

Emergency:

Municipalities missing from disaster planning

A report to the Federation of Canadian Municipalities (FCM)
by the National Security Group

Ottawa, Ont.
June 2006



Message from the President

Municipal governments have long called for a “seat at the table” when issues affecting their communities are discussed, and nowhere is this more pressing than when planning for emergencies.

As the first responders in 95 per cent of all emergencies in Canada, municipal governments have a critical role to play in preparing for and responding to emergencies. All too often they are under funded and overlooked in the planning process.

FCM commissioned this report, “Emergency: Municipalities missing from disaster planning,” to update our picture of the roles played by municipal governments in managing emergencies. The report confirms that municipal governments must have a voice in shaping the policies that legislate and regulate security and emergency preparedness.

The terrorist attacks of September 11, 2001, the SARS outbreak of 2003 and Hurricane Katrina all demonstrate the critical importance of local first responders—fire fighters, police, the public health officers and emergency shelter workers. The threat of a global pandemic further accentuates the risks and needs. We believe that the current situation, which leaves municipal first responders under funded and left out of disaster planning, not only wastes resources but also threatens the well-being of Canadians.

The report makes several recommendations related to Canada’s lead department for public safety, PSEPC (now called Public Safety Canada). It is our hope that the department will consider these recommendations and that this report will serve as a basis for discussions leading to greater coordination on emergency preparedness among the three orders of government.



Gloria Kovach
President, Federation of Canadian Municipalities

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Executive Summary

The Effect of Federal Public Safety and Emergency Preparedness Activities on Municipal Governments, 2001-2005

This report updates the October 2004 study submitted to the Federation of Canadian Municipalities (FCM) by Global Change Strategies International (GCSI), verifying, confirming and adding to the previous study's recommendations. It also examines the trends in potential hazards, particularly disasters related to climate change, and the consequent escalating costs. It determines the approximate proportion of various municipalities' 2003–2004 operational budgets that went to emergency management and protection. The study analyzes many key federal documents, studies and activities done since October 2004 in areas that affect municipalities.

These include:

- The creation of the Public Health Agency;
- The update of the National Security Policy and creation of various related agencies and advisory boards;
- The establishment of the major international agreement on security and prosperity in North America and its many initiatives;
- The creation of the position paper on the Critical Infrastructure Strategy; and
- The proposed revision of the *Emergency Preparedness Act*, to name a few.

Finally, this report examines and makes recommendations on measures aimed at taking advantage of federal programs and funding for municipalities.

The Threat

Based on previous work by the predecessors of the department of Public Safety and Emergency Preparedness Canada (PSEPC)*, there has been a serious increase in threats to Canada and its municipalities. The primary threat is the effect of more frequent and catastrophic natural disasters due in large part to climate change (see the charts in Part 4 of this report). The potential for man-made and terrorist incidents have similarly increased drastically. However, the most dangerous and unpredictable threat remains the potential pandemic. We must be better prepared for this than we were for SARS.

A Canada West Foundation study of the major western cities (Winnipeg westward), which was conducted in June 2004, found that "protection is the single largest growing expenditure ... representing between 25 and 50 per cent of municipal expenditure growth." This report's examination of 12 municipalities across Canada puts the proportion of total municipal operating budgets devoted to protection at about 19 to 20 per cent, and we predict this proportion of overall expenditures will continue to rise.

The Challenge

The major challenge to municipalities is twofold. First, municipalities are where the first response to more than 90 per cent of emergencies occurs. They must have a voice in the policies that legislate and regulate mitigation, preparedness, response and recovery—including business and government continuity before, during and after the events—to minimize their impact on citizens and property. Second, the funds allocated to public security and emergency preparedness at all levels must be distributed according to a recognized plan. This would require the recognition, consultation and proper funding of municipal leadership.

The current reality is that the risks are increasing and the public is demanding higher levels of protection, regardless of the responsible level(s) of government, thus requiring better risk analysis, better response plans and better prevention and mitigation measures. Although the federal government has committed more than \$9.5 billion to security since 2001, this study confirms the perception that not enough of this funding has gone to municipalities, where it can do the most good. The funding that municipalities have received, such as what they receive through the Joint Emergency Planning Program (JEPP), Heavy Urban Search and Rescue (HUSAR) or other programs, is limited and highly bureaucratized.

There is no clear relationship between the allocation of resources dedicated to public safety and the degree of responsibility for increased public safety.

In short, we conclude that many municipalities are not yet able to cope with significant emergencies, to the detriment of Canadians. Current federal emergency planning does not effectively address this major shortfall.

* Since the January 2006 Canadian federal election, PSEPC has been called by its new abbreviated name, Public Safety Canada. For the remainder of this report, PSEPC will be referred to as Public Safety Canada, except where the name has been used in a document published prior to 2006.

Recommendations

The October 2004 study included some 20 recommendations that dealt with such issues as planning and standards, funding coordination, federal programs, training, information sharing and federal leadership. We reviewed these and found they continue to be valid, as noted in Annex D.

In reviewing new federal policy, policy development and funding programs, this study makes 26 recommendations (see Annex E) for FCM to consider in the following areas:

- Public health and pandemics;
- The Public Safety Critical Infrastructure Strategy position;
- Update of National Security Policy (NSP)
 - Integrated Security System intelligence
 - Emergency planning and management, including mitigation measures
 - Transportation security
 - Border security
 - International security
 - Budget 2005;
- The Security and Prosperity Partnership of North America;
- The Emergency Preparedness Act;
- Standing Senate Committee on National Security and Defence reports;
- Policing coordination;
- Federal mitigation support to municipalities; and
- Border, port and airport municipalities.

However, a list of the most pertinent major recommendations appears on page 20, following the presentation of the study group's methodology and findings.

Consequences

To improve the present situation, the federal government and FCM need to consider and deal with many measures recommended in this report. As stated in the October 2004 report and reconfirmed here, municipalities continue "struggling to react to increased risks in almost every area and are receiving little assistance from provincial or federal governments." This report considers that establishing a "municipal voice" at the federal table is the most critical measure to seek. Without due recognition of the contribution to national policy made by leaders of this first-response level, other measures will be difficult to achieve and certainly be incomplete. This report confirms and justifies many of the perceptions of FCM and municipalities and makes recommendations to improve public safety. It calls for federal consultation of municipal leadership, which is currently quite inadequate, and without which the aim and spirit of the proposed *Emergency Management Act* or its replacement cannot be achieved, regardless of the funds spent. For an emergency response to be "seamless," all levels of civil leadership must be consulted, trained and aware before the emergency happens. Otherwise, we will have replaced one inadequate piece of legislation with another, without improving the safety of Canadians.

Introduction

In October 2005, the Federation of Canadian Municipalities (FCM) asked the National Security Group (NSG) to conduct an update and refinement of a 2004 study of municipal emergency management, produced by Global Change Strategies International (GCSI). Two GCSI members who took part in the 2004 study were also part of the 2005 NSG study team and contributed enormously to this report. They were Dr. Jim Bruce, formerly an assistant deputy minister at Environment Canada and chair of the United Nations Committee on Natural Disaster Reduction, and Mr. Mark Egener, former managing director (deputy minister) at Alberta Public Safety Services, with more than 20 years' experience in emergency preparedness and risk management. Rounding out the NSG team were Mr. Philip Murray, retired Commissioner of the RCMP, and Mr. Clive Addy, retired Army Major-General and chair of the NSG.

To validate the concerns of FCM's Community Safety and Crime Prevention Committee, the NSG was formally given the task of:

- Obtaining more definitive information on the nature of municipalities' perceived increased responsibilities and their related costs; and
- Conducting further research to obtain data and information that would provide a basis for consultation with the federal government about municipal roles and responsibilities regarding critical security issues.

Specifically, the research was to:

- Investigate and map the structure of Public Safety Canada and other federal departments and agencies responsible for safety, security and emergency preparedness, including linkages with the United States and the European Union;
- Investigate and outline Canada's security response during the last four years and resulting initiatives;
- Investigate and report on the status of federal initiatives in the areas of border and port security, national disaster mitigation and response, emergency preparedness and public health during the last four years;
- Clarify responsibilities for improved security and response capabilities at ports, airports and border crossings;
- Consider the cost implications for municipal governments of increased security for local infrastructure systems and recent concerns about an influenza pandemic; and
- Identify the most effective approach to collaboration between the federal government and municipal governments on security and emergency management issues.¹

Two key documents were immediately identified: *Municipal Emergency Preparedness and Management Costs*, produced for FCM by the GCSI in October 2004, and *Emergency Response Management Model for Canadian Municipalities*, a draft proposal produced in October 2005 by FCM's Big City Mayors' Caucus Working Group on Public Safety, Security and Emergency Preparedness.

Having studied the terms of the necessary research and the two key documents, members of the NSG team attended a conference on November 2, 2005, with FCM representatives. On the line were staff of some members of Big City Mayors' Caucus Working Group on Public Safety, Security and Emergency Preparedness.

Representatives of the following federal departments made presentations to FCM:

- Public Safety Emergency Management and National Security Branch,
- the Privy Council Office's Borders Task Force, and
- the Canada Border Services Agency.

After their preliminary research, NSG members met with FCM staff on November 14 to refine and focus the research. On November 25, they met with FCM's Big City Mayors' Caucus in Vancouver, B.C., seeking the mayors' input on the research and tentative findings. On December 2, they briefed FCM's Standing Committee on Community Safety and Crime Prevention in Ottawa.

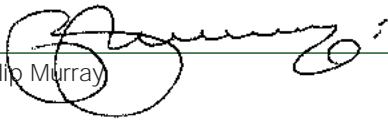
¹ From the approved research proposal to FCM made by NSG, dated October 25, 2005, and amended November 1, 2005.

The report was unable to determine clearly, at this stage, the cost implications to municipalities of the need for increased security in local infrastructure systems and in response to a possible influenza pandemic. However, analysis of all other elements was conducted.

This report summarizes the work and input provided during this research and at these meetings. From this, it proposes key recommendations to both the federal government on behalf of FCM and to the FCM Standing Committee on Community Safety and Crime Prevention and the FCM Big City Mayors' Caucus Working Group on Public Safety, Security and Emergency Preparedness. NSG members who took part in this study feel strongly about the importance and urgency of these recommendations. Considering the increasing risks and probabilities of disasters, we hope to see rapid improvement in mitigation, planning and resource support from the federal government to the municipal leadership and first responders in municipalities across Canada.



Clive Addy



Phillip Murray



Jim Bruce



Mark Egner

Methodology

Literature Review

GCSI Study of October 18, 2004

Research for this report began on October 27, 2005, with a review of the previous study's findings. Team members reviewed the study and its references to establish their continued relevance and accuracy and to refine its recommendations (See a list of these recommendations in Annex D). It was important to recognize the accuracy or modify the study's major conclusions and then to reflect on and support any consequent recommendations. Since the study's conclusions were the result of extensive consultations with 13 municipalities, we decided to confirm these with as many of these municipalities as possible during our research.

Update of Government Policy Documents and Activity since September 2004

Our research indicated that the key government documents to review were:

- Public Health Agency, *Policy on Bio-terrorism and Emergency Preparedness*, July 27, 2005;
- PSEPC, *Critical Infrastructure Strategy Position Paper*, November 2004;
- *Defence Policy Update*, Spring 2005;
- PSEPC, *Update of National Security Policy Progress*, April 2005;
- *Security and Prosperity Partnership of North America*, Report to Leaders, June 2005;
- Standing Senate Committee on National Security and Defence reports, *Canadian Security Guide Book*, December 2004; *Borderline Insecure*, June 2005; and *Wounded*, September 2005;
- *Modernization of the Emergency Preparedness Act*, Public Safety call for input, September 2005;
- *Emergency Management Act*, Bill C78;
- Office of the Auditor General of Canada, Fifth Annual Report, *Matters of Special Importance*, November 22, 2005

Other Pertinent Documentation:

- Dr. Kurnan Wilson and Harvey Lazar, "Planning for the Next Pandemic Threat: Defining the Federal Role in Public Health Emergencies," *IRPP Policy Matters*, vol. 6, no. 5 (November 2005);
- FCM memo to the Big City Mayors' Caucus (November 9, 2005);
- Sherry Cooper and Donald Cox, *An investor's guide to avian flu*, BMO Nesbitt Burns (August 2005);
- City of Toronto letter to Public Safety Canada in response to the paper entitled, *Modernization of the Emergency Preparedness Act* (September 29, 2005);
- Greg Pellegrino and William D. Eggers, *Prospering in a Secure Economy*, Deloitte Research (Fall 2005);
- M. Gordon Dunn, *Terrorism and Business Continuity: Preparedness in a Target Industry*, Office of System Safety, GO Transit, a presentation delivered to the Second Annual Government and Business Security and Continuity Planning Conference, Toronto (April 2005);
- *Integrated Policing Policy Framework, Resolution #1-2005*, Canadian Association of Chiefs of Police at its 100th meeting, Ottawa (Summer 2005);
- *Integrated Response Model for National Security Threats*, City of Ottawa RFP 00405-91893-PO5 (November 2005).

Interviews, Meetings and Briefings

- To meet the update requirement, the team sent a questionnaire to the 13 original municipalities (see Annex A).
- A significant number of the original interviewees no longer worked at the municipalities and some of the newer people were not aware of the previous inquiry or the answers previously provided, or they felt unable to reply. Through an Internet search and interviews with those who would provide answers, we produced a summary of results obtained from 15 municipalities (see Annex B). Of these, responses from 12 municipalities were accurate enough to be compared in a chart (see Annex C).
- Team members listened to briefings that federal government agencies gave on November 2, 2005, at Public Safety Canada and followed up on issues presented in the briefings. They attended a coordination meeting with FCM staff on November 14, where they confirmed the scope of the research. They briefed the Big City Mayors' Caucus on November 25 and received their feedback. On December 2, they met with the FCM Standing Committee on Community Safety and Crime Prevention.²

² Results of the meetings have been collated and reflected in the findings.

Findings

Part I:

How We Deal with Emergencies in Canada

The major piece of federal legislation that defines powers in an emergency is the 1985 *Emergencies Act*. This replaced the *War Measures Act*, which was considered too limited and draconian. The newer act envisaged four generic types of emergencies: a public welfare emergency (fire, flood, drought, storm, earthquake or other natural phenomenon; disease in human beings, animals or plants; accident or pollution); a public order emergency (civil unrest or insurrection); international emergency; and a war emergency.

The *Emergency Preparedness Act*, also passed in 1985, outlined the responsibilities of the federal government and other governments in preparing for emergencies. It established the responsibilities and functions of the minister responsible for public security and emergency preparedness, as well as the emergency preparedness responsibilities of all federal ministers in their respective areas of accountability. It further recognized provincial and territorial interests regarding federal assistance provided during a provincial emergency. It provided the legal basis on which the Governor in Council would declare that a provincial emergency is of concern to the federal government and that the affected province(s) should receive the requested financial and other assistance. It sought to encourage and support provincial emergency preparedness and, through provincial governments, local emergency preparedness. It also sought to coordinate and support the activities of government institutions regarding this emergency preparedness.³

After the creation of Public Security and Emergency Preparedness Canada (PSEPC) in 2003, these two acts were reviewed internally. Public Safety Canada found the first to be pertinent and useful in the new security environment that followed the terrorist attacks of September 11, 2001. However, the minister deemed that the *Emergency Preparedness Act* needed a major review. Public Safety Canada consulted stakeholders and asked for responses by the end of September 2005.

Following the review of these responses, then-Deputy Prime Minister and Minister of Public Security and Emergency Preparedness Canada, the Hon. Anne McLellan, introduced for first reading Bill C78, the *Emergency Management Act (EMA)*, on November 17, 2005. As she stated at the time: "By introducing the new *Emergency Management Act*, the Government of Canada is providing a solid legislative foundation for emergency management in the 21st century. The recent bombings in London and the hurricanes in the United States' Gulf Coast have reinforced the fact that leadership, coordination and seamless emergency management are all essential to Canada's readiness for dealing with emergencies and saving lives."⁴ However, this bill died on the Order Paper when Parliament was dissolved.

Public awareness and concern have brought about corresponding policy changes at provincial and territorial levels, which have also imposed added costs and investment at municipal levels.⁵ Although the legal framework has been adjusted, the fundamental Canadian approach of the multi-level government, bottom-up response to emergencies remains essentially the same. This is confirmed in the following quotes:

"The proposed *Emergency Management Act* will ensure that the federal response to an emergency is coordinated and harmonized with other jurisdictions. It will also enable the establishment of a national emergency management system based on the elements of mitigation/prevention, preparedness, response and recovery."⁶

"When an emergency does occur, people normally see to their own safety, to the extent possible, and then seek assistance from local and provincial or territorial governments, if necessary. If an emergency moves beyond their capabilities, those governments in turn seek federal assistance."⁷

"[Bill C78] recognizes that emergency management in an evolving risk environment requires a collective and concerted approach [among] all jurisdictions, including the private sector and non-governmental organizations."⁸

³ *Emergency Preparedness Act*, R.S. 1985, c. 6 (4th Supp.) 1988, c. 11, articles 1 and 5.

⁴ See <http://www.psepc.gc.ca/media/nr/2005/nr20051117-en.asp>.

⁵ See in Annex B, Town of Perth comments in "Other data" column. See also *Emergency Management Act*, Ontario Regulation 380/04, Section 10.

⁶ <http://www.psepc.gc.ca/media/bk/2005/bk20051117-1-en.asp>, Answer 6.

⁷ <http://www.psepc.gc.ca/media/bk/2005/bk20051117-1-en.asp>, Answer 7.

⁸ <http://www.psepc.gc.ca/media/bk/2005/bk20051117-1-en.asp>, Answer 3.

In her report of November 22, 2005, the Auditor General of Canada said in the context of climate change and security: "I encourage parliamentarians and the government to pay more attention to the management and accountability of initiatives that cut across organizational boundaries. Current practices tend to reinforce a narrow silo approach rather than a broader corporate view of government responsibilities." ⁹

The NSG members concluded that a bottom-up process through three levels of civilian leadership was true of most emergency response in Canada. However, citizens' expectations and the safety and well-being of Canadians would not tolerate a slow, jurisdictionally closeted and ineffective system in any crisis. Any and all responses, regardless of the level of responsibility, would have to be quick and effective.

The group found that the intent of the proposed Emergency Management Act was quite appropriate but that the government has not done enough to address the needs and responsibilities of municipalities and their first responders. Not seeking municipal input when preparing emergency preparedness policy and exercises creates unnecessary risk and weakens the planning and execution of responses to potential emergencies, including terrorist acts, natural disasters and pandemics. The U.S. failure to respond to Hurricane Katrina demonstrates what can happen when those closest to an emergency are the least consulted and prepared.

This finding confirms the perceptions of most FCM members that their concerns are not addressed and that extra costs and obligations are imposed on them through policies developed without their participation. Had they been consulted, they might have offered better solutions. They also feel strongly that expenditures incurred by other orders of government might have been better directed toward them as the first level of response. This report offers recommendations to improve public safety dialogue. It calls for federal consultation with municipal leadership, which is currently deemed quite inadequate and without which the aim and spirit of the proposed Emergency Management Act, or its replacement, cannot be achieved, regardless of the amount of funds spent. For an emergency response to be "seamless," all levels of civil leadership must be consulted, trained and aware before the need arises. Otherwise, we will have replaced one inadequate piece of legislation with another, without improving the safety of Canadians. In short, we conclude that many municipalities are not yet able to cope with significant emergencies to the detriment of Canadians, and that current federal emergency planning does not effectively respond to this major shortcoming.

Part II:

Other Federal Policy Initiatives, 2004–2005 (Mapping the Policy Route) ¹⁰

1. Public Health

The new Public Health Agency, created in September 2004, published its *Policy on Bio-terrorism and Emergency Preparedness* on July 27, 2005. This document explains the Canadian adherence to the Global Public Health Intelligence Network, now operated by the World Health Organization (WHO). For example, it ensures that surveillance information on influenza-like illness (ILI) is reported weekly from October through April. It establishes a National Advisory Committee on Immunization Guidelines for provinces and local jurisdictions (for example, "How to" guides for the Capital Health Region of Alberta (2000)). It indicates that the federal Public Health Agency will prepare guidelines for the handling of public health emergencies. It notes that previous influenza pandemics in 1957-58 and 1968-69 were too long ago for many current municipal health practitioners to have directly experienced them, so these guidelines will prove most valuable. The Public Safety Canada-operated Government Operations Centre has set up a secure website for federal-provincial information exchange and established the position of Chief, Crisis Communications.

On September 24, 2004, Dr. David Butler-Jones was appointed Canada's first Chief Public Health Officer. The National Security Policy (NSP) update announced the creation and operation of health emergency response teams made up of volunteer health professionals, who will be trained and equipped to assist local authorities in emergency situations.

The emergency operations centre was established at the National Microbiology Laboratory in Winnipeg, Manitoba. Other initiatives include: forming deployable elements of the Canadian Integrated Outbreak Surveillance Centre; \$300 million to the provinces and territories for the National Immunization Strategy; \$100 million to the provinces and territories to address immediate gaps in capacity; and \$24 million toward the creation of a national antiviral stockpile for use against an influenza pandemic.

⁹ Office of the Auditor General of Canada, *Matters of Special Importance* (November 22, 2005), www.oag-bvg.gc.ca.

¹⁰ Annex F presents a schematic synopsis of federal-level mapping of national security activity. Other organization diagrams from Public Safety Canada, in effect on November 2, 2005, are available at FCM. Dr. Kurnan Wilson and Harvey Lazar, "Planning for the Next Pandemic Threat: Defining the Federal Role in Public Health Emergencies," *IRPP Policy Matters*, vol. 6, no. 5 (November 2005).

Some believe the *Emergencies Act* covers health emergencies well, and that an amendment would bring it up to date with today's threats and procedures. Others, however, argue rather convincingly for something different. They believe a separate Public Health Emergencies Act is required to:

- allow the federal government to intervene in a pandemic early, when the ability to control it is greatest;
- ensure that the federal government has full and accurate information to communicate to the provinces so that they can properly prepare; and
- allow Canada to meet its *International Health Regulations* reporting responsibilities.

This Act would supposedly allow faster federal intervention if necessary, provide increasing federal power commensurate with the gravity of the threat, and ensure that these powers do not unduly burden the provinces financially.¹¹

There has been limited municipal leadership participation in health emergency advisory committees, resulting in a lack of clarity on municipal and private-sector needs and responsibilities for business continuity in major public health emergencies. The Public Health Agency must address and resolve this if it is to gain municipal confidence and get full value from its plans and exercises before the need arises.

On the positive side, the alerting system defined by the Public Health Agency contains three clinical and five public alert phases. Each has documented responsibilities, including those at the local or municipal level for surveillance, vaccination programs, and antiviral and health services.¹²

Also on the positive side and typical of good common sense and co-operation, is an example from Halifax. While provincial and local public health authorities still develop health aspects of their pandemics plan, the Halifax Emergency Measures Office has produced a draft municipal business continuity plan for the maintenance of municipal services during a pandemic, which will become an annex to its all-hazards plan.

Another, more developed example is Ottawa's Interagency Influenza Pandemic Plan, which foresees the following elements:

- Mass vaccination clinics;
- Telephone triage service;
- Assessment centres;
- Isolation centres;
- Public health centres;
- Trained volunteer services; and
- Maintenance of essential city services.

Alberta Health and Wellness (AHW) and Emergency Management Alberta are leading a provincial effort to write a hazard-specific pandemic plan, the planning process for which involves the ministries and industry. Municipalities were recently issued a pandemic annex to their Municipal Emergency Plan template, and regional health authorities and municipalities have been coordinating their pandemic plans. Calgary and Edmonton both have plans in place.¹³

The Public Health Agency should examine these and other examples to create proper national health-emergency guidelines for municipalities.

¹¹ Dr. Kurnan Wilson and Harvey Lazar, "Planning for the Next Pandemic Threat: Defining the Federal Role in Public Health Emergencies," IRPP Policy Matters, vol. 6, no. 5 (November 2005).

¹² Data from http://www.phac-aspc.gc.ca/influenza/pandemic_e.html and the Office of the Medical Officer of Health, City of Ottawa.

¹³ From discussions with AHW and Edmonton and Calgary emergency managers

2. PSEPC Critical Infrastructure Strategy Position Paper, November 2004

Based on the following principles, federal government departments have engaged industry sectors to address the issue of Critical Infrastructure Protection (CIP).

- **Awareness:** The first step toward taking specific action is to raise awareness of CIP among senior managers in industry and all levels of government by presenting a compelling business case for corporate action (i.e., pointing out that industry has a fiduciary responsibility to mitigate risk for the benefit of corporate stakeholders, clients and the general public from both an economic and public safety perspective).¹⁴
- **Integration:** Critical infrastructure (CI) assurance can be achieved by integrating physical and computer security issues into emergency management programs and encouraging the integration of CIP at the corporate level with good business practices (such as business continuity planning).
- **Participation:** Success in CI assurance will only be achieved through broad participation of industry stakeholders and federal and provincial/territorial governments. A national strategy must complement and build on current CIP activities and relationships, whether they are established or in the formative stages. While the national strategy will focus on Canadian initiatives, it must also recognize cross-border and international activities.
- **Accountability:** CI partners are jointly accountable to Canadians (through legislation, regulation, policy and due diligence) for safeguarding their own assets and ensuring the continued viability of their services.
- **All-hazards approach:** Canada's critical infrastructure could be disrupted or destroyed by a deliberate attack, natural disaster, accident or computer virus or malfunction. CIP must be approached from an all-hazards perspective.

The position paper does not include participation by municipal governments, nor does it suggest that companies and other orders of government deal with municipal governments and their first responders as a matter of principle. However, it does state the following:

"Emergency managers and first responders should possess sufficient CI information to plan and carry out their emergency management roles; and public authorities with protection responsibilities should possess information about those critical infrastructures within their jurisdictions that must be protected." ¹⁵

The government does recognize the quandary and resolves to "promote and support timely and accurate information-sharing across jurisdictions and CI sectors. This will require establishing working groups with participants at all levels and conducting stakeholder consultations, including with international partners, to determine the nature of the information required [and] the most appropriate vehicles to exchange the information, and to increase interoperability." ¹⁶

PSEPC also commits to the following:

"The Government of Canada position is that interdependency analysis must be integrated into risk management decisions, mitigation and preparation strategies, and response and recovery activities. In addition, the Government of Canada will coordinate national efforts in interdependency research and development, which is essential to understanding this issue." ¹⁷

Municipal interests still need to be considered in these discussions and in working or sector groups. In some cases, municipal governments should lead these groups, rather than be "represented by the province."

PSEPC should invite municipal leadership, through FCM, to take part in key working groups within several critical sectors, such as municipal transit or others regulated by ministries that do not have or do not seek direct municipal input. Without recognized participation by municipal governments, the resulting analyses may well prove inadequate and be a dangerously presumptive foundation for emergency planning.

¹⁴ Critical Infrastructure Position Paper, Public Safety (November 2004), p. 6.

¹⁵ PSEPC (November 2004), p. 6.

¹⁶ PSEPC (November 2004), p. 8.

¹⁷ PSEPC (November 2004), p. 10.

3. Securing an Open Society: One Year Later, April 2005

This progress report on the implementation of Canada's national security policy does not cover many municipal security interests, mainly because the federal approach is to consider municipalities solely as creatures of the provinces. It does not recognize issues such as the national impact of the increased vulnerability of major and border cities. A better discussion of the special response needs of municipalities and directing a more substantial share of federal funding to them would have been welcome and expected. The absence of federal recognition of this reality creates unnecessary tension and reduces the perceived credibility and effectiveness of federal emergency funding and emergency-response planning. More effective procedures must be in place to get vital input from municipal governments and their first responders. PSEPC must do more to get municipal leadership participation in national security policy.

Major Issues

- **Integrated Security System:** The federal government has established an Advisory Council on National Security to receive advice from external security experts on issues related to national security and on strategies, mechanisms and activities required to develop and implement an integrated system. There is no municipal leadership representation on this council.¹⁸
- **Intelligence:** The Integrated Threat Assessment Centre (ITAC), comprising staff from across the federal security and intelligence community, began operations in October 2004. By April 2005, ITAC had prepared and distributed more than 40 comprehensive threat assessments to key partners in the intelligence community, other government departments and first-line responders. Public Safety Canada must make an effort to confirm that municipal leadership and first responders are aware and satisfied that they get what they need, when they need it.
- **Emergency Planning and Management:** The new Government Operations Centre can provide stable, around-the-clock coordination and supports that, apparently, municipalities can use. As with intelligence, Public Safety Canada must make municipal leadership and first responders aware of this resource and its products and services and seek their input in keeping it relevant and current.
- **Ministerial Council:** Federal and provincial/territorial ministers responsible for emergency management have established a permanent, high-level forum on emergencies and have approved a detailed work plan to improve emergency preparedness throughout the country. Municipal leadership and concerns do not seem to be properly represented at this forum.

Other federal government initiatives may not have been communicated to municipalities and their emergency services. Some of these include:

- Canada participated with the United States and the United Kingdom in Exercise TRIPLE PLAY / TOPOFF 3 / ATLANTIC BLUE, a major counterterrorism exercise to assess Canada's ability to collaborate effectively with international partners in the event of a terrorist attack or other emergency.
- On March 31, 2005, the Government of Canada issued its Chemical, Biological, Radiological and Nuclear (CBRN) Strategy.
- Public Safety is leading the ongoing development and implementation of the National Emergency Response System.

Public Safety Canada should undertake a more focused effort to get municipal leadership and first responders' input if it is to meet the principle of "Participation" and improve emergency preparedness.

Transportation Security

A number of transportation security measures are being implemented, which could have significant implications for municipal first responders. Some of these include:

- New Marine Security Operations Centres on the east and west coasts. The Marine Facility Security Contribution Program came into effect on December 1, 2004, and will assist ports and port facilities with security enhancement. Additional funds will also be available to improve security at Transport Canada's public ports and public port facilities.
- Options are also being considered for extending security background check requirements to other transportation workers, with particular attention to access to restricted areas and the transportation of dangerous goods.

¹⁸ See <http://www.pco-bcp.gc.ca/default.asp?Language=E&Page=Ministers&sub=Deputy PM&doc=acns>.

- The Airport Restricted Area Access Clearance Program has been strengthened and the Non-Passenger Screening Program was launched to enhance airport security.
- Transport Canada has launched the development of a national Transportation Security Strategy.

All of these initiatives have an impact on surrounding municipalities and have made some assumptions based on these municipalities' ability to respond to emergencies in one form or another. The federal government agency and affected municipalities must directly address the municipal impact of some of these measures, both good and bad, if they are to prove effective.

Border Security

Several new border security measures were implemented recently, possibly without adequate consideration of border or gateway municipalities' needs and concerns.

- In 2004, the Canada-U.S. Smart Border Declaration was signed. The fifth status report in December 2004 indicated that significant progress had been made on many elements of the 32-point action plan. A framework has been issued to implement land pre-clearance pilot projects at the Buffalo-Fort Erie Peace Bridge and at one other Canada-U.S. border crossing.
- The Free and Secure Trade (FAST) program has been expanded to seven new high-volume commercial crossings along the Canada-U.S. land border.
- The NEXUS-Air pilot project for pre-approved, low-risk air travelers, which uses iris scan biometric technology, was initiated at the Vancouver International Airport in November 2004 and is currently expanding to other airports.

Another section on borders follows later in this report.

International Security

- Canada Command, created in June 2005 and coming into effect in February 2006, will provide more direct and rapid Canadian Forces support in domestic operations. British Columbia will get its support through the Navy Headquarters in Esquimalt.
- A robust Counterterrorism Capacity Building Program is being developed at the national level.
- These measures may affect B.C. cities planning for the 2010 Winter Olympics and big cities in the rest of the country.

Budget 2005 Security Commitments

The federal government announced the following spending commitments as of April 2005. Little of this is likely to reach municipal governments.

- The 2005 Budget includes \$1 billion over five years (on an accrual basis) for key national security initiatives, including improvements to marine transportation security, cargo security, border security, emergency management initiatives and security at Canadian diplomatic missions abroad.
- The government has committed \$9.5 billion additional investments in national security initiatives since the terrorist attacks of September 11, 2001.
- It is also committing \$34 million over five years to prepare for an influenza pandemic, as well as \$100 million to fund global peace and security initiatives.

Public Safety Canada, on behalf of the federal government, must explain more clearly to municipal governments the effect and use of these funds. At present, municipal governments see growing federal and provincial structures, rather than support for their first responders, which deliver little, if any, real additional security. In addition, municipal governments perceive an offloading of responsibilities, without legislation and funding to help them manage the responsibilities. (See Annex B for comments from St-Jean, Que., and Perth, Ont.)

4. Security and Prosperity Partnership of North America, Report to Leaders (June 2005)¹⁹

The security agenda alone has 102 separately coordinated initiatives involving nine federal departments or agencies and the participation of a large number of federal and provincial/territorial governments and private industry. These initiatives have very short timeframes (six months to three years), and national leaders must be updated on these initiatives annually.

The major protection initiatives in this partnership are:

- Improved screening of individuals and goods entering and leaving North America;
- Real-time information-sharing on high-risk individuals and cargo;
- Coordinated programs and joint exercises to ensure governments are prepared for large-scale incidents;
- Joint assessments of critical cross-border infrastructure and a commitment to work with stakeholders to enhance existing border infrastructure;
- Strengthened approaches to maritime and aviation security;
- A second site for the Canada–U.S. land pre-clearance pilot; and
- The commitment to devise a single, integrated global enrollment program for North American trusted travellers (e.g. NEXUS, FAST, SENTRI) for travel by air, land, and sea.

Federal authorities must seek municipal representation on the various working groups involved with each initiative, and FCM should consider monitoring or attending pertinent working groups. The Canada Border Security Agency (CBSA) should ensure that border municipalities are aware and involved, because these initiatives will have a greater impact on them than on others.

5. Review of the Emergency Preparedness Act²⁰

In 2005, Public Safety Canada sought answers from a broad audience to certain questions that it deemed necessary to update and improve the Emergency Preparedness Act. Many municipalities responded. For example, following are some of the issues the City of Toronto said were important. They are pertinent and quite characteristic of many municipalities' concerns.²¹ (Public Safety Canada questions are in italics; Toronto's comments are in normal.)

In respect of Emergency Management, is current scope of Act broad enough and adequately balanced?

- Emergency management is based on identified risks. Changes in need and scope of risk analysis must be recognized and addressed.
- Insufficient attention and funding is directed towards risk identification, mitigation and preparedness.
- [There is a] high societal reliance on technology, the disruption of which will be critical, i.e., communication systems, cell phones, pagers, e-mail, public broadcasting, electrical supply, water and fuels, logistic movement of critical goods such as food and medications, etc.
- Technological assets must be considered, prioritized and treated [the] same way as physical assets if they are needed.

Ensuring Government of Canada Readiness—How to report on state of preparedness?

- Open and ongoing communications between municipal and federal level are absolutely necessary to achieve operational on-the-ground preparedness.
- Federal government preparedness should be reported upon by an agency independent from Public Safety Canada.
- Municipalities need serious help to ensure mitigation and preparedness that is based on identified risks. This applies as well to federal infrastructure within municipalities.

¹⁸ Security and Prosperity Partnership of North America, Report to Leaders, Annex (June 27, 2005), www.fac.gc.ca/spp/spp-menu-en.asp, presentation by Paul Gibbard from PCO at Public Safety Conference (November 2, 2005). Presentation notes are available at the FCM.

²⁰ Modernization of the Emergency Preparedness Act, Public Safety Canada call for input by September 2005.

²¹ City of Toronto letter to Public Safety Canada in response to the call for input (September 29, 2005).

Seamless Emergency Management—How do we “harmonize” with federal emergency response activities?

- Focus federal effort on risk identification, mitigation and preparedness, as well as response and recovery plans.
- Recognize large municipalities as emergency management partners.
- Current artificial barriers expend time and increase miscommunication and error when technical data is exchanged.
- Big cities should be permitted to liaise directly with federal agencies on emergency management. Large municipalities like Toronto have a special relationship to liaise directly with federal government and inform the province.
- Physical proximity of federal resources. These need to be available to and thus located near most likely threatened areas.

The federal government will have to revisit the Emergency Management Act and recognize municipalities, particularly large cities and border communities, as “Emergency Management Partners” in some significant way in its new version.²²

6. Standing Senate Committee on National Security and Defence Reports, 2004-05

The October 2004 GCSI report relied for some of its findings and recommendations on a March 2004 report by the Standing Senate Committee on National Security and Defence, entitled *National Emergencies: Canada's Fragile Front Lines*, which is available online with other Senate committee reports at www.sen-sec.ca. This report's findings on the general state of municipal preparedness remain valid, although awareness of the need, liability and costs of emergency preparedness at the municipal level is increasing. It is worth repeating some of the key findings:

- Larger cities were generally better prepared than smaller communities to deal with an emergency or disaster.²³
- Almost all medium and large communities had designated a full-time official to be responsible for emergency preparedness.²⁴
- More than half of the medium-size and large cities said they were able to respond effectively to an emergency.²⁵
- Few smaller communities said they were able to respond effectively to an emergency.²⁶
- Less than half of all communities were able to respond effectively to an emergency.
- The major issues involved communications and coordination among response agencies, communications with the public, access to critical supplies and training.²⁷

In addition, the Senate Committee has recently released two other important reports on national security and defence.

The Canadian Security Guide Book, 2005 Edition, is a continuously updated compendium of all previous recommendations made to the federal government and its agencies. For instance, the federal government only funded the purchase of chemical, biological, radiological and nuclear (CBRN) detection and protection equipment for first responders for two years, but funded training for six years. The Senate Committee argues that funding for CBRN equipment and training must continue beyond 2007. It also strongly urged PSEPC to become the multi-level government “clearing house” for “lessons learned” by first responders and emergency managers at all levels. It also stressed that “Collaboration and cooperation among different orders of government in Canada is inadequate.” It urged PSEPC to “restructure the national emergency preparedness system

²² Article 4. (f). Bill C78 states the Minister is responsible for “coordinating the activities of government institutions relating to emergency management with those of the provinces — and supporting the emergency management activities of the provinces — and through the provinces those of local authorities.”

²³ Standing Senate Committee on National Security and Defence *National Emergencies: Canada's Fragile Front Lines* (March 2004), p. 81.

²⁴ Standing Senate Committee on National Security and Defence (March 2004), pp. 82-83. [the use of Idem is antiquated.]

²⁵ Standing Senate Committee on National Security and Defence (March 2004), p. 86.

²⁶ Standing Senate Committee on National Security and Defence (March 2004), p. 86.

²⁷ Standing Senate Committee on National Security and Defence (March 2004), pp. 87-92.

so that local concerns and needs form the core of preparedness planning and structures.” However, it did applaud the creation of the Public Health Agency and urged the federal government to “provide additional funds to large cities, on the agreement that they be prepared to provide certain specialized functions to nearby smaller communities.”

Borderline Insecure, published in June 2005, deals with sea, land and air border issues that affect gateway municipalities. Among other key issues, the report recommends jurisdictional change in these locations. Borders will be specifically addressed in a later section of this report.

Part III:

1. Is Policing Able to Respond to Municipal and Public Demand Today?

At the 100th meeting of the Canadian Association of Chiefs of Police (CACP), the first resolution called on governments to review the legislative framework regarding terrorist and other threats posed to communities, particularly larger municipalities, in which the country's various levels of police operate. The CACP argued for an “Integrated Policing Framework”,²⁸ essentially outlining the following:

- Canadians are increasingly aware of the impact of organized crime and the threat of international terrorism in their communities;
- Canadian police—in national, provincial, regional and municipal police services—are integrating their efforts across jurisdictions to prevent and respond to these threats;
- Police continue to respond daily to their local communities’ concerns and priorities related to public safety;
- National priorities have an impact on the budgets and level of policing services in municipalities;
- Governments need to undertake comprehensive reviews of current policing arrangements;
- The federal-provincial/territorial governments should communicate with municipal governments to clarify who is responsible for what and who pays for what; and
- The CACP’s prime concern remains public safety and security.

These concerns remain, but since then CACP has focused more on having the police define their vision of how policing should be organized and paid for, and then present their overall position to all three orders of government, rather than having government define it for them.²⁹

Municipal governments should be aware of these concerns and of the CACP approach. However, across Canada, RCMP contracts with the provinces and municipalities were recently renewed until 2012, so most governments are in no rush to address this issue.

This would be best resolved through effective activity and shared responsibility to ensure that various police forces learn how to work together in the event of potential threats and emergencies within a given region. They would be able to define more convincingly the challenges that they and municipal leadership mutually face and cooperatively approach the resolution and definition of any necessary framework changes.

An example of this is the effort underway in the Ottawa region,³⁰ where police services from two provinces, several municipalities and the RCMP are developing an integrated model to respond to terrorist threats in the nation’s capital. Federal departments and agencies, the provinces, and the participating municipalities and their police forces are funding this effort essentially on a “pro-rata” basis.

With its National Exercise Program, Public Safety Canada can play a significant role in resolving some of these inter-jurisdictional challenges by having municipalities and other orders of government and responders work together in similar studies and exercises.

²⁸ Canadian Association of Chiefs of Police, *Integrated Policing Policy Framework*, Resolution #1-2005, Ottawa (Summer 2005).

²⁹ Discussions with Philip Murray and RCMP Deputy Commissioner Killam, who represents the force nationally at CACP on this issue (December 2005).

³⁰ City of Ottawa, *Integrated Response Model for National Security Threats*, RFP 00405-91893-PO5 (November 2005).

2. Municipalities Need Support at the Federal Level to Conduct Proper Mitigation Measures

Municipalities recognize that preventive or mitigation measures can substantially reduce the effects of emergencies and the extent of necessary responses, especially for natural and technological disasters, health emergencies and pandemics.³¹

Among the measures that municipalities have adopted or considered to increase resilience are:

- Zoning and set-backs to limit development in hazardous areas;
- Disaster-proofing infrastructure such as storm sewers, energy distribution, water supplies, communications, transportation, etc.;
- Adequate emergency diagnostic and medical facilities;
- Early warning and surveillance systems;
- Enforcement of strict building codes;
- Structural protection, for example, by-pass floodways; and,
- Maintenance of vegetation on slopes.

While recognizing the value of these measures, many municipalities have insufficient financial and technical resources to implement them. Losses resulting from natural disasters have been rising rapidly, so preventive actions are becoming increasingly valuable and cost-effective public health and safety measures.

Public Safety Canada's predecessor agencies, particularly the Office of Critical Infrastructure Protection and Emergency Preparedness (OCIPEP), began work in 1998 on the mitigation aspects of a National Disaster Management Strategy. They undertook extensive consultation processes in 1998 and 2002, which included the private sector and some municipalities. They have done additional analytical work, but further coordination on strategy development is in the hands of Senior Officials Responsible for Emergency Preparedness (SOREP), a federal-provincial/territorial body, and the federal Interdepartmental Mitigation Coordination Committee (IMCC).

Public Safety Canada³² indicates that the development status of the mitigation strategy is as follows:

- The development of a National Disaster Mitigation Strategy (NDMS) was identified as a federal-provincial/territorial (FPT) action plan priority at the January 2005 meeting of FPT Ministers Responsible for Emergency Management, the first such ministerial meeting in about 10 years. An NDMS would strengthen Canadian capacity at all levels to eliminate or reduce the risks and potential impacts of natural disasters.
- Public Safety Canada is advancing NDMS development work through existing FPT coordination mechanisms to prioritize and identify possible provincial/territorial projects for implementation.
- Public Safety Canada is also collaborating with federal government departments and agencies to develop a disaster risk-assessment process for natural disasters in Canada and to develop initiatives to address priority areas, such as floods, wildfires, storm surges and earthquakes for consideration in an NDMS.
- No funds are currently allocated to Public Safety for implementing disaster mitigation measures. Public Safety Canada is developing proposals on the scope and possible funding options for an NDMS for the Government of Canada to consider in the coming months. When the government makes decisions on NDMS funding, Public Safety Canada will be better able to provide more detailed information on the implementation of disaster mitigation initiatives.

Public Safety Canada will modify the Disaster Financial Assistance Arrangements (DFAA) to permit the allocation of up to 15 per cent of disaster-assistance payments to mitigation measures. While the government has not yet allocated direct funding to NDMS, the Canada Strategic Infrastructure Fund (CSIF) does involve both municipal and provincial governments and provides funding to build and refurbish infrastructure.

We recommend the following mitigation measures:

- Public Safety Canada should seek out and offer FCM municipal representatives consultative status on its key committees and with SOREP and other FPT committees to ensure involvement in NDMS, especially as funds are requested and made available.
- Public Safety Canada should complete modification to the DFAA to permit 15 per cent for mitigation and foster active use of this provision.
- FCM should ensure active municipal involvement in policies and programs under the CSIF.

³¹ Jim Bruce, research on mitigation (December 5, 2005).

³² Jim Bruce, research on mitigation (December 5, 2005).

- Public Safety Canada must pay more attention to risk reduction and mitigation within municipalities and encourage other departments to do so.
- Public Safety Canada should encourage provinces to support a municipal decision-making process, such as risk management, that requires the identification and consideration of all risk-reduction mechanisms.
- Public Safety Canada should aggressively pursue public warning systems for imminent events, so people can take immediate action to avoid injury or damage (for example, shelter-in-place warnings for chemical releases).
- Public Safety Canada should seek ways to empower provincial and municipal emergency planners to have a stronger role in coordinating prevention and mitigation measures when they do the hazard analysis portion of their planning activities.
- All of these recommended actions demand a proactive stance on the part of FCM. Hazard risk-reduction through mitigation is an area where all levels of government must take more concrete measures.

3. Border, Port and Airport Municipalities

FCM staff met with a group of Public Safety Canada senior officials on November 2 to discuss mutual interests and begin a working relationship. Present at the meeting were representatives of several sections of Public Safety Canada, as well as senior staff of the Privy Council Office Borders Task Force and the Canada Border Services Agency (CBSA). The mayors of Halifax and Windsor participated by teleconference.³³

On several occasions during the past year, Mayor Peter Kelly of Halifax has voiced his concerns about border municipalities' increased costs resulting from growing security needs, and the lack of federal resources and clear mechanisms to ease this increased financial burden.

In August, Chairman Peter Partington of the Regional Municipality of Niagara met with then-minister Anne McLellan to voice similar needs for better coordination and a more equitable resolution to these problems common to border municipalities. Essentially, the FCM seeks a voice for its border municipalities in the necessary "joint assessments of critical cross-border infrastructure and a commitment to work with stakeholders to enhance existing border infrastructure."³⁴

The FCM Big City Mayors' Caucus concluded that "coordinated emergency management systems must also account for the unique hazards associated with sensitive infrastructure, such as airports, ports, borders, embassies, consulates and federal or provincial facilities. Protection of this infrastructure consumes significant municipal resources."³⁵

Some of these concerns have larger policy implications. Consider how recent events involving border guards, described in news reports, would affect municipal chiefs of police along the Ontario border. If this policy continues, back-up police support becomes increasingly important and costly.

More importantly for municipalities, this could have led to added costs similar to what they incurred on September 11, 2001. Extremely long delays caused many truckers to exceed their legal time at the wheel. Also, it largely fell to municipalities to handle hygiene, sanitation, accommodation and feeding, not to mention the added traffic and the calming and policing of tense and irritated travellers. Emergency preparedness must envisage similar occurrences for security during natural disasters, and mutually agreeable solutions must be found.

In fact, the Senate Committee on National Security and Defence recognized these challenges when making the following recommendations³⁶:

The number of personnel employed by the Canada Border Services Agency [must] be sufficient to provide security commensurate with [the] increased security threat associated with the increased traffic and threat at Canada-US land border crossings in recent years.

The Canada Border Services Agency [should] significantly increase its capacity to move extra personnel to posts during surge/emergency conditions, and that it document such an increase in capacity by December 31, 2006.

The federal government [should] immediately undertake a study of the feasibility of crossings outside the Windsor-Detroit metropolitan area.

³³ *Opportunities for New Resources and Partnerships in Public Safety, Security and Emergency Preparedness*, Memorandum to the FCM Big City Mayors' Caucus (November 9, 2005).

³⁴ FCM Big City Mayors' Caucus (November 9, 2005).

³⁵ FCM Big City Mayors' Caucus (November 9, 2005).

³⁶ Senate Committee on National Security and Defence, *Borderline Insecure*, Appendix II (June 2005), pp.69 and 71 .

The FCM Big City Mayors' Caucus concluded that "coordinated emergency management systems must also account for the unique hazards associated with sensitive infrastructure, such as airports, ports, borders, embassies, consulates and federal or provincial facilities. Protection of this infrastructure consumes significant municipal resources."³⁷

In seeking these solutions, international multi-jurisdictional exercises and individual training courses have been conducted in both the Niagara and Windsor areas, among others, involving many cross-border first responders from these municipalities, and largely, if not solely, funded by the municipalities and our American neighbours.³⁸

These exercises are considered both necessary and valuable in achieving solutions, but the federal government must reasonably compensate municipalities for the time and effort invested in them. The Public Safety National Exercise Program (NEP) is a good initiative that must address this funding need. As well, the impact on municipal costs of new border facilities must also be resolved fairly.

Border municipalities face other problems when major infrastructure changes occur. The necessary dialogue to ensure smooth coordination taxes all players. However, border, airport and port municipalities' safety and security issues should be the focus. Note this most damning observation: "From the point of view of security, the devolution of ports and airports to local communities has failed."³⁹

The Senate Committee on National Security and Defence suggests that the RCMP revert to its former responsibilities and provide national centralized policing at ports, airports and borders. Municipalities support this view in several ways, according to the committee:

"...policing services at airports are too fragmented. Currently, the physical security of airports is the responsibility of the airport authorities, police forces of local jurisdiction enforce the Criminal Code and provincial statutes and...the Royal Canadian Mounted Police enforces federal statutes at all airports...In most cases, local airport authorities contract with local police forces for additional police presence."⁴⁰ It would seem that this results in failure rather than mere fragmentation.

The view from the sea is much the same: "At most ports...police forces of jurisdiction ... provide standard police services/law enforcement at the ports."⁴¹

A serious national issue will require the organized participation of major border municipalities at the discussion table. With the creation of CBSA, resources may not have been distributed where they are most needed. For example, from 1995 to 2004-05, the CBSA and its predecessor increased front-line border staff by 10.9 per cent (6,603 to 7,320 full-time employees) while the number of staff at headquarters in Ottawa increased by 100.6 per cent (540 to 1,083).⁴²

Therefore, federal government should provide funds to offset municipalities' additional border security requirements. Recognizing that all the big cities and municipalities near border crossings and ports (Niagara Falls, Sarnia, Abbotsford, Prince Rupert and St. John's, for example) have experienced significant additional security costs, and that since the federal government has assumed responsibility for security, it should develop some reasonable compensation formula to offset these added costs. We believe that somewhere around five per cent of municipal policing costs would be a reasonable guideline.

³⁷ Senate Committee on National Security and Defence (June 2005).

³⁸ Clive Addy in discussions with Mr. Guy Dorion, Windsor EP Development Officer, November 15, 2005.

³⁹ Standing Senate Committee on National Security and Defence, *Canadian Security Guide Book 2005 Edition*, p. 131.

⁴⁰ Standing Senate Committee on National Security and Defence, *Canadian Security Guide Book 2005 Edition*, p. 185-186.

⁴¹ Standing Senate Committee on National Security and Defence, *Canadian Security Guide Book 2005 Edition*, p. 131.

⁴² Allan Woods, *Ottawa Citizen* (October 26, 2005)

Part IV:

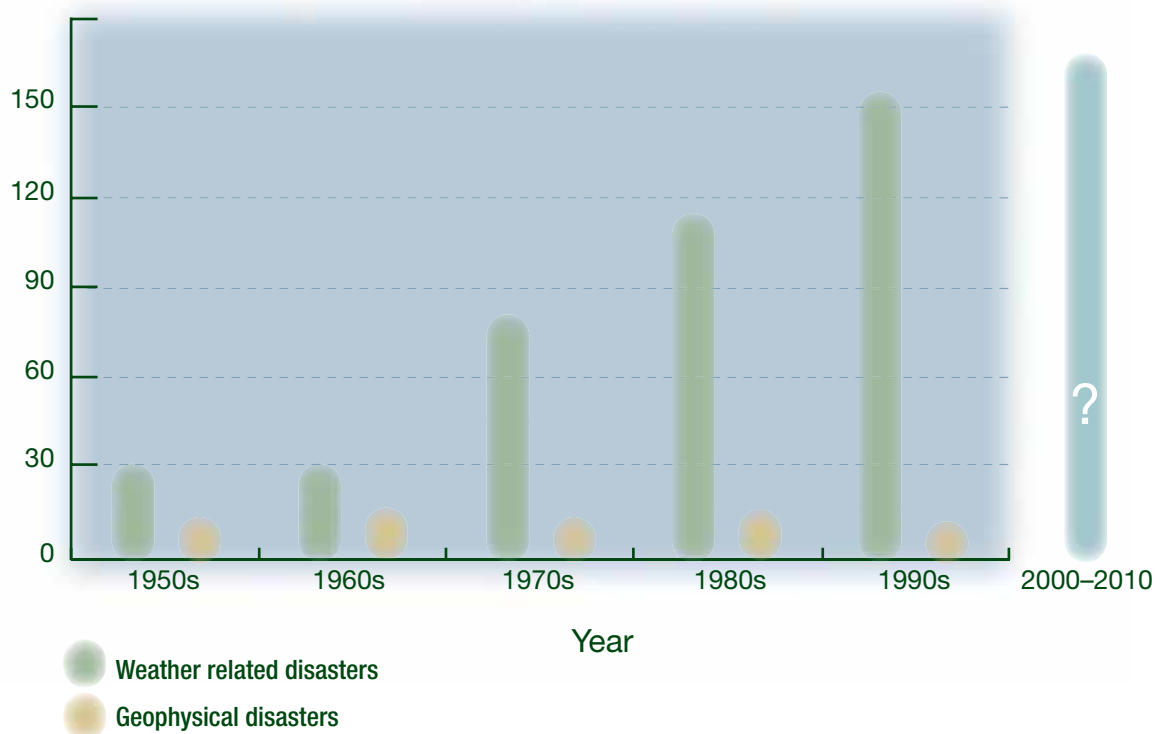
Rising Hazard Rates Drive Costs Up

The NSG reviewed the recommendations of the October 2004 GCSI study and confirmed that all remain valid, although some progress has been achieved (see Annex D). The importance of the observations, particularly the threats from the impact of climate change, indicate that the need for municipalities to be prepared for such emergencies are increasing, as indicated in the following charts.

1. Canadian Natural Disasters ⁴³

The major disasters in the chart below are by definition ones where the community cannot recover on its own without help from the provincial or federal government; for which appeals were made for national or international help; where more than 10 people were killed, where more than 100 were adversely affected; and/or they were a disaster of historical significance.

Canadian Natural Disasters



⁴³ Institute for Catastrophic Loss Reduction, based on Public Safety data, modified by the Environmental Protection Commission.

2. Cost of Disasters Skyrocketing ⁴⁴

These two charts depict Environmental Protection Commission projections.

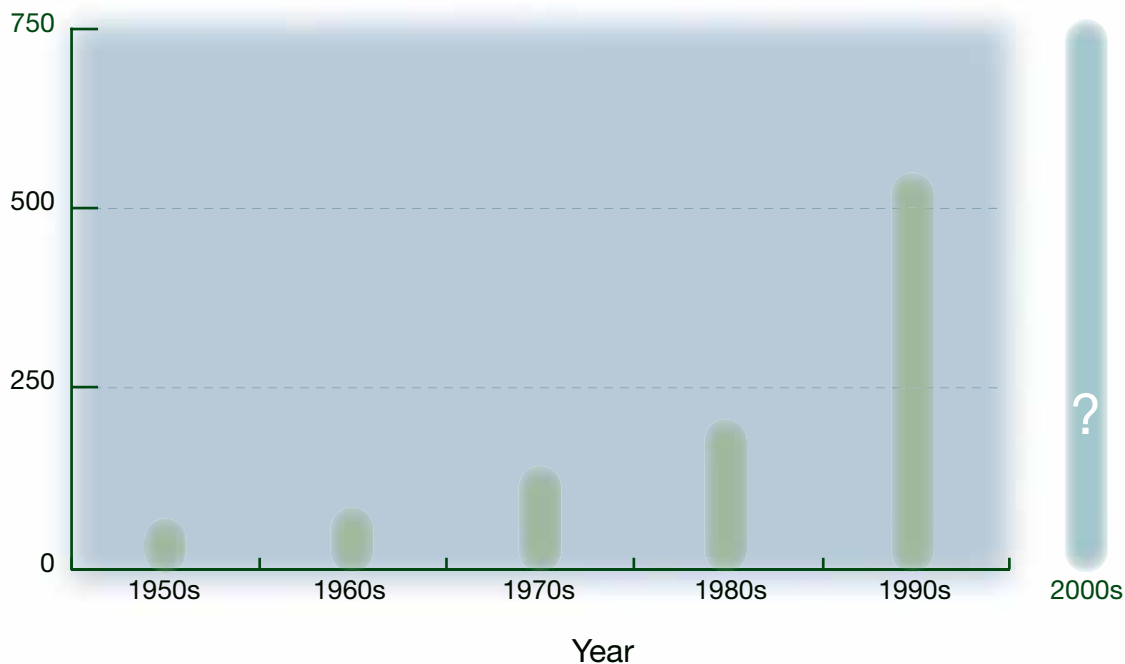
As demonstrated in the first chart, the number of geophysical events, such as earthquakes and landslides, has remained relatively stable over the past 50 years. However, the number of weather-related disasters has increased significantly on both a global and national scale. Starting at just below 30 in the 1950s and 1960s, the number has increased four fold in just 40 years. In the 1990s, Canada had more than 150 major events.

Over the last 50 years, there has also been a huge increase in global economic losses due to natural disasters.

As demonstrated in the second chart, total costs have risen from roughly \$40 billion US in the 1950s to approximately \$600 billion US in the 1990s. This is a 15-fold increase. Economic costs are doubling every 10 to 12 years, while insurance costs are doubling at a staggering rate every five to seven years. With huge losses from hurricanes and typhoons from 2003 to 2005, including Juan in Nova Scotia, the global losses for 2000-2010 may be underestimated in the above figure.

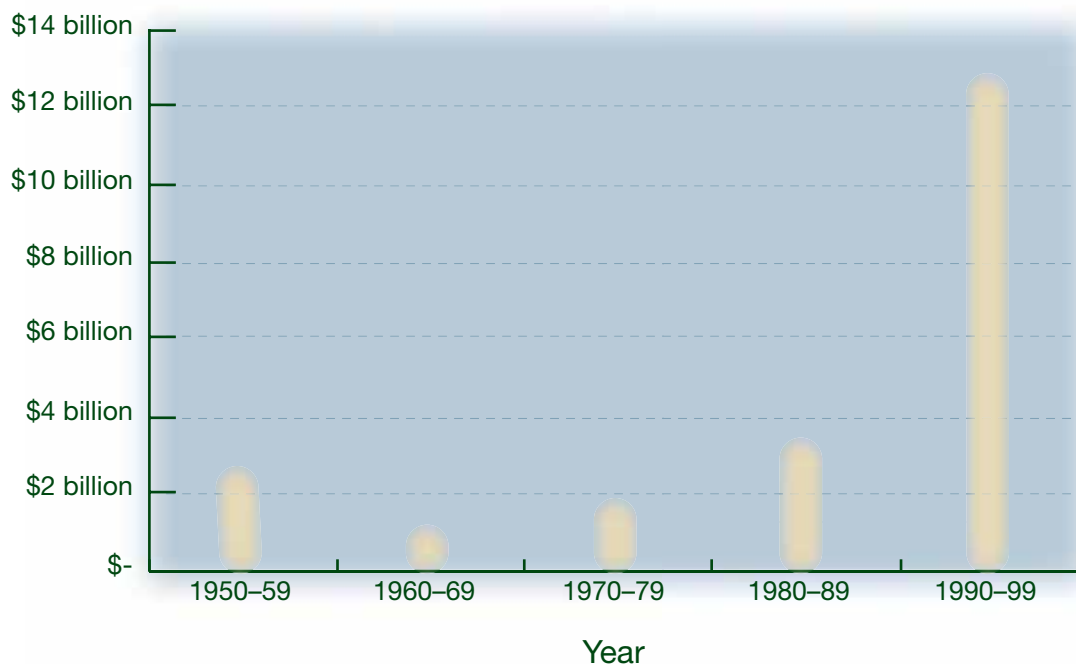
Cost of Disasters Skyrocketing

Global natural disaster losses in US\$ billions (2001 dollars)



⁴⁴ Institute for Catastrophic Loss Reduction, based on Munich Re data, modified by the Environmental Protection Commission.

Economic Costs of Natural Disasters – Canada



3. Economic Costs of Canadian Disasters: ⁴⁵

- All data are in constant Canadian dollars, allowing for inflation;
- Drought losses are excluded;
- The 1990-99 total of \$12.698 billion includes ice-storm losses of \$5.4 billion;
- To illustrate the range of natural disasters to which municipalities must respond, a list of the largest losses in 2000-2005 and the nature of the disaster follows;
- Final loss figures are not yet available for most large disasters from 2003 to 2005. The table below shows only estimated or insured losses. A rough estimate of totals to 2005 is \$2.5 billion.

Cost of Selected Large Disasters, 2000-05 (\$millions)

*Toronto Area	Flash Floods	2005	500
Southern British Columbia and Alberta (Kelowna, B.C.)	Forest Fire	2004	400
Southern Alberta	Floods	2005	400
Edmonton, Alberta	Hail	2004	180
Halifax, Nova Scotia	Hurricane Juan	2003	130
*Peterborough, Ontario	Flood	2004	100
Southern Alberta	Flood	2002	52.864
Southern Manitoba	Flood	2000	37.046
Pine Lake, Alberta	Tornado	2000	30.478
Northern Alberta	Forest Fire	2002	22.100
Walkerton, Ontario	Heavy Rain and Epidemic	2000	21.089

*Insured losses only: Insurance does not cover overland floods (only sewer backup)

⁴⁵ Craig Wakeford, Institute for Catastrophic Loss Reduction, and Public Safety.

Recommendations of this Report

- Municipalities must have a voice at the national table when emergency measures are discussed. Public Safety Canada should ensure that municipal governments or FCM staff provides this voice to reduce or avoid major jurisdictional issues.
- Public Safety Canada should initiate, on behalf of all federal departments involved, discussions on funding criteria and cost-sharing formulas between the federal government and border municipalities for reasonable expenses caused by increased security.
- Public Safety Canada should seek to reassure FCM formally that the allocation of funds to security and emergency preparedness is based on a plan and priorities that will increase the security and safety of Canadians and will be largely directed to municipal governments and their first responders.
- In addition, federal authorities should, as a principle, fully fund arrangements for additional security at special federal conferences, events and meetings (for example, the successor to the G8 Summit).
- Public Safety Canada should offer FCM a seat at meetings of Senior Officials Responsible for Emergency Preparedness (SOREP) to be filled by one or more municipal leaders. FCM could establish a committee with representatives from the big cities to provide representation. Public Safety should also offer FCM regular up-date meetings.
- Public Safety Canada should initiate the concept of a national standard for municipal emergency preparedness. The Canadian Standards Association (CSA) wrote a national standard for emergency preparedness in industry, which may be a useful model for a national standard for emergency preparedness in municipalities. The SOREP and FCM could form a CSA technical committee or a similar emergency standards committee. This would go a long way toward meeting some of the needs expressed by FCM members in this area.
- To be credible and effective, Public Safety Canada should greatly increase the amount of the Joint Emergency Preparedness Program (JEPP) money that goes to municipalities, accelerate the response time and reduce the administrative requirements. The Green Municipal Fund (GMF) could provide a useful model. The federal government endowed this fund to FCM, and FCM set up the administrative mechanisms to control and allocate it. A JEPP endowment to municipalities would need to be about \$500 million. JEPP funds for the provinces would remain with Public Safety Canada.
- The Public Health Agency should examine the Alberta, Nova Scotia and any other examples of municipal guidance and produce proper national health emergency guidelines for municipalities.

Further Work and Research Recommended

- A series of case studies to gain a more in-depth, multi-faceted understanding of emergency management by fully engaging all emergency management actors within municipalities, including public health and police departments.
- Proposals to achieve open discussions and more effective coordination among the three orders of government on emergency preparedness and response, ensuring that municipalities are effective participants.
- In consultation with municipalities, the federal government should provide data and a detailed rationale on the basis for funding and policy discussions with other orders of government. The following issues are among those that it could cover:
 - Increased security at major public and international events;
 - Payments-in-lieu-of-taxes for federal infrastructure protection;
 - Enhanced cooperation in emergency management centres;
 - Enhanced cooperation on hazardous materials and “suspicious package” response;
 - Assistance to reduce traffic hazards and improve management at border crossings;
 - Clarification of responsibilities for improved security and response capabilities at ports, airports and border crossings;
 - Protection of water supplies, utility services and electric power generation facilities;
 - Other disaster loss-mitigation measures; and
 - Support that would allow municipalities to play their designated roles in the national influenza pandemic plan.
- An effective means for collaboration between the federal government and large cities on issues that extend beyond the purview of provincial governments.
- An investigation of the methodologies municipalities use for assessing emergency risks and development of “standard” risk-assessment and risk-management procedures for use by municipalities.
- More complete understanding and documentation of municipalities’ training needs.
- Modifications to infrastructure design criteria in light of changing risks, as needed.

List of Annexes

- A. FCM 2005 Questionnaire: Economics of Emergency Preparedness
- B. Summary of Responses to 2005 Questionnaire
- C. Cost Comparisons of 12 Municipalities
- D. Summary of December 2005 Review of GCSI Report, Recommendations and Key Observations
- E. Summary of this Report's Detailed Recommendations and Key Observations
- F. Map of the 2005 Federal Security/Emergency Management Structure

Annex A

FCM 2005 Questionnaire: Economics of Emergency Preparedness

Population size of Municipality: _____

Province: _____

Name of Municipality: _____

Hypothesis: _____

Since 2001, the potential and publicly perceived increase in health, natural disaster, terrorism and other disasters has caused an increase in the proportion of the municipal tax dollars devoted to mitigation, emergency preparedness, first responder training, business continuity, security and public health service costs.

Questions

1. Since 2001, what has been the rough proportional increase or decrease of your municipal budget for these security and safety services? _____ %

2. Since 2001, what has been the overall increase in your city budget? _____ %

3. Since 2001, have you benefited from any JEPP national funding?
If so, how much and for what? \$ _____

4. Since 2001, have you received public health funding at the municipal level? \$ _____

Since Walkerton and SARS in 2003 \$ _____

5. Since 2001, how many emergency response training activities involving the province have you taken part in?

6. Have you conducted a hazards analysis since 2001? ☐ Yes ☐ No

7. Do you have an "all-hazards" Emergency Preparedness Plan and a Business Continuity Plan? ☐ Yes ☐ No

Comment:

8. How often have you updated it since 2001? Times:

Note: Considering the varying states of legislation and service delivery of both provincial and municipal governments across the country, even a meticulous response to these questions at this stage would indicate a trend, rather than an accurate measurement or comparison of identical or even similar elements. For this reason, elements and responses were grouped as indicated in Annex B. In addition, frequent personnel changes made past information unavailable in some cases.

Annex B

Summary of Responses to 2005 Questionnaire

Municipality

Questions 1 and 2

% Increase in Security
% Increase in Budget

Questions 3 and 4

JEPP and Public
Health Funding

Questions 5 to 7

Risk Analysis,
Planning & Exercises

Other Data

Montréal, Que.

Population: 1.82 Million

Jean-Bernard Guindon, CUM
November 18, 2005

2004 data from Web site
http://ville.montreal.qc.ca/pls/portal/docs/page/Portail_Fr/media/documents/Bilan_2004_fr.pdf

In the last two years, a 28 per cent decrease in civil emergency department budget and 1.9 per cent decrease in fire department budget

Received about \$100,000 JEPP funding in small and hard-to-apply packages over the last two years. Quebec receives about 10 times less JEPP funds than Ontario. JEPP funds are broken down into small and widely distributed lots with no obvious link to overall national security priorities.

Three or four exercises with departments per year and a major anti-terrorist exercise in May 2005. All-hazards risk analysis is done and continues to be validated in accordance with public safety legislation. The city has continuity planning for municipal services in the event of an avian flu outbreak.

From 2000 to 2003, the crime rate decreased by about 13 per cent. The city has 4,343 uniformed police officers. The cost of Emergency and Police Services in 2004 was \$443.2 million, a 6.9 per cent increase over the 2003 Budget. The 2003 Fire Department budget was \$234 million, down from \$239.5 million in 2002, with a staff of 2,694 people. The Emergency Measures Officer is part of Fire Department.

Toronto, Ont.

Population: 2.46 Million

Warren Leonard, Manager,
Emergency Management Office
November 21, 2005

Other data from Web site
http://www.toronto.ca/finance/ann_cons_fin_statements.htm

Protection of Person and Property
2003: \$1.212 billion out of \$7.8 billion in expenditures (15.5 per cent); 2004: \$1.288 billion out of \$8 billion (16.1 per cent) (This is a single item increase of 6.2 per cent in one year.)

Health and Safety
\$1.32 billion out of a total city budget of \$6.6 billion (20 per cent). This breaks down as follows: Fire: \$303.5 million
Police: \$707.5 million
EMP: \$1.8 million EMS: \$124.14 million Public Health: \$182.6 million

The city applied in 2002 for JEPP funding related to CBRN, which has been approved, but the city has not received a cheque to date.

Three exercises involving up to 400 people each for nuclear accidents at Pickering and in Durham County, and a subway terrorist attack.

Participants had to cover their own costs. In compliance with the new *Provincial Emergency Measures Act*, the city has developed a risk assessment and risk management plan to the Essential level, with some elements at Enhanced and Comprehensive levels.

Staff has increased by one member, and the Emergency Centre has been renovated.

A Public Health Influenza Pandemic plan was to be reported on soon but no specific date was given.

Toronto and the province have developed new legislation that allows the city to partner directly with federal agencies and others.

Vancouver, B.C.

Population: 600,000

Data from Web site
www.vancouver.ca/publications/pdf/COVannualreport2004.pdf

27 per cent of the 2004 operating budget went to Fire and Police services.

The 2001 Fire budget of \$62.4 million increased to \$71.4 million in 2004 (Vancouver Fire Department Budget report, 2004), a 14 per cent increase in three years.

One Emergency Operations Centre (EOC) table-top exercise per year

One city-wide simulation with all EOC's

Annex B – Continued

Summary of Responses to 2005 Questionnaire

Municipality

Questions 1 and 2

% Increase in Security
% Increase in Budget

Questions 3 and 4

JEPP and Public
Health Funding

Questions 5 to 7

Risk Analysis,
Planning & Exercises

Other Data

Saskatoon, Sask.

Population: 206,000

Ray Unrau, Saskatoon EMO
November 17, 2005

Other data from Web site
http://www.city.saskatoon.sk.ca/dpt/city_manager/pdfs/report_citizens_2005.pdf

2003: \$63.3 million from total budget of \$347 million (18.24 per cent) 2004: \$79 million from total budget of \$384 million (20.5 per cent), a 25 per cent increase in one year

In 2001, \$20,000 was added to the operating budget to fund the purchase of an item for a special project implemented because of the events of September 11.

Year 2002 to 2005 reflect ongoing operating budget maintenance costs for that project and for the JEPP projects that began in those years.

\$270,000 in federal funding for Police Special Program;
\$1.9 million provincial funding; \$263,000 provincial funding for West Nile Virus prevention measures.

Federal funding details:

2002–03 project, trailer and equip: \$136,000

2003–04 HUSAR project, truck/trailer: \$93,000

2004–05 JEPP project, HazMat SensIR system: \$49,000

2001: Operation Big Dip—chlorine release scenario with a mass decontamination focus
2002: Operation Breaker—Tornado scenario causing a building collapse with a business continuity-heavy collapse rescue focus

2002: Operation Sniffles—table top for civic emergency planning committee focused on pandemic planning

2005: Operation Crushed Can—Aircraft crash scenario

2005: Operation Elvis—Evacuation scenario due to flooding focused on the transport of evacuees to a mutual aid Emergency Safety Services location

The city has an all-hazards plan, which has not been updated, and no business continuity plan.

Kelowna, B.C.

Population: 105,000

Ron Mattiussi, Director of Planning and Corporate Services

November 17, 2005

Data from 2004 Annual Financial Report on Web site
<http://www.city.kelowna.bc.ca/CM/Page626.aspx>

Protection of Person and Property

2003: \$29.7 million, 26.05 per cent of \$114 million in total expenses

2004: \$30.8 million, 25.04 per cent of \$123 million in total expenses

(20 per cent increase since 2002 Annual Report)

Representatives from each local government, as well as fire, police, health care, public works, transportation, media liaison, communications and emergency social services meet regularly to fine-tune and practise the city's emergency response plan, which includes activating the Emergency Operations Centre. Larger businesses and the local school district routinely participate in full-scale exercises.

The plan, which is constantly evolving, goes hand-in-hand with the British Columbia Emergency Response Management System (BCERMS).

Annex B – Continued

Summary of Responses to 2005 Questionnaire

Municipality

Questions 1 and 2

% Increase in Security
% Increase in Budget

Questions 3 and 4

JEPP and Public
Health Funding

Questions 5 to 7

Risk Analysis,
Planning & Exercises

Other Data

Fredericton, N.B.

Population: 48,000

Data from Web site
<http://www.city.fredericton.nb.ca/ea1.asp?> and <http://www.frederictonpolice.com/>

From Police Annual Reports
Operations and personnel
2001: \$7.58 million
2002: \$7.74 million
2003: \$8.15 million
2004: \$8.69 million
A 14 per cent increase over
four years

Very little budget or emergency
measures information

Halifax, N.S.

Population: 359,000

Barry Manuel, Emergency
Measures Officer
November 21, 2005

Other data from Web site
<http://www.halifax.ca/government.asp>

Operating Budget/
Expenditures

2003: \$535.1 million
2004: \$567.4 million
2005: \$587.8 million

An increase of 9.5 percent
over three years

Emergency Measures
RCMP

2003: \$15.9 million
2004: \$16.3 million
2005: \$16.2 million

Fire and Emergency Services

2003: \$8.7 million
2004: \$8.95 million
2005: \$9.5 million

Regional Police

2003: \$40.5 million
2004: \$41.8 million
2005: \$43.5 million

No information officially from
federal agency but unofficially
has good access to federal staff
through Halifax's three-level
Emergency Operations Centre.

While Public Health (provincial
and municipal) is still developing
health aspects of Pandemics
Plan, the Emergency Measures
Office has produced draft plans
for the maintenance of municipal
services in a pandemic, which
will become an Annex to its
all-hazards plan.

The city trained some 150 people
from various departments and
volunteers in one-day sessions.

Needs from federal level are:

- National standards for preparedness and response to permit easier exchange with the province;
- More training at the national college.

Annex B – Continued

Summary of Responses to 2005 Questionnaire

Municipality

Questions 1 and 2

% Increase in Security
% Increase in Budget

Questions 3 and 4

JEPP and Public
Health Funding

Questions 5 to 7

Risk Analysis,
Planning & Exercises

Other Data

Edmonton, Alta.

Population: 712,391

Bob Black, EMO

November 18, 2005

Other date from Web site.

[http://www.edmonton.ca/](http://www.edmonton.ca/CityGov/corpservs/city_of_Edmonton_annual_report04.pdf)

[CityGov/corpservs/city_of_Edmonton_annual_report04.pdf](http://www.edmonton.ca/CityGov/corpservs/city_of_Edmonton_annual_report04.pdf)

Municipal budget overall increase of about 4 to 5 per cent per year or 16 to 20 per cent over the 2001–05 period

Emergency preparedness expenditures increased by about 700 per cent from 2001 to 2005.

Police/security services increased by approximately from one to three positions or from about \$100,000 to about \$300,000.

The capital amounts for police increases are not known

Actual 2004 budget:
\$1.14 billion

Operations: \$332 million, 28 per cent to police and fire services

Since 2001, the city has received \$7,500 for use in exercises.

Comment: "It is so difficult to get JEPP applications done, and they are so slow in coming and so small that it is not worth doing."

Three or four exercises with the province as observer. No provincial exercises in this same period with the City of Edmonton.

Emergency management staff increased from one half position to three full-time employees.

Ottawa, Ont.

Population: 854,000

Elizabeth Smallldridge, EMO

November 23, 2005

Other data from Web site.

http://www.city.ottawa.on.ca/city_hall/financial/consolidated_financial_plans_en.html

2003 total Budget: \$2.12billion;
Op Budget \$1.61billion

Emergency and Protective
Services

2002: \$257 million of \$1.59
billion Op budget (16.1 %)

2003: \$275 million of
\$1.61 billion (17.0 %)

2004: \$308 million of
\$1.69 billion (18.22%)

In 2005, these services represented (21%) of total city op expenditures. Increases to Emergency Measures Office are 3 per cent. Increased per cent to city budget by emergency needs since 2001 is 9%.

For fire, police and paramedics, Ottawa has received \$1.2 million since 2002.

Some is JEPP funding, some provincial.

Ottawa contributed approximately \$631,881.

Since 2001, Ottawa has conducted a hazards analysis. It has an all-hazards Emergency Preparedness Plan, but no Business Continuity Plan. It has exercised the plan eight times and updated it twice.

Annex B – Continued

Summary of Responses to 2005 Questionnaire

Municipality	Questions 1 and 2 % Increase in Security % Increase in Budget	Questions 3 and 4 JEPP and Public Health Funding	Questions 5 to 7 Risk Analysis, Planning & Exercises	Other Data
Calgary, Alta. Population: 1 million Tony Messer, Acting Disaster Services Coordinator http://www.calgary.ca/portal/server.pt/gateway	<p>Since 1999, there has been an increase of about 25 per cent net of inflation, plus \$3.1 million over six years for capital and special projects. There was no change in the operating budget from 2004, except for the inflation increase.</p> <p>In 2004, the Operations Budget was \$1.4 billion, \$294 million for emergency preparedness services.</p> <p>(Fire: \$103 million, Police: \$171 million)</p> <p>EMS: \$19.5 million, Public Safety Communications Centre: \$1.2 million = 21.05 per cent</p>	<p>The city received JEPP funding for 2002 Mobile Command Centre (Kananaskis) and 2005 Multi-Agency Training Centre.</p> <p>For Public health, the city allocated approximately \$1.5 million for planning and personal protective equipment for three emergency services.</p>	<p>The city conducts table-top exercises monthly (except in summer and December), in which Emergency Management Alberta is involved.</p>	<p>No information on police and other security-related budget increases.</p>
Windsor, Ont. Population: 307,800 Guy Dorion, Emergency Planning and Development Officer November 15, 2005 Other data from Operations Budget on Web site http://www.citywindsor.ca/001113.asp?	<p>Windsor will spend approximately \$90 million on police and fire services out of \$615 million or about 14.6 per cent of its 2005 operating budget.</p>		<p>Two to three major emergency exercises internationally per year and five or six minor ones at the CBRN level.</p> <p>Ontario Bill 148 on Emergency Management mandates comprehensive levels of involvement, and municipal first responders are involved in both planning and execution.</p>	
Abbotsford, B.C. Population: 115,400 Gary Guthrie, City Manager http://www.abbotsford.ca/PageFactory.aspx?PageID=352	<p>Police personnel will increase 25 per cent, from 183, over next three years.</p> <p>Fire Services will receive a 10 per cent increase in personnel and 10.6 per cent of the city's operating budget.</p> <p>Overall, protective services represent 38 per cent of the operating budget and are growing.</p>			<p>There is a serious law and order concern in this city.</p>

Annex B – Continued

Summary of Responses to 2005 Questionnaire

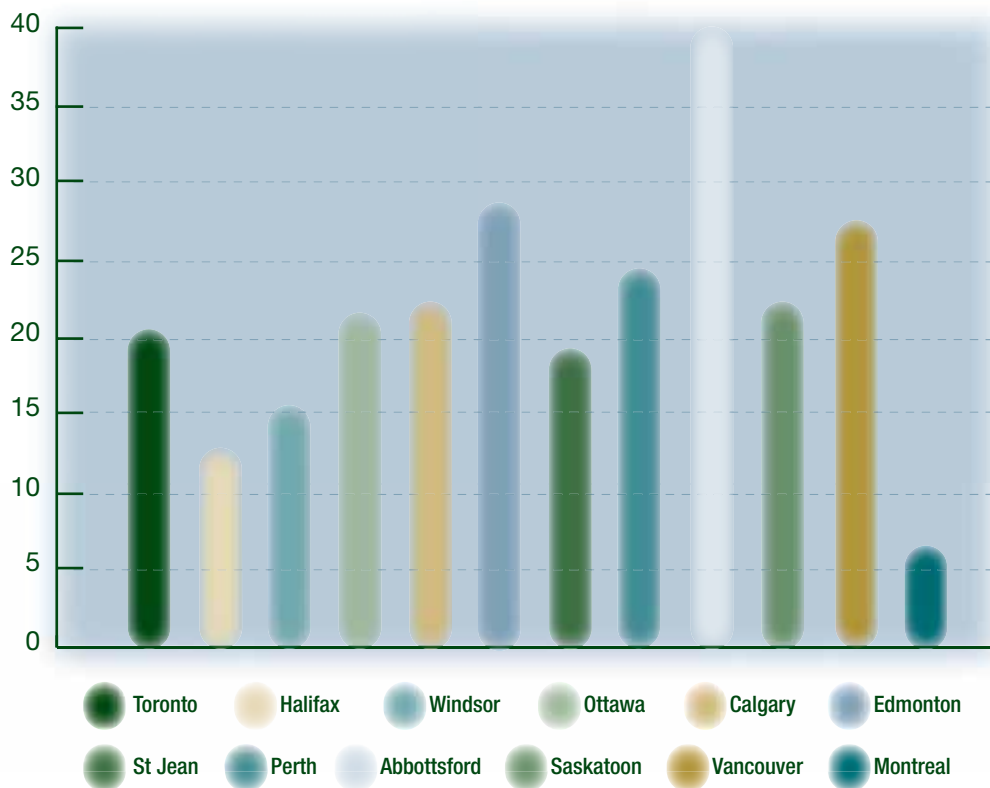
Municipality	Questions 1 and 2 % Increase in Security % Increase in Budget	Questions 3 and 4 JEPP and Public Health Funding	Questions 5 to 7 Risk Analysis, Planning & Exercises	Other Data
Ville De Saint-Jean sur le Richelieu, Que. Population: 84,000 Michel Dussault, Treasurer November 16, 2005 http://www.ville.saint-jean-sur-richelieu.qc.ca/cgi-bin/index.cgi?page=c0_2_3_1	Public Safety (Sécurité publique) represents 19 per cent of overall expenditures in the \$93-million budget. This proportion of the budget has increased at an approximate rate of one per cent per year in the last five years.	New fire and police legislations: Loi 19, caused increased costs by \$433,000, and Loi 112 increased costs by \$210,000. The city is not aware of having received any federal funds although it has received limited provincial funds.		
Perth, Ont. Population: 6,000 Lauren Walton, Clerk / Community Emergency Management Coordinator November 28–29, 2005 http://www.town.perth.on.ca/files/{0FD1AC89-ACAB-40A4-A073-F2D2B76BC78D}	Percentage increase in security resources since 2001: 35.7 per cent. This represents a 26 per cent increase in overall share of municipal spending. Security budget as part of Operating budget increased from 5.1% in 2003 to 5.7 % per cent in 2004. Emergency services increased by 35.7% while total budget grew only by 26% since 2001. 10% greater than inflation rate over last four years.	JEPP 2004: <ul style="list-style-type: none"> • generator: \$10,000 • Basic emergency management training: \$567 • Equipment for alternate emergency operation centre: \$337 • Emergency plan: \$343 • Equipment for the emergency operation centre: \$472 Total: \$11,700	Perth does not have a Business Continuity Plan. It has one training exercise each year at which an Emergency Management representative is present. Hazardous Identification Risk Analysis was done in 2004 and reviewed in 2005.	All municipalities in Ontario were required to appoint a Community Emergency Management Coordinator (CEMC) as of 2003. The County of Lanark and Town of Smiths Falls have met on a number of occasions. Emergency Management Ontario holds meetings of all CEMCs, by sector, one to two times a year. JEPP funding applications must be submitted in the middle of the budget year preceding the year for which the funding is intended. Budgets have not been prepared at that point and it is unknown whether councils will approve the requested items when the budget is finally presented. The paperwork required throughout the process is lengthy. CEMCs are not getting approval for many of the items the province requires. Councils are requesting proof of the requirement and, as there is no proof since the legislation has not been written, councils are refusing to approve the funds until they are mandated to do so by law.

Annex C

Cost Comparisons of 12 Municipalities

This chart shows that in 2003-04, the cities listed devoted about 20 per cent of their operating budgets to emergency preparedness. The 6.9 per cent in Montreal and the 38 per cent caused by an increase in police hiring in Abbotsford are deemed anomalies. Due to various municipal and provincial accounting methods for security expenditures, differences in service delivery, emergency organization and funding, these figures cannot be broken down to similar sub-components, nor do they reflect identical services. This average percentage will likely increase with climate change disturbances. We predict a similar impact on other potential hazards and the consequent added investment needed to mitigate their effect.

Percentage of 2003-04 Municipal Budget to Protective Services



Annex D

Summary of December 2005 Review of GCSI Report, Recommendations and Key Observations from the GCSI Report of October 18, 2004, on Municipal Emergency Preparedness and Management Costs

1. Planning and Standards

- Federal and provincial governments should mandate emergency-preparedness plans and hazard assessments for all municipalities and provide guidance on their preparation and associated resource requirements. *This has improved, but programs and legislation are still not coherent or complete.*
- National training standards for emergency preparedness and emergency services personnel are necessary. *Some are being developed, but compliance and costs are issues.*
- The federal government should also implement national standards for risk-management techniques and critical infrastructure protection or assurance measures. *Work is ongoing on this but jurisdiction, accountability, cost and compliance issues still need to be resolved.*
- Federal assistance for infrastructure projects should be designed explicitly to cope with hazards and should take into account increasing risks of various hazards, *particularly due to climate change*, such as intense rain and threats to water quality.

2. Funding

- Incentives and cost recovery should be provided for major regional centres to mentor smaller communities in emergency planning and preparedness. *This still needs to be properly and more generally recognized and addressed.*
- For smaller and more isolated communities, federal and provincial governments should consider how to provide direct assistance to produce mandated emergency preparedness plans. *This is still not equitably addressed. See Perth's comments in the "Other" column in Annex B.*
- [The federal government should] provide enhanced Payments in Lieu of Taxes to offset additional costs to municipalities that deal with security and emergency preparedness associated with critical and sensitive infrastructure, especially federal and provincial infrastructure. *This still needs to be addressed more generally.*
- [The federal government should] redesign Disaster Financial Assistance Arrangements (DFAAs) to improve clarity and eligibility, reduce payment times and provide an appeal process. *The inclusion of mitigation as part of this arrangement is a good start, but the arrangement needs more improvement, especially on timeliness.*
- Federal and provincial governments should consider more equitable arrangements with municipalities for security and emergency preparedness associated with major provincial, national and international events. *This does not seem to have been addressed at all yet.*
- [The federal government should] provide legislative clarity to compel private sector participation in critical infrastructure protection programs, including punitive implications for non-participation. *Industries that seek standards and shared funding have largely generated movement on this issue themselves. Many of them cross several municipal and some several provincial jurisdictions, which complicates accountability without set standards.*

3. Coordination

- Open discussion among the federal government, large cities and provincial governments on mechanisms to improve funding for municipal emergency services is necessary, recognizing that municipal front-line responders are the backbone of the national emergency response system, not just the municipal system. *Many new agencies and committees are being formed at the national level with a variety of stakeholders. Absent from most are representatives of municipal governments and first responders.*

- [The federal government should] initiate and promote a range of regional and national conferences for emergency preparedness officials from all disciplines to facilitate information sharing, communication of lessons learned and best practices, and networking among the emergency preparedness community. *This is still very much needed to stimulate consideration of municipal and first-responder concerns at the national level.*
- Where several orders of government will be involved with incident response, consider, where appropriate, developing a joint emergency operations centre. *This is still valid and will be reinforced by an FCM Big City Mayors' Caucus proposal.*

4. Programs

The federal government should:

- Improve the Joint Emergency Preparedness Program (JEPP) so that it better meets the needs of municipalities, enhances eligibility, increases [the] amounts and timeliness of funds and includes an appeal process. *Although a 2003 OCIEP/PSEPC audit of this program praised it, there is a very uneven appreciation of its goals and success measurements among municipal governments. It remains valid but is somewhat of an irritant.*
- Review as soon as possible the Heavy Urban Search and Rescue (HUSAR) program to ensure that it is serviceable and sustainable. Consider involving the engineering and medical resources of the Canadian Forces Reserves in this program. *Both of these recommendations remain very pertinent.*
- Review as soon as possible the Chemical Biological and Radio-Nuclear (CBRN) program to ensure that it is serviceable and sustainable (including training, vehicles, travel costs, replacement equipment, etc.). Consider involving major cities and/or industry in this program. *There has been some movement on this, but sustainability and a clear idea of regional capability and coordinated funding are necessary.*

5. Training

- Give high priority to reviewing options for an improved national training system for emergency preparedness, recognizing that training is one of the keys to an effective emergency response and security system. Consider delivery through community colleges or other mechanisms that will ensure easy, local access and certification. *This is still valid as responses from cities questioned still reflect an uneven standard of training.*

6. Information Sharing and Federal Leadership

The federal government should:

- Consider providing municipal governments with access to information and data through IT systems shared with the provinces and federal government/agencies (i.e., creating a syndromic surveillance system for Canada). *This recommendation is still valid.*
- Provide strong leadership for terrorism-related events, including threat analysis and early warning training. *This is still valid.*
- Provide strong leadership for public health emergencies, warning, analysis, training and emergency response.

Annex E

Summary of this Report's Detailed Recommendations and Key Observations

Public Health

- The Public Health Agency should examine the Alberta Health and Wellness (AHW) Pandemic Plan, the Ottawa Interagency Influenza Pandemic Plan and other examples in search of best practices, to have proper national guidelines produced. It would be helpful to advise FCM of the results.
- Municipalities must clearly understand the complexity and need for a comprehensive Business Continuity Plan in the event of a pandemic.⁴⁶

PSEPC Critical Infrastructure Strategy Position Paper, November 2004

- Public Safety Canada must find a way to have municipal concerns heard at discussions and in working or sector groups dealing with these issues, rather than having municipal governments represented by the provinces. In some cases, such as urban transit, municipal governments should lead these groups.
- Many large working groups within several critical sectors also get municipal funding but are regulated by federal ministries that neither have nor seek direct municipal leadership input.

Public Safety Update of National Security Policy Progress

Integrated Security System

- Public Safety Canada or the Prime Minister's Office should insist on municipal representation on the Advisory Council on National Security, particularly from BCMC.

Intelligence

- FCM should inquire and ensure that municipal governments and their first responders are aware of the Government Operations Centre and Integrated Threat Assessment Centre (ITAC) reports and that they are satisfied the integrated threat assessments they have received meet their needs.

Emergency Planning and Management

- Public Safety Canada should advise at least the major municipalities, either directly or through FCM, what the Government Operations Centre can provide and what municipal governments can and should expect of their own staff in return. Municipal governments can then determine whether their first responders are getting what they need.
- Public Safety Canada should brief municipal governments and their staff on the federal government's National Emergency Response System, CBRN Strategy, the high-level forum on emergencies and its approved detailed work plan.

Transportation Security

- Transport Canada should brief municipal government through FCM on how its security strategy will affect them, particularly its assumptions regarding the responsibilities of gateway municipalities. It should also attempt to have representation from border, port and airport municipalities on key working groups.
- Transport Canada should attempt to answer gateway municipalities on the following:
 - What are the Transportation Security Strategy's expectations for first responders' training and availability at borders and airports?
 - What impact will the availability of additional funds to improve security at Transport Canada's public ports and facilities have on municipalities?

⁴⁶ Discussion with Dr. Jim Young, Special Advisor to Minister of Public Safety and Emergency Preparedness Canada, on October 26, 2005. See also *An Investor's Guide to Avian Flu*, by Sherry Cooper and Donald Cox, BMO Nesbitt Burns (August 2005). Cit: "even small businesses must prepare, particularly those that provide essential goods such as food, fuel, electricity and medical products."

Border Security

- The Canada Border Services Agency must organize a sector table with the mayors of gateway municipalities to advise them of policy changes and what they expect municipalities to be responsible for, both under normal conditions and in the event of emergencies. For instance, what impact will the 2004 32-point Action Plan have on municipalities? What are the consequences for municipalities and first responders in the event of closed borders?

International Security

- The Department of National Defence should inform FCM's Big City Mayors' Caucus of the impact the Counterterrorism Capacity increase will have on their municipalities to ensure they understand what will be required at major events, such as the 2010 Winter Olympics.

Budget 2005

- Public Safety Canada must go beyond pronouncements and explain clearly and candidly to municipal governments how, where and in what amounts security funding has contributed to security. Specifically, it must explain how much funding has been directed to municipal governments and how much more secure it has made those living in places where emergencies are most likely to occur.

Security and Prosperity Partnership of North America, Report to Leaders (June 2005)

- The Prime Minister's Office should seek municipal government participation on pertinent working groups. Border municipalities should be particularly aware and engaged because these initiatives will have greater impact on them.

Review of the *Emergency Management Act*

- Public Safety Canada should brief the FCM Standing Committee on Community Safety and Crime Prevention Committee and the Big City Mayors' Caucus Working Group on Public Safety, Security and Emergency Preparedness on the new Emergency Management Act, when and if it is re-introduced by the new government.

Standing Senate Committee on National Security and Defence Reports, 2004-05

- The FCM Standing Committee on Community Safety and Crime Prevention Committee and the Big City Mayors' Caucus Working Group on Public Safety, Security and Emergency Preparedness should prepare to voice their views to this and any new parliamentary committee to ensure the government hears municipal concerns.

Is Policing Able to Respond to Municipal and Public Demand Today?

- FCM committees should ask the Canadian Association of Chiefs of Police to brief them on these inter-jurisdictional police challenges and ensure participation of its member police forces in studies and exercises similar to those conducted in Ottawa. For this, they should seek federal funding through the new Public Safety National Exercises Program.

Municipalities Need Federal Support to Undertake Proper Mitigation Measures

- Public Safety Canada should seek out and offer FCM municipal leadership consultative status on its key committees and with SOREP and other federal-provincial/territorial committees to ensure involvement in the National Disaster Mitigation Strategy, especially as funds are requested and made available.
- Public Safety Canada should complete modification to the Disaster Financial Assistance Arrangements to permit 15 per cent for mitigation and foster active use of this provision.
- FCM municipal leadership should ensure active municipal involvement in policies and programs under the Canada Strategic Infrastructure Fund.

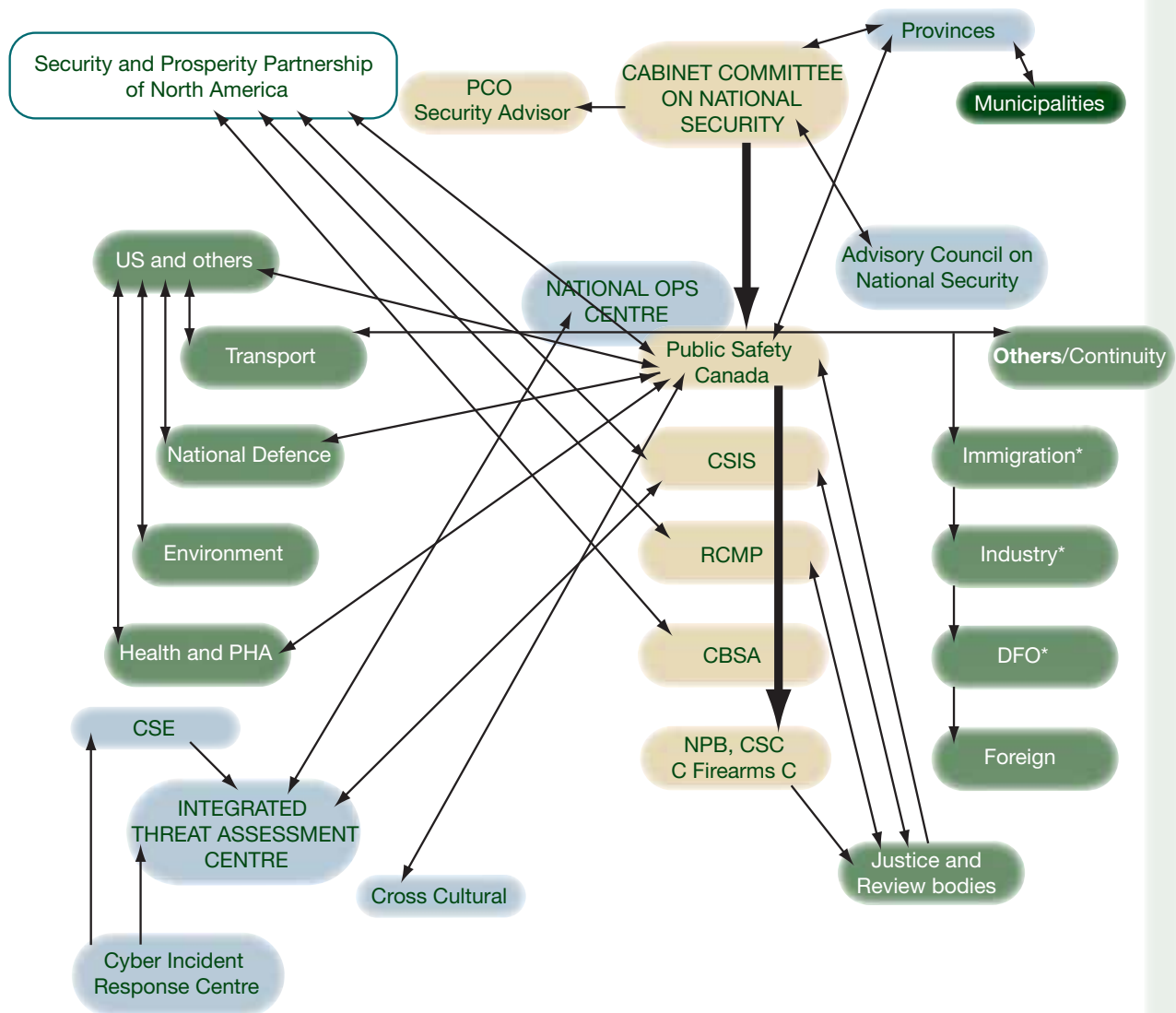
- Public Safety Canada must encourage other departments to pay more attention to risk reduction and mitigation, as well as do so itself.
- Public Safety Canada should encourage provinces to support a decision-making process at the municipal level, such as the risk management process, which requires identifying and considering all risk reduction mechanisms.
- Public Safety Canada should aggressively pursue public warning systems for imminent events so that people can take immediate action to avoid injury or damage (for example, shelter-in-place warnings for chemical releases).
- Public Safety Canada should seek ways to empower provincial and municipal emergency planners to have a stronger role in coordinating prevention and mitigation measures when they do the hazard analysis portion of their planning activities.

Border, Port and Airport Municipalities

- CBSA, Public Safety and Transport Canada should initiate negotiations with FCM on behalf of gateway municipalities on funding criteria and cost-sharing formulas for additional expenses caused by increased security.
- FCM should appoint representatives from border (sea, land and air) municipalities to negotiate larger border issues with federal authorities (i.e., as part of CBSA Advisory Committee and the CBSA Border Commercial Consultation Committee.)

Annex F

Map of the Federal Security/Emergency Management Structure, 2005



1. This chart illustrates the levels of authority for security and emergency procedures and emergency management.
2. The four subordinates of Public Safety Canada are highlighted in the gold shapes along the arrow below Public Safety Canada.
3. There are two major advisory committees. The cross-cultural committee reports to Public Safety Canada, and the Advisory Council on National Security reports to the Cabinet Committee on National Security.
4. Public Safety Canada has staff located across Canada in every region and a liaison at each provincial warning centre.
5. Though not indicated here, note that the Department of National Defence (DND) will have established Canada Command by February 2006, which will have six regional joint headquarters across the country and mirror Public Safety Canada at each provincial warning centre.
6. The National Ops Centre and the Integrated Threat Assessment Centre serve all federal departments and make their products available to the provincial warning centres.
7. The Security and Prosperity Partnership with the United States and Mexico involves most government departments and has an ongoing and full agenda (see SPP or *Security and Prosperity Partnership of North America, Report to Leaders*, June 26, 2005.)
8. Note the chain through the provinces to municipalities.
9. The prime source for this diagram is *Serving an Open Society One Year Later*, NSP progress report, April 2005.

*These departments are also involved.

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