wave than the action of man. It is easy for those suitably motivated to target an "uncaring government" or an "insensitive industry" in these circumstances.

Another area in which improvement could, perhaps, be realized is more extensive industry involvement. To be sure, the major oil and chemical producers are active partners in REET and a number of other joint planning efforts. There are industry co-operatives which have gathered an extensive and sophisticated array of spill response equipment. But there remain numerous smaller industries that seem to elude the planning process, and which it seems with almost perverse inevitability are the one whose product ends up getting spilled. More efforts at involving the smaller operations in these cooperative planning arrangements should be mounted.

Annex 1

Atlantic Region
Environmental Emergencies Team
Membership

(As of December, 1988)

Canadian Chemical Producers' Association
Canadian National
Marine Atlantic
Canadian Atlantic Railway
Canada-Newfoundland Offshore Petroleum Board
Canada Ports Corporation (Halifax, St. John, Belledune, St. John's)
National Transportation Agency
Energy, Mines and Resources Canada (including Canadian Oil and Gas Lands
Administration, and Atlantic Geoscience
Centre)

Emergency Preparedness Canada
Environment Canada
Department of Fisheries and Oceans
Labour Canada
Department of National Defence
Atlantic Petroleum Association
Canadian Petroleum Association
New Brunswick Department of Municipal Affairs and Environment
P.E.I. Department of Community Affairs and Environment
Nova Scotia Department of the Environment
Newfoundland Department of Environment/Lands
New Brunswick Emergency Measures Organization
Emergency Measures Organization (Nova Scotia)
P.E.I. Emergency Measures Organization
Propane Gas Association
Public Works Canada
Royal Canadian Mounted Police
Transport Canada - Canadian Coast Guard
- Transport of Dangerous Goods
- Airports Authority Group

BRIEFING NOTE

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

Agenda Item: 4.2

Topic:

Foreign Animal Disease Eradication Support (FADES)

Sponsor:

Alberta

Purpose/Decision Required:

Endorsement of the FADES planning process for application to other multi-jurisdictional and multi-disciplinary preparedness issues.

Background:

In this Item, Alberta recommends a planning process, which is based on a joint federal-provincial experience in planning for foreign animal disease outbreaks, as an approach to multi-jurisdictional and multi-disciplinary preparedness issues.

The process described in the paper was employed by EPC and Alberta Public Safety Services when officials of these organizations were formulating plans to assist Agriculture Canada to meet its responsibilities under the Animal Health and Protection Act.

The purpose of the plan is to provide a quick, comprehensive response to complex emergencies, employing the resources of departments and agencies of all orders of government. The process was developed specifically for planning to meet the effects of outbreak of foreign disease in the Canadian livestock industry but its principles have broad applicability. It is an interesting and effective assembly of accepted emergency preparedness principles and practices.

Briefly put, the process requires that, as with other emergency preparedness plans, there be a recognizable hazard and perceived risk. An objective for the plan is agreed to and jurisdictions established. The activities required to counter the effects of the anticipated disaster are determined and matched with the capabilities and resources of responding departments and agencies. A coordinating mechanism is established and the resultant comprehensive response plan is published. The plan, once established, must be reviewed and exercised regularly. As in all cooperative ventures, commitment to the process and the plan by senior management is essential.

The process must provide for liaison and cooperation between officials responsible for identifying the hazard and the risk and those responsible for responding. Foreign animal diseases provide an excellent example of the importance of this bridging since, while primary product inspectors have the skills to identify animal diseases and know the processes for controlling and eventually eradicating them, they do not have the resources to mount the extensive multi-disciplinary teams necessary to cope with the emergency.

This process provides an example of how emergency preparedness specialists can support and coordinate the development of special arrangements by line departments.

You might endorse the recommendation that the process be considered by other government institutions as a method of approaching emergencies which require multi-jurisdictional and multi-disciplinary arrangements.

DISCUSSION PAPER

FOREIGN ANIMAL DISEASE ERADICATIONS SYSTEMS

Prepared by: Alberta

FOREIGN ANIMAL DISEASE OUTBREAK

AN INTERGOVERNMENTAL PLANNING PROCESS

EXECUTIVE SUMMARY

The Foreign Animal Disease Eradication Support (FADES) Plan developed by Alberta Public Safety Services, Emergency Preparedness Canada and Agriculture Canada's representatives in Alberta is an excellent example of the cooperative planning approach. The plan is a multi-layered, interdisciplinary agreement involving all orders of government, including as many as 60 departments and agencies, with primary or collateral responsibilities. This approach is typical of the planning effort required to deal with a complex threat in contemporary Canadian society.

There is no doubt that an outbreak of one of the specified animal diseases would be a catastrophic event for Canadian livestock producers and the associated industries. Canada's livestock populations are among the healthiest in the world and are prized internationally for their breeding qualities and meat products. The impact of even a small outbreak of a foreign animal disease in the cattle industry would affect a large percentage of the Canadian population. Directly or indirectly lost income to producers and would approach \$2 billion over a five year period.

Agriculture Canada is the agency mandated by the Animal Disease and Protection Act to deal with the problem, and by collaborating with provincial government and non-government organizations, has established an emergency response organization. Field groups, known as Regional Alert Teams operate in seven administrative regions, assisted by a joint support plan of federal, provincial, local and industrial resources in each province.

The enormity and speed of the response required of this taskforce necessitates close coordination. Coordination is best done by the agencies whose mandate is the coordination of emergency planning and response: Emergency Preparedness Canada at the federal level and in Alberta, Public Safety Services for the provincial and municipal response. These organizations are aware of the resources available and how to access them, and have the operational facilities to coordinate their movement to areas required. This in no way detracts from the shared responsibility of Agriculture Canada and Alberta Agriculture to manage the emergency but focuses the planning and coordination function on the emergency planning community.

The FADES Plan was developed and tested over a period of two years prior to final approval in 1987. It was subsequently used as the basis for a workshop conducted to provide a broader understanding of the planned response to a foreign animal disease outbreak in Alberta, and to examine and develop procedures to deal with functional activities identified in the plan. The workshop was an unqualified success and brought out the requirement for continuing education in this field, including exercises and seminars, which would also serve to periodically update the Plan.

The process recommended for consideration in other multi-jurisdictional and multi-disciplinary conditions includes the following:

- articulation of a recognizable hazard and perceived risk
- identification of areas of jurisdictional competence and resources required
- definition of a planning objective
- executive commitment to a joint endeavor
- definition of the planning process by the primary participants
- comparison of action requirements in relation to capabilities of agencies
- development of the coordinating mechanism
- development of a comprehensive plan using sound management practices to create a sense of ownership in all contributors
- education of all participants and then examine the plan in detail
- publication of the plan
- exercising and reviewing the plan regularly
- training of participants

MINISTERS BRIEFING PAPER

FOREIGN ANIMAL DISEASE OUTBREAK

AN INTERGOVERNMENTAL PLANNING PROCESS

BACKGROUND

Canada's livestock populations are amongst the healthiest in the world. That our domestic animals are not afflicted with most of the world's serious animal diseases is no accident. While blessed with a climate and geography which may decrease transmission of animal disease agents, our maintenance of disease-free status in today's complex agricultural industry requires much more than quirks of nature.

The role that these diseases play in the economic vitality of affected countries is immense. Not only are the effects reflected in the decreased productivity of affected animals, but also by devastating export embargoes implemented by nations free of such diseases. If foot and mouth disease, the most feared of these outbreaks, were to be diagnosed in Canada tomorrow, most of our exports of animals and animal products to countries free of the disease would end the same day, not to be resumed for a minimum of one year after we had eradicated the disease. The impact of even a small outbreak in Canada would approach \$2 billion in lost income to producers over five years.

Canada is an island in a sea of infection. Even the United States is affected by some animal diseases not found in Canada. On the rare occasions that these diseases have reached our country, the consequences were drastic and immediate. Our last experience with foot and mouth disease in 1952 for example, was a small outbreak, quickly eradicated. Nonetheless, by the time market losses and subsidies were added to the costs of eradication the total cost approached \$1 billion.

At present, other nations welcome imports of animals and animal products from Canada, a testament of our excellent animal health status. An outbreak of serious foreign animal disease could destroy this enviable position overnight.

The mechanism that achieved this status is the one that maintains it today; the cooperation of livestock industry and related agencies including the Food Production and Inspection Branch of Agriculture Canada. The activities of this latter organization towards foreign animal disease prevention, control and eradication began in 1868.

The complexities of modern business and society make disease prevention, control and eradication more difficult. Our strong cultural ties with other countries promote the influx of visitors or immigrants carrying (and sometimes smuggling) meats and other animal products capable of harbouring disease-causing agents. New services offered by international carriers stimulate travel to and from countries affected by animal diseases foreign to Canada. Travel is now so rapid that animal disease agents may readily survive a trip around the world.

Mother Nature also influences the risk of foreign disease introduction. Infected wild animals or insects carrying disease agents may move freely across our borders with the U.S. Under appropriate meteorological conditions the virus causing foot and mouth disease can spread further than 200 km. in hours.

It is evident, then, that no matter how stringent import restrictions are, we cannot prevent the wind from carrying disease agents into our country; we cannot stop wildlife from freely crossing international boundaries; nor could we ever hope to examine the effects of every one of the millions of foreign visitors or Canadians returning from foreign countries annually who, through ignorance or intent, may be transporting high-risk animals or animal products. We should recognize the risk and be prepared to respond to it.

PREPAREDNESS

Canada passed the Animal Disease and Protection Act in December 1975 which charges Agriculture Canada with responsibilities regarding infectious or contagious diseases affecting animals and provides authority to undertake measures to control and eradicate these diseases. Under the Public Safety Services Act of 1985 and on the making of a declaration of a State of Emergency Alberta has sufficient authority to do the things necessary to support Agriculture Canada in these endeavours.

The Food Production and Inspection Branch of Agriculture Canada, with the collaboration of provincial governments and non-governmental organizations, has established an emergency response organization designed to respond rapidly and effectively to outbreaks of animal diseases normally foreign to Canada.

The cooperative network consists of a veterinarian field response team in each of the Agriculture Canada's seven administrative regions. They are, in turn, supported by a multi-disciplinary support plan of federal provincial, local and industry authorities in each province. Lastly, Agriculture Canada's plans include an outbreak management team at Ottawa. The field groups, known as Regional Alert Teams, are designated to mount an immediate and effective initial response to disease outbreaks. Their objectives in an outbreak are to eliminate the focus of infection and to limit possible spread. The methodology employed will vary with the disease diagnosed but generally the main steps are the destruction and quarantine of infected and potentially infected livestock, the safe disposal of the carcasses, and the implementation of stringent movement controls. The headquarters team would provide resources, the legal steps required to implement the campaign, and the international implications of the outbreak. The federal-provincial support plan provides the capability, both logistic and legal, to manage the response effectively within a province.

Since its inception in 1977, while the emergency response network has not been fully deployed to face a serious outbreak, regional teams have been partly deployed from time to time to eliminate pockets of less serious foreign animal diseases.

INTERGOVERNMENTAL PLANNING PROCESS

The production of animals and animal products in Canada is an industry that touches virtually every facet of our society. Therefore it is inevitable that a major foreign animal disease outbreak and its eradication would also affect a wide spectrum of Canadians, especially within infected areas. The movement of susceptible animals and products would be severely limited. Livestock shows, sales, and exhibitions might be cancelled. Infected farms would have to be cleaned and disinfected then remain free of stock until it was certain the disease agent had been eliminated. Domestic and export markets would most certainly be disrupted. This makes the involvement of other emergency response agencies vital to the success of an eradication campaign. This is why the support of Emergency Preparedness Canada (EPC) and the provincial and municipal agencies with which it is linked is critical. The Foreign Animal Disease Eradication Support (FADES) plan developed by EPC, Alberta Public Safety Services, Alberta Agriculture and Agriculture Canada represents an excellent example of this type of support.

The development of these integrated plans (multi-disciplinary and multi-government preparedness) can provide a guide to future preparedness activities involving complex governmental relationships.

As in most Canadian intergovernmental preparedness planning, a number of milestones have to be achieved before detailed arrangements can be concluded:

- There should be recognizable hazard and a perceived risk. This is common to all emergency planning activities. In the case of foreign animal disease, Canadian and international experiences provided an excellent reason for emergency arrangements.
- Jurisdiction should be clearly established. Although there was no question about jurisdiction in animal health and products, the various provincial and local authorities that make control and eradication decisions had to be identified.
- An acceptable objective must be identified.
- Executive level concurrence should be obtained to cooperate in a joint preparedness endeavour to ensure planning resources are provided.
- The planning process should be defined by the primary participants.
- Capabilities should be identified in relation to responsibilities. Often the two are vested in separate organizations.

While veterinarians and primary products inspectors have the professional skills to identify, control and eradicate animal diseases, it is a giant step from applying veterinary protocols to deploying and controlling a large multi-disciplinary team to offset potential economic disaster in Canada's agricultural sector.

Planning for eradication of foreign animal disease is divided into two major components. The first component deals with the animal health specialists' process required to identify, diagnose, trace, control and eradicate the diseases. And the second component involves certain non-agricultural agencies in the plan to ensure timely and effective support to Agriculture Canada.

The historical record of foreign animal diseases and their economic impact provided adequate rationalization for the need for an effective emergency response system in Alberta, the largest red meat producing province in Canada. The traditional role of Agriculture Canada and the Animal Disease and Protection Act provided a clear basis for understanding the primary authority. However, other provincial Acts either affect operational decisions or provided a vehicle for enhancing response. There are in fact more than a dozen.

THE FADES PLAN

While Agriculture Canada designed, refined and tested its regional procedures over a period of five years, EPC and Alberta developed an initial support objective and plan. In 1985, Alberta Public Safety Services, in conjunction with Emergency Preparedness Canada and Agriculture Canada began drafting the Foreign Animal Disease Eradication Support Plan. The purpose of the Plan was to ensure an effective and coordinated response in the event of a foreign animal disease outbreak in Alberta. All primary federal and provincial departments and agencies with potential involvement in a response were consulted in its development.

The final draft of the Plan was tested in a major exercise in the Picture Butte area during the period March 17 to 19, 1987. The Plan was then signed into effect in May, 1987 and was the first of its kind in Canada. It has since served as a model for several other Federal/Provincial plans.

A Workshop was held at the Alberta Public Safety Services Training School on May 31 and June 1, 1988 in conjunction with Emergency Preparedness Canada, Alberta Agriculture and Agriculture Canada. The purposes of the workshop were to provide a broader understanding of the planned response to a foreign animal disease outbreak and to examine and develop procedures to deal with functional activities identified in the Plan.

As a result of experience in developing the Government of Alberta Response Plan to a Sour Gas Release, Alberta was able to suggest a cooperative mechanism for providing information to the media and the public through commitment and active participation of the Alberta Public Affairs Bureau. The Workshop was an unqualified success and it was unanimously agreed that more should be held to ensure that agencies at all levels are prepared to fight the outbreak of a foreign disease in a cooperative and effective manner.

The general concept of response is to deploy a veterinarian in charge of each identified infected premises. All on-site operations are directed by this veterinarian ensuring among other things, that the owner/occupant and the operations headquarters has a single point of contact. A Field Operations Centre is established in the general area of the outbreak to manage all control and eradication operations once the disease has been confirmed.

Within the centre there is the Agriculture Canada Regional Alert Team consisting of the animal health experts responsible for diagnosis, traceback, vector control evaluation, cleaning, disinfecting and eradication, together with public affairs and administrative staff. At the field Operations Centre, in support of the Regional Alert Team, there may be up to 20 primary federal and provincial/local agency representatives coordinated by Emergency Preparedness Canada and Alberta Public Safety Services respectively. Every primary agency had accepted a set of responsibilities under the FADES plan. Other federal and provincial agencies may be involved but need not necessarily be represented at the Field Operations Centre; they are referred to as collateral agencies. These agencies would respond to requirements of the Field Operations Centre from their existing offices. The plan sets out the activation process, the responsibilities of each agency and then describes the coordination aspects for each operational function such as security, communication, and public affairs.

CONCLUSION

The cooperative process employed to develop the joint response plan proved to be extremely effective. This process has been adopted for other conditions namely, response to COSMOS 1900 and plant pest disease planning. The same process will be employed once a general approach to treatment of reserve lands has been agreed. There appears to be considerable merit to applying this approach for national emergency arrangements, however, this would require greater decentralization of planning than has currently been demonstrated by federal departments.

RECOMMENDATION

The process recommended for consideration in other multi-jurisdictional and multi-disciplinary conditions includes the following:

- articulation of a recognizable hazard and perceived risk
- identification of areas of jurisdictional competence
- definition of a planning objective

- executive commitment to a joint endeavour
- definition of the planning process by the primary participants
- comparison of action requirements in relation to capabilities of agencies
- develop the coordinating mechanism
- develop a comprehensive plan using sound management practices to develop a sense of ownership in all contributors
- educate all participants and then examine the plan in detail
- publish the plan
- exercise and review regularly

AGENCIES WHICH MAY BE INVOLVED

REPRESENTATIVES OF
PRIMARY AGENCIES

- o Emergency Preparedness Canada
- o Agriculture Canada
- o Communications Canada
- o Environment Canada
- o Employment and Immigration Canada
- o RCMP
- o Canadian Forces
- o Supply and Services Canada (Supply)
- o Public Works Canada
- o Seconded 'IS' Officers
- o Alberta Public Safety Services
- o Alberta Agriculture
- o Alberta Public Affairs Bureau
- o Alberta Environment
- o Alberta Community & Occupational Health
- o Alberta Forestry, Lands and Wildlife
- o Alberta Solicitor General
- o Alberta Transportation and Utilities

- o Local Authorities
- o Health Units

COLLATERAL
AGENCIES

- o Indian and Northern Affairs Canada
- o Revenue Canada (Customs and Excise)
- o Agriculture Canada Research Stations
- o Canadian Transport Commission (Rail)
- o Alberta Federal & Intergovernmental Affairs
- o Alberta Social Services
- o Alberta Government Telephones
- o Alberta Municipal Affairs
- o Alberta Public Works, Supply and Services

- o Animal Marketing Boards and Agencies
- o Farm Associations
- o Meat Producers Associations

NOTE: The Field Operations Centre consists of the Agriculture Canada Regional Alert Team supported by representatives of the Primary Agencies. For illustrative purposes the Collateral Agencies who may be involved, but not located at the FOC, are shown.

BRIEFING NOTE

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

Agenda Item: 4.3

Topic:

Oil Spill Response Arrangements

Sponsor:

New Brunswick

Purpose/Decision Required:

For the purpose of general discussion of oil spill response arrangements in Canada. This may provide a useful opportunity to inform Ministers of the recent initiatives by Canada aimed at reviewing and enhancing Canada's pollution prevention system and response capability.

Background

Public Review Panel on Tanker Safety and Marine Spills Response Capability

Concerns for the safety of oil shipped by sea and for the protection of the marine environment have been raised by the recent NESTUCCA spill on the West Coast and the EXXON VALDEZ spill in Alaska. Following discussions on these matters, the Ministers of Environment, Fisheries and Oceans and Transport have directed their deputies to undertake a review of tanker safety systems, emergency preparedness and response capability, and the associated legal and policy regimes. However, while the federal review process is to include consultation and input from key individuals and groups, it was recognized that there would also be a need for a mechanism to permit direct input from the general public and special interest groups.

Accordingly, on Friday, June 9, the Prime Minister announced the creation of a Public Review Panel on Tanker Safety and Marine Spills Response Capability. The creation of a Public Review Panel would serve to coordinate the public input on the issue and also review directly and independently the capacity of government and the petroleum, chemical and shipping industries in this area.

The Chairman of the panel is Mr. David Brander-Smith, Q.C., a lawyer from British Columbia. The remaining two members have yet to be announced.

One objective of the public panel will be to review the systems currently in place to support the safe movement of oil and chemicals in bulk by tanker through Canadian waters and fishing zones, and the capability of Canada to respond to tanker spills of these materials, including the relevant statutory and policy areas, emergency preparedness and pollution countermeasures capability, developing recommendations as necessary.

The review panel will first focus on Canada's Pacific Coast. However, the review will also include Canada's Atlantic Coast, the St. Lawrence River and Great Lakes system, which have traditionally carried significant volumes of tanker traffic. Though traffic volumes are much lower, and seasonal, the review will also cover both the eastern and western Arctic waters. A complete description of the panels mandate, structure and form is provided in the background folders of other Ministers.

EPC will contribute to the work of the public review panel by virtue of its membership on the internal interdepartmental review which will be turning all of its study papers and recommendations over to the public panel.

The panel will be holding hearings across Canada and will invite contributions from all interested parties including provincial and territorial governments.

Interdepartmental Review of Pollution Prevention System and Response Capability

In addition to the public panel announced by the Prime Minister on Friday, June 9, the federal government has also established a federal interdepartmental review.

The task of the interdepartmental review is to review the safety systems currently in place to support the safe movement of oil and petrochemicals in bulk through Canadian waters and fishing zones, including the relevant statutory and policy areas, emergency preparedness and pollution countermeasures capability, and to develop recommendations as necessary.

The federal interdepartmental review will first focus on Canada's Pacific coast. However, the review will also include Canada's Atlantic Coast and the St. Lawrence River and Great Lakes system, which have traditionally carried significant volumes of tanker traffic. Though traffic volumes are much lower, and seasonal, the review will also cover both eastern and western arctic waters.

**Interdepartmental Review of Pollution Prevention
System and Response Capability
Organization and Responsibility**

Responsibility: Primary responsibility for prevention of pollution from ships and for the provision of safety and regulatory services governing tanker traffic in Canadian waters rests with the Minister of Transport by virtue of the Canada Shipping Act, and thus with the Canadian Coast Guard. The responsibilities of the three departments (DOE, DOT/CCG, DFO) are closely linked in respect of marine environmental protection, shipping safety and fisheries protection. In view of this, overall project co-ordination will be the responsibility of Environment Canada, in view of the Minister of Environment's lead role.

Proposed Structure: The following is the current organizational structure of the interdepartmental review:

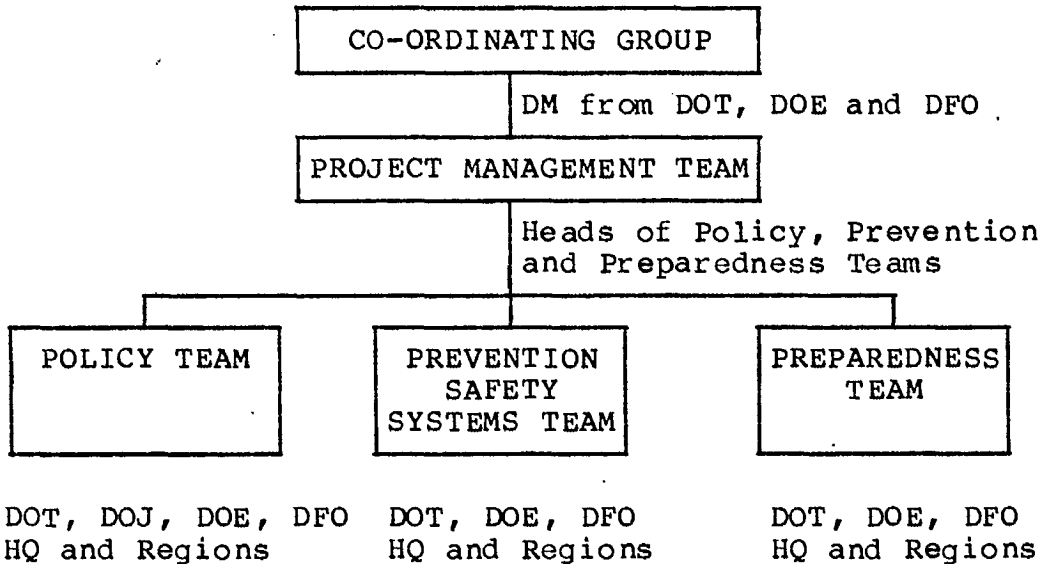
A Senior Co-ordinating Group comprised of Deputy Ministers or their representatives from the departments of Transport, Environment and Fisheries & Oceans has been established in Ottawa to serve as the overall coordinating body providing advice and guidance to the Project Management Team.

The Project Management Team, comprised of the officers heading up the three teams (Policy, Prevention and Preparedness) is responsible for the management of the re-examination process and for the development of the recommendations. This is accomplished by directing the work of the three subject area teams. (The Policy Team, the Safety Systems Team, and the Emergency Preparedness and Response Team, as outlined below), and liaising with other affected departments and industry.

The Policy Team, comprised of individuals from the Canadian Coast Guard, the departments of Justice, Environment and of Fisheries & Oceans, headquarter's staff is responsible for undertaking the necessary research and for preparing a report for the re-examination with suggested recommendations in the specified areas.

The **Safety Systems Team**, comprised of individuals from the Canadian Coast Guard, the departments of the Environment and of Fisheries & Oceans, headquarters and regions, is responsible for undertaking the necessary research and for preparing a report with suggested recommendations.

The **Emergency Preparedness and Response Team**, comprised of individuals from the Canadian Coast Guard, the departments of the Environment and of Fisheries & Oceans, headquarters and regions, would be responsible for undertaking the necessary research and for preparing a report for the re-examination with suggested recommendations.



Schedule: While aware of the need for a timely response to these issues, a timeframe of 6 months is probably realistic with regular briefings for Ministers as appropriate. However, in order to provide the earliest possible response to Ministers, the issues to be examined will be prioritized, and those capable of being quickly addressed will be identified for priority action, with first recommendations at the end of June and further recommendation at end of August and October.

DISCUSSION PAPER

CONTINGENCY PLANNING FOR MARINE OIL SPILLS

Prepared by: New Brunswick

Briefing Notes Contingency Planning for Marine Oil Spills

Introduction

Canadians are no strangers to oil spills; in fact Canadians have, through all-too-frequent exposure to these unfortunate events, become world leaders in both the technology of oil spill management, and the development of plans and procedures to deal with them. The sinking of the tankers *Arrow* and *Kurdistan*, the blowout at the Uniacke G-72 well and many other environmental emergencies have -- notwithstanding their dire ecological consequences -- taught emergency response and planning agencies of all types many valuable lessons. They have also led to the development of a sophisticated network of response organizations that embodies the best of emergency preparedness principles. It anticipates the need for a response coordinated among local, provincial, national and even international interests and authorities; and makes industry a stakeholder in the planning process.

The East Coast Experience

Emergency preparedness and environmental agencies on Canada's east coast have long-standing joint arrangements with the Coast Guard to deal with environmental emergencies. For many years the Coast Guard Traffic Centre in Dartmouth, Nova Scotia has been the single point of contact for the reporting of environmental emergencies, no matter in whose jurisdiction they might fall, for the Maritime Provinces. A toll-free telephone number provides the people of Nova Scotia, New Brunswick and Prince Edward Island "one stop shopping" for the reporting of environmental emergencies. The staff of the Coast Guard Traffic Centre has become very adept at categorizing, prioritizing and assigning to the appropriate agency the various types of environmental emergencies that occur in

the region. In addition to the routing of the call to the correct agency, other agencies are provided with information on the event and the response being mounted. A similar service is offered by the Coast Guard Traffic Centre in St. John's for residents of Newfoundland and Labrador.

This close cooperation and frequent information sharing has led to the formation of the Atlantic Region Regional Environmental Emergencies Team, or "REET" for short. Similar organizations exist for the Pacific and Arctic regions.

The REET Concept

REET includes a large number of federal and provincial agencies which have expertise, information and responsibilities relevant to environmental emergencies and protection of the environment. Private industry and industry associations are active players in REET, as they have seen it is in their interest to ensure that properly trained and suitably equipped personnel are available to deal with spills when they occur. (See Annex 1)

The REET serves as a mechanism for providing consolidated, coordinated and comprehensive information and advice concerning environmental impacts, resource sensitivities, environmental forecasting, contingency planning cleanup techniques and priorities and a host of other matters that arise while planning for or responding to emergencies that impact the environment or put it at risk.

How REET Works

REET has two separate modes of operation -- normal and response.

In the normal mode, REET serves as a planning and information transfer medium. It meets in plenary session at least once per year (this year's session is scheduled for September in Charlottetown) at which time there are formal and informal sessions which ensure the exchange of scientific and technical information and ideas on such things as contingency planning and countermeasures.

In the response mode REET functions as a flexible and expandable team of experts and agency representatives convened to support the On Scene Commander (OSC) at the emergency. REET also provides advice, information and assistance to senior policy makers, department heads and the public during the response to a spill.

Should the incident assume international proportions (for the purposes of this paper, involving the United States of America) REET becomes the mechanism by which the Canadian input is developed for the Joint Response Team established by international agreement.

In the future

The three REETs are well established and have been 'tested under fire' more than once, and in all cases have shown themselves to be worthwhile organizations which materially assisted the quality of the response. In Atlantic Canada at least there is no need seen by any REET participant to reevaluate its role in the organization.

If our response to major environmental emergencies has been failing in any way, it has been in the area of public information on the countermeasures used in spill cleanup operations. Too often the public information agenda is set in such a way that the difficult decisions taken by those managing these matters are not properly explained. A poignant example is the "do nothing" option, which in certain circumstances following a major petroleum spill is exactly the right thing to do. It is, understandably, difficult for an uninformed public to appreciate that often Mother Nature is much better at resolving these situations than man ever will be, and to accept that oil-fouled shorelines will often be cleaned more efficiently and with less long term consequence by the action of wind and wave than the action of man. It is easy for those suitably motivated to target an "uncaring government" or an "insensitive industry" in these circumstances.

Another area in which improvement could, perhaps, be realized is more extensive industry involvement. To be sure, the major oil and chemical producers are active partners in REEF and a number of other joint planning efforts. There are industry co-operatives which have gathered an extensive and sophisticated array of spill response equipment. But there remain numerous smaller industries that seem to elude the planning process, and which it seems with almost perverse inevitability are the one whose product ends up getting spilled. More efforts at involving the smaller operations in these cooperative planning arrangements should be mounted.

Annex 1

Atlantic Region
Environmental Emergencies Team
Membership

(As of December, 1988)

Canadian Chemical Producers' Association
Canadian National
Marine Atlantic
Canadian Atlantic Railway
Canada-Newfoundland Offshore Petroleum Board
Canada Ports Corporation (Halifax, St. John, Belledune, St. John's)
National Transportation Agency
Energy, Mines and Resources Canada (including Canadian Oil and Gas Lands
Administration, and Atlantic Geoscience
Centre)

Emergency Preparedness Canada
Environment Canada
Department of Fisheries and Oceans
Labour Canada
Department of National Defence
Atlantic Petroleum Association
Canadian Petroleum Association
New Brunswick Department of Municipal Affairs and Environment
P.E.I. Department of Community Affairs and Environment
Nova Scotia Department of the Environment
Newfoundland Department of Environment/Lands
New Brunswick Emergency Measures Organization
Emergency Measures Organization (Nova Scotia)
P.E.I. Emergency Measures Organization
Propane Gas Association
Public Works Canada
Royal Canadian Mounted Police
Transport Canada - Canadian Coast Guard
- Transport of Dangerous Goods
- Airports Authority Group

ITEM 4.6

BRIEFING NOTE

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

Agenda Item: 4.5

Topic:

To develop a national catastrophic earthquake plan to respond to a massive earthquake in British Columbia.

Sponsor:

British Columbia

Purpose/Decision Required:

To obtain from provincial Ministers their commitment to participate in the development of support arrangements, as required, for the national earthquake plan being developed in response to the B.C. earthquake potential.

Background

Federal initiatives regarding preparedness to respond to catastrophic earthquakes began in the early 1980's with a federally (EPC) sponsored 5-day seminar in Victoria, B.C. For various reasons, perhaps including a lack of political and public will, there was little substantive provincial follow-up to this seminar.

In September 1988 EPC again took the initiative to organize an earthquake workshop of some 16 federal departments and several representatives from B.C. and Alberta. The aim was to initiate the development of a national catastrophic earthquake response plan. That workshop, and a follow-up workshop in B.C. in March 1989 were very successful. We now have an interim national plan in place. That plan is divided into two sections. The basic plan, which sets out how we will organize and mount the national response, and the emergency support

function section, which details support activities in some fourteen functional areas. The plan involves governments, private industry and non-governmental organizations. In April 1989, the Province of British Columbia held a provincial workshop to commence the development of a complementary provincial earthquake response plan. It is their intent to have a comprehensive provincial emergency plan in place by the end of this calendar year. Their earthquake plan will be an annex to the national plan.

EPC (Alberta region) and the Alberta Public Safety Services have initiated discussion regarding the development of a joint provincial-federal (regional) support plan for a catastrophic earthquake in British Columbia. This may provide a model for other provinces and for other major emergency situations also requiring a national response.

The interim national plan is off to a good start but still requires work to bring it to completion. It will be modified and refined to ensure it is well coordinated and responsive to provincial plans as they are developed.

Overall planning related to catastrophic earthquake can be divided into four phases - the preparedness phase, the immediate response phase, the initial recovery phase, and the long-term restoration and recovery phase. The national plan addresses only the immediate response phase, which for planning purposes, covers from onset to 30 day hence. The other phases are addressed in the Memorandum to Cabinet, as described in the next paragraph.

I have attached for background information a draft Ministerial Recommendation addressing the requirement for a federally-led, national "catastrophic earthquake" plan. In particular, I would draw your attention to the Recommendations and paragraph II. You may wish to consider using the Conference as a forum for "testing the waters" of provincial commitment to such a proposal, particularly whether or not they would be prepared to fund the incremental expenditures peculiar to program elements in their jurisdiction.

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE

OF MINISTERS RESPONSIBLE FOR

EMERGENCY PREPAREDNESS

SPEAKING NOTE

AGENDA ITEM 4.5 - EARTHQUAKE

IN RECOGNITION OF THE THREAT OF CATASTROPHIC EARTHQUAKE TO SOUTHWEST B.C. THE FEDERAL GOVERNMENT, THROUGH EPC, TOOK THE INITIATIVE OVER THE PAST FEW YEARS TO DEVELOP A NATIONAL PLAN TO RESPOND TO A CATASTROPHIC EARTHQUAKE. THIS PLAN IS BASED ON THE NATIONAL EMERGENCY ARRANGEMENTS FRAMEWORK DESCRIBED IN THE DISCUSSION PAPER WHICH I TABLED EARLIER TODAY.

THROUGH OUR EFFORTS AND THOSE OF THE PROVINCES OF B.C. AND ALBERTA, THE PLAN HAS BEEN DEVELOPED TO WHAT WE HAVE TERMED AN "INTERIM" STAGE. IT STILL REQUIRES FURTHER INPUT FROM SOME FEDERAL DEPARTMENTS AND, OBVIOUSLY, YOUR PARTICIPATION BEFORE IT CAN BE COMPLETED.

THE PLAN WILL BE MODIFIED AND REFINED TO ENSURE IT IS RESPONSIVE TO PROVINCIAL PLANNING IN SOUTHWEST B.C. I WILL PROVIDE COPIES OF THE INTERIM NATIONAL PLAN WHEN IT IS AVAILABLE IN BOTH OFFICIAL LANGUAGES, WHICH I EXPECT WITHIN A FEW WEEKS.

THE FOUR PHASES OF PLANNING TO MEET CATASTROPHIC EARTHQUAKE RANGE FROM PREPAREDNESS TO LONG TERM RECOVERY, THIS PLAN ADDRESSES ONLY THE IMMEDIATE RESPONSE PHASE. OR FOR PLANNING PURPOSES, THE PERIOD FROM ONSET OF THE EARTHQUAKE TO 30 DAYS THEREAFTER.

I AM PLEASED TO NOTE THAT B.C. HAS TAKEN INITIATIVES OVER THE PAST FEW MONTHS TO PUT AN EARTHQUAKE RESPONSE PLAN IN PLACE BY THE END OF THE CALENDAR YEAR. I WISH YOU WELL AND ENSURE YOU OF THE CONTINUED SUPPORT OF MY OFFICIALS AT EPC.

I WOULD ALSO CITE THE EFFORTS OF ALBERTA. AS THE PROVINCE CONTIGUOUS TO B.C., IT WILL FALL TO ALBERTA TO PROVIDE CLOSE SUPPORT TO THEIR NEIGHBOUR IN THE EVENT OF A MAJOR EARTHQUAKE.

I UNDERSTAND EPC AND APSS SENIOR OFFICIALS ARE INITIATING DISCUSSIONS AIMED AT THE DEVELOPMENT OF PROVINCIAL-FEDERAL (REGIONAL) SUPPORT PLAN. IT IS MY UNDERSTANDING THAT THE MECHANISM THEY DEVELOP WILL BE IN KEEPING WITH NATIONAL EMERGENCY ARRANGEMENTS AS WE HAVE ALREADY DISCUSSED. THIS ALBERTA INITIATIVE MAY WELL SERVE AS A SUITABLE MODEL FOR OTHER PROVINCES IN A SUPPORT ROLE.

AS WE GO FORWARD WITH THIS IMPORTANT PLANNING, IT SHOULD BE KEPT IN MIND THAT WE ARE USING THE TOPICAL EARTHQUAKE EVENT IN B.C. AS A MODEL AGAINST WHICH TO PLAN. THE NATIONAL PLANS AND ARRANGEMENTS WHICH ARE NOW BEING PUT

IN PLACE TO RESPOND TO A SPECIFIC EVENT IN B.C. CAN AND WILL BE MODIFIED AS REQUIRED, OVER THE YEARS, TO RESPOND OF NATURAL OR MAN-MADE EMERGENCIES IN ALL PROVINCES AND TERRITORIES.

I WOULD ASK FOR A COMMITMENT FROM ALL MINISTERS WERE TO PARTICIPATE IN THE DEVELOPMENT OF SUPPORT ARRANGEMENTS, AS REQUIRED, FOR THE NATIONAL EARTH-QUAKE PLAN BEING DEVELOPED FOR B.C. AS THE PROCESS CONTINUES, EACH OF YOUR PROVINCES WILL BECOME THE FOCUS OF NATIONAL EMERGENCY ARRANGEMENTS DESIGNED TO SUPPORT YOUR RESPONSE TO A MAJOR NATURAL OR MAN-MADE EMERGENCY IN YOUR PROVINCE.

DISCUSSION PAPER

EARTHQUAKE PREPAREDNESS IN BRITISH COLUMBIA

Prepared by: British Columbia

MINISTERS BRIEFING PAPER

COOPERATIVE PLANNING FOR MAJOR EMERGENCIES

EARTHQUAKE PREPAREDNESS IN B.C.

AIM

The aim of this paper is to outline earthquake preparedness activities in B.C. as an example of cooperative planning for disasters.

BACKGROUND

There has been growing interest and concern in B.C. about the lack of preparedness for earthquakes. This increasing emphasis can be attributable to recent earthquakes in Mexico and Armenia and frequent seismic activity in the Province.

A host of separate initiatives from governments at all levels, other agencies and special interest groups have been taken. Significant among these was a 1988 Brief to Cabinet by the Association of Professional Engineers of British Columbia which concluded that:

1. B.C. is one of the most seismically active areas of the world (see Figures 1-4 attached).
2. The risk is substantial and there is consensus and growing concern that B.C. is overdue for a large earthquake.
3. In that event there would be catastrophic damage and loss of life.

The Brief recommended that the government take the lead in reducing the earthquake hazard and in planning by giving earthquake preparedness high priority and adequate funding.

DISCUSSION

A number of cooperative ventures were undertaken as a result of the above initiatives, cognizant that every agency/level of government would be involved should a major earthquake strike B.C.:

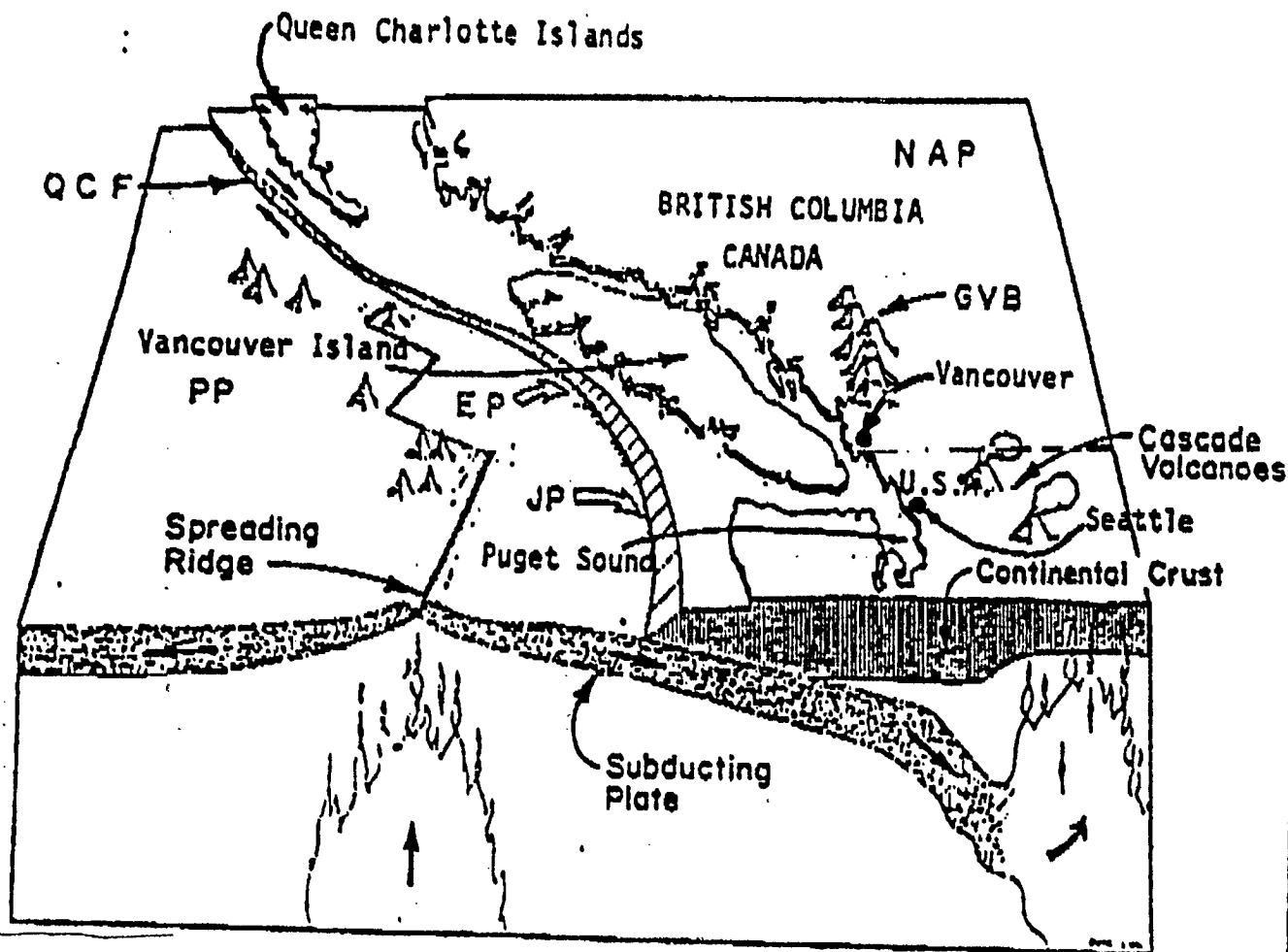
1. The federal government was asked to assist in hazard and risk analysis.
2. A Seismic Safety Committee was formed with representatives from all levels of government to define roles, establish strategy and priorities and to make recommendations to government.
3. A JEPP proposal for an Earthquake Planning Officer for PEP was approved by EPC.
4. Joint B.C./Federal workshops were held in September 1988 and March 1989 to develop a National Plan to support B.C. in the event of a major earthquake.
5. A B.C. Crisis Management Seminar was held in April 1989 to explore the major factors in earthquake preparedness. One hundred and fifteen representatives attended from all levels of government and other agencies. A number of decisions were made on future activities to ensure effective, coordinated policies and plans at all levels

CONCLUSION

The nature of the earthquake hazard and risk has called for unique approaches to cooperative planning as described above.

Attachment: 4

Prepared by
M. C. Stewart
Director PEP B.C.
April 1989

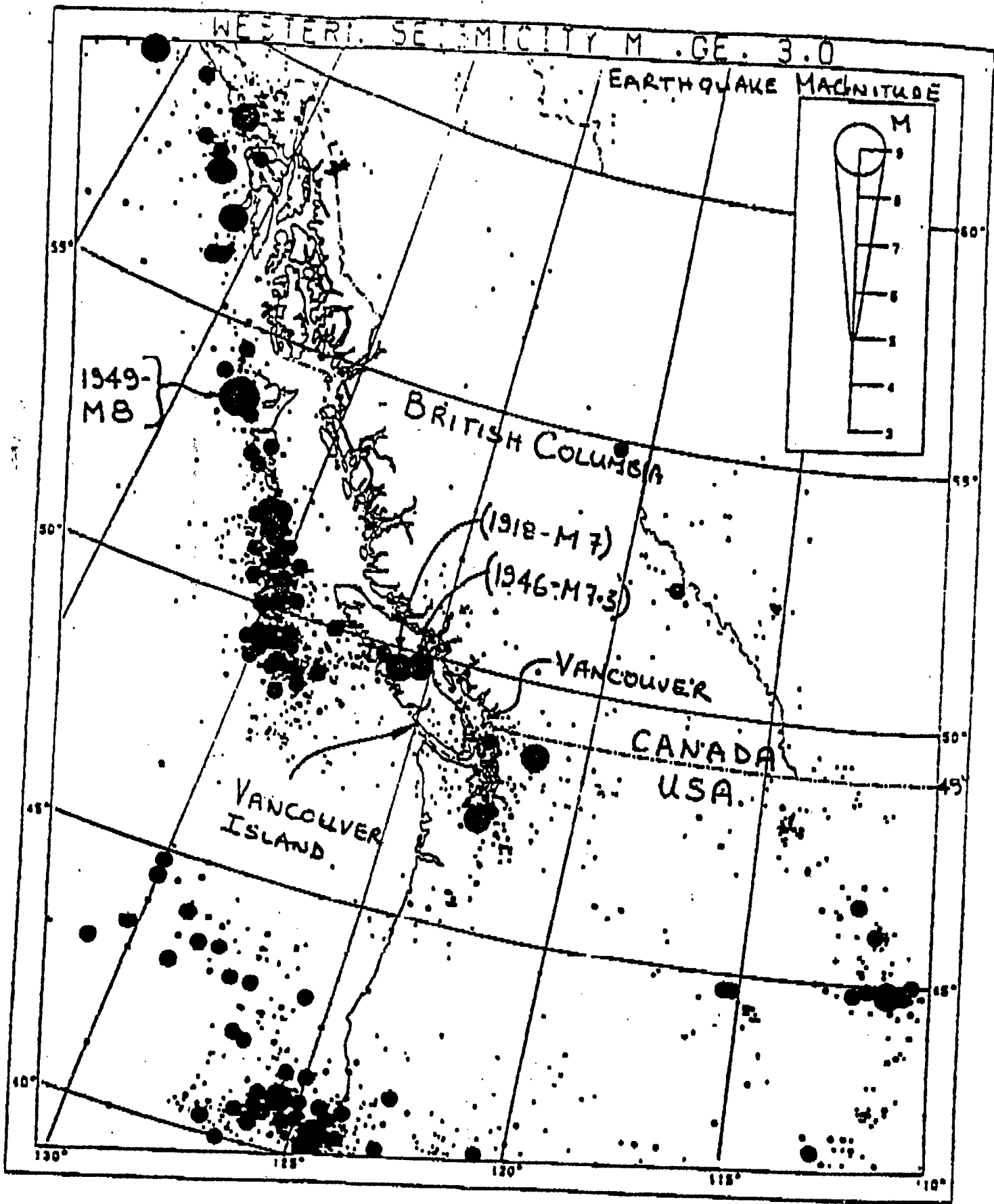


ADAPTED FROM RIDDIGHOUGH (1978)

LEGEND:

- PP - PACIFIC PLATE
- EP - EXPLORER PLATE
- JP - JUAN DE FUCA PLATE
- NAP - NORTH AMERICA PLATE
- GVB - GARIBALDI VOLCANIC BELT
- QCF - QUEEN CHARLOTTE FAULT

JUAN DE FUCA
SUBDUCTION ZONE



Western Canadian Seismicity (Data Incomplete for United States)

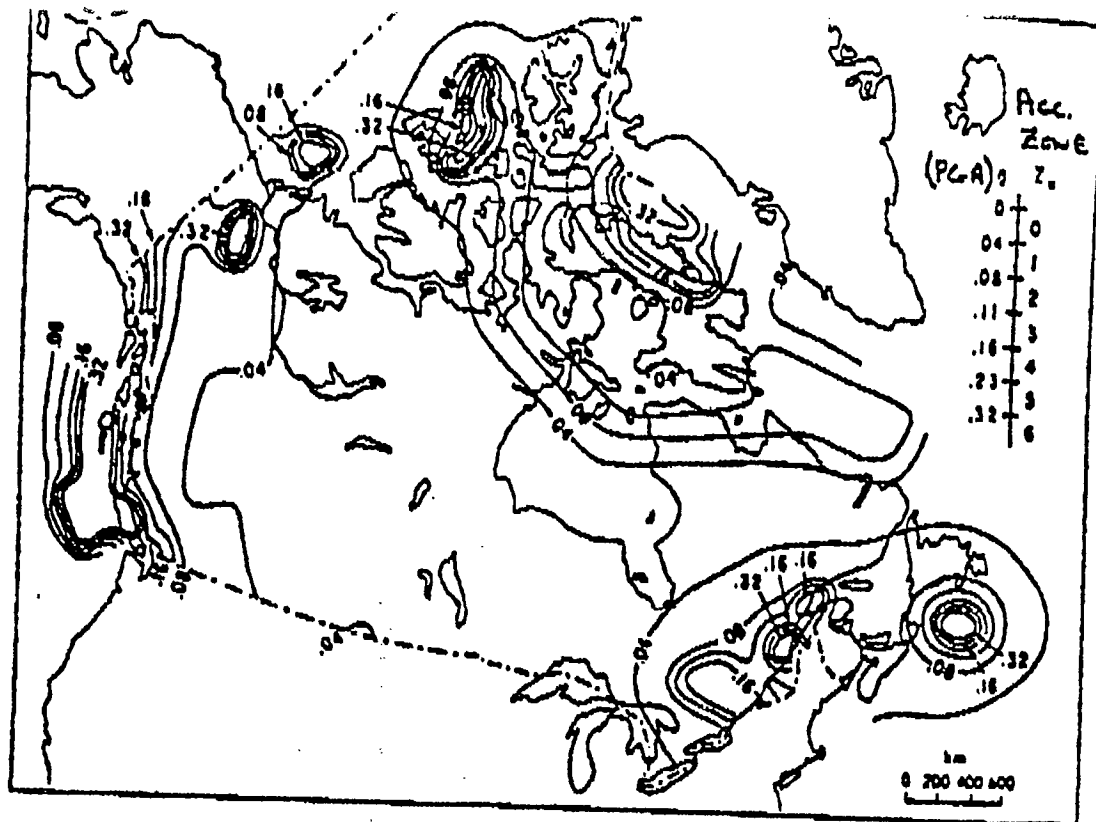


Figure 4a Contours of peak horizontal ground accelerations, in units of g, having a probability of exceedance of 10 per cent in 50 years
(Annual Probability of Exceedance of 1/475)

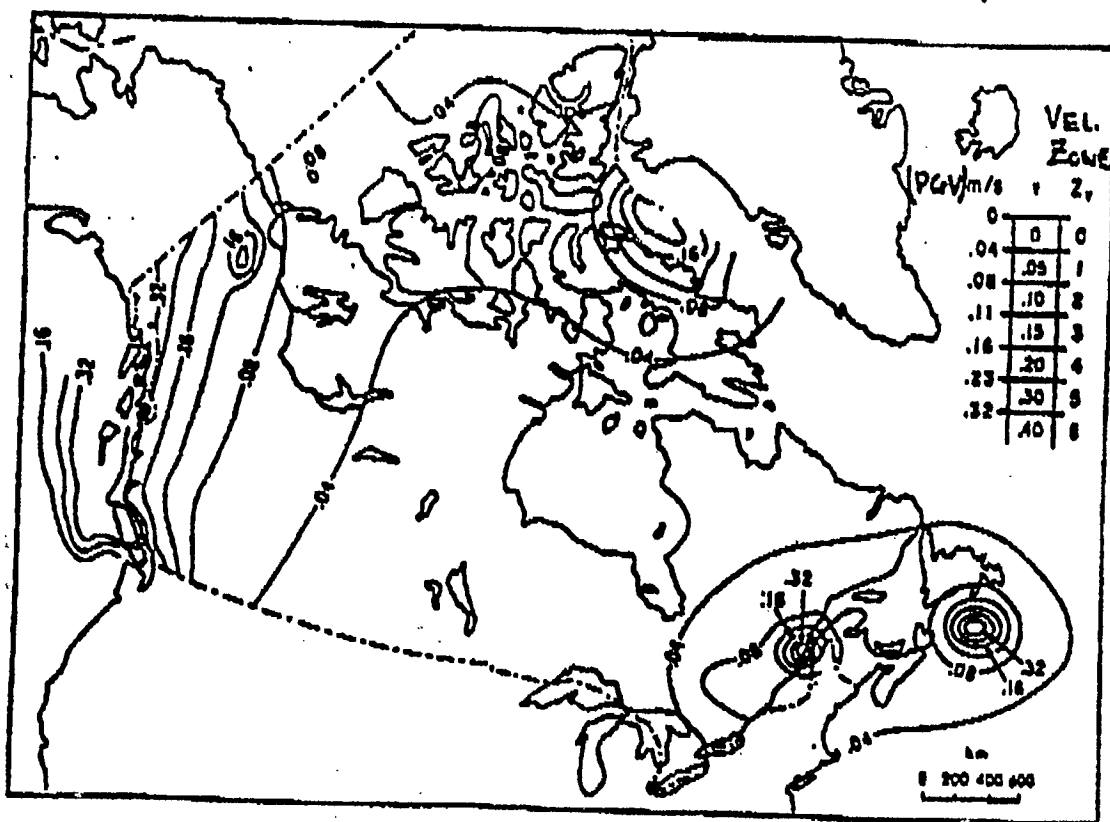


Figure 4b Contours of peak horizontal ground velocities, in m/s having a probability of exceedance of 10 per cent in 50 years

BRIEFING NOTE

FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS

Agenda Item: 5

Topic:

Public Information in Emergencies

Sponsor:

New Brunswick

Purpose/Decision Required:

Agreement on certain recommendations concerning the development of plans and arrangements for public information in emergencies.

Background

New Brunswick will table a paper (see below) discussing the importance of incorporating public information components into the emergency preparedness process. There are four recommendations for consideration:

- (1) Recognizing that the Canadian emergency response system is based on the premise that the individual be prepared to meet emergencies, the emergency preparedness community must embark on a wide-spread public awareness program.
- (2) Specific initiatives toward creating an emergency preparedness culture must be undertaken through the public school system and in cooperation with the mass media.
- (3) Government has a responsibility to provide a standardized public warning and emergency broadcasting system.

- (4) The emergency preparedness community, if it is to achieve a uniform level of preparedness across Canada, must share resources and work together. Above all, political commitment is necessary to acknowledge openly and emphatically the importance of safeguarding the lives and property of Canadians when emergencies or disasters strike.

You may wish to note that Recommendation 3 (Public Warning and Broadcasting System) is currently being examined within the federal government. (This speaks to the Warning and Emergency Broadcasting System (WEBS) proposal which is to be considered by the Treasury Board in late June).

For the past several years EPC has stressed the balance of the recommendations in its training and public information programs. A comment to this effect would not only bring this fact to attention but would show support for New Brunswick's paper.

DISCUSSION PAPER

EMERGENCY PUBLIC INFORMATION

Prepared by: New Brunswick

BRIEFING PAPER
MEETING OF MINISTERS
EMERGENCY PUBLIC INFORMATION

Aim

The aim of this paper is to discuss the importance of incorporating public information components into the emergency preparedness process.

Background

Generally speaking, emergency preparedness is a motherhood issue, everyone agrees it is necessary, but it is not given high priority by governments. Emergencies such as the Edmonton tornado, the St.-Basile-le-Grand fire, earthquakes in eastern Canada and the possibility of an enormous one in the west engage people's attention briefly.

One of the discouraging facts to those in the business is that the public is not particularly interested in crises unless the threat is perceived to be immediate personal danger. And when there is a real threat, often there is not the means to communicate it. We do not have, in Canada, a reliable standardized public warning system and emergency broadcast arrangements to alert people to danger.

A public warning system and emergency broadcast arrangements are seen as a necessary precursor to informing Canadians what to do to

save lives and property in a potential crisis. In disasters, the people affected have an urgent need to know what is happening and need clear, precise information. As well, considerable public and media interest is engendered by disasters which are either unusual or catastrophic. Experience has shown that the volume and extent of public information requirements are often underestimated by emergency managers and responders. This can be compounded by what is considered the public's "right to know"!

In a disaster, tremendous pressure is exerted upon the media to compete for news stories and audiences. Depending on the newsworthiness of an event, national and international media can engulf a small municipality, province or federal department, severely straining their resources. The diverse nature of the media, and their demands for quick, credible information, are not always well understood by the emergency planning community. This can lead to problems, sometimes jeopardizing the ability to inform the public at risk.

Where emergency managers do not understand the nature of the media and how they work, they can and do find themselves in a situation where reporters converge upon disaster sites and operations centres disrupting life-saving operations. Consequently, emergency responders sometimes find themselves torn between the conflicting demands of public safety and news.

Principles

All emergency planners need to understand the necessity of including public information in their operational plans. It is not a frill but a necessity for good emergency management..... as events such as Three Mile Island, the shellfish poisoning, the Edmonton tornado and possibly Chernobyl demonstrated.

Likewise, an informed, effective public response to a disaster is only attainable through the building of an emergency preparedness culture, an acknowledgement of the fact that we live in a dangerous age and are surrounded by any number of potential natural and man-made disasters. This culture should predicate the emergency response with educational programs for the nation's school systems and the general public, as well as through pro-active media relations by emergency managers.

With its limited resources, both human and financial, the emergency preparedness community needs to share and work together to increase public awareness of what to do before, during and after an emergency.

Initiatives in Emergency Public Information

The federal and provincial governments have been working together to raise the awareness among emergency planners of the need to consider emergency public information plans as an integral part of

operational plans to meet emergencies. Among the more concrete initiatives have been:

Two symposia held at the Canadian Emergency Preparedness College to which media, emergency planners and public information officers were invited; these were excellent and need to be replicated at the regional/provincial level.

All applicable courses at the College were upgraded to include modules that stress the importance of working with the media, not dealing with them. These courses emphasize that the media are often the conduit for life-saving information despite the constraints under which media personnel work. At Arnprior the media's participation within the emergency response system is strongly encouraged, not only to reduce the scope for counter-productive conflict, but ultimately to improve public protection.

EPC, with input from New Brunswick Emergency Measures Organization, Alberta Public Safety Services, and Transport Canada, produced a guide to emergency public information planning that has been widely available to provinces and municipalities.

The Emergency Preparedness Digest, which serves the emergency preparedness community in Canada, ran a series of articles emphasizing the need for public information to be an integral part of operational planning, stressing that is it imperative to

emphasize the importance of public information in training responders at the municipal level, for that is where the action is focused.

EPC, with the help of a steering committee that included provincial representation, produced a concept for the co-ordination of public information. The provinces support this concept and see the advantage of developing a network of public information arrangements that could also be used in extremely serious localized emergencies (e.g. the projected 9-on-the-Richter-Scale earthquake in B.C.). In such instances the province could second federal information officers to work with them under their direction; in national emergencies they could also draw upon the physical resource of other provinces, making the response truly national.

To counter public apathy and encourage a climate of emergency preparedness, the federal government, with the cooperation of two provinces, recently launched pilot projects in selected Ontario and Alberta schools, using multi-media materials. The intention is to launch a national program by adapting tried and tested materials designed to supplement the provincial schools curricula.

Additionally, a broad spectrum of public information pamphlets and booklets have been produced recently by Emergency Preparedness Canada and the provincial emergency organizations. This information is reinforced or promoted by public service

announcements for radio and television on specific hazards and how to cope with them. As well, federal TV spots have been made available to the provincial emergency organizations; if they wish, they can replace the federal logo at the end with a provincial message and logo and distribute them to suit their own agenda.

Recommendations:

- (1) Recognizing that the Canadian emergency response system is based on the premise that the individual be prepared to meet emergencies, the emergency preparedness community must embark on a wide-spread public awareness program.
- (2) Specific initiatives toward creating an emergency preparedness culture must be undertaken through the public school system and in cooperation with the mass media.
- (3) Government has a responsibility to provide a standardized public warning and emergency broadcasting system.
- (4) The emergency preparedness community, if it is to achieve a uniform level of preparedness across Canada, must share resources and work together. Above all, political commitment is necessary to acknowledge openly and emphatically the importance of safeguarding the lives and property of Canadians when emergencies or disasters strike.

BRIEFING NOTE

**FEDERAL/PROVINCIAL/TERRITORIAL CONFERENCE
OF MINISTERS RESPONSIBLE FOR
EMERGENCY PREPAREDNESS**

Agenda Item: 6

Topic:

Ministerial Meetings

Sponsor:

Alberta

Purpose/Decision Required:

Whether to establish a Council of Ministers Responsible for Emergency Preparedness.

Background

Alberta will table a paper (see below) in which they propose that a Council of Ministers Responsible for Emergency Preparedness be established to encourage a more frequent and freer exchange of views between the federal and provincial governments on major issues bearing on cooperation in the field of emergency preparedness. The Council would meet annually and would operate on the basis of a rotating chair and secretariat.

Alberta has been the main proponent in recent years of the establishment of a more structured and regular forum of Ministers responsible for emergency preparedness. We understand that there is consensus among provincial officials that Ministers should meet more frequently; however, we are not aware of a strong body of support among provincial officials generally, or their Ministers, for the idea of a Council.

The proposal for regular consultation between Ministers on emergency preparedness matters is one which we would support in principle as an important aspect of effective federal-provincial relations in this area. As a practical consideration, however, we are not convinced, on the basis of the current agenda of federal-provincial issues, of the need at this time for a more structured approach or for a commitment to annual meetings of Ministers. Instead, we would favour continuing, for now, the current practice of convening meetings when required on the advice of officials. We might, however, recommend that the matter be further examined and re-considered at the next annual meeting of senior officials.

DISCUSSION PAPER

FUTURE MINISTERIAL MEETINGS

Prepared by: Alberta

MEETING OF MINISTERS

EXECUTIVE SUMMARY

Emergency preparedness has not enjoyed a high profile with all orders of government. It is not often treated as a priority item as disasters do not happen every day to capture and hold public attention. However, deaths from disasters in Canada are increasing, major disasters worldwide are on the increase, and public concern is increasing.

Ministers responsible for emergency measures organizations have met infrequently and irregularly in the past. The format has been a federal-provincial conference, at the call of the Federal Minister, focused on a specific issue. There has been little opportunity among Ministers for a wide-ranging exchange of views.

Canada has an excellent emergency preparedness process in place federally, provincially and territorially. However, a wide variety of issues face governments. More frequent meetings of Ministers responsible would prove invaluable to promote an exchange of information, experiences and opinions, raising the level of awareness across Canada, improving understanding of common issues and giving policy direction and guidance to improve emergency preparedness in Canada.

Other departments and agencies of government have developed Councils of Ministers to facilitate the process. They operate with varying degrees of formality from the very structured with a full time secretariat to the less formal with a rotating chairpersonship and no formal secretariat. Alberta proposes that a more frequent face to face exchange among Ministers should occur annually in a less formal environment.

The attached paper summarizes the options as:

- A. Status Quo: is the least expensive and maintains a low profile. However it does not encourage direct, collective Ministerial involvement, does not facilitate a national policy awareness and does not foster public awareness or support between disasters.
- B. Council of Ministers with a formal structure and a full time secretariat: Ministers would be committed to meet regularly and it would have dedicated support facilities, however it would be cumbersome, highly structured and expensive.
- C. Council of Ministers with an informal structure, rotating chair and secretariat: Would encourage a more frequent and freer exchange of views. Some costs would be involved for the host government but expense and workload would be better shared. Some provinces may find it difficult to provide translation services.

Recommendation:

A Council of Ministers be struck to meet annually. The structure should be informal with the chair and the secretariat rotating among members. It would be supported by an advisory committee of senior officials reporting to the Ministers responsible and the provincial coordinators for emergency measures. The Council is to provide a forum for the enhancement of cooperative emergency preparedness and response through the exchange of information, consultation and consensus on policy directions.

MEETING OF MINISTERS

Background:

Ministers responsible for Emergency Measures, Civil Protection or Public Safety have met in the past as a federal-provincial conference at the call of the federal minister. These meetings have been infrequent and irregular, the last one being in February of 1986, and tend to be focussed on a specific issue or problem.

Emergency preparedness does not receive high profile attention at all orders of government, yet we are faced with emergencies every day which lends urgency to the process. It is clear, from surveys and other sources that public concern is increasing. Between 1925 and 1949 there were 420 deaths in Canada from major disasters. Between 1949 and 1974 this increased to 684 and since 1975 it has increased again to more than 728. Recent major natural disasters include the Barrie tornado of 1986, the North Central Alberta flooding of 1986, the Edmonton tornado of 1987, and internationally, the Mexican earthquake of 1986, the Armenian earthquake of 1988, and the Caribbean-Mexican hurricane of 1988. Major industrial accidents include the Union Carbide methyl isocyanate release, Bhopal, India, 1984, the nuclear reactor meltdown at Chernobyl, USSR, 1987 and the fire involving PCB's at St. Basile le Grande, Quebec, 1988, and the Exxon oil spill at Valdez, Alaska 1989.

The impact of Bhopal is still being felt in India and throughout industry. People are still suffering and dying from the after effects, and although Union Carbide has reached a settlement with the Indian Government it has not nor will it likely satisfy its critics or many of the affected population.

Canada has an excellent emergency preparedness process in place both in the federal government and with provincial/territorial governments. The agenda of this meeting of ministers indicates the wide variety of issues currently facing governments in this field. This paper makes a proposal for more frequent meetings of ministers, responsible for the emergency preparedness process, with a view to facilitating the exchange of opinion and information, raising the level of understanding about concerns and specific issues and obtaining policy directions and guidelines to promote better emergency preparedness in Canada. The opinion of Ministers was sought in spring 1988. Generally all provincial/territorial ministers were favourably disposed to more frequent meetings provided that there were substantive items for discussions and consultation.

Other Councils of Ministers:

We are aware of ten existing Councils of Ministers. Three of these:

- the Canadian Council of Resource and Environment Ministers (CCREM),
- the Council of Ministers of Education Canada (CMEC), and
- the Council of Science and Technology Ministers (CSTM)

have formal constitutions. CCREM and CMEC have rotating chairmanship with permanent, full time staff and CSTM uses support services provided by the federal government. The other seven are less formal in structure. They are:

- the Council of Ministers for Telecommunications (CMT),
- the Canadian Council of Forest Ministers (CCFM),
- the Canadian Council of Motor Transport Ministers (CCMTM),
- the Ministers responsible for Internal Trade (MIT),
- the Council of Labour Ministers (CLM),
- the Continuing Committee of Officials of Finance (CCOF), and
- the Council of Provincial Energy Ministers (CPEM).

The chair either rotates among the provinces and the federal government or is co-chaired by the federal government and a province by rotation except for the CCOF which is chaired by the Federal Finance Minister.

Four do not have a secretariat, the CCFM secretariat rotates like the chair, the CCOF has an independent secretariat and the CFEM is administered through the Interprovincial Advisory Council on Energy (IPACE). All of these councils are formed to share information, exchange views, consult and to foster intergovernmental cooperation. They are useful in formulating strategies and suggesting policy directions.

Proposal:

Alberta would like to see a more frequent exchange among ministers, preferably on an annual basis, in a less structured environment than a formal federal/provincial conference. Three options are presented for consideration.

Options:

A. Maintain the status quo.

- Advantages: little expense
- Disadvantages:
 - low profile, no direct collective ministerial involvement.
 - difficult to reach national policy consensus.
 - inappropriate response to growing public concerns.
 - little public awareness or support.
 - direct contact is infrequent, little continuity

B. Council of Ministers with formal structure rotating chairperson and full secretariat.

- Advantages: Ministers are committed to meet regularly.
Support facilities are in place and dedicated.
- Disadvantages: cumbersome - highly structured - expensive

C. Council of Ministers with an informal structure, rotating chairperson and secretarial functions provided by the chairing agency.

- Advantages:
 - the workload is shared. Each member provides secretarial support once every 11 years.
 - Freer exchange of views.
 - Ministers meet regularly and remain current on issues.
- Disadvantages:
 - some provinces may not be able to provide translation services.
 - some additional costs.

Recommendation:

It is recommended that Option C be adopted and the Council meet annually. The chairmanship should rotate among federal and provincial governments and alternate between east and west to equalize transportation costs. The host government would shoulder the secretarial burden assisted by the previous host and the federal government. The process of rotation will be established two years in advance, with the understanding that should the next host be forced to withdraw its invitation, the following host will be prepared to undertake the responsibility with the expectation that the declining government will host a future Council meeting.

Canadian Council of Ministers for Emergency Preparedness

Structure

It is recommended that the Council be composed of Ministers of federal, provincial and territorial agencies responsible for emergency preparedness. The Council should be supported by an Advisory Committee made up of the senior officials reporting to the Minister responsible and the provincial coordinators for emergency measures such as exists now. It should accommodate observers from intergovernmental affairs agencies and others as appropriate.

Purpose: To provide a forum for the enhancement of cooperative emergency preparedness and response through the exchange of information and consultation.

Duties: Recognizing the autonomy of each ministry, the Council shall serve its members in areas of:

- information sharing
- joint consultation and action in areas of mutual interest
- identification of national priorities, principles and guidance in cooperative preparedness activities
- stimulation of public and government awareness
- coordination of regulations

Discussions of the council should not be binding.

Advisory Committee

- advise the Council on the most effective policies to enhance the protection of the public and property
- advise the Council on hazard and risk trends, public awareness and status of preparedness and response
- recommend priorities, principles and general arrangements to enhance preparedness and response
- bring forward for consideration, issues of special focus for studies, analysis, resource allocation or formulation of policy
- prepare the agenda
- make recommendations for action regarding matters to be presented to the Council

Chairmanship:

- Rotates among members, alternate east and west to balance costs.
- Secretarial functions provided by the chair.

Resources:

- Applies to both the Council and the Advisory Committee.
- Host province will pay for costs for meeting arrangements.
- Agenda and preparation of papers will be the responsibility of the proposers.
- Secretarial support by host province.

Meetings:

- annual
- one working day
- venue to be chosen by the hosting chairperson
- Advisory Committee will meet annually at least sixty days before Council meetings or at the request of three members or of the chairperson.

Language Duality

- Translation services to be provided by Canada.

