



Government  
of Canada

Gouvernement  
du Canada

# FEDERAL EMERGENCY RESPONSE PLAN

DECEMBER 2009

Canada 



# **FEDERAL EMERGENCY RESPONSE PLAN**

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# AMENDMENTS RECORD

A list of amendments to the Federal Emergency Response Plan follows below:

#	DATE	AMENDED BY	COMMENTS



# SECTION 1

## SECTION 1 – PLAN OVERVIEW

### 1.1 INTRODUCTION

Most emergencies in Canada are local in nature and are managed at the municipal or provincial/territorial level. However, certain risk factors increase the potential for catastrophes to transcend geographical boundaries and to challenge the capacity of federal and provincial/territorial governments to manage emergencies. These risk factors include: increased urbanization, critical infrastructure dependencies and interdependencies, terrorism, climate variability and change, animal and human health diseases, and the increased movement of people and goods around the world.

The *Emergency Management Act* defines emergency management as the prevention and mitigation of, preparedness for, response to, and recovery from emergencies. Under the *Emergency Management Act*, the Minister of Public Safety is responsible for coordinating the Government of Canada's response to an emergency. The Federal Emergency Response Plan (FERP) is the Government of Canada's "all-hazards" response plan.

Public Safety Canada developed FERP in consultation with other government departments. FERP outlines the processes and mechanisms to facilitate an integrated Government of Canada response to an emergency and to eliminate the need for departments to coordinate a wider Government of Canada response.

Federal departments and agencies are responsible for developing emergency management plans in relation to risks in their areas of accountability. In this way, individual departmental activities and plans that directly or indirectly support the strategic objectives of this plan contribute to an integrated Government of Canada response.

FERP, along with event-specific and departmental plans, will guide the federal response to emergencies. As FERP evolves, it will include annexes to address specific threats; the response to international emergencies; and the National Emergency Response System, which outlines a harmonized federal and provincial/territorial response to emergencies.

In order for this plan to be effective, all federal departments must be familiar with its contents.

### 1.2 PURPOSE

FERP is designed to harmonize emergency response efforts by the federal and provinces/territorial Governments, non-governmental organizations, and the private sector. The FERP will include 13 emergency support functions which the Federal Government can implement in response to an emergency. Each of these functions addresses a need that may arise before or during an emergency.

### 1.3 AUTHORITIES

The Minister of Public Safety is responsible for promoting and coordinating emergency management

plans, and for coordinating the Government of Canada's response to an emergency. The Minister of Public Safety authorized the development of FERP pursuant to the *Department of Public Safety and Emergency Preparedness Act* and the *Emergency Management Act*.

Pursuant to the *Emergency Management Act*, all federal ministers are responsible for developing emergency management plans in relation to risks in their areas of accountability. Individual departmental activities and plans that directly or indirectly support FERP's strategic objectives contribute to the integrated Government of Canada response.

## 1.4 SCOPE

FERP applies to domestic emergencies and to international emergencies with a domestic impact. FERP does not replace or violate any event-specific or departmental plan or area of responsibility.

## 1.5 CANADA'S RISK ENVIRONMENT

Canada's risk environment includes the traditional spectrum of natural and human-induced hazards: wildland and urban interface fires, floods, oil spills, the release of hazardous materials, transportation accidents, earthquakes, hurricanes, tornadoes, disease outbreaks or pandemics, major power outages, cyber incidents, and terrorism.

Past emergencies in Canada demonstrate the challenges inherent in protecting the lives, critical infrastructure, property, environment, economy, and national security of Canada, its citizens, its allies, and the international community. Examples include: the ice storm in 1998; the terrorist attacks on September 11, 2001; the Severe Acute Respiratory Syndrome (SARS) outbreak in 2003; Hurricane Juan in 2003; the "Blaster" worm cyber incident in 2003; and the avian influenza outbreak in 2004.

Canadians expect that the federal government will cooperate with provinces/territories, non-governmental organizations, and the private sector to respond to emergencies that may escalate from the local and/or provincial/territorial level to the national level.

## 1.6 STRATEGIC OBJECTIVES

- Save lives, reduce personal injuries, and prevent illnesses;
- Protect property and the environment;
- Maintain law, order, and national security;
- Maintain public confidence; and
- Reduce economic and social losses.

## 1.7 INTEGRATED GOVERNMENT OF CANADA RESPONSE

During an integrated Government of Canada response, all involved departments assist in determining overall objectives, contribute to joint plans, and maximize the use of all available resources.

An integrated Government of Canada response is required when:

- A province/territory requests federal support to deal with an emergency;
- An emergency affects multiple jurisdictions and/or departments, and it requires a coordinated response;
- An emergency directly involves federal assets, services, employees, statutory authority or responsibilities, or it affects confidence in government; and
- An emergency affects other aspects of the national interest.

## 1.8 RELATIONSHIP TO EVENT-SPECIFIC AND DEPARTMENTAL PLANS

FERP is the all-hazards plan for a coordinated federal response to emergencies.

In most cases, departments manage emergencies with event-specific or departmental plans based on their own authorities. While departments may implement these plans during an emergency, they must also implement the protocols outlined in FERP in order to coordinate with the Federal Government's emergency response.

## 1.9 PRIMARY, SUPPORTING AND COORDINATING DEPARTMENTS

The scope of an emergency will determine the role of government departments. Public Safety Canada provides expertise in operations, situational awareness, risk assessment, planning, logistics, and finance and administration. Other government departments provide expertise as required.

An explanation of the roles of the primary, supporting and coordinating departments follows below.

### 1.9.1 PRIMARY DEPARTMENT

A primary department is a federal department with a mandate related to a key element of an emergency. Several federal departments may be designated as primary departments, depending on the nature of the emergency.

### 1.9.2 SUPPORTING DEPARTMENT

A supporting department is a federal department that provides general or specialized assistance to a primary department in response to an emergency.

### 1.9.3 COORDINATING DEPARTMENT

Public Safety Canada is the federal coordinating department based on the legislated responsibility of the Minister of Public Safety under the *Emergency Management Act*. As such, Public Safety Canada is responsible for engaging relevant federal departments.

## 1.10 DEPARTMENTAL ROLES

Federal departments may have multiple roles: in the governance structure; at the regional level; through the Federal Coordination Group; in a response role through the emergency support functions; and in augmenting the GOC, through federal departmental representatives.

### 1.10.1 PUBLIC SAFETY CANADA, OPERATIONS DIRECTORATE

The Operations Directorate of Public Safety Canada is part of the coordinating department. It manages and supports each of the primary functions of the Federal Emergency Response Management System (FERMS); cooperates with federal departmental representatives and other representatives; and integrates emergency response activities on behalf of the Government of Canada.

During a national emergency, the Operations Directorate and the GOC may receive, via the Federal Coordinating Officer, guidance and direction from the Assistant Deputy Ministers' Emergency Management Committee.

### 1.10.2 PUBLIC SAFETY CANADA COMMUNICATIONS DIRECTORATE

Public Safety Canada Communications Directorate coordinates emergency public communications activities for the Government of Canada; between federal departments; and with provincial/territorial partners, international partners, and non-government organizations. Communications also provides support and strategic public communications advice on issues relating to the public and media environment as part of each of the primary functions of FERMS.

### 1.10.3 FEDERAL DEPARTMENTAL REPRESENTATIVES

The Director General, Operations Directorate; in consultation with the Federal Coordinating Officer, determines the type of expertise required in the GOC during an emergency response. The Director General identifies which departments will provide federal departmental representatives and determines the time frame during which they are needed. The Director General will make these decisions based on the scope and scale of the emergency and the response required. The Assistant Deputy Ministers' Emergency Management Committee must approve these decisions.

Federal departmental representatives may be needed on a full-time basis throughout the emergency, or only at specific times, depending upon the nature of the emergency.

Departmental representatives may need to support some or all of the primary functions based on the requirements of the response. These representatives must be responsible and capable of responding expeditiously to the needs of the GOC.

The Director General, Operations Directorate will guide the GOC in requesting federal departmental representatives via departmental emergency operations centres, when available, or through pre-established departmental duty officers.

Within the GOC, federal departmental representatives may be Liaison Officers, subject matter experts, and/or primary departmental representatives.

Liaison Officers serve as a link between the GOC and their home department. They provide knowledge of their home department, including roles, responsibilities, mandates, and plans. They are also responsible for briefing their home department on developments related to an emergency.

Subject matter experts provide expertise in a specific scientific or technological area or aspect of the response.

Primary departmental representatives are part of the management team. They provide input on the support needs of their home department in response to an emergency.

#### 1.10.4 OTHER REPRESENTATIVES

Representatives from non-governmental organizations and the private sector may be asked to support a federal response to an emergency and to provide subject matter expertise during an emergency.

### 1.11 EMERGENCY SUPPORT FUNCTIONS

Emergency support functions are response actions designed to meet needs that may arise before or during an emergency. Annex A identifies 13 emergency support functions. The GOC assigns responsibility for each function to one or more departments, depending on their expertise. The GOC may ask other departments, non-governmental organizations, and private sector representatives to provide resources and support to the responsible department.

The GOC may implement one or more emergency support functions, depending on the nature or scope of the emergency.

*Note: See Annex A for details on each function.*





# SECTION 2

## SECTION 2 – FEDERAL EMERGENCY RESPONSE MANAGEMENT SYSTEM

### 2.1 INTRODUCTION

The Federal Emergency Response Management System (FERMS) is a comprehensive management system which integrates the Government of Canada's response to emergencies. It is based on the tenets of the Incident Command System and the Treasury Board Secretariat's Integrated Risk Management Framework.

This system provides the governance structure and the operational facility (the GOC) to respond to emergencies. The Operations Directorate provides support as well as trained and experienced managers and staff. FERMS can scale operations to the scope required by an emergency with the support and emergency response expertise of other government departments. It also incorporates the federal-regional component by linking and coordinating federal-regional emergency response actions with those of the provinces/territories.

FERMS provides the mechanisms and processes to coordinate the structures, the capabilities, and the resources of government institutions, non-governmental organizations and the private sector into an integrated emergency response for all hazards. Although individual threats may be addressed in event-specific or departmental plans, FERMS is the framework that guides an integrated Government of Canada response.

FERMS includes a coordinated system of public communications. Trained and experienced managers and staff from the Communications Directorate of Public Safety Canada provide support. The level of coordination is scaled to the scope of the emergency. Other national and regional government departments also provide support.

This section describes the key concepts related to FERMS, including the federal governance structure, the federal response levels, the departmental roles, the primary functions of FERMS, and the federal-regional component related to FERMS.

### 2.2 MANAGEMENT BY OBJECTIVES

The management team sets objectives based on guidance from the Federal Coordinating Officer. The objectives are intended results or outcomes for a specific operational period. They are related to one or more of the strategic objectives identified in section 1.6. An Incident Action Plan Task Matrix tracks the achievement of each objective (Annex B- Appendix 5).

### 2.3 GOVERNANCE STRUCTURE

Governance refers to the management structures and processes that are in place during non-emergency and emergency circumstances. Under FERMS, the Government of Canada will engage existing governance structures to the greatest extent possible in response to an emergency. The nature and scope of the emergency will determine the government's response.

The following section describes the federal governance structure for an integrated Government of Canada response.

### 2.3.1 COMMITTEE OF CABINET

The Committee of Cabinet provides the day-to-day coordination of the government's agenda, including issues management, legislation and house planning, and communications.

During an emergency, members of the Committee will receive summaries of decision briefs and other advice from members of the Deputy Ministers' Committee.

### 2.3.2 DEPUTY MINISTERS' COMMITTEE

During non-emergency (day-to-day) operations, the Committee provides a forum to address public safety, national security, and intelligence issues. During an emergency, the Committee coordinates the Government of Canada's response and advises Ministers. The nature of the emergency will determine the committee's membership.

### 2.3.3 FEDERAL COORDINATING OFFICER

The Deputy Minister, Public Safety (or delegate) serves as the Federal Coordinating Officer (FCO) on behalf of the Minister of Public Safety. The FCO is responsible for the overall coordination of a federal emergency response.

The FCO supports the Minister's leadership role pursuant to the *Emergency Management Act*. The FCO may provide policy direction to the Assistant Deputy Ministers' Emergency Management Committee (ADM-EMC). The FCO may also approve options and recommendations by the ADM-EMC for consideration by the Deputy Ministers' Committee. The FCO provides the leadership role within the Deputy Ministers' Committee as the senior official responsible for ensuring a coordinated federal response.

### 2.3.4 ASSISTANT DEPUTY MINISTERS' EMERGENCY MANAGEMENT COMMITTEE

The Associate Assistant Deputy Minister, Emergency Management and National Security (EMNS) and the Assistant Secretary to Cabinet for the Privy Council Office co-chair the Assistant Deputy Ministers' Emergency Management Committee (ADM-EMC).

During non-emergency (day-to-day) operations, the Committee provides a forum to discuss the Government of Canada's emergency management processes and readiness.

During an emergency, the Committee:

- Supports the Federal Coordinating Officer as required;
- Provides direction to officials within the GOC through the Director General, Operations Directorate;
- Approves the content and substance of Deputy Minister briefings; and

- Coordinates and recommends response options to the Deputy Ministers' Committee or to the Committee of Cabinet.

During an emergency, this Committee will meet at the request of either co-chair based on input from the Deputy Ministers' Committee and/or the other members of the Assistant Deputy Ministers' Emergency Management Committee. The government may create sub-committees with a limited membership to address specific elements of an emergency.

## 2.4 MANAGEMENT

The Director General, Operations Directorate leads the management team. The management team is responsible for the actions and functions of FERMS. It also establishes and oversees the successful completion of the objectives set for each operational period.

The management team consists of:

### 2.4.1 DIRECTOR GENERAL, OPERATIONS DIRECTORATE

The Director General, Operations Directorate is responsible for the management function and for the overall operation of the GOC.

### 2.4.2 DEPARTMENT OF JUSTICE REPRESENTATIVE

Counsel from the Department of Justice, Public Safety Canada, Legal Services Unit, supports management by providing advice on legal issues. The Legal Services Unit from the primary departments, from the supporting departments, and from the Department of Justice provides additional support or advice as required during a potential or actual emergency.

### 2.4.3 ASSOCIATE DIRECTOR GENERAL, COMMUNICATIONS

The Associate Director General, Communications, assumes the role of Public Communications Officer. This senior public communicator provides public communications advice as part of the management team; coordinates the integration of public communications within each of the primary functions; and provides leadership to the Government of Canada public communications community.

### 2.4.4 PRIMARY DEPARTMENTAL REPRESENTATIVE(S)

The primary departmental representative(s) inform(s) the management team of the support needs of their home department in response to an emergency. Based on the nature of the emergency, the Director General, Operations Directorate, in consultation with the Federal Coordinating Officer, will determine which departments will provide a primary departmental representative to support response within the GOC.

### 2.4.5 DIRECTORS OF PRIMARY FUNCTIONS

The Director General, Operations Directorate is responsible for the management function, while

four directors from the Operations Directorate are responsible for the other primary functions. Each director is a FERMS expert. The directors guide departmental representatives through the process.

## 2.5 GOVERNMENT OPERATIONS CENTRE

Public Safety Canada houses the Government Operations Centre (GOC). It is the principal location from which subject matter experts and Liaison Officers from government departments, non-governmental organizations, and the private sector perform the primary functions related to FERMS. Department-specific operations centres support their departmental roles and mandates and contribute to the integrated Government of Canada response through the GOC. The responsible department's facilities manage emergency support functions, which are integrated with the GOC's efforts. Public Safety Canada watch officers and senior watch officers staff the GOC during non-emergency (day-to-day) operations.

### 2.5.1 PUBLIC SAFETY CANADA EMERGENCY RESPONSE LEVELS

#### Introduction

The purpose for establishing and communicating emergency response levels, with respect to a potential or occurring incident, is to alert federal departments and agencies, and other public and private sector emergency response partners that some action over and above routine operations, may, or will be required.

The GOC within Public Safety Canada routinely monitors a wide variety of human and natural events within Canada and internationally, and provides daily situation reports compiled from a variety of sources. However, a potential or occurring incident may require response beyond normal monitoring and situational reporting. The degree of escalation is calibrated to the scope and potential impact of the incident and the urgency of the required response.

#### Notification

The Director General, Operations Directorate, in consultation with the Associate Assistant Deputy Minister, will authorize the GOC to communicate the engagement of this plan and response level to the government's emergency response partners.

The three response levels defined below are intended to provide a logical progression of activity from enhanced monitoring and reporting to an integrated federal response.

*Note: Although the description of response levels are provided in a linear progression, it is often the case that, in response to a potential or occurring incident, an immediate level 2 or 3 response may be required. As well, depending upon the situation, a level 2 response may return to a level 1 response once a risk assessment and contingency planning has occurred in anticipation of an incident.*

#### Level 1 – Enhanced Reporting

A Level 1 response serves to focus attention upon a specific event or incident that has the potential to require an integrated response by the federal government.

Detailed authoritative reporting of significant information from a multitude of sources about the event is developed and disseminated to federal emergency response partners to support their planning or response efforts. Departmental Liaison Officers and subject matter experts may be called upon to provide the GOC with specific information electronically or may be requested to be physically located in the GOC during this level of activation. Full time or periodic participation may be required, depending on the requirements.

## Level 2 – Risk Assessment and Planning

A level 2 response requires a full understanding of an incident and, as it unfolds and the requirement for a federal response appears more likely, a risk assessment is performed. This assessment, conducted in consultation with subject matter experts, identifies vulnerabilities, aggravating external factors and potential impacts, and may be formalized in an Incident Risk Analysis Report.

The analysis report then guides the development a strategic level contingency plan to guide an integrated response, if required and an applicable contingency plan does not exist. Additionally, arrangements are made with primary and support departments and other organizations regarding Liaison Officers and subject matter experts that are required to be present in the GOC during any federal response. Subject matter experts are usually required during the development of risk assessments and contingency plans.

As part of the contingency planning process, relevant emergency support function documentation is used to identify departmental responsibilities and issues. Liaison Officers and subject matter experts from federal government departments, agencies and other public sector partners are consulted and may be asked to provide further information relevant to the situation, either electronically or through their presence in the GOC.

Level 2 includes enhanced reporting, Level 1 activities.

## Level 3 – Coordination of Federal Response

Should an integrated response be required, all plans and arrangements for the federal response are activated. Liaison Officers are usually required to participate in the GOC throughout this level of activation whereas subject matter experts from primary and supporting departments will be requested to contribute to the ongoing risk assessment and planning activities on an as required basis. Departmental emergency response plans are activated and materiel and resources readied in anticipation of provincial or other requests for federal assistance, and the GOC maintains constant communication with those activated centres.

Level 3 includes enhanced reporting plus risk assessments and planning as required.

The GOC serves as the coordination centre for the federal response, and provides regular situation reports as well as briefing and decision-making support materials for ministers and senior officials. As requests for information and assistance are received, they are assigned to those departments, agencies or other organizations with the applicable mandate and response capabilities to action in support of the integrated federal response.

## 2.6 PRIMARY FUNCTIONS

Public Safety Canada integrates the federal component of an emergency response through the following functions:

- Operations;
- Situational awareness;
- Risk assessment;
- Planning;
- Logistics; and
- Finance and administration.

The scope of the emergency will determine the scale and level of engagement of each of these functions. The Director General, Operations Directorate, in consultation with the Associate Assistant Deputy Minister, will guide decisions regarding the scale and level of engagement.

Public Safety Canada's Communications supports each of these functions and integrates the coordinated public communications response into the overall Government of Canada emergency response.

Public Safety Canada may request Federal departmental representatives to support some or all of these primary functions based on the requirements of the response.

### 2.6.1 OPERATIONS

During non-emergency, day-to-day operations, the Operations Function is responsible for monitoring, validating, reporting, and responding to events of national interest on a 24/7 basis. For certain short-term events, the Operations Function performs all primary functions pursuant to standard operating procedures or to the applicable contingency plan. During an emergency, a dedicated component within the Operations Function continues these routine 24/7 functions, while emergency operations take over the more urgent operations functions.

The Operations Function includes:

- Acting as the primary point of contact for federal departments and agencies, provinces/territories, non-governmental organizations, and international partners, on behalf of the GOC;
- Receiving, prioritizing, distributing, and logging all in-coming classified and unclassified documentation;
- Managing operations for each operational cycle according to the Incident Action Plan or the Strategic Advanced Plan objectives;
- Managing immediate operations as required by an emergency; and
- Managing logistics operations according to logistics planning objectives.

## 2.6.2 SITUATIONAL AWARENESS

The Situational Awareness Function provides sufficient and appropriate emergency-related information to assist the Government of Canada and its partners respond to threats and emergencies and to help stakeholders make policy decisions.

The Situational Awareness Function includes:

- Reviewing, analyzing, synthesizing, and assessing the credibility of published and sensitive information from various sources;
- Communicating information to decision-makers through situational awareness products while protecting sensitive/classified information;
- Liaising with various government contacts (e.g., security and intelligence community, US Department of Homeland Security, foreign contacts) in consultation with DFAIT, provincial/territorial counterparts, and private sector organizations, in order to obtain information related to an ongoing emergency; and
- Developing and providing geomatics or other specialized products to accompany other situational awareness products.

The Situational Awareness Function may issue these standard situational awareness products during an emergency:

### Notification

The Notification provides initial information on an emergency, the source of reporting, current response actions, initial risk assessment, and the public communications lead. It may include pre-scripted initial media lines and geomatics products. Federal and provincial/territorial governments and the private sector may receive a Notification, depending on the nature of the emergency.

### Situation Report

The Situation Report provides current information about the emergency; the immediate and future response actions; an analysis of the impact of the emergency; and issues identification. The Situational Awareness Function issues a Situation Report for each operational period (or as directed by the Director General, Operations Directorate). Federal and provincial/territorial governments and the private sector may receive a Situation Report, depending upon the nature of the emergency.

### Decision Brief

The Decision Brief is used to seek direction from Senior Officials and Ministers. It includes a Situation Report. It may also include options and recommended courses of action.

*Note: Templates contained in Annex B.*

## 2.6.3 RISK ASSESSMENT

The Risk Assessment Function determines the impact of an emergency and the risk level.

The Risk Assessment Function includes:

- Ongoing hazard analysis (threat and vulnerability analysis) and probability assessment;
- Impact analysis on critical infrastructure sectors;
- Risk analysis;
- Assessment of the risk tolerance; and
- Recommendations to decision makers.

All of this information is included in a Risk Assessment Report which is sent to the Director General of Operations Directorate. Information included in the Risk Assessment Report may also be included in a Situation Report. Depending on the results of the risk assessment, the report may recommend further actions (e.g., development of additional situational awareness products). The Government of Canada bases emergency response plans on Risk Assessment Reports.

#### 2.6.4 PLANNING

The Planning Function develops objectives, courses of action, and Strategic Advanced Plans for the Government of Canada based on information from the Risk Assessment Function. The management team consults with the Federal Coordinating Officer before approving the proposed objectives and courses of action.

The Planning Function includes:

##### Contingency Planning

The Planning Function develops Contingency Plans for specific events or incidents that are forecast weeks, months or years in advance, and for recurring events, such as floods or hurricanes. The Government of Canada will implement Contingency Plans based on the nature of the emergency, and it will modify the response to an emergency based on changing circumstances.

##### Incident Action Planning

A team of planners and subject matter experts will devise and evaluate suitable approaches for an emergency response. The development of an Incident Action Plan is based on the output of the situational awareness and risk assessment function and planning guidance.

The Planning Function establishes objectives and develops an Incident Action Plan for each operational period. It uses an Incident Action Plan Task Matrix to track completed tasks and objectives. Departmental representatives assist in developing the Incident Action Plan Task Matrix. The Director General, Operations Directorate approves the Incident Action Plan Task Matrix.

The Operations Function implements and coordinates the Incident Action Plan.

##### Strategic Advance Planning

Strategic Advance Planning complements the Incident Action Planning process identifies issues



and activities arising from an emergency response over the next five to seven days.

Strategic Advance Planning identifies the potential policy, social, and economic impacts of an emergency; the significant resources needed to address the emergency; and potential responses to future emergencies.

Like the Incident Action Plan, the Strategic Advance Plan is based on information provided by the Situational Awareness and Risk Assessment Functions.

The following standard documents may be used during an emergency:

### Strategic Advanced Planning Guidance Form

The Director General, Operations Directorate uses this tool to develop guidelines for planners prior to commencement of the planning phase.

### Incident Action Plan Task Matrix

The Incident Action Plan Task Matrix lists the actions which the Government of Canada must undertake during an emergency in order to achieve the objectives set by the management team.

*Note: Templates contained in Annex B.*

## 2.6.5 LOGISTICS

The Logistics Function procures and/or provides the necessary personnel, goods, and/or transportation resources to one or more of the regions affected by an emergency. The Logistics Function is responsible for preventing the duplication of emergency response efforts by government and non-government organizations.

The Logistics Function includes:

- Coordinating the mobilization and deployment of resources (e.g., equipment, material, personnel) and establishing temporary facilities to assist with the delivery of these resource during national emergencies, in collaboration with other federal departments or other levels of government;
- Assisting primary and supporting departments in coordinating the transportation of resources when requests for assistance are urgent and when the transportation of resources normally available to the providing department are either insufficient or inaccessible;
- Tracking the status and availability of major federal resources that are deployed; and
- Implementing mutual aid agreements or other logistical arrangements.

The GOC mobilizes and coordinates resources and capabilities from the following organizations:

- Federal – departmental headquarters;
- Federal – regional departments;

- Crown corporations/agencies;
- Provincial/territorial emergency management organizations;
- Industry/private sector; and
- Non-governmental organizations.

### 2.6.6 FINANCE AND ADMINISTRATION

This Function provides financial and administrative support to the GOC.

The Finance and Administration Function includes:

- Providing appropriate access controls, security staff, and equipment (e.g., visitors' passes, sign-in sheets);
- Providing office equipment and supplies, informatics, clerical systems, and photocopying services;
- Providing mail room and messenger services;
- Purchasing local supplies;
- Maintaining kitchens/eating areas; and
- Maintaining financial records and accounts directly related to operations performed by the GOC.

### 2.7 FEDERAL-REGIONAL COMPONENT

When a primary department responds to an emergency, provincial/territorial representatives must deal directly with the appropriate regional federal department representatives. However, provincial/territorial representatives must also share pertinent information with the GOC in order to maintain situational awareness.

When an emergency requires an integrated Government of Canada response, the Public Safety Canada Regional Director coordinates the response on behalf of the federal departments in the region. This is also known as the “single window” concept. It is intended to facilitate interdepartmental and inter-governmental coordination, without unduly restricting operations. This concept does not exclude or discourage interactions between supporting federal departments and supported provincial/territorial ministries. However, the supporting departments and the Regional Director must keep each other informed of these activities.

Provincial/territorial representatives must request federal assistance from the Public Safety Canada Regional Director. The Director General of Operations Directorate provides the Regional Director with policy and operational guidance.

Regional public communications activities are consistent and integrated with the emergency response activities of the Government of Canada. These communications activities are coordinated under the authority of the Director General of Communications, Public Safety Canada, in consultation with the Privy Council Office.

## 2.7.1 REGIONAL ORGANIZATION

The roles and responsibilities of the emergency response organizations follow below.

## 2.7.2 REGIONAL ROLES AND RESPONSIBILITIES

### Public Safety Canada Regional Offices

Public Safety Canada regional offices, led by Regional Directors, collaborate with the provinces/territories. They provide day-to-day coordination of regional emergency management activities. The Regional Director co-chairs the local Federal Coordination Group and the Federal Coordination Steering Committee.

### Federal Coordination Steering Committee

The Federal Coordination Steering Committee is a steering committee composed of senior regional departmental representatives. The Public Safety Canada Regional Director co-chairs this committee. The Committee provides direction on emergency management planning and preparedness activities. It also oversees the coordination of the federal regional response.

### Federal Coordination Group

The Federal Coordination Group is a standing committee composed of emergency management managers from federal departments in the region. The group reports to the Federal Coordination Steering Committee. The Public Safety Canada Regional Director co-chairs this group. During an emergency, the Federal Coordination Group provides emergency management planning and advice. It also provides and/or manages the flow of information and requests for federal assistance within the region.

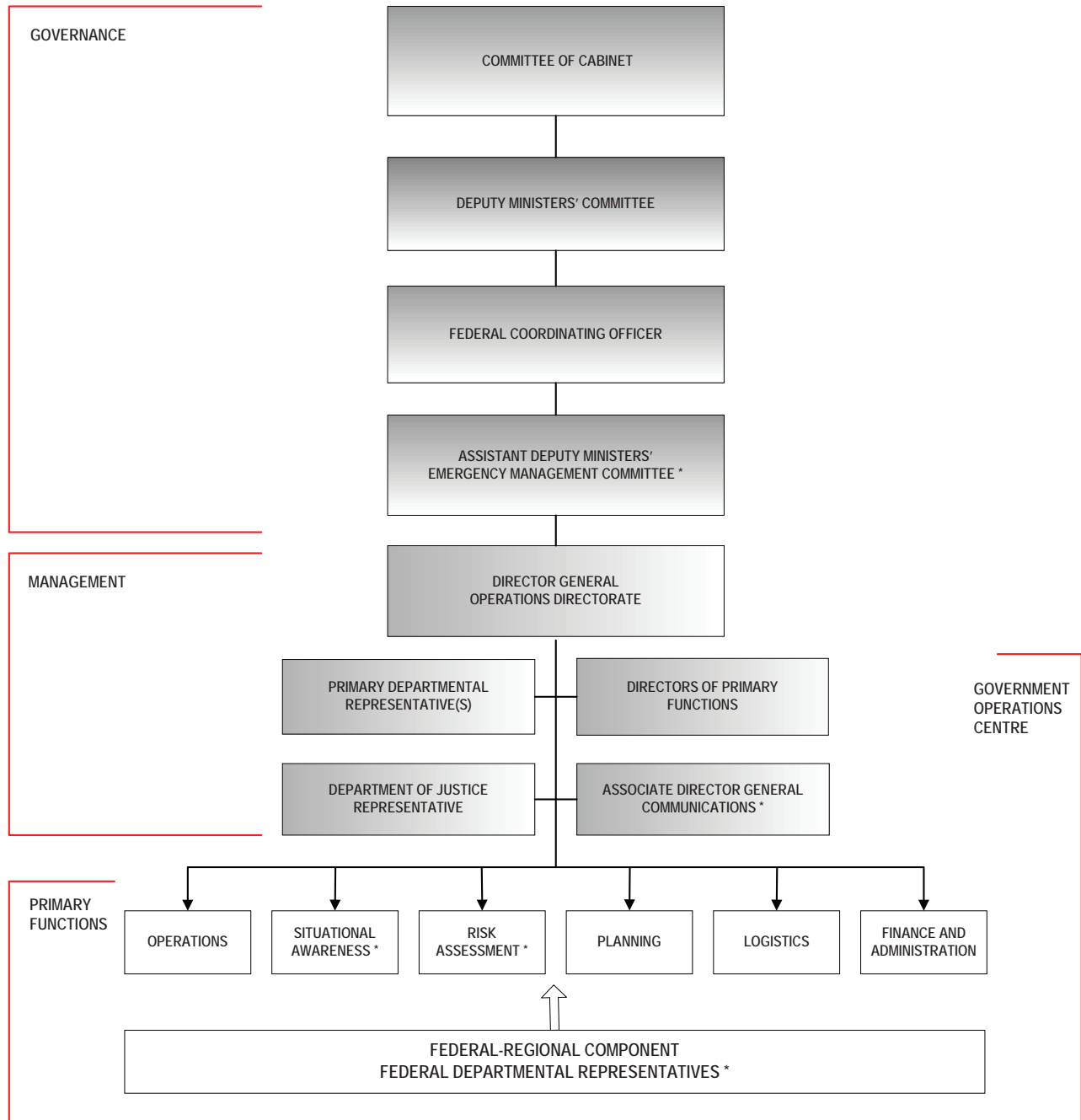
### Federal Liaison Officer

A federal Liaison Officer representing the Public Safety Canada Regional Director is located in the provincial/territorial emergency operations centre and is the link to the GOC and the regional Federal Coordination Centre. The federal Liaison Officer manages the flow of information and requests for assistance from the provincial/territorial emergency operations centre. The federal Liaison Officer also coordinates the activities between the operations centers.

### Federal Public Communications Coordination Group

Based upon the direction from Public Safety Canada's Communications, Ministers' offices, and the Privy Council Office, this group coordinates the government's communications response to the public, to the media and to affected stakeholders. It also collaborates with the provinces/territories. The group is composed of federal public communicators from affected federal departments. The group gathers information for public communications products; advises senior officials on the public environment; supports public communications activities on the ground; and develops public communications activities and products for their respective departments.

## 2.8 THE FEDERAL EMERGENCY RESPONSE MANAGEMENT SYSTEM GOVERNANCE STRUCTURE



\*These areas indicate direct Privy Council Office participation

# SECTION 3

## SECTION 3 – FINANCIAL MANAGEMENT

Financial management, as it applies to FERP, follows the established Treasury Board guidelines on expenditures in emergency situations. Under these guidelines, Ministers are accountable to the central financial agencies and to Parliament for the emergency-related expenditures of their respective departments, crown corporations, or other government institutions. Departmental responsibilities include, but are not limited to, the following:

- Each department must track, document, and compile the costs related to emergency response and recovery.
- Each department must work within the Government of Canada procurement system to procure additional resources.
- Funding for assistance is in accordance with departmental policies on the provision of services.
- Departments are responsible for any incremental costs associated with enhancing their preparedness levels and for costs associated with providing resources to Provinces/Territories.
- Each department that provides resources must review with Treasury Board any additional or alternative sources of funding for assistance in excess of the department's normal capacity.
- Departments that operate on a cost recovery basis for services provided to Provinces/Territories and/or other departments must identify the costs and terms and conditions for the provision of services in advance.

The costs of support actions in each department will be funded on an interim basis by re-allocations from, or commitments against, available program resources. Public Works and Government Services Canada (PWGSC) will not fund such expenditures on an interim basis. Each department must provide the necessary funds to pay the costs of their support actions, when payment is due. Each department should be prepared to initiate separate expenditure records and, if necessary, control system modifications, immediately upon receipt of information that an emergency has occurred and that it will likely be involved. These records must be supported by detailed operational logs, and they must be co-ordinated between headquarters and regions. Departments may seek to recover these extraordinary costs through the process described in the Treasury Board guidelines referenced above.



# SECTION 4

## SECTION 4 – PLAN MAINTENANCE

### 4.1 GENERAL MAINTENANCE

The Operations Directorate manages and maintains FERP. The Operations Directorate will maintain the FERP and its components as an evergreen document. The FERP will be formally reviewed based on lessons learned through exercises and actual events, and will be republished annually. This review will include: assessing the relevancy of existing event-specific plans, developing new event-specific plans as required, and maintaining operational protocols consistent with changes to departmental roles and responsibilities.

### 4.2 MAINTENANCE OF EMERGENCY SUPPORT FUNCTIONS

Departments with primary responsibility for an emergency support function are responsible for managing and maintaining that function. Departments must update information as they deem necessary and appropriate.

Emergency support functions will be reviewed annually, in conjunction with the full FERP review.





# ANNEX A

## ANNEX A – EMERGENCY SUPPORT FUNCTIONS

#	EMERGENCY SUPPORT FUNCTION	MINISTER(S) WITH PRIMARY RESPONSIBILITY
1	Transportation	Transport
2	Telecommunications	Industry
3	Agriculture & Agri-Food	Agriculture (CFIA)
4	Energy Production & Distribution	Natural Resources
5	Public Health & Essential Human Services	Health (PHAC)
6	Environment	Environment
7	Human & Social Services	Human Resources and Skills Development (Service Canada)
8	Law Enforcement	Public Safety (RCMP)
9	International Coordination	Foreign Affairs and International Trade
10	Government Services	Public Works and Government Services
11	Logistics Operations Management	To be confirmed
12	Communications	Public Safety (Public Communications)
13	Border Services	Public Safety (CBSA)

*The Emergency Support Functions will be included as appendices to Annex A once they are finalized.*



# ANNEX B

## ANNEX B – DOCUMENTATION FOR SENIOR MANAGEMENT

ANNEX B – APPENDIX 1 - Notification . . . . .	3-B
ANNEX B – APPENDIX 2 - Situation Report . . . . .	5-B
ANNEX B – APPENDIX 3 - Decision Brief . . . . .	7-B
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ANNEX B – APPENDIX 5 - Incident Action Plan Task Matrix . . . . .	11-B



# ANNEX B Appendix 1

ANNEX B – Appendix 1 - Notification



Government  
Operations Centre

Centre des opérations  
du gouvernement

**CLASSIFICATION**  
**Classification**

## NOTIFICATION - INCIDENT

**Notification – Incident Number:** NTXXX-09 (allocated by the GOC)

**Description of incident:** Description of the incident only.

**Source (s) of reporting:** List all sources of reporting

### Current actions:

- ✓ Who is doing what about this incident?
- ✓ Department/Agency X is the primary federal department for this incident, including public communications (if correct) until otherwise advised.
- ✓ Department/Agency X is the supporting department for this incident (if applicable).
- ✓ Department/Agency X is the primary provincial/territorial ministry (department) for this incident, including public communications (if correct) until otherwise advised. (Assumes there is a regional or local lead)

### Initial analysis/assessment:

- ✓ What does this incident mean?
- ✓ Where do we think it is going?
- ✓ Could this draw media attention or has it already?

**Additional Products:** *Geomatics and other products will be attached to a follow-on message. Users of the GOC's Canadian Common Operating Environment tool can view the additional products immediately.*

### Notification issued by:

Government Operations Centre/Centre des opérations du gouvernement



# ANNEX B Appendix 2

ANNEX B – Appendix 2 - Situation Report



Government  
Operations Centre

Centre des opérations  
du gouvernement

**CLASSIFICATION**  
**Classification**

## SITUATION REPORT

**Incident Number:** STXXX-09 add A,B,C... (allocated by the GOC)

**Incident:** Brief description of the incident

**Date:** Information valid as of dd mmm 2009, XX:XX hours (EDT/EST)

**Description of current incident:**

- ✓ Who
- ✓ What
- ✓ When
- ✓ Where
- ✓ Why

**Source(s) of reporting:** Note original source of reporting and any new sources of reporting

**Current actions in response:** What is being done to respond to this incident?

- ✓ Department/Agency X is the primary federal department for this incident, including public communications (if correct) until otherwise advised.
- ✓ Department/Agency X is the supporting department for this incident (if applicable).
- ✓ Department/Agency X is the primary provincial/territorial ministry (department) for this incident, including public communications (if correct) until otherwise advised. (Assumes there is a regional or local lead)

**Future actions:** If nothing to report, then indicate "nil to report", however detail whatever actions will occur in the future to respond to this incident.

**Assessment/Analysis:** The "so what" portion of the SITREP. Any major issues should also be highlighted here.

**Additional notifications:** No further situation reports will be issued unless significant developments occur. Or either note that notification is same as initial distribution, or note the addition of any extra entities notified.

Also, indicate here if information has been brought to the attention of senior management and if so, specifically who (Director GOC, DG Ops, SADM, DM etc...)

**Additional Products:** Geomatics and other products will be attached to a follow-on message. Users of the GOC's Canadian Common Operating Environment tool can view the additional products immediately.

**Issued by:**

Government Operations Centre/Centre des opérations du gouvernement





# ANNEX B Appendix 3

ANNEX B – Appendix 3 - Decision Brief



Government  
Operations Centre

Centre des opérations  
du gouvernement

**CLASSIFICATION**  
**Classification**

## DECISION BRIEF

*Delete this box – for instructional value only*

*The purpose of this report is to seek national policy direction from federal senior officials about an incident.*

*This report will be printed and added to Tab 1 of the Decision Brief Package.*

### TITLE

*(title = name of the incident taking place i.e. Ice Storm, London Bombing, Hurricane Katrina – delete)*

### **INCIDENT:**

This should be a brief paragraph or bulleted items describing the incident. The information in this section should be concise and significant to the incident. Include all relevant geographic references and the date and time the incident occurred. Ensure that standard or daylight savings time is correct. Format the time for the Eastern time zone, not the time zone of the incident location, indicate (EST) next to the time. Information in this section should be consistent with information in previously issued Notifications and/or Situation Reports, if any have been issued for this incident. (You may use the information located in the 'description of incident' field of a Situation Report for this section).

### **BACKGROUND:**

This section will provide explanatory information on the incident taking place.

### **CURRENT STATUS:**

The status will include a summary of situational awareness information (what is the situation now?), known/potential impacts, relevant threat information, identification of vulnerabilities, a summary of the situation as known now; including extent of damage, (human impact, geographical impact area) and aggravating factors (i.e. weather, CI implications, availability of critical resources).

### **CURRENT ACTIONS:**

Describe what actions are being executed at the present time:

- By federal/provincial/territorial/municipal governments and private sector levels
- Notifications and/or Warnings or Alerts issued
- Outline key actions/decisions being coordinated by federal dept's
- Involvements/actions being taken by the Planning/Policy Groups (i.e. strategic action plan being developed, policy issues being addressed)



**ANALYSIS/ASSESSMENT:**

Provide brief analysis/assessment information specific to the incident for the following areas:

- Monetary Costs
- Impact on Federal–Provincial/Territorial Relations
- Impact on International Relations
- Potential deterioration of the incident
- Public confidence (media coverage)

**POTENTIAL COURSE(S) OF ACTION:**

This section includes the description of each course(s) of action that could be taken to respond to the situation at hand. (number of options as required)

- Option A: (description)
- Option B: (description)
- Option C: (description)

**PREPARED BY:**

Public Safety Canada  
Operations Directorate  
Situational Awareness and Risk Assessment

# ANNEX B Appendix 4

## ANNEX B – Appendix 4 - Planning Guidance Form



Government Centre des opérations **PLANNING GUIDANCE FORM** Operations  
Centre du gouvernement

**Event/Emergency:** (insert title/event id) **Date:** (insert date)

### **DIRECTOR GENERAL (OPERATIONS DIRECTORATE) GUIDANCE TO PLANNERS**

In contingency planning, an event is scheduled (for example, Olympic Games) or is forecasted to occur at some point in the future (for example, West Coast catastrophic earthquake). At some point, a decision is made to initiate Operations directorate planning. The Director General, Operations directorate should be in a position to provide planning guidance in order to properly focus limited resources. This information will come from the Situational Awareness and Risk Assessment (SARA) division that will have collated and analyzed all information that has come to the Government Operations Centre (GOC) from federal departments/agencies, provincial/territorial governments close to the issue, non-government organizations and private industry.

In action planning, an unforeseen event emerges and SARA (and the Canadian Cyber Incident Response Centre (CCIRC) if pertinent) quickly mobilizes to build the operational picture that will provide the information needed by the Director General (DG) to initiate the work of the planners.

In either case, the planners' information needs are the same. The planning guidance should include the following elements:

- The scenario of events that the DG foresees (developed by SARA) may receive higher level approval if the gravity and forecasted resource bill so requires
- The general intent of the federal government under those circumstances
- Any limitations and assumptions that can be foreseen at this point
- Latest time for issuing the plan

The planning guidance may be updated as required.

**Sample scenario:** Canada has been awarded the responsibility to mount the 2XXX Commonwealth Games. The Integrated Threat Assessment Centre (ITAC) assesses that there is a credible though limited and unspecified terrorist threat. SARA's impact analysis and risk assessment concludes that the hierarchy of risks to the Games from moderate to low is:

- Cyber attacks on websites related to the Games
- Conventional sabotage of the power grid that supports the Games
- Use of Improvised Explosive Devices, especially where people will mass
- Use of small chemical devices in enclosed spaces



Sample general intent: the Government of Canada will take all possible measures to mitigate the risk of cyber and terrorist action against the Games through deterrence using highly visible security measures and effective rapid reaction forces using all means at the disposal of the Government of Canada.

Sample limitations: no special powers will be legislated or enacted for Law Enforcement Agencies. The Canadian Forces will not participate in Law Enforcement activities except for the provision of general (non-deputized) support to Law Enforcement Agencies and the provision of a hostage intervention team.

Sample assumptions: terrorist aims are limited to causing embarrassment to the Government of Canada. Federal financial support to the province/territory will be maintained at 50%.

# ANNEX B Appendix 5

## ANNEX B – Appendix 5 - Incident Action Plan Task Matrix

**SECURITY CLASSIFICATION: [SPECIFY HERE WHEN MATRIX IS STAND ALONE] INCIDENT ACTION PLAN TASK MATRIX**

Incident ID (or name) (issued by the GOC) Action Plan # XX created on (DD/MM/YYYY)  
 Incident: (name/title) Operational Period: (HH:HH)-(HH:HH) (DD/MM/YYYY)

Objective/Issue # 1 – Provide an Objective/Issue to be addressed by the government of Canada during the Operational Period					
Task #	Task Description	Primary Depts	Support Depts	Status	Comments
1	Provide a list of actions to be taken by the government of Canada in order to achieve the objective, or address the issue as it is described above. Shade in the entire task once it is complete.	Identify the primary departments that will action each task	Identify the support departments that will action each task	Label each task as Completed, Ongoing or Incomplete.	Provide details on the status of the task, or other pertinent information. If status is incomplete, provide an explanation for this. If status is ongoing, provide an update on the current actions being taken to achieve the task.
2					
3					
4					
5					
6					
7					
8					
9					
10					

*Note: A new table will be created for every objective/issue. Be sure to include the Incident ID (or some identifier of the incident that will be searchable in E-Team) on each Action Plan Matrix so it will be linked to other tables pertaining to this incident.*



The following reference documents pertain to FERP:

### POLICIES

- Federal Policy for Emergency Management
- Canada's National Security Policy
- Communications Policy of the Government of Canada
- Policy on Government Security

### EVENT-SPECIFIC AND DEPARTMENTAL PLANS

- Canada-United States Joint Radiological Emergency Response Plan
- Canadian Food Inspection Agency Template for a Foreign Animal Disease Emergency Support Plan
- Canadian Pandemic Influenza Plan for the Health Sector
- Concept of Operations for the Provision of Federal Support to Provinces and Territories in the Event of a CBRN Incident
- Counter-Terrorism Consequence Management Arrangements
- Federal Nuclear Emergency Plan
- Flood Action Plan for British Columbia
- Food and Agriculture Emergency Response System
- Government of Canada Atlantic Hurricane Contingency Plan
- Guidelines for Space Objects Entry
- Health Canada Emergency Response Plan
- Maritime Security Strategy
- National Counter Terrorism Plan
- National Earthquake Support Plan for British Columbia
- Ontario Electricity Emergency Plan
- Strategic HUSAR Contingency Plan for the Government of Canada
- Wildland/Urban Interface Fires Contingency Plan





# ANNEX D

## ANNEX D – GLOSSARY OF TERMS AND DEFINITIONS

### All hazards

All-hazard risk approach is an approach that recognizes that the actions required to mitigate the effects of emergencies are essentially the same, irrespective of the nature of the event, thereby permitting an optimization of scarce planning, response and support resources. The intention of all-hazards generic emergency planning is to employ generic methodologies, modified as necessary by particular circumstances.

All-hazards incorporates natural and man-made hazards threats including traditional emergency management events such as flooding and industrial accidents; as well as national security events such as acts of terrorism; and cyber events.

### Assumption

A supposition about a current or a future situation accepted as true despite a lack of evidence.

### Awareness

The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge. This process allows organizations and individuals to anticipate requirements and to respond effectively.

### Coordinate

Bring (parts, movements, etc) into proper relation, cause to function together or in proper order (*Source: Oxford Dictionary*).

### Coordinating department

Public Safety Canada is the federal coordinating department based on the legislated responsibility of the Minister of Public Safety under the *Emergency Management Act*. As such, Public Safety Canada is responsible for engaging relevant federal departments in an integrated Government of Canada response to an emergency.

### Department

“Department” used throughout FERP refers to federal departments and agencies.

### Emergency

A present or imminent incident requiring the prompt coordination of actions, persons or property in order to protect the health, safety or welfare of people, or to limit damage to property or to the environment. (*Source: An Emergency Management Framework for Canada*)

### Emergency management plan

A program, arrangement or other measure for dealing with an emergency by the civil population, or for

dealing with a civil emergency by the Canadian Forces in accordance with the National Defence Act. (Source: *Emergency Management Act*)

### Emergency support function

Emergency support functions are emergency response actions in support of the needs that are anticipated to arise prior to or during an emergency.

### Emergency Operations Centre

A designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

### Federal Coordinating Officer

The Deputy Minister, Public Safety (or delegate) serves as the Federal Coordinating Officer (FCO) on behalf of the Minister of Public Safety. The FCO is responsible for the overall coordination of a federal emergency response.

### Incident Command System

A standardized on-scene emergency-management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. (Source: *Justice Institute of BC, on ICS*)

### Integrated Government of Canada response

Involved departments have unity of purpose and contribute to the federal response process by mutually determining overall objectives, contributing to joint plans, and maximizing the use of all available resources.

### Liaison Officers

Liaison Officers are the link between the GOC and their home department. They provide knowledge of their home department, including roles, responsibilities, mandates, and plans. They are also responsible for briefing their home department on developments related to an emergency.

### Management by objectives

This is one of the principles of the Incident Command System. Personnel agree to the objectives and understand their overall direction.

### National Interest

Concerns the defence and maintenance of the social, political and economic stability of Canada. (Source: *Policy on Government Security*)

### National policy direction

Refers to senior officials or ministerial incident-specific policy direction.

### Non-governmental organization

A non-profit organization is based on the interests of its members (i.e., individuals or institutions). It is not created by a government, but it may work cooperatively with government. Such organizations

serve a public purpose, not a private benefit. Examples of non-governmental organizations include faith-based charity organizations and the Canadian Red Cross.

### Operational period

An operational period is a length of time set by the Federal Coordinating Officer with input from the FERMS Management Team to achieve a given set of objectives. The length of the operational period may vary and is determined by the emergency. An operational period is usually 8–12 hours. (*Source: Justice Institute of BC, on ICS*)

### Planning guidance

The Director General, Operations Directorate uses the planning guidance form to instruct planners during an emergency.

### Primary department

A federal department with the legislated mandate related to a key element of an emergency. Depending on the nature of the emergency, there may be multiple primary departments.

### Private sector

Organizations that are not part of any governmental structure, including for-profit and not-for-profit organizations, formal and informal structures, commerce, industry, private emergency response organizations, and private voluntary organizations.

### Primary departmental representative

Primary departmental representatives are part of the management team and provide input on the support needs of their home department during an emergency.

### Subject-matter experts

Provide expertise in a specific technological area or aspect of the response.

### Supporting departments

Supporting departments are federal departments that provide general or specialized assistance to a primary department during an emergency.

### Threat

The presence of a hazard and an exposure pathway; threats may be natural or human-induced, either accidental or intentional. (*Source: Emergency Management Framework for Canada*)





**FERP**