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A Summary of Federal Emergency Preparedness in Canada

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~~Main. VF:
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A SUMMARY OF FEDERAL EMERGENCY PREPAREDNESS IN CANADA

1.0 INTRODUCTION: Emergency preparedness and response in Canada are shared responsibilities of individuals, corporations and governments. The division of responsibility amongst these shareholders is established in a wide range of legislation, regulations and by-laws, as well as custom and practice. The division of responsibility between governments is founded on the *Constitution Act of Canada*. This *Act*, amongst other things, defines the areas in which federal and provincial governments can enact legislation. Existing federal legislation and cabinet decisions define the regulatory, organizational, and procedural framework within which federal preparedness and response is conducted. This paper will restrict itself to an examination of that federal framework.

2.0 OBJECTIVE: To familiarize the reader with the primary elements of the federal framework for emergency preparedness and response including some of the details of federal legislation.

3.0 THE CANADIAN CONTEXT

3.1 The manner in which emergency preparedness is conducted and organized in a country is dictated by its geography, demography, social systems and institutions, political system and foreign policy. The following contextual framework is provided to set the stage for the examination of Canadian federal emergency preparedness framework.

3.2 Canada is a vast land mass. After Russia, it is the second largest country on earth. The northern-most point on Ellesmere Island is only 768 kilometres from the North Pole. Its southern-most point on Lake Erie shares roughly the same latitude as Rome and the French Riviera. Between these points are over 4,600 kilometres of mostly wilderness and wildlife. The greatest east-west distance stretches over 5,500 kilometres from Cape Spear in Newfoundland to the Yukon/Alaska boundary and extends across 4 1/2 time zones.

3.3 With shores on three oceans, the Pacific, Atlantic and Arctic, Canada has the world's longest coastline of almost 244,000 kilometres. That coastline, and the border with the United States encompass 10 million square kilometres of sovereign territory comprising virtually every geological and ecological feature found on earth: there are rain forests, mountains, deserts, arctic tundra and the greatest accumulation of fresh water in the world.

3.4 Canadians have learned to deal with climatic extremes. The climate varies considerably

from region to region. In the extreme north the temperature rises above 0 degrees Celsius for only a few months a year. Most Canadians, however, live within 300 kilometres of the southern border where mild springs, warm summers and crisp autumns prevail for about 8 months of the year.

3.5 Living within this huge landmass are roughly 29 million people, a relatively small population that makes Canada one of the least densely populated countries in the world. Almost 75% of the population lives in urban areas and their outlying suburbs. Although Canada has two official languages, French and English, the population is made up of a wide diversity of ethnic backgrounds. Traditionally, the bulk of immigrants have come from Europe, however, in recent years, the number of immigrants from Asia and Africa has grown dramatically. There are, in addition, over 1 million aboriginal people, Indians and Inuit, living in Canada.

3.6 As a vestige of our past ties with Great Britain, Canada is a Constitutional Monarchy and our Parliamentary system of government is modelled on that of the United Kingdom. The powers of the Crown (represented by a Governor General) are vested in three branches of government; an Executive, a Legislature and a Judiciary.

3.7 The Executive is the Cabinet, appointed and led by the Prime Minister. The Executive (or Government) proposes legislation, presents budgets, and implements laws. Staff support to the Executive is provided by the Public Service divided into functional departments and agencies. The Legislative arm of government (or Parliament) is made up of the elected House of Commons and the appointed Senate. Its role is to pass laws and to vote on proposals for taxes and other forms of revenue and expenditure. It also holds the Government (Executive) to account, and can precipitate an election through votes of non-confidence. Finally, the Judiciary, represented at the highest level by the Supreme Court, interprets the laws enacted by Parliament and determines their constitutionality.

3.8 More important than its ties to the monarchy, however, is the fact that Canada is both a unitary state and a confederation of provinces. Our Constitution allocates significant powers to these provinces, exclusive of federal jurisdiction. Within Canada there are three levels of government: federal, provincial and local. The federal government has jurisdiction in such areas as defence, foreign affairs, criminal law, money and banking, international trade, air, marine and rail transportation, citizenship, and native affairs. The provincial governments are responsible for such matters as education, health and welfare, civil law, highways, natural resources and local government. There is a shared jurisdiction in other areas, including environmental protection, agriculture and telecommunications. It is within the jurisdiction of the provincial governments that most emergencies occur.

3.9 Local governments are creations of provincial authority and have no constitutional basis. They vary widely across Canada in size and budgetary capability but normally provide such services as police, fire, public transportation, urban roadways, local public works, sanitation, snow removal, health & welfare administration and recreation. They may also supply electricity and gas. There are about 5,000 municipalities in Canada: 120 cities, about 800 towns, over 1,000 villages and roughly 3,000 rural municipalities.

3.10 Local government raises taxes on the basis of property assessment, whereas, the federal and provincial governments levy taxes mainly on the basis of corporate and personal income and on consumer expenditures (sales taxes).

3.11 The great diversity of Canadian geography, environment and economic activity contribute to a wide variety of potential hazards that must be considered within the emergency spectrum. In fact, Emergency Preparedness Canada has identified about 60 types of emergencies that might affect Canadians. They range from severe storms to floods, earthquakes, transportation accidents, industrial accidents, all the way to nuclear war.

3.12 Whereas this paper focuses on our federal emergency framework, the reader should be aware that each of the provinces and territories have their own emergency legislation that comprehensively deals with emergency management issues within their boundaries. This includes the stipulation of local government responsibilities as well as those of the provincial government and its various Ministries. They vary somewhat from province to province, with some such as that in Alberta, Quebec and British Columbia being quite mandatory in nature (eg. all towns and municipalities must, by law, have an emergency plan and exercise it on a regular basis), to others such as that of Ontario that offer guidance (towns and municipalities are encouraged to have an emergency plan).

3.13 Prior to the passage in 1988 of new, comprehensive emergency legislation, Canada did not have such legislation at the federal level. There were a number of federal laws in place that included provisions for emergency response to particular circumstances, such as oil shortages and spills of hazardous materials. The only general instrument of emergency empowerment available to the federal government, however, was a piece of legislation called the *War Measures Act*. As its name implies, this legislation was designed for a wartime contingency and gave the government virtually unrestricted powers to manage the resources of the nation, both human and material, and to take whatever action it thought necessary to control the situation. Those powers and the implications of an extension of such powers in the hands of an unrestrained government raised strong fears in the minds of many Canadians

concerned with the preservation of civil liberties. Provincial governments were also concerned about potential federal intrusions into provincial areas of jurisdiction. A lengthy debate ensued that finally led to the passage of new, comprehensive emergency legislation in 1988.

3.14 The new legislation is contained in two *Acts*. The first, *The Emergency Preparedness Act*, is enabling legislation that establishes emergency preparedness as a function of government. The second, *The Emergencies Act*, is contingency legislation designed for invocation in the event of a national emergency and to prescribe the constraints and emergency powers available to government.

4.0 THE PRINCIPLES OF EMERGENCY PREPAREDNESS IN CANADA

4.1 Emergency preparedness and response in Canada are based on the following four basic principles:¹

- . Lowest level competent to respond
- . All-hazards approach to planning
- . Emergency plans & arrangements based on existing organizational structures and procedures
- . Centralized direction and coordination
 - decentralized implementation and response.

4.2 First, each and every Canadian is charged with their own personal emergency preparedness. As a crisis expands beyond individual capability the responsibility devolves, as appropriate to the situation, on local (municipal) governments, the provincial jurisdictions or, and usually only in the direst circumstances, on the federal government.

4.3 Second, through the so-called "all hazards" approach to emergency preparedness we strive to optimize planning and response resources by basing our planning effort on the effects of disasters, rather than the causes. This enables us, where possible, to develop generic plans that have applicability in more than one circumstance.

4.4 Third, our planning is developed on a building-block approach whereby emergency plans and arrangements are built, to the extent possible, in a graduated fashion upon existing plans, organizations and arrangements, thereby creating as little change as possible in time of emergency.

¹ These principles are enunciated in "A Federal Policy for Emergencies", rev 1995

4.5 Finally, through Emergency Preparedness Canada and its Provincial Emergency Measures counterparts, elements of centralized coordination are provided to the sectoral expertise resident in Departments and Ministries that facilitates planning and response for emergencies that are multi-dimensional in nature.

5.0 FEDERAL EMERGENCY PREPAREDNESS LEGAL AND POLICY FRAMEWORK

5.1 General: The federal process of preparedness and response results from legislation and Cabinet decisions that create a framework. This framework consists of:

5.1.1 The *Constitution Act* that defines the area of federal and provincial authority, and for the most part determines where leadership is vested between governments for emergency preparedness. This division of powers stems from the *British North America Act* of 1867.

5.1.2 **Legislated mandates and standing arrangements** of federal departments are the primary basis for federal participation in emergency preparedness and response either as the leading authority or in support of some other government or department.

5.1.3 A **Federal Policy for Emergencies** was established by Cabinet Decision in October 1980 and updated in 1995. It sets out the objective of government wide activities related to emergency preparedness, enunciates the basic principles upon which emergency preparedness in Canada is based, elaborates on individual federal Ministerial responsibilities for emergency preparedness and identifies lead Ministers for the development of plans for specified emergencies.

5.1.4 The *Emergency Preparedness Act* is a major element of the federal framework. This *Act*, in addition to defining the responsibilities of the Minister Responsible for Emergency Preparedness, charges every Minister of the Crown with a responsibility to make plans for events that may fall under his/her mandate as well as to make plans to provide services and expertise in assistance to other governments and federal departments. This *Act* is enabling legislation and an administrative instrument.

5.1.5 The *Emergencies Act* is a multi-part statute that carefully describes four types

of national emergencies and appropriate exceptional powers that **may** be authorized subject to democratic safeguards, for limited periods, where all other legislation is found to be inadequate to meet the demand for federal government action in a **national emergency**.

5.2 Government/Departmental Emergency Books: The purpose of the Government Emergency Book (GEB) is to provide a conceptual framework to guide and coordinate the planning and response of the Government of Canada in relation to emergencies, and to provide operational guidance for those emergencies that may require federal Cabinet involvement.

5.2.1 The GEB is a reference document available for use in the formulation of advice to senior officials and Ministers. It identifies actions that would need to be considered for implementation in response to a developing or existing emergency, either domestic or international. The document is also intended to be used as the foundation for the preparation of related and more sector-detailed Departmental Emergency Books.

5.2.2 The GEB is a key document in the framework for federal emergency preparedness and response in Canada, providing the link between federal emergency legislation and policy and the development and implementation of specific plans and arrangements. EPC maintains the GEB on behalf of the federal government.

5.3 The National Support Planning Framework: This document provides a generic emergency management structure and concept of operations for the coordination of federal and national support during emergencies of significant impact or complexity which may not be otherwise covered under other existing emergency plans or arrangements. The Framework is maintained by EPC with inputs from all federal departments.

5.4 Federal/Provincial/Territorial Cooperation: It is well understood that emergency preparedness in Canada can be promoted most effectively through cooperation between the various levels of government. In recognition of the fundamental necessity of such cooperative effort, Memoranda of Understanding on emergency planning have been concluded between the federal government and most of the provincial and territorial governments, to define the modalities of that cooperation. At present, an MOU has not been concluded between the federal government and either Alberta or Quebec.

6.0 EMERGENCY PREPAREDNESS ACT

6.1 The *Emergency Preparedness Act* is an administrative statute that gives direction to federal agencies relative to their responsibilities to **prepare** for emergencies, and *inter alia* sets out the responsibilities of the Minister Responsible for Emergency Preparedness (MREP). Those responsibilities, as fulfilled by Emergency Preparedness Canada on behalf of the MREP, are as follows:

- . Advance civil preparedness
- . Develop policies & programs
- . Encourage and support provincial and local preparedness
- . Provide education & training
- . Enhance public awareness
- . Analyse & evaluate risks and conduct preparedness research
- . Coordinate and support development and testing of civil emergency plans by government institutions
- . Develop arrangements for the continuity of constitutional government
- . Monitor and report on civil emergencies
- . Support plans implementation and federal assistance

6.2 Also under this *Act* the mandate of the Minister Responsible for Emergency Preparedness is supported by the requirement that **every federal Minister** must:

- . develop plans for contingencies that are within or are related to his/her area of accountability;
- . conduct training and exercises to develop the plans; and,
- . implement the plans within areas of accountability or when requested in support of others.

6.3 The *Act* does **not** provide any means to obtain extraordinary powers.

7.0 EMERGENCIES ACT

7.1 This *Act* was also passed in 1988 and replaced the *War Measures Act*. It provides the means whereby a **national emergency** may be declared; provides for extraordinary regulations and orders that may be authorized to deal with it; specifies the consultation that must occur with provincial authorities; lists the safeguards and constraints on Government actions in

declaring and acting in a national emergency; and, details the provisions for compensating persons or organizations that suffer loss as a result of invocation of the *Act*.

7.2 The *Act* authorizes the taking of "special temporary measures to ensure safety and security during national emergencies". A **national emergency** is defined in the *Act* as:

"an urgent and critical situation of a temporary nature that:

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

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

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

7.3 The *Act* specifies four carefully circumscribed types of national emergencies, as follows:

Public Welfare Emergencies: including severe natural disasters or major accidents affecting public welfare, that are beyond the capacity or authority of a province to manage;

Public Order Emergencies: which constitute threats to the security of Canada, again beyond provincial authority or capacity;

International Emergencies: acts that threaten Canada's sovereignty, security or territorial integrity, or those of its allies; and,

War Emergencies: real or imminent armed conflict against Canada or its allies.

7.4 For each type of emergency, the *Act* sets out the definitional criteria that must be met to be considered a "national emergency", the essential steps and requirements for a declaration to be made, the length of time the declaration may stand, the purposes for which special orders and regulations may be made and restrictions on the contents thereof, and the consultation that must occur with respect to the declaration, expiry or revocation of the declaration.

7.5 The *Act* respects the jurisdictional prerogatives of provincial authorities, including their leadership roles in response to public welfare and public order emergencies.

7.6 Responding to international and war emergencies, however, involves core federal responsibilities and functions such as national security, foreign relations and defence. The response to these will be coordinated and directed by a federal emergency management organization likely centred on the Prime Minister's Office and the Privy Council Office.

7.7 The *Act* offers full protection for the fundamental rights and freedoms of Canadians during national emergencies, guarantees parliamentary oversight, and provides provision for compensation for individuals or organizations that suffer as a result of invocation of the *Act*.

8.0 THE SPECTRUM OF EMERGENCIES

8.1 General: Emergencies comprise a spectrum of incidents progressing from the small to the large, the slightly consequential to the catastrophic. They also progress from localized to multi-jurisdictional involvement. There are, however, few thresholds within that spectrum that can be identified or predicted, other than (i) jurisdictional primacy and (ii) the need for extraordinary empowerment.

8.2 Provincial Emergencies: The *Emergency Preparedness Act*, which specifies federal responsibilities for emergency preparedness and response, defines the term "provincial emergency" as "... *an emergency occurring in a province if the province or a local authority in the province has the primary responsibility for dealing with the emergency*". Such emergencies tend to be events affecting only a single province and can usually be dealt with by the application of municipal and/or provincial resources, (fire, police, health and social services, etc). Provinces may, however, request federal assistance as circumstances warrant to supplement their own response capabilities.

8.2.1 The Federal Government must be prepared to respond in emergencies under provincial/territorial jurisdiction and management when:

- a. a province or territory requests federal support to deal with an emergency that exceeds all or part of its response capabilities;
- b. an emergency directly involves federal property, employees, statutory authority or responsibilities; or
- c. aspects of the national interest are affected by the emergency.

8.2.2 The normal means of federal-provincial consultation will be between the designated lead organizations and between the departments and agencies most directly involved at either level. Individual organizations are responsible for identifying points of intergovernmental contact in advance in their plans and alerting procedures.

8.3 Federal Emergencies: Emergencies are not "provincial" in nature when they occur outside a province (e.g., in Canadian territorial waters or in other countries) or if they impact primarily on areas of federal jurisdiction (eg. federal property, clientele, entrusted natural resources and statutory or regulatory authority). Overall responsibility for managing such situations belongs to the appropriate federal authorities. The definition of a provincial emergency is also exceeded by emergencies which affect more than one province at a time. While there is no comparable definition for these non-provincial emergencies in the *Emergency Preparedness Act*, they may conveniently be described as "federal emergencies".

8.3.1 Response strategies should take into account that federal emergencies may still require a significant measure of cooperation and support from provincial and local governments as well as non-government organizations as the response agents will frequently be provided from local government resources.

8.3.2 It must be emphasized that the categorization of the types of emergency described above is based upon jurisdictional responsibility and not upon the relative severity of the emergency.

8.4 National Emergencies: At the highest extreme of the emergency spectrum will be situations so severe as to necessitate measures which exceed both provincial competencies and the normal authorities of the federal government. These are referred to as "national emergencies", and normally involve the concerted and closely coordinated efforts of all levels of government as well as the private sector.

8.4.1 The *Emergencies Act* stipulates the conditions under which the federal government might intervene in "national emergencies", by temporarily assuming and exercising appropriate exceptional powers in consultation with provincial governments and with the consent of Parliament. In practice, the occurrence of emergencies of such consequence as to require the invocation of the *Emergencies Act* will be rare. Declaration of a national public welfare or public order emergency would not abrogate normal provincial authority and responsibility to exercise the lead role in responding to the emergency.

8.4.2 For national emergencies, intergovernmental consultation on response actions

should take place at the Governor-in-Council (i.e., Ministerial) level, pursuant to the provisions of the *Emergencies Act*. Ministerial points of contact for this purpose are designated by the provinces and maintained in list form by Emergency Preparedness Canada (EPC). Federally, the Governor-in-Council will be represented for the purposes of consultation by the Minister Responsible for Emergency Preparedness or by a Minister designated by the Prime Minister or Governor-in-Council to act as the lead Minister.

8.4.3 Even in the event of an international or war emergency, the Federal Government will, in accordance with the *Emergencies Act* and to the extent possible, consult with the provinces and territories and seek their support and cooperation, particularly when it appears that mounting an effective national emergency response would significantly engage provincial/territorial authority, responsibilities and resources.

8.4.4 By definition, the primary response to a War Emergency will focus on the employment of the Canadian Forces and rational utilization of other national civil resources. An International Emergency may require the same focus.

8.4.5 More specifically, planning to meet these two types of national emergency will be designed to achieve a state of national preparedness adequate to:

- a. bring about, through political, economic or military means, the easing of tensions, resolution of conflict or cessation of aggressive activities;
- b. deploy, support and maintain the Canadian Forces operating in the defence of Canada and Canadian interests;
- c. meet civil commitments to the North Atlantic Treaty Organization including those related to North American defence;
- d. meet the additional burdens that such an international or war emergency, including the support of allies, could place upon Canadian social, political and economic structures; and,
- e. mitigate the effects of hostilities on the domestic Canadian population, essential industries and services as well as on Canadian interests and citizens abroad.

9.0 ORGANIZATIONAL FRAMEWORK

9.1 The organizational structure of the federal framework for emergency preparedness and response consists of three primary groups.

9.1.1 The Office of the Privy Council (Responsible for supporting the Prime Minister and Cabinet and for overseeing the machinery of federal government) assists in coordinating any new policy or legislation to Cabinet. It keeps the Prime Minister informed as to emergency preparedness matters and responses to particular emergencies, and ensures that the Prime Minister's personal leadership, when warranted, is effectively coordinated with the response efforts of the lead department. Should it ever be appropriate to identify or designate a lead agency other than that identified in a Federal Policy for Emergencies, the PCO will be responsible for so doing.

9.1.2 Federal Departments and Agencies including their regional and field offices have standing arrangements in place to meet their departmental mandates (e.g. Fisheries & Oceans for marine emergencies and Heritage Canada for rescue in national parks), and make plans for response in accordance with the *Emergency Preparedness Act*. Many federal departments have dedicated resources for emergency preparedness planning at the national offices. A few have dedicated resources at the regional level.²

9.1.3 Emergency Preparedness Canada's responsibilities derive from those assigned to the Minister Responsible for Emergency Preparedness in the *Emergency Preparedness Act* as well as in cabinet decisions related to crisis management.

9.1.4 Emergency Preparedness Canada is that element of the Public Service providing direct support to the Minister Responsible for Emergency Preparedness. It is a small organization of approximately 80 persons within the Department of National Defence reporting to the Deputy Chief of the Defence Staff. With the passage of the new legislation in 1988 and until 1992, EPC was a separate Branch of the Public Service. The Federal Budget of 1992 acknowledged the importance of the functions of EPC, but, in the interests of administrative efficiencies, rolled EPC into DND.

9.1.5 In addition to its mandate for coordination of preparedness and response, EPC has the primary federal responsibility to advance the state of emergency preparedness in Canada in cooperation with provinces and to provide financial programs for the attainment of a reasonably uniform standard of national preparedness and alleviating costs of post disaster recovery. EPC chairs a number of committees in Ottawa related to planning coordination, exercises, and international arrangements.

9.1.6 EPC maintains small regional offices in the provincial capitals as focal points for the development of cooperative and compatible crisis management procedures in concert with their federal and provincial colleagues, as well as with federal and state

² Details of Departmental emergency planning responsibilities may be found in EPC Publication, "*Departmental Planning Responsibilities for Emergency Preparedness.*"

authorities in adjacent parts of the United States.

9.2 For the most part, the operational aspects of preparedness and response by Emergency Preparedness Canada and the other government departments and agencies are carried out by the decentralized program delivery/operational units of the departments located in the regions and local areas.

9.3 Coordination of the emergency preparedness program at the national level is achieved through a network of interdepartmental committees. At the highest level the **Emergency Preparedness Advisory Committee (EPAC)** provides program policy guidance and direction. It is an Assistant Deputy Minister-level committee chaired by the Deputy Chief of the Defence Staff. Reporting to EPAC are the **Interdepartmental Coordinating Committee (ICC)**, a Director-level committee chaired by the EPC Executive Director. It's mandate is to develop the policy and guidance provided by EPAC into a working program. Also reporting to EPAC is the **Interdepartmental Exercise Coordinating Committee (IECC)** chaired by EPC, and as its title implies, is charged with the development and conduct of an inter-sectoral exercise program that supports the overall emergency preparedness program.

9.4 In addition to these multi-sectoral committees, there are a number of sector-specific committees chaired by the lead departments. They include industrial production, human resources, strategic minerals, vital points and transportation resources.

9.5 In time of a real or imminent emergency in which the resources of the nation would require central coordination, the federal government, under the leadership of the designated lead Minister, would establish a National Support Centre (NSC) ³ to manage the federal participation in a major emergency. Depending on the nature of the emergency, the NSC will comprise all, or some of the following components:

- a. Executive Group (based on the EPAC membership, but chaired by the Deputy Minister from the lead department)
- b. Coordination and Operations Group (based on the ICC membership, chaired by the lead department)
- c. Technical Advisory Group (membership based on the specific technical expertise required by the emergency, chaired by the lead department)
- d. Public Affairs Group (chaired by the lead department)
- e. Financial and Administrative Support
- f. Legal
- g. Liaison Officers
- h. Telecommunications

³

For more details pertaining to the NSC organization, concept of operations, and standing operating procedures, refer to *The National Support Planning Framework*.

- i. Logistics Operations Management Cell (provided by DND/NDHQ/J4 Logistics)

10.0 CONCEPT OF FEDERAL EMERGENCY MANAGEMENT ⁴

10.1 Federal response to emergencies may take a number of different forms depending on the jurisdiction having responsibility, the scope of the threat/damage, and the degree of federal involvement in events under provincial jurisdiction.

10.2 In many of the most common hazards or events individual federal agencies respond within their own mandate using standing procedures. Such forms of response are based on well established practices and procedures. Examples include, Canadian Coast Guard response to marine emergencies, Canada Employment Centres' assistance to local authorities in recruiting and registering volunteers, Environment Canada-Atmospheric & Environmental Service weather advisories, Canadian Forces assistance to civil authorities, etc.

10.3 In larger events within **federal jurisdiction**, that involve a number of federal/provincial agencies, response may be under the coordination of a **designated lead department**. ⁵ An example of such an event would be an outbreak of a foreign animal disease in Canada requiring a major response for control and eradication in which Agriculture Canada has the legislated mandate. In such cases, the lead department manages the operation with the support of other federal agencies and perhaps some provincial or local support. EPC will assist the lead departments through use of regional or national emergency preparedness networks, and will continue to provide the federal interface with provincial emergency agencies. EPC or the lead department will provide the Minister Responsible for Emergency Preparedness and the Privy Council Office with information related to the developments of the situation and any need for Cabinet decision making should the events escalate.

10.4 Should an event occur within **federal jurisdiction** for which there is **no provisionally designated lead department**, EPC will coordinate the initial federal response. The Minister Responsible for Emergency Preparedness will advise the Prime Minister regarding the approach to be adopted for federal response and the process for crisis management. This will generally result in the designation of a lead department, which if it is not EPC, will immediately take over the management of federal response with the assistance of EPC. The designated department will activate national/regional operations centres at which supporting federal departments will be represented and assigned supporting tasks.

⁴ An overview of the federal emergency management concept is contained in the Government Emergency Book. A more detailed treatment may be found in the *National Support Planning Framework*.

⁵ Designated lead Ministers/Departments are contained in *A Federal Policy for Emergencies*, and reproduced in EPC Publication, *Departmental Planning Responsibilities for Emergency Preparedness*.

10.5 When an emergency **under provincial jurisdiction is mainly of local or regional concern**, and federal assistance requested is relatively uncomplicated, the Regional Director of EPC, while having no executive authority, normally serves as the prime contact between the federal and provincial governments, and will coordinate federal assistance. The most common events for this form of response are severe weather events, floods and forest fires.

10.6 When an emergency **under provincial jurisdiction is of national concern**, the Regional Director of EPC will provide the focus of expression of national concern to the province, and will provide visible evidence of readiness for a larger scale federal involvement should conditions warrant. In multi-agency response situations a team of appropriate federal agencies under the general guidance of the EPC Regional Director would generally be established with, or near to, the provincial operations centre to ensure coordinated intergovernmental support. Should conditions develop that require the formal designation of a lead agency for management of federal response, the Minister Responsible for Emergency Preparedness would advise the Prime Minister. For some events, predesignated federal agencies do exist, for example Health Canada for off-site response to nuclear or international nuclear accidents. A common operating practice in responding in support of emergencies under provincial jurisdiction is for a federal lead agency with representation from supporting departments to establish themselves as part of, or collocated with, the provincial operations centre.

11.0 JOINT PLANNING AND RESPONSE IN THE REGIONS

11.1 Each EPC regional office (coincident with provincial boundaries, except for the North West Territories and the Yukon Territory which are linked to EPC offices in Alberta and British Columbia respectively) has a number of processes and networks for developing and maintaining emergency arrangements amongst federal agencies and with provinces/territories.

11.2 Some of the more common arrangements include:

11.2.1 A consultative committee of regional federal agencies on emergency preparedness

11.2.2 Standing arrangements, including emergency preparedness linkages and arrangements between related federal and provincial program agencies. E.g. federal-provincial agricultural links, federal-provincial housing programs, joint environmental or transportation endeavours, administration of Transportation of Dangerous Goods activities, etc.

11.2.3 Specific bilateral assistance arrangements e.g. support to Indian Reserves, air and marine accidents and pollution incidents, Canadian Employment Centre support to local authorities, etc.

11.2.4 Interdepartmental or joint federal/provincial working groups or committees to

assist federal agencies fulfil their emergency preparedness responsibilities.

11.2.5 Regional response plans, contact networks and federal crisis management procedures that describe how actions will be coordinated and what types of support may be expected.

11.2.6 Special arrangements for unique requirements such as:

- . foreign animal disease outbreaks
- . critical plant pest disease outbreaks
- . access to special threat assessments
- . magnetic storm alerts
- . space object re-entry
- . disaster financial assistance
- . cross border consultation
- . casualty evacuation from remote areas
- . major pollution events in the Arctic
- . vital points listing
- . line load control for telecommunications
- . regional environmental emergency response
- . regional emergency telecommunications committees
- . flood damage reduction programs
- . Canada Employment Centre support to local authorities
- . search and rescue
- . dangerous goods transportation accidents
- . emergency medical resources and emergency social services
- . emergency importation of goods and human resources
- . Tsunami warnings
- . business resumption planning
- . continuity of constitutional government
- . nuclear generating station incidents

11.3 Federal agencies may initiate any preparedness arrangements they wish. Normally, when these arrangements involve provincial agencies, EPC arranges for appropriate provincial interfaces and often assists the federal department in applying intergovernmental practices and protocols for emergency preparedness and response. Some federal departments have dedicated staff for emergency planning at their national offices, a few have dedicated planning staff at the regional level. The regional resources are in essence, the line management of departments with a wide range of functional expertise.

12.0 FEDERAL ORGANIZATIONS IN THE "COMMUNITY"

12.1 There is a concept of public administration that identifies the "community" as an

amalgam of all indigenous organizations within a geographic area. This would include local authorities or autonomous units of local governments, boards of health, school boards, and industry. As well, there may be semi autonomous units of provincial and federal governments in the area that contribute to the overall character of the "community". Under this concept, an integrated approach is used to attune and coordinate everyone's activities and capabilities for the benefit of the entire "community". The following Table depicts some components of a typical "community":

The "Community"

Autonomous

Boards of Health
 School Boards
 Agriculture Boards
 Regional Planning Boards
 Municipal Government
 Airport Authorities

Federal

Weather Offices
 Employment Centres
 Food Inspection
 Health Protection
 CBC
 Airports
 Universities
 Immigration
 Harbours Boards
 Ports of Entry
 Prisons
 Supply Centres
 Reserve Forces

Provincial

Transport/Hwy Yards
 Attorney General
 Forestry
 Agriculture
 Labour
 Police
 Airports
 Social Services
 Jails
 Public Works Yards
 Research Centres
 Laboratories

In Situ

Chemical Plant
 Rail Yards
 Bulk Petroleum Plant
 Telephone Company
 Private Utilities
 Heavy Equipment Plant
 Trucking Firms
 Food Processors
 Mills
 Pipeline Operators
 Mines
 Volunteer Groups

12.2 The concept of the "community" is very real to regional offices of federal organizations. Offices of the Canada Employment Centres, Agriculture & Agri-Food Canada, Fisheries, Harbours Boards, Atmospheric & Environmental Services, Canadian Broadcasting

Corporation, etc provide essential services at the municipal/sub provincial level and are an integral element of the infrastructure, as well as members of the municipality. In many cases, these agencies and their employees are represented and active in formal and informal social and local groups. As integral members of the "community" in daily social and economic activities, the federal agencies are also stakeholders in emergencies that involve the "community". This involvement has a dual interest. First, as members of the "community" and second, as providers of special services or resources represented by their parent organization. Many federal offices are involved in local preparedness and response either as resource agencies or as leaders in functional areas.

12.3 Involvement in the emergency preparedness of the "community" is consistent with both federal policy and legislation, as well as simple common sense.

13.0 FEDERAL/PROVINCIAL COOPERATION ⁶

13.1 Provincial emergency planning is led by provincial emergency measures organizations which are, by and large, very similar to the federal model. As already mentioned, each province has its own emergency legislation. An important aspect of provincial responsibility is the encouragement and coordination of municipal emergency planning. Notwithstanding the similarities to the federal model, there are differences in size, mandate and operational accountability in each of the provincial/territorial emergency measures organizations. Those of size and mandate are driven by geography and legislation. Those of accountability are created by the diversity of Ministries assigned with the responsibility for emergency preparedness.

13.2 Through the EPC Regional Directors, close liaison is provided between the emergency preparedness communities of the federal and provincial governments. Through this medium, federal expertise and/or programs are provided in support of provincial preparedness and response programs.

13.2.1 An element of control and coordination over this activity is provided by the so-called "single window" concept. This requires that federal departments wishing to initiate emergency preparedness planning activities with their provincial counterparts do so through the offices of the respective Emergency Preparedness Canada Regional Director and the appropriate Provincial Emergency Measures Organization. This concept has been implicitly entrenched into the Memoranda of Understanding on emergency preparedness between EPC and most of the Provinces/Territories.

⁶ The broad parameters of Federal/Provincial/Territorial cooperation in the field of civil emergency preparedness are contained in Memoranda of Understanding (MOU) signed between EPC and all of the Provincial/Territorial Emergency Measures Offices, except Alberta and Quebec (see 5.4 above).

13.3 The federal government, and specifically EPC, assists the Provincial efforts in a number of ways. First there are three financial contribution mechanisms. The **Joint Emergency Preparedness Program (JEPP)**⁷ is a jointly-funded federal/provincial program, administered by EPC, that has been established to help raise the level of emergency preparedness nationwide. The federal government cost-shares projects with provincial governments (and through them, local governments) to do planning and training and to acquire emergency equipment.

13.4 The second area of financial support administered by EPC are the **Disaster Financial Assistance Arrangements (DFAA)**⁸ which provides federal financial assistance to provinces struck hard by disasters. These unforecasted expenditures are *ex gratia* payments and funded through Supplementary Estimates.

13.5 A small but very important element in the promotion of emergency preparedness across Canada is the protection of volunteer workers who become engaged in emergency response situations. While most citizens do not hesitate to lend whatever help they can when an emergency strikes, there is some hesitancy to come forward and volunteer for any formal and sustained involvement when personal protection is lacking. To overcome this obstacle to volunteer assistance, the federal and all of the twelve provincial/territorial governments have undertaken to extend **Workers Compensation** protection to volunteers engaged in emergency response. Such agreements, in one form or another, have been in effect since the 1960s. They provide for sharing the cost of compensation paid to registered emergency services workers who are injured or die performing their duties. The federal government reimburses 75% of payments made by the Provincial/Territorial Workers' Compensation Boards. The federal government is in the process of negotiating new agreements with each of the provinces and territories to replace the existing agreements. To date new agreements have been signed by ten of the twelve provincial/territorial jurisdictions, with Quebec and Ontario still to sign.

13.6 Through its very active public information directorate, EPC assists and cooperates with the provinces in the development of joint **public information plans**⁹ and the dissemination of emergency preparedness information to the general public.

13.7 The **Canadian Emergency Preparedness College** is located in Arnprior, Ontario, and administered by EPC. Over many years the College has conducted about 30 different courses a year in various aspects of emergency preparedness and response, providing training for

⁷ More details on JEPP may be found in EPC Publication 24/94, *Joint Emergency Preparedness Program*.

⁸ More details on DFAA may be found in EPC Publication 22/88, *Disaster Financial Assistance*.

⁹ See EPC Publication, *Emergency Public Information Planning - A Guide*

approximately 3000 officials each year.¹⁰ Most of these officials come from municipalities and over the years, emergency personnel from virtually every community in Canada have attended courses at Arnprior. A formal study conducted in 1990-91 clearly showed that it was necessary to train far more officials in emergency preparedness and response than would be possible at the College. In 1994-95 a process was begun by which provinces/territories would take over the majority of entry-level training, leaving the CEPC free to deliver more advanced training and "train-the-trainer" courses, as well as doing the course development and standards functions for the whole training system. This process, to be completed at the end of 1998-99, will result in a greatly increased capability in Canada to carry out training in all aspects of emergency preparedness and response - approaching the identified requirement of 30,000 annually - while reducing the cost to the federal government.

13.8 EPC assists the provinces in the development and conduct of their own **exercise and evaluation programs** and arranges for their participation in national exercises coordinated by EPC. These national exercises are best exemplified by the CANATEX series begun in 1990. CANATEX 2, the second in the series, was held in May of 1994 and was a joint Federal/Provincial test of the National Earthquake Support Plan, the British Columbia Earthquake Response Plan, and the Alberta Support Plan. CANATEX 3 is scheduled for April 1998 and will be a test and evaluation of the Federal Nuclear Emergency Plan (FNEP) and its interfaces with the plans and arrangements of the Province of Ontario. The exercise will also satisfy Canadian commitments to the international nuclear exercise community by subsuming the OECD-sponsored International Exercise (INEX 2), and the provisions of the CA/US Joint Radiological Emergency Response Plan, by including a cross-border dimension.

13.9 Finally, and perhaps most important, is the key role that EPC plays in ensuring an appropriate degree of federal/provincial cooperation in the development of **national emergency arrangements**¹¹ - the means by which the nation would respond to the whole spectrum of national emergencies.

13.10 Liaison between the Federal and Provincial governments is maintained by annual meetings both at the senior official level. This liaison paves the way for staff level cooperation and the detailed development of national emergency arrangements. It also provides a forum in which it is decided whether or not to recommend holding a meeting of Ministers responsible for emergency preparedness. Cooperation between the two orders of government has been formalized through the signature of individual Memoranda of Understanding with each province (except Alberta and Quebec) which detail the respective areas of responsibility.

¹⁰ EPC publishes a Training and Education Program each Fiscal Year.

¹¹ For more details on national emergency arrangements, see EPC 23/90, *Guidelines for National Emergency Arrangements*.

14.0 NATIONAL EMERGENCY ARRANGEMENTS ¹²

14.1 Emergency preparedness is an iterative process. Over time some plans, arrangements, operating procedures, etc will occur frequently enough to convince the appropriate custodian of the various legislations or policies to include the arrangement on a standing basis. There will nonetheless be a set of "high end" response measures unique to national emergencies. These include the development of supplementary concepts and mechanisms of resource management to meet very acute demands which may exceed the capacity of the normal voluntary and commercial supply systems. To be adequately prepared to implement these concepts quickly, and to assure a clear understanding of their scope, enabling contingency orders and regulations should be drafted and exercised in advance, pursuant to prescribed powers under the various Parts of the *Emergencies Act*. These legislation-dependent measures for exceptionally demanding emergencies are generally known as "national emergency arrangements".

14.2 Most federal departments have national emergency arrangement planning responsibilities, in either a primary or supporting capacity.¹³ Typically, these are in relation to the mobilization, management and direction of a specified sector of national resources, like transportation, construction or energy supply. Provincial governments and the private sector are invariably active in these sectors as producers or regulators of goods and services, and are consequently important partners in the development of the NEAs.

14.3 Conventional and therefore familiar mechanisms of intergovernmental cooperation and coordination and interaction with the private sector should be relied upon as much as possible. However, where such mechanisms can be foreseen to impose inordinate shortcomings or delays, consideration must be given to establishing temporarily-empowered, special-purpose bodies generically referred to as national emergency arrangements.

14.4 The basic principles and foundations on which the arrangements are to be developed are contained in EPC Publication 23/90, "Guidelines for National Emergency Arrangements". These arrangements correspond mainly to the functional areas shown in the following table:

Sectors Subject to National Emergency Arrangements

Agri-Food	Housing
Transport	Finance
Telecommunications	Human Resources

¹² Ibid

¹³ In addition to *Departmental Planning Responsibilities for Emergency Preparedness*, EPC has published, *Emergency Planning for Federal Departments - A Guide*.

Energy
Industry
Public Information

Construction
Health Services
Environment

14.5 In addition, a number of national plans and arrangements have been completed or are in an advanced state of development and they include the following (the lead department for development of the plan is shown in parentheses):

Emergency Arrangements

- . National Earthquake Support Plan (EPC)
- . National Counter-Terrorism Plan (Solicitor General)
- . Energy Supplies Allocation Board (Natural Resources Canada)
- . Federal Nuclear Emergency Plan (Health Canada)
- . National Marine Spills Contingency Plan (Canadian Coast Guard)
- . National Support Planning Framework (EPC)

15.0 FEDERAL RESPONSE RESOURCES

15.1 The federal government owns very few physical resources that can be applied to emergency response. Among those that do exist are approximately two hundred emergency (200 bed) hospitals and other medical supplies strategically located around the country and administered by Health Canada; the transportation resources of a number of federal departments including the Department of National Defence and the Canadian Coast Guard; limited engineering and maintenance resources from Public Works and Government Services Canada; the financial resources of the federal government and, last but not least, the resources of the Canadian Forces. In addition to these national resources, the federal government has the ability to access the resources of the international community.

15.2 By virtue of their flexibility and capabilities, the Canadian Forces represent the major federal response resource in the event of emergencies. In light of the fact that they are regarded as the "resource of last resort", when local, provincial and other resources are no longer capable of reacting to an emergency situation without resort to military assistance, the role of the Canadian Forces in emergency response deserves particular mention.

16.0 THE ROLE OF THE CANADIAN FORCES IN EMERGENCIES

16.1 General: Regardless of the type of aid or assistance provided (except Search and Rescue), the Canadian Forces (CF) always act in a supporting role to the civil authorities.

16.1.1 The Defence Policy Statement announced by the Minister on 17 September 1991 enunciated three priorities for defence. The first priority listed is "defence, sovereignty and civil responsibilities in Canada". A highlight of the policy reaffirms

the Canadian Forces' continued involvement in domestic roles such as Aid of the Civil Power and Assistance to Civil Authorities.

16.1.2 Under the new regional concept for restructuring of the Canadian Forces Land Forces, the Land Force Area Commander of each area will be responsible to train and administer the total force of regular and reserve land force soldiers within the geographic boundaries of that Area. The structure enhances the ability of the Canadian Forces to respond within existing authorities by a streamlining of the command and control arrangements associated with the troops available to provide assistance.

16.1.3 It is CF policy not to use the Militia (Reserve Army) in Aid of Civil Power or Armed Assistance roles.

16.2 Military Assistance Programs: The following is a summary of existing programs through which the Canadian Forces provides assistance to civil authorities.

16.3 Aid of the Civil Power (Part XI of the *National Defence Act*)

16.3.1 "Where a riot or disturbance occurs or is considered likely to occur" and, in the opinion of the attorney general of a province, the situation is beyond the powers of the civil authorities, the Canadian Forces may be **requisitioned**.

16.3.2 A requisition is sent directly from the Attorney General of the province to the Chief of Defence Staff (CDS). The CDS is then **obliged** to send such troops as he considers necessary to respond to the crisis.

16.3.3 Under a 1988 amendment to the *National Defence Act* provinces are no longer charged for expenses incurred for requisitioning the Canadian Forces.

16.4 Armed Assistance (No Statute - Falls under Solicitor General of Canada responsibility for law and order)

16.4.1 Any provincial authority, but preferably the Attorney/Solicitor General, may **request** the federal Solicitor General for armed assistance from the Canadian Forces. The Solicitor General will then transmit the request to the Minister for National Defence who will in turn instruct the Chief of the Defence Staff.

16.4.2 The difference between a request and a requisition is that the former may be refused, whereas the latter may not. In addition, payment for services rendered as a result of a request may be negotiated between federal and provincial authorities.

16.4.3 In 1996 Cabinet approved the Canadian Forces Assistance to Provincial Police

Force Directions (CFAPPPD) that established discrete types of military assistance to civilian law enforcement agencies as follows. The delegated approval authority in each case is indicated in parentheses:

- a. Class 1: (Minister of National Defence) CF assistance, in support of provincial or territorial law enforcement operations, where a disturbance of the peace is occurring or may occur, and where the support is in the form of CF personnel and/or operational equipment.
- b. Class 2: (Operational Commanders) CF assistance, in support of provincial or territorial law enforcement operations, where a disturbance of the peace is occurring or may occur, and where the support is limited to non-operational equipment.
- c. Class 3: (Operational Commanders) CF assistance, in support of provincial or territorial law enforcement operations, where there is no potential for a disturbance of the peace, where the support is in the form of CF personnel and/or operational or non-operational equipment.
- f. Class 4: (Operational Commanders, Formation Commanders, Base Commanders, Unit Commanding Officers in accordance with DNDP 55) CF assistance, in support of other than law enforcement operations, where the support is in the form of CF personnel and/or operational or non-operational equipment.
- g. Class 5: (Operational Commanders, Formation Commanders, Base Commanders, Unit Commanding Officers in accordance with DNDP 55) CF assistance, in support of other than law enforcement operations, where the support is in the form of use of ranges, training areas or other infrastructure facilities.

16.5 Assistance to Federal Penitentiaries (Order in Council)

16.5.1 The CF will provide assistance, usually armed, on the request of the Solicitor General for Canada or the Commissioner of Penitentiaries to provide external perimeter security for Federal prisons, in the event of a likely or existing prison disturbance beyond the powers of the penitentiary staff to prevent or suppress. CF assistance will only be temporary until other civil resources are assembled and deployed. Incremental costs are reimbursed to DND by the Department of the Solicitor General.

16.6 Assistance to Civil Authorities (Queens Regulations & Orders 36-40)

16.6.1 CF unarmed assistance may be provided to any civil authority to assist in

disaster relief, staging of events, etc. Charges are detailed in DND publication, DNDP 55 with provisions for the charges to be waived or reduced under certain circumstances by the Minister of National Defence.

16.7 Air & Marine Search and Rescue

16.7.1 A joint responsibility of the Canadian Forces and the Canadian Coast Guard. No charges are levied for this service.

16.8 Other

16.8.1 There are numerous other forms of assistance that may be provided by the Canadian Forces in support of Other Government Departments and/or other civilian authorities. They include:

- searches for lost children, hunters;
- humanitarian assistance, eg. air medical evacuation;
- explosive ordinance disposal;
- disposal of radiation hazards;
- counter-drug operations;
- maritime surveillance;
- support to fisheries enforcement.

16.8.2 The schedule of charges are contained in a Department of National Defence Publication (DNDP 55) and are subject to waiver or reduction at the discretion of the Minister of National Defence. These services would not normally be provided if local commercial services were available.

17.0 THE GOVERNMENT EMERGENCY OPERATIONS CO-ORDINATION CENTRE

17.1 The ability to receive and to correctly interpret indicators of impending emergencies is key to an effective and timely response by the federal government. To achieve this capability, Emergency Preparedness Canada operates the Government Emergency Operations Co-Ordination Centre (GEOCC).

17.2 The GEOCC operates on a 24/7 basis and, through the use of modern, telecommunications equipment, monitors a wide spectrum of national and international media networks, weather services, and other networks established to report the imminence or occurrence of an emergency of some type.

17.3 Upon receipt of warning indicators, the GEOCC is responsible to correlate and verify the information and to notify the appropriate government departments and agencies.

17.4 In addition to its monitoring and reporting functions, the GEOCC may be used as an operations centre from which the federal response to an emergency may be coordinated.

17.5 A number of other federal departments have their own operations centres. They vary in capability, but in general, have been established to permit departmental emergency monitoring and response coordination to emergencies that arise of a sectoral nature.

18.0 INTERNATIONAL RESPONSIBILITIES AND ACTIVITIES

18.1 **Mandate:** Notwithstanding the national focus of EPC's mandate, there is provision in S.5(1) of the *Emergency Preparedness Act* for participation in international civil emergency preparedness activities that are consistent with Canada's external relations policies.

18.2 NATO Civil Emergency Planning

18.2.1 The Senior Civil Emergency Planning Committee (SCEPC) is one of 23 senior committees reporting directly to the NATO Council. The SCEPC provides advice and direction on matters pertaining to the protection of the Alliance's civil populations; civil support to military operations, peacekeeping, humanitarian aid, and disaster relief; and, most recently, on civil emergency cooperation with the newly emerging democracies of Central and Eastern Europe.

18.2.2 The SCEPC meets in both Plenary and Permanent session. In Plenary session, usually twice a year in April and October, Canada is represented by the Executive Director of EPC. In Permanent session, Canada is represented by a Canada-based officer of the EPC Directorate for Emergency Programs & Exercises.

18.2.3 Subordinate to the SCEPC are nine Planning Boards and Committees (PB&Cs) charged with the development of appropriate plans within their specific area of competence to meet the overall mandate of NATO Civil Emergency Planning (CEP). Canada is represented on these PB&Cs by delegates from the appropriate federal department. The PB&Cs and the Canadian departments represented are shown in the following table:

Planning Board & Committee	Canadian Federal Department
Planning Board for Ocean Shipping (PBOS)	Transport Canada (Emergency Preparedness Branch)
Planning Board for European Inland Surface Transport (PBEIST)	Transport Canada (Surface)
Civil Aviation Planning Committee (CAPC)	Transport Canada (Air)

Food and Agriculture Planning Committee (FAPC)	Agriculture & Agri-Food Canada
Industrial Planning Committee (IPC)	Industry Canada (Production)
Petroleum Planning Committee (PPC)	Natural Resources Canada
Civil Protection Committee (CPC)	Emergency Preparedness Canada
Civil Communications Planning Committee (CCPC)	Industry Canada (Telecommunications)
Joint Medical Working Group (JMWG)	Health Canada/National Defence

18.3 Canada/United States Civil Emergency Planning

18.3.1 Bilateral cooperation between Canada and the United States has a long history that was reaffirmed at the "Shamrock Summit" of 1986 by the signing of *"The Agreement Between the Government of Canada and the Government of the United States on Co-Operation in Comprehensive Civil Emergency Planning and Management."*¹⁴ The Agreement was signed by the heads of Emergency Preparedness Canada (EPC) and the Federal Emergency Management Agency (FEMA). It is based upon ten principles of co-operation, intended to establish a framework for the conclusion of future bilateral agreements in the area of civil emergency planning.

18.3.2 The Agreement also established a Consultative Group of officials with the mandate to encourage, facilitate and oversee the co-ordination of civil emergency planning and management in all areas of mutual interest. The Consultative Group is co-chaired by the heads of EPC and FEMA and meets annually at agreed locations in the two countries.

18.3.3 The activities under this Agreement continue to grow and a number of sectoral working groups and sub-groups subordinate to the Consultative Group have been established to progress cooperative activity within their areas of competence. The following table depicts the subordinate groups and their co-chairs:

¹⁴ Minor amendments to the Agreement that reflect the changed strategic environment were agreed by both parties at the Consultative Group meeting in Vancouver, BC in July 1996.

Subordinate Group	Canadian Co-Chair	US Co-Chair
Exercise Working Group	Emergency Preparedness Canada	Federal Emergency Management Agency
Emergency Planning Committee for Civil Transportation (EPCCT)	Transport Canada	Department of Transportation
Railway Working Group (Subordinate to EPCCT)	Transport Canada (Surface)	Federal Railway Administration
Indemnification Working Group (Subordinate to EPCCT)	Transport Canada	Department of Transportation
Civil Air Transport Working Group (Subordinate to EPCCT)	Transport Canada (Air)	Department of Transportation
Civil Emergency Planning Committee for Agriculture & Food	Agriculture & Agri-Food Canada	United States Department of Agriculture
Medical & Health Committee	Health Canada	United States Public Health Service
Radiological Emergency Preparedness Group	Health Canada Radiation Protection Bureau)	Health & Human Services
Telecommunications Advisory Group	Industry Canada (Telecommunications)	National Communications System

18.3.4 To provide regional focus to the activities of this Agreement, the Consultative Group has approved the formation of Regional Emergency Management Committees (REMACs). There are four REMACS; Eastern, Central, Prairie and Western. They include participation by federal regional departments from both countries and by states and provinces located within the designated regional area. Co-chairmanship is usually provided by EPC and Federal Emergency Management Agency Regional Directors.

18.3.5 In addition to the 1986 "umbrella" agreement, detailed cross-border emergency preparedness and response activity between Canada and the United States is governed by over 150 pieces of legislation and agreements at the federal, provincial and municipal levels of government. EPC maintains an electronic listing of all of these agreements.

18.4 Cooperation with Central and Eastern European States

18.4.1 Directly stemming from Canadian foreign policy with respect to cooperation with the newly emerging democracies of Central and Eastern Europe(CEE), Emergency Preparedness Canada, with the assistance of other federal and provincial organizations, has undertaken a program of assistance to help the CEE States develop modern and viable emergency preparedness and response organizations.

18.4.2 This program has taken several forms including the development and conduct of seminars; the provision of expert advice and documentation; mutual orientation visits; and, training.

18.4.3 EPC has signed Memoranda of Understanding for the exchange of emergency management information with the Czech Republic (1996) and Ukraine (1995).

18.5 UN International Decade for Natural Disaster Reduction

18.5.1 In December 1989, Canada co-sponsored a Resolution in the United Nations which declared the 1990s to be the International Decade for Natural Disaster Reduction (IDNDR). The Resolution (44/236) was passed unanimously in the General Assembly.

18.5.2 The objective of the IDNDR is to reduce, through concerted international action, the loss of life, property damage and social and economic disruption caused by natural disasters.

18.5.3 Canada's participation in the IDNDR was predicated upon the following:

- a. The mutual benefits to be gained by cooperative ventures with other countries;
- b. Canada's tradition of providing humanitarian aid to disaster victims;
- c. The contribution of Canadian engineering expertise, products and technology to disaster mitigation;
- d. Canadian developed remote sensing techniques for the monitoring of floods and forest fires; and,
- e. Canadian skills in training and education in the field of emergency preparedness.

18.5.4 A Canadian National Committee has been established under the auspices of the Royal Society of Canada and the Canadian Academy of Engineering to develop a program of action to mitigate the effects of natural disasters in Canada and abroad. The National Committee provides leadership, development and coordination of the Canadian IDNDR program and is composed of twenty representatives from the federal and provincial orders of government, industry, academia, the private sector, and non-profit organizations.

18.5.5 The targets for the Decade adopted by the UN General Assembly are, that by the year 2000 all countries, as part of their plan to achieve sustainable development should have in place:

- a. Comprehensive national risk assessments;
- b. Mitigation plans at national and local levels, including long term prevention, preparedness and community awareness; and,
- c. Ready access to global, regional, national and local warning systems and broad dissemination of warnings.

19.0 OTHER ACTIVITIES

19.1 General: In addition to the program elements described above, the federal government's participation in emergency preparedness matters includes a number of other important elements. Some of those are described below.

19.2 Vital Points Program: The federal vital points program dates back to 1938 when Cabinet decided it was necessary to identify facilities, manufacturers and services that were critical to the national war effort. Since that time the program has been updated and streamlined to reflect the changes in legislation and strategic context. The program is currently under review.

19.2.1 There are three categories of Vital Points. Category I are those that are deemed critical to the functioning of the nation as a whole. They are very limited in number and unique in nature. The Solicitor General is charged with their security. Category II and III Vital Points are identified by appropriate departmental officials. Proprietors are responsible for the security of the facilities.

19.2.2 The Vital Point Program is over-seen by the Interdepartmental Advisory Committee on Vital Points (ACVP). Among other things, the ACVP (through the

RCMP) maintains a computerized listing of federal vital points.

19.3 Business Resumption Planning (BRP): ¹⁵ Business Resumption Planning is defined as planning to ensure the continued availability of essential services, programs and operations, including all resources involved. Business resumption planning prepares government institutions for recovery from contingencies, that may interrupt an operation or affect service or program delivery.

19.4 Emergency Government Arrangements: As indicated in para 6.1 above, one of the tasks assigned to the Minister Responsible for Emergency Preparedness by the *Emergency Preparedness Act* is the development of arrangements for the continuity of constitutional government. In simpler terms, this may be described as those arrangements to ensure the continued functioning of a legally constituted government during an emergency. During the Cold War these arrangements consisted of a number of traditional Civil Defence programs including a network of emergency government headquarters located in underground, hardened bunkers; a shelter program for the population; and, a radiation detection program. The end of the Cold War, however, has seen the discontinuation of those programs and the associated facilities closed down. In their place, emergency government arrangements are being developed. They are, in essence, business resumption plans for the House of Commons, the Senate, the Supreme Court, Prime Minister's Office, Privy Council Office, Government House and the Federal Court. EPC and several other government departments are assisting in the development of these plans which will be designed to ensure that essential elements of the machinery of government can continue uninterrupted even in the face of a severe emergency. This process is currently ongoing.

19.5 Major Industrial Accidents Council of Canada (MIACC): ¹⁶ In 1984 the world's most devastating chemical accident occurred in Bhopal, India causing over 2000 deaths and tens of thousands of injuries. This event caused the creation, in Canada, of a joint industry/government review committee to examine the potential for a Bhopal-like accident in Canada; to review existing measures taken by industry and government to prevent industrial accidents; and, to review the collective ability of industry and government to respond to such accidents.

19.5.1 The committee report, released in 1986, concluded that the possibility of a major accident involving hazardous substances did exist, however, the probability and impact could be significantly reduced with certain improvements. One such improvement was general agreement that a new approach was needed; one that would bring together experts from all sectors. The new approach would be a process

¹⁵ For further details, see EPC Publication, *Business Resumption Planning - A Guide*.

¹⁶ Further information on MIACC may be obtained from its Head Office, 265 Carling Avenue, Suite 600, Ottawa, Ontario, K1S 2E1. Tel: (613) 232-4435, Fax: (613) 232-4915

dedicated to promoting excellence in the prevention, preparedness and response to major industrial accidents involving hazardous substances. The organization that evolved was the uniquely Canadian Major Industrial Accidents Coordinating Committee (MIACC), later renamed the Major Industrial Accidents Council of Canada.

19.5.2 MIACC is comprised of four elements. The decision-making and executive functions are carried out by an elected Board comprising members from federal and provincial governments and from industry. To handle the administrative tasks of the Council there is a small, permanent office. The detailed work of the MIACC is accomplished through the efforts of a number of Working Groups. Finally, the work of the MIACC is reviewed at the Annual General Meeting by the fourth element of MIACC - the membership at large.

19.6 Non-Government Organizations (NGOs): Although not federal agencies, so-called "Non-Government Organizations" (NGOs) play an indispensable part in the response to disasters where ever and when ever they occur in Canada and consequently are included as active participants in the development of response plans at the national level. Their expertise and resources are in great demand at the provincial/territorial and local levels where their work is most important - in dealing with and caring for people affected directly by the disaster. The three NGOs most involved at the federal level of preparedness are the Salvation Army, the Saint John Ambulance and the Canadian Red Cross. There are many others active, principally at the provincial or local level that are at least as important as the major ones in terms of the services provided.

19.7 Research and Analysis: The EPC Office of the Senior Scientific Advisor (OSSA) provides scientific consultative services to support EPC decision makers, emergency operations, and staff officers on a wide range of emergency preparedness problems and issues. When appropriate, research and analysis projects are also undertaken in conjunction with other government departments and/or agencies outside government who have an interest or responsibility in Emergency Preparedness. Personnel in the directorate have suitable analytical expertise and background knowledge to efficiently assist with problem definition, or to undertake scientific analyses, statistical evaluations, or analytical modelling projects for various clients. In order to undertake analyses of new problems, or to improve capabilities in existing areas of interest, the OSSA also develops analytical or information technology tools, both in-house and in conjunction with outside agencies. This may involve OSSA personnel acting as Scientific/Technical Authorities for outside contracts supporting many aspects of emergency preparedness.

19.7.1 OSSA projects have varying degrees of consequence, but each year there are typically urgent requirements, sometimes unplanned, to be carried out. Recent or current OSSA projects include:

- Facilitator to coordinate the activities of the Technical Advisory Group (TAG),

which provides scientific and expert technical advice, guidance and information to the National Support Centre and other accredited organizations involved in the national effort connected to a disaster.

- Phase 2 of a four-year project to develop the National Hazards Electronic Map and Assessment Tools Information System (NHEMATIS), a system comprising an electronic national hazards map and a series of risk assessment/ search and query tools for distribution to EP professionals, with probable commercialization.
- Creation of digitally-based, electronic North American Natural Hazards and Disaster Map (Canada, Mexico and the US). Development of the international hazards map will enhance EP awareness in the three countries.
- As part of EPC's presence on the Emergency Preparedness Information Exchange (EPIX), conduct research into the development of virtual emergency management information systems (based on the use of terrestrial and satellite Internet-based technologies).
- A series of policy-oriented short-term research contracts to enhance EP plans/response capabilities, including:
 - a. "Risk and Society", a project to educate school children about risks, so that they will be able to make informed risk decisions in their lives;
 - b. "Assessment of the Relationship Between Fluvial Erosion and Post-Flood Landslide Activity Relating to the July 1996 Floods, Saguenay Region, Quebec"
 - c. "Business Continuity Planning in Canada", an assessment of commercial initiatives in loss reduction programs.
 - d. "Federal Legislation for Hazard Mitigation: A Comparative Assessment between Canada and the United States"
 - e. "Guide to the strategic planning of evacuation procedures in densely populated areas".

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

19.8.1 To accomplish this, Emergency Preparedness Canada's Communications Directorate uses a wide variety of information tools and depends on the support of its

emergency preparedness partners in government at the federal, provincial and local levels and also on the collaboration of key non-governmental and private sector organizations.

19.8.2 One way EPC effectively provides self-help emergency preparedness advice to a wide cross-section of the public is by producing and distributing fact sheets, self-help brochures and audio-visual material on how to prepare for various types of emergencies. These items cover such as topics as floods, earthquakes, winter storms, winter power failures, tornadoes and other kinds of severe storms. EPC also prepares short articles for the news media on the same subjects; these items usually result in radio interviews and widespread coverage in weekly newspapers across the country. These efforts are supported periodically by public service announcement (PSA) campaigns. These PSAs on the need to prepare for emergencies television, which are aired free by radio and tv stations across Canada, have proved an effective way of sensitizing the public to the need for emergency preparedness.

19.8.3 EPC also publishes the quarterly magazine, *Emergency Preparedness Digest* for those in the field of emergency preparedness and response.

19.8.4 Co-operation and partnerships - In 1995, EPC initiated the SAFEGUARD national public information program based on partnerships with governmental, non-governmental, and private-sector organizations involved in emergency preparedness and response to increase public awareness of emergency preparedness in Canada. Several public information booklets, a radio and television public service announcement campaign and several exhibits at major conferences and expositions co-sponsored by EPC and one or more SAFEGUARD partners are among the types of projects already undertaken. The overall direction of SAFEGUARD is provided by a steering committee composed of representatives of federal and provincial government departments, non-governmental organizations and private sector enterprises from across Canada.

19.8.5 Corporate Communications - EPC's Communications Directorate also handles EPC's public affairs, conducting pro-active media relations and producing and distributing backgrounders, research reports, videos and specialized manuals on specific aspects of emergency preparedness and response in Canada and on EPC programs such as the Joint Emergency Preparedness Program and the Disaster Financial Arrangements.

19.8.6 National emergency arrangements - EPC has also been entrusted with the hands on planning of the National Emergency Arrangements on Public Information (NEAPI) on behalf of the PCO Communications and Consultation Secretariat. It has produced, and is responsible for maintaining, the NEAPI Manual, as well as an up-to-date alert/contact list of public information officials in key federal and provincial

government agencies - to ensure that timely, consistent, life-saving information and advice would be available to the public in a national crisis.

20.0 CONCLUSION

20.1 In conclusion, emergency preparedness at the federal level in Canada is based upon clearly articulated basic principles; a sound policy basis; comprehensive emergency legislation; a clear delineation of responsibilities for emergency preparedness between jurisdictions; a spirit of cooperation and corresponding organizational structures; and, a well-defined program with agreed priorities. This framework, in conjunction with the other components of the national emergency preparedness and response community, be they provincial, local, private or volunteer, provides Canadians with a relatively high standard of emergency preparedness and, in the event of disaster, with a well-tuned multiple calamity response capability.

21.0 SUPPORTING MATERIAL

- . A Federal Policy for Emergencies
- . *The Emergency Preparedness Act*
- . *The Emergencies Act*
- . The Government Emergency Book
- . Departmental Emergency Books
- . EPC Publication: Emergency Planning for Federal Departments - A Guide
- . EPC Publication: Guidelines for National Emergency Arrangements
- . EPC Fact Sheets
- . Treasury Board Publication: Business Resumption Planning - Technical Standards
- . EPC Publication: Business Resumption Planning - A Guide
- . EPC Publication: Procedures for the Coordination of Crisis Management Operations
- . Privy Council Office Publication: Crisis Management

National Support Planning Framework

