

National SAR

Program Plan

2005

December 2004











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FOREWORD

Canada's National SAR Program Plan for 2005 provides direction to the six federal organizations participating in the National Search and Rescue Program, as well as guidance to SAR organizations in other jurisdictions. The individual federal departmental and agency SAR roles and responsibilities are described at Annex A to this Plan. Federal organizations delivering search and rescue services are responsible to the government through ministerial accountability both for their individual activities and for participation in and support of collective program level initiatives. As such, it is expected that in 2005 they will incorporate the applicable program priorities in their respective departmental Report on Plans and Priorities or organizational business plans.

The Plan has been developed cooperatively by staff of the six departments and agencies and is promulgated in accordance with the accountability of the Interdepartmental Committee on Search and Rescue and on the authority of the Lead Minister for Search and Rescue for the federal government.

Note: Many acronyms and abbreviations are used in the interest of brevity. A glossary defining is included at Annex D.

SECTION 1

OVERVIEW OF THE NATIONAL SEARCH AND RESCUE PROGRAM

General

The National Search and Rescue Program (NSP) guides the collective activities of both the federal government in the federally mandated areas of Canada's search and rescue (SAR) system, an of the activities of provinces, territories and municipalities having either primary or secondary roles and responsibilities with respect to the provision of SAR services.

Lead Minister for Search and Rescue (LMSAR)

The Minister of National Defence is the Lead Minister for Search and Rescue (LMSAR) in the federal government and as such, the spokesperson on SAR matters.

Participating Federal Organizations

The following federal government organizations (and where indicated, their specific components) participate in the NSP.

- Canadian Forces
- Canadian Coast Guard
- Environment Canada (Meteorological Service of Canada)
- Parks Canada Agency
- Royal Canadian Mounted Police
- Transport Canada.

Details of departmental SAR roles and responsibilities are contained at Annex A.

Canadian SAR Area of Responsibility & the Federal Mandate

In addition to the entire landmass of Canada the federal government has accepted, under international agreements and conventions, responsibility for providing aeronautical SAR services over certain portions of the surrounding oceans. The federal maritime (marine) SAR Area of Responsibility includes these same portions of the surrounding oceans and adds the Canadian portions of the Gulf of St. Lawrence and Great Lakes system. The Canadian SAR Area of Responsibility is depicted at Figure 1. In addition, response to marine and ground SAR (GSAR) incidents occurring within National Parks is also within the federal mandate. Response to all other GSAR and inland waters marine SAR incidents falls within the mandate of provincial/territorial authorities

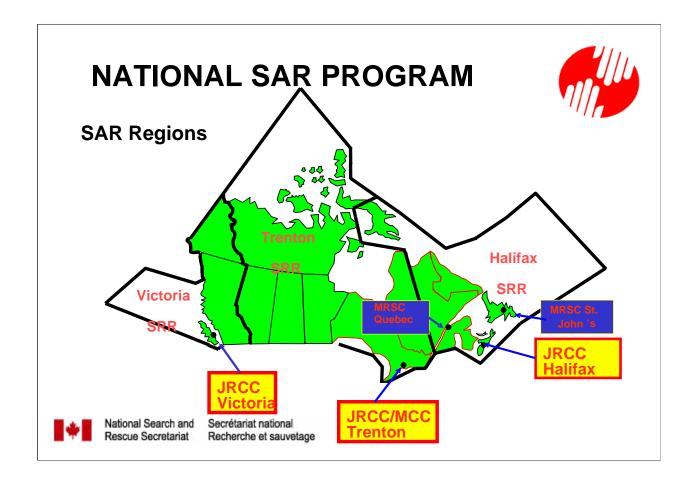


Figure 1 – Canadian SAR Area of Responsibility

Interdepartmental Committee on Search and Rescue

The management of the NSP is accomplished through the Interdepartmental Committee on Search and Rescue (ICSAR). The membership of ICSAR includes senior representation from each of the six federal organizations engaged in search and rescue activities, plus observers from Public Security and Emergency Preparedness Canada (PSEPC), Treasury Board (TB), the Privy Council Office (PCO) and Natural Resources Canada (NRCan).

ICSAR is chaired by the Executive Director of the National SAR Secretariat (described below) and is accountable to the LMSAR for review, reporting and approval of NSP policies and plans on behalf of its member departments. ICSAR is supported by two Sub-Committees: Review and Coordination, consisting of managerial level subject matter experts from the ICSAR member departments.

National Search and Rescue Secretariat

The National Search and Rescue Secretariat (NSS) is accountable to the LMSAR through ICSAR for the development, coordination, analysis and review of NSP policies, plans and specified NSP components and activities. These components and activities include:

- a. administration of the New SAR Initiatives Fund (NIF),
- b. Canadian representation to the COSPAS/SARSAT program,
- c. maintenance of the Canadian Beacon Registry,
- d. publication of SARSCENE magazine, and
- e. conduct of the annual SARSCENE Workshops.

The NSS also provides leadership in enhancing the coordination between provincial/territorial SAR programs and the NSP as well as providing program level advice and information to the LMSAR.

National SAR Program Vision and Objectives

The National SAR Program focuses on the achievement of a seamless SAR system in Canada via a Vision statement and two Objectives:

SAR Vision Statement

A Canada where the critical importance of Search and Rescue is reflected in a multi-jurisdictional approach to promoting individual, collective and organizational behaviour that minimizes the risk of injury or loss of life while maintaining timely and effective response services.

SAR Response Objective

To ensure an effective SAR response (capability) in all areas of Canada.

SAR Prevention Objective

To educate individuals and organizations on the assessment of risks and the importance of acquiring and using the knowledge, skills and equipment needed to minimize injury and/or loss of life.

Strategic Directions

The following Strategic Directions, which will guide federal SAR Departments and Agencies from the current to the future business environment, were developed from issues identified in the Environmental Scan. The ICSAR has identified four areas to focus efforts upon in coming years, in addition to managing ongoing activities.

Seamless SAR

To develop, through improved partnership arrangements, standards that would improve the effectiveness and efficiency of SAR services and promote greater cooperation

Marine SAR

To identify and implement solutions to reduce the number and the severity of incidents

Northern SAR

To review existing services and recommend possible adjustments in the approach to SAR service delivery, given increasing activity in the North

Volunteers

To support volunteer organizations in playing an active and essential role in the National SAR Program

Program Strategies

At the Program Level, activities to support achievement of the Objectives and realization of the Vision are focused via six 'paths' or Strategies. These are described as follows:

Partnerships

Develop and strengthen partnerships to facilitate and enhance SAR prevention and response activities.

Multi-Jurisdictional Exercises

Participate in a program of multi-jurisdictional exercises with focus on areas of historical problems or future concern, and/or to confirm plans and procedures for SAR response activities.

Volunteers

Involve and maximize as appropriate the use of volunteers.

Technology and Innovation

Encourage the identification and development of best practices, innovation and/or new technologies to support SAR prevention and response activities.

Interoperability

Identify types and characteristics of SAR equipment that should be compatible and/or interoperable.

Data and information

Promote research and development and the collection and free exchange of information and data applicable to SAR prevention and response.

SECTION 2

PLANNING CONTEXT & SYNOPSIS OF ENVIRONMENTAL SCAN

Several issues have an impact on the delivery of SAR services in Canada. These issues have been identified in the 2004 SAR Environmental Scan as having implications on the NSP and may need to be further monitored or addressed in the years ahead. An overview of key issues is outlined below. More detailed information is available in the Environmental Scan portion of the Strategic Directions Paper.

Seamless SAR & Interoperability Themes

SAR operations routinely involve more than one of the ICSAR Departments' resources, along with volunteer groups, and Provincial/Territorial and Municipal organizations. This is especially evident in larger scale incidents. Effective coordination of, and communications between, these various service providers will continue to present challenges. To move towards the goal of Seamless SAR, it is essential that the prevention and response activities of all stakeholders be aligned in a complementary manner.

Interoperability among SAR responders, particularly in communications, rescue equipment and procedures, continues to be highlighted as a problem area in post-operations reports. Advances in communications technology have resulted in different types of systems, with incompatibility issues, in use by various agencies. The efficiency and effectiveness of a SAR response can be seriously hampered by problems of interoperability, representing an increased risk of serious injury or loss of life.

New National Security Policy

On April 27, 2004, Canada's first comprehensive approach on national security was tabled in Parliament. *Securing an Open Society: Canada's National Security Policy* set out an integrated strategy and action plan designed to address current and future threats.

The National Security Policy focuses on six strategic areas, of which two could have a direct impact on the management of SAR in Canada: Emergency Planning and Management and Transportation Security.

Emergency Planning and Management

There are two aspects of the emergency planning and management strategy that could have implications on the Federal SAR Program. First, the modernization of the Emergency Preparedness Act and second, the plan to co-locate the emergency measures centres.

The Government will be launching a process to determine how we may collectively modernize our national system of emergency management. Recognizing that SAR personnel are often first line responders in an emergency, it is important that ICSAR becomes involved in the formulation of this process, including the development of Operation Centres.

Transportation Security

Securing Canada's coastline is a key plan in the National Security Policy. The National Security Policy sets out a plan to establish Marine Security Operations Centres (MSOCs) which will be headed by the Canadian Forces Maritime Command. The centres will be networked with the Canadian Coast Guard's vessel traffic and communications system, and with the new Government Operations Centre in Ottawa. Additionally, new MSOCs are expected to work closely with the US Coast Guard Operations to provide a comprehensive picture of activities in Canada's contiguous waters.

Recreation in Canada

Canadians' participation in recreational activities has continued to rise over the last few years. Half of all Canadians are involved in water-based recreation: sailing, power boating, canoeing, fishing, swimming and diving. As a result, marine distress cases accounted for 76% of the incidents that the Federal SAR system responded to in 2003. It is expected that recreation in Canada will continue to rise therefore putting more pressure on the SAR system and resources.

Global Warming

The effects of global warming and climate change will be felt across Canada. All regions of the country are expected to endure increased incidents of extreme weather such as thunder, hailstorms and freezing rain. This extreme weather may lead to larger amounts and increased severity of SAR related incidents nationwide. Recent studies also indicate a shrinking of the polar ice cap, which should lead to increased maritime activities in the Arctic. This could lead to pressure to base more SAR resources in the north.

Increase in Cell Phone Use

Recognizing the increase use of cellular telephones, the Canadian Radio-Television and Telecommunications Commission (CRTC) updated its 9-1-1 regulations regarding cellular carriers. Cellular providers now have to provide Enhanced 9-1-1 (E9-1-1) to all of their subscribers.

E9-1-1 is a tremendous asset and tool for SAR but it gives a false sense of security to the public. People may be led to feel that as long as they have a cell phone they are safe. However due to issues such as coverage gaps and battery failure the public must be made aware that cell phones can be useful but should not be the sole means of emergency communication.

SECTION 3

CHALLENGES AND RISKS

Accountability and Risk Management

A number of issues in the NSP are not priority issues for 2005, but still require ongoing monitoring to ensure that progress is not affected by unforeseen challenges or unmitigated risks. The NSP monitors these issues through an Accountability and Risk Management Framework.

The framework provides NSP managers a capacity to assess and monitor new and ongoing challenges and risks. It brings together the NSP Management Framework and operational SAR guidance with accountability and risk monitoring elements that allows the program to develop risk mitigation strategies as new issues emerge, and to prioritize existing and new challenges from year to year.

This will facilitate yearly updates and management of the framework and allow ICSAR to consider accountability and risk management at the strategic level of the NSP. It will also provide a tool to help management identify program priorities and issues in coming years.

The Accountability and Risk Management Framework Model is at Figure 2 and includes seven main elements. These elements capture the relationships linking the strategic management of the program with a continuous risk assessment, accountability and risk management cycle.

- a. Program Profile as described in Section 1 of this document,
- b. Logic Model,
- c. Management Control Framework(s), which include the NSP Management Framework and operational SAR guidance, such as the federal SAR Manual,
- d. Risk Assessment and Management documentation, including a listing of Risk Areas, a Risk Register and a Risk Scorecard,
- e. Accountability and Risk Monitoring,
- f. Audit and Evaluation, through the multi-year audit and evaluation plan, and
- g. Reporting.

NSP Accountability and Risk Management Model

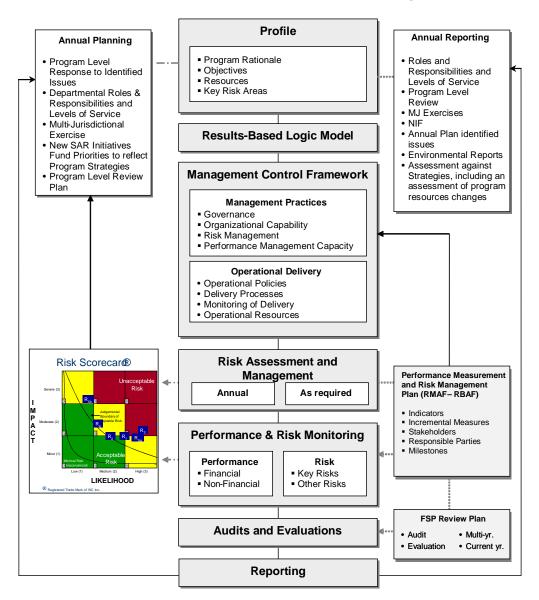


Figure 2 – Accountability and Risk Management Model

Under the SAR Program Accountability and Risk Management Framework, appropriate risk monitoring and mitigation strategies support overall program response to events and issues related to these risk areas. The effectiveness of these strategies will be reviewed through the multi-year audit and evaluation plan.

The risk assessment and monitoring elements of the Accountability and Risk Management Framework are based on a determination of the key risks associated with the SAR prevention and response objectives. This facilitates yearly updates and management of the framework and allows ICSAR to consider accountability and risk management at a level of detail appropriate to

the NSP. It also provides a tool to help management identify program priorities and issues in coming years.

Key Risks

The following five key risks are the issues that currently have the greatest impact as agents for change in the NSP. They have been identified through the Accountability and Risk Management Framework and are reviewed annually.

- Changing Government Priorities. Governments at all levels are undertaking reviews of
 expenditures and the organization of public services at a high rate. The federal
 government in 2005, for example, will both complete an Expenditure Review exercise to
 reallocate up to 5% of funding from discretionary activities, and will continue with its
 reorganization of the apparatus of public safety through consolidation of the National
 Security Policy and the activities of the Department of Public Safety and Emergency
 Preparedness.
- <u>Horizontal Program Management</u>. There are inherent challenges and risks in executing horizontal program management amongst six federal government organizations and 13 provincial and territorial governments. Both the LMSAR and ICSAR have no formal authority to implement program choices outside the authorities individuals may have within the organizations they represent. Therefore, there are considerable risks of conflicting or inconsistent priorities, delays in decisions and implementation, inefficiencies and duplication of effort.
- Interoperability. Inter-agency command, control and coordination are crucial to a successful SAR operation involving multiple parties. The size and number of parties involved in a SAR operation directly impacts on the difficulties of obtaining adequate command, control and coordination. Differences among federal SAR partners and between federal and provincial partners can include operational communication incompatibility, rescue equipment incompatibility, differing standard operational procedures, and differences in training standards. Difficulties arising from inoperability, either involving transfer of mission-critical information or incompatible equipment can lead to reduced effectiveness of a SAR response.
- Sustainability of Volunteer SAR Organizations. SAR Volunteers are an integral component of the NSP, consisting of approximately 13,000 Ground SAR (GSAR) volunteers and 8,000 federally supported volunteers (CCGA and CASARA). While CCGA and CASARA receive funding support and compensation for operational costs, GSAR volunteers must be fully self-sufficient. Rising costs for insurance, equipment and training are increasing funding pressures on GSAR organizations and putting the organizational sustainability of many GSAR units at risk. Changing demographics and an aging population are also contributing to declining participation levels within SAR volunteer groups. Moreover, SAR volunteer activities increasingly consist of fundraising, which is resented by members.
- <u>SAR Events That Go Wrong</u>. An actual or perceived failure to respond effectively to a SAR event resulting in loss of life is of particular concern. The federal organizations respond to approximately 8000 SAR incidents each year and despite best efforts, SAR response does not have a 100% success rate. A lack of understanding amongst the

public of the realities of SAR within Canada compounded with biased media coverage can result in significant diversion of resources to counter negative media coverage and public or political outcry. A response failure caused by inoperability, a wrong operational decision or a lack of training or resources can result in negative media attention, loss of reputation within public and political arenas, partner tension and legal liability. These impacts are even greater if the cause of a SAR failure was noted in prior investigative reports and not actioned.

SECTION 4

SAR PROGRAM PRIORITIES

General

The following priorities have been developed from the ICSAR partners' inputs to the NSP development process and represent NSP issues that have been identified as key areas warranting program level action.

Each issue is described with actions to address it at the program level, followed by the identification of the program strategies the issue supports. These responses are in addition to the activities and initiatives that may be undertaken by one or more of the participants in accordance with their Roles and Responsibilities to deal with the issue.

Table 1 follows the description of the priorities and shows the federal lead and supporting organizations identified with each priority.

2005 NSP Program Plan Priorities

1. Overcoming Operational Cultural Barriers

Foster cooperation through regional interagency and regional multi-jurisdictional partnerships.

<u>Action</u>

a. The CF, with the CCG, undertakes to strengthen the existing framework for regional cooperation through the JRCCs and MRSCs.

<u>Strategies</u>: Partnerships, Multi-Jurisdictional Exercises, Volunteers, Technology and Innovation, Interoperability

2. Volunteer Coordination and Sustainability

The national SAR system depends heavily on volunteer organizations. Their disparate nature and wide geographical spread make coordination of effort and sustainability planning a concern. Improve coordination and sustainability of the crucial SAR volunteer sector.

<u>Action</u>

a. Conduct SAR volunteer demographics and pressures study.

Strategies: Volunteers, Partnerships, Interoperability, Data and information

3. Interagency Communications Frequency and Working Frequencies

Lack of interoperability in radio communications had been identifies as a major impediment to effective seamless SAR operations. Improve seamless SAR operations with implementation of common SAR general and operations frequencies

Actions

- a. Implementation steps for SARIAN-F and CASAR-F
- b. Communicate these frequencies to SAR community
- c. Submit proposal for establishment of working frequencies for GSAR
- d. Implement working frequencies for GSAR
- e. Propose solution for licensing fee issue (with partners)
- f. Implement solution for licensing fee issue (with partners)

<u>Strategies</u>: Partnerships, Multi-Jurisdictional Exercises, Volunteers, Technology and Innovation, Interoperability, Data and information

4. SAR Alerting by Cell phone (9-1-1)

Address appropriate routing of cell phone emergency calls requiring a SAR response and education of the public about limitations of cell phones as SAR emergency communication devices.

<u>Actions</u>

- a. Work with Association of Public Safety Communications Officials (APCO) to establish SAR 9-1-1 alert procedures
- b. Assess problems of SAR responders communicating directly with cell phone users
- c. Development of communications strategy (within parameters)

Strategies: Partnerships, Technology and Innovation, Interoperability, Data and information

5. New SAR Initiatives Fund

Obtain Treasury Board approval of The New SAR Initiatives Fund (NIF) as a class contribution program; strengthen management of the program and improve partner communication; continued progress in aligning the NIF with the objectives and priorities of the agreed National SAR Program. The following concerns need to be addressed in 2005:

- a. Treasury Board approval of the NIF as a class contributions program with agreed terms and conditions that give clear authority to all sponsors of NIF projects conducted with NIF funds.
- b. Improved visibility and accounting for expenditures,
- c. Improvement and simplification of the NIF application, evaluation and management process, and

d. Continued progress in aligning the NIF with the objectives and priorities of the agreed National SAR Plan.

Actions

- a. Approval of Treasury Board Submission by 31 March 2005
- b. Improved NIF Administrative Processes
- c. NIF alignment with NSP Priorities

Strategies: Partnerships, Volunteers, Data and information

6. Impact of Changes to National Security Policy and Practices on SAR System

Mitigate impacts and take advantage of potential benefits of the new security policy and federal organizations responsible for public security.

<u>Actions</u>

- a. Ensure ICSAR members engage policy makers
- b. Scan and monitor the process of NSP policy development
- c. Influence process of NSP policy development

Strategies: Partnerships, Interoperability, Data and information

7. National SAR Exercise Template

Create standard template for SAR exercise planning, execution and evaluation.

Actions

- a. Identify target audiences
- b. Develop templates

Strategies: Partnerships, Multi-Jurisdictional Exercises, Volunteers, Interoperability

8. Levels of Service

Define an acceptable statement of LOS for federal SAR as a whole and inform the public of the general disposition and capability of the system.

Actions

- a. Define an acceptable statement of LOS for federal SAR as a whole
- b. Inform the public of the general disposition and capability of system

Strategies: Partnerships, Data and information

9. Prevention Information by Electronic Means

Evaluate methods of effectively sharing/distributing best practices, lessons learned nationally/internationally in various federal and provincial entities.

Actions

a. Pilot project for prevention best practices extranet

<u>Strategies</u>: Partnerships, Multi-Jurisdictional Exercises, Volunteers, Technology and Innovation, Interoperability, Data and information

10. SAR Data Availability and Quality

Improve information management and reporting in the SAR system.

<u>Actions</u>

- a. Establish the NSP information requirements,
- b. Establish national data collection, processing and analysis procedures,
- c. Establish reporting and dissemination mechanisms

Strategies: Partnerships, Technology and Innovation, Interoperability, Data and information

11. Major Passenger Ship Disaster Planning

A serious accident to large passenger ship would place more people in jeopardy than almost any other incident. Although unlikely it represents a low frequency/ very high impact incident. Improve response preparedness for major passenger ship disasters.

<u>Actions</u>

- a. Host a workshop among SAR organizations, coastal shore authorities and cruise/ferry shipping industry.
- b. Plan a major live exercise for 2006

<u>Strategies</u>: Partnerships, Multi-Jurisdictional Exercises, Volunteers, Interoperability, Data and information

12. SAR Program Response to Anticipated Rise in Personal Locater Beacon (PLB) use in Canada

In anticipation of the growth in the use of Personal Locator Beacons (PLBs) in Canada, the National Search and Rescue Program must prepare by assessing response capacity within both the federal and non-federal jurisdictions; determining public awareness and education levels; and developing options to mitigate risks identified. Anecdotal evidence suggests that levels of public education and awareness regarding the use and capabilities of PLBs are low.

Actions

- a. Analyze current and projected PLB use from a Canadian perspective, and identify policy gaps. Review and amend as needed existing policies and standards relating to PLB manufacture and use.
- b. Assess potential impact on CMCC/JRCC workload, and examine options including solutions currently used by other jurisdictions (e.g. US-AFRCC).
- c. Confirm mutual understanding of federal and provincial/territorial roles and responsibilities for PLB case prosecution.
- d. Develop training materials for SAR responders; and awareness and education materials directed to the general public.
- e. Maximize inter-jurisdictional cooperation of SAR response assets, particularly those with a 121.5 MHz homing capability (e.g. CASARA).

<u>Table 1. Summary of 2005 Program Plan Priorities</u>
<u>With Lead (L) and Assisting (A) Organizations for Each</u>

2005 Program Plan Priorities	Actions		CF	CCG	TC	MSC	RCMP	PCA
Overcoming Operational Cultural Barriers	The CF, with the CCG, undertake to strengthen the existing framework for regional cooperation through the JRCCs and MRCCs.		L	A	A		A	
Volunteer Coordination and a Sustainability	Establish SAR volunteer demographics and pressures study	L	A	Α	Α		Α	
	 (Potential for) evaluation of volunteer sector in audit and evaluation plan for 2005/06 	L	A	A	Α		A	
3. Interagency Communications Frequency and Working Frequencies	Implementation steps for SARIAN-F and CASAR-F and	L	Α	Α			Α	Α
	Communicate these frequencies to SAR community	L	Α	Α			Α	Α
	Submit proposal for establishment of working frequencies for GSAR and		Α	Α	Α		L	
	Implement working frequencies for GSAR A		Α	Α	Α		L	
	Propose solution for licensing fee issue (with partners)	Α	Α	Α	Α		L	
	Implement solution for licensing fee issue (with partners)		Α	Α	Α		L	
4. SAR Alerting by Cell phone (9-1-1)	Work with APCO to establish SAR 9-1-1 A alert procedures		Α	Α			L	Α
	Assess problems of SAR responders communicating directly with cell phone users	A	A	A			L	A

2005 Program Plan Priorities Actions		NSS	CF	CCG	TC	MSC	RCMP	PCA
	Development of communications strategy (within parameters)		Α	Α			L	А
5. New SAR Initiatives Fund	Approval of Treasury Board Submission by 31 March 2005	L	A	Α	Α	Α	Α	Α
	Improved NIF Administrative Processes	L	Α	Α	Α	Α	Α	Α
	NIF alignment with NSP Priorities	L	Α	Α	Α	Α	Α	Α
6. Impact/Effect of Changes to National Security Policy and Practices on SAR System/Resources	Ensure ICSAR members engage policy makers	L	Α	Α	Α		A	
	Scan and monitor the process of NSP policy development	L	Α	Α	A		Α	
	Influence NSP policy development	L	Α	Α	Α		Α	
7. National SAR Exercise Template	e Template • Identify target audiences L		Α	Α			Α	Α
	Develop templates	L	Α	Α			Α	Α
8. Levels of Service	Define an acceptable statement of LOS for federal SAR as a whole		Α	Α	Α	Α	Α	Α
	Inform the public of the general disposition and capability of system	L	Α	Α	A	Α	Α	A
9. Prevention Information by Electronic Means	Pilot project for prevention best practices extranet							
10. SAR Data Availability and Quality	Establish NSP information requirements		Α	Α	Α	Α	Α	Α
	Establish national data collection processing and analysis procedures	L	Α	Α	Α	A	Α	A
	Establish reporting and dissemination mechanisms	L	A	Α	Α	Α	Α	Α

2005 National SAR Program Plan

2005 Program Plan Priorities	Actions		CF	CCG	TC	MSC	RCMP	PCA
11. Major Passenger Ship Disaster Planning	Host a workshop among SAR organizations, coastal shore authorities and cruise/ferry shipping industry	A	A	L	Α	Α	A	
	Plan a major live exercise for 2006	Α	Α	L		Α		

SECTION 5

SAR PROGRAM RESOURCES

The following table indicates the level of resource allocation Federal SAR departments dedicated towards the delivery of SAR services

National Search and Rescue Program - Financial (\$ 000's) by Fiscal Year						
Department or	2002-03	2003-04	2004-05	2005-06		
Agency	Actual	Actual	Planned	Planned		
NSS	\$10,499	\$ 11,269	\$ 10,574	\$ 10,588		
EC	985	1,130	1,600	1,600		
DFO/CCG	86,295	93,393	93,393	93,393		
DND/CF (1)	181,095	161,589	126,447	123,920		
PC (2)	4,929	4,929	4,929	4,929		
RCMP (3)	N/A	N/A	N/A	N/A		
TC	985	985	1,000	1,000		
Total	\$ 284,788	\$ 273,295	\$ 237,943	\$ 235,430		

Source: RPP 2004/2005

Notes:

^{1.} DND: The reduction in forecast spending between FY 2002-03 and FY 2003-04 is related to Canadian SAR Helicopter (CSH) program costs incurred in FY 2002-03 and not in FY 2003-04, and CSH program associated forecast reduction of Canadian Forces (CF) personnel required to conduct the SAR role in FY 2003-04 and future years.

^{2.} Parks Canada: Estimated salary information reflects the multifunctional nature of the Park Wardens involved in SAR.

^{3.} RCMP: Conducts ground and inland water SAR within areas of their jurisdiction, based on police servie agreements with provinces, territories, and municipalities. Statistical information on the provision of ground SAR is maintained by the respective jurisdiction.

ANNEXES

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- B) Multi-Jurisdictional Exercise Schedule
- C) New SAR Initiatives Fund Priorities and Approved Projects
- D) Glossary of Terms & Abbreviations

ANNEX A

Roles and Responsibilities for Search and Rescue Program

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FOREWORD

The following Roles and Responsibility Statements have been developed and approved by individual SAR authorities in the federal government for the federal SAR Program Framework. The Statements provide clear accountabilities for each of the federal departments involved in SAR. In providing individual statements, the departments recognize their explicit responsibility to collaborate and coordinate their activities so that the objective of an efficient, effective and economical SAR program can be achieved.

The following Roles and Responsibilities Statements represent the responsibilities the partners are committed to, to contribute to a seamless national SAR system. Please refer to the source legislation for specific authorities.

Fisheries and Oceans Canada/Canadian Coast Guard				
Search and Rescue Roles and Responsibilities				

Search and Rescue Roles and Responsibilities Primary Search and Rescue Responsibility Authority

Management

Fisheries and Oceans Canada/Canadian Coast Guard is responsible for the marine component of the federal search and rescue program including:

Evaluation and planning for departmental SAR equipment and procedures, analyzing maritime SAR needs and corresponding resources and facilities.

Develop and implement departmental SAR planning, management and operational policy and recreational boating safety policy. Make recommendations for national SAR policy initiatives, through ICSAR, relevant to Canadian Coast Guard's responsibilities.

Develop and support Canadian Coast Guard Auxiliary policy.

In accordance with IMO agreements, establish SAR agreements with other agencies responsible for maritime SAR at international, national and regional levels.

Represent Canada at the International Maritime Organization (IMO) and other organizations such as the International Lifeboat Federation (ILF) on matters pertaining to maritime Search and Rescue. Ensuring Canadian maritime SAR policies conform to international agreements and conventions.

Operations

To detect maritime incidents and to coordinate and conduct SAR operations in maritime SAR situations within the Canadian area of responsibility.

To provide the primary maritime SAR response element of Canadian SAR coverage, where warranted.

- British North America Act
- Dept of Fisheries & Oceans Act
- Oceans Act
- Department of Transport Act
- Canada Shipping Act
 [Canada Shipping Act, 2001]
- Aeronautics Act
- Criminal Code

Fisheries and Oceans Canada/Canadian Coast Guard				
Search and Rescue Roles and	Responsibilities			
To provide maritime resources in support of the resolution of aeronautical SAR operations, where appropriate.				
Prevention				
To work together with stakeholders for safe boaters, safe boats and a safe boating environment.				
Secondary Search and Rescue Responsibility				
Operations				
To provide Canadian Coast Guard resources, when and where available and upon request, to assist in the resolution of humanitarian incidents within provincial or municipal areas of responsibility.				
AREA OF RESPONSIBILITY				
The Canadian area of responsibility for maritime Search and Rescue as provided under the International Maritime Organization (IMO) Agreements, and in Canadian waters of the Great Lakes and the St. Lawrence System.				

Department of National Defence SAR Mission Statements (Roles a	
Primary Responsibilities	Authority
Management	
Develop, review, and implement Canadian Forces search and rescue policies, to include levels of service, mission statements, departmental strategies and goals, unit resource allocations, and through the Interdepartmental Committee on Search and Rescue make recommendations for national SAR policy initiatives relevant to Canadian Forces responsibilities.	 Cabinet Directive #18, 26 Sep 1950 Cabinet Directive #22, Jul 1951 Cabinet Directive 243-76RD(2) / 321-76RD(2), Aug 1963
Provide a Canadian Forces representative to the Interdepartmental Committee on Search and Rescue for departmental SAR policy coordination.	 Memorandum to Cabinet # D120, May 1947 Record of Cabinet Direction 425- 82RD(C), 03 Aug 1982
Establish governing policy documents and support services for the Civil Air Search and Rescue Association in coordination with Transport Canada.	 Contribution Agreement between the Minister of National Defence and the Civil Air Search and Rescue Association, April 1999 Memorandum of Understanding between the Minister of Transport, the Minister of National Defence, and the Civil Air Search and Rescue Association, April 1999
Liaise, coordinate, and when necessary, establish appropriate agreements with relevant national and international departments, organizations, agencies, and other groups public or private concerning SAR matters.	 Chief of Staff Committee Paper No 5(61), 30 May 1961 International Civil Aviation Organization, Annex 12
Establish Search and Rescue Region(s) and Joint Rescue Coordination Centre(s) to effectively deliver a response to aeronautical and maritime SAR incidents that occur within the Federal area of responsibility.	 International Maritime Organization, SAR Convention International Civil Aviation Organization, Annex 12 Cabinet Directive #22, 12 Jul 1951

Department of National Defence/Canadian Forces SAR Mission Statements (Roles and Responsibilities)

Operations

Provide SAR services that effectively respond to aeronautical and maritime incidents occurring within the Canadian SAR area of responsibility.

- Privy Council Cabinet Conclusions RG2, A5a, Vol 2640, 18 Jun 1947
- Cabinet Directive #22, 12 Jul 1951
- Chief of Staff Committee Paper No 5(61), May 1961
- Deputy Minister (DND) letter to Deputy Minister (DOT) 979-74/68 (VCAS), 31 Aug 1961

Ensure the effective operation of the coordinated aeronautical and maritime SAR system within the Canadian Search and Rescue Region.

Provide the Canadian ground segment of the COSPAS/SARSAT system.

Distribute distress beacon data in accordance with established international data distribution procedures.

Provide data processing equipment for the space segment of the SARSAT system.

Conduct ground searches in relation to aeronautical SAR incidents.

Same as above

- International COSPAS/SARSAT Program Agreement
- Same as above
- Same as above
- Chief of Air Staff File #976-1 (DTRO), 21 Jun 1960

Secondary Responsibilities

Authority

Operations

Provide Canadian Forces resources to respond to searches for missing persons and other humanitarian incidents when requested and in accordance with Canadian Forces directives.

Provide support and coordination to Civil Air Search and Rescue Association training and operational activities.

- Memorandum from Office of the Deputy Minister (DND), 03 Aug 1961
- Deputy Chief Defence Staff Direction 2/98
- Contribution Agreement between the Minister of National Defence and the Civil Air Search and Rescue Association
- Memorandum of Understanding between the Minister of Transport, the Minister of National Defence,

Department of National Defence/Canadian Forces SAR Mission Statements (Roles and Responsibilities)

and the Civil Air Search and Rescue Association, April 1999

Prevention

Provide support to Transport Canada and Canadian Coast Guard SAR prevention programs.

Advise appropriate authorities of SAR concerns identified from aeronautical and maritime SAR operations.

- Cabinet Directive 425-82RD(C), 03 Aug 1982
- International Civil Aviation Organization, Annex 12
- International Maritime Organization, SAR Convention

Environment Canada/Meteorological Service of Canada (MSC)					
Search and Rescue Roles a	nd Responsibilities				
General Overview					
MSC contributes to the health, safety and economic prosperity of Canadians by providing timely, accurate and accessible information on daily weather, water and ice conditions within the country.					
Primary Responsibilities	Authority				
Management					
MSC manages its resources to ensure the monitoring of atmospheric and sea conditions, and to ensure the provision of forecasts and warnings with respect to weather, ice, sea state, and other physical phenomena.					
Through ICSAR, MSC makes recommendations for national SAR policy initiatives related to its mandate.					
MSC develops and implements departmental SAR operational and prevention policy.					
Operations					
Provision of meteorological information and expert consultations to agencies with SAR responsibilities in support to the conduct of SAR operations.	Department of the Environment Act i				

Environment Canada/Meteorological Service of Canada (MSC) Search and Rescue Roles and Responsibilities

Prevention

Reduces the number and severity of SAR incidents through the conduct of observations and forecasts and provision of timely warnings with respect to weather, ice sea-state and other physical phenomena (Note: the provision of meteorological products & services for aviation is provided by MSC under a contractual agreement with NAVCANADA. The Aeronautics Act identifies Transport Canada as the department responsible for those services, and the Canadian Air Navigation Services

Commercialization Act delegates this responsibility

Commercialization Act delegates this responsibility to NAVCANADA);

The development and delivery of safety awareness promotional and educational programs related to the mandate of MSC;

The provision of expert advice and meteorological information to official investigating agencies; The provision of expert advice for the development of regulations in the marine and aviation sector.

- Department of the Environment Actⁱ
- Emergency Preparedness Actii

Secondary Responsibilities

Management: none

Operations: none

Prevention

Assists in promotional and educational SAR prevention programs related to MSC's mandate, and presented by other federal, provincial/ territorial and municipal department.

Area of Responsibility

Over the Canadian territory.

On request from SAR responding agencies, MSC will provide operational support over the Canadian SAR area of responsibility (as defined under ICAO and IMO Agreements).

Notes:

Environment Canada/Meteorological Service of Canada (MSC) Search and Rescue Roles and Responsibilities

i The Department of the Environment Act establishes the Minister's responsibilities for "all matters relating to... meteorology; ..."
ii The Emergency Preparedness Act provides for advancing civil preparedness in Canada for emergencies of all types. The Minister of Environment is responsible for developing and maintaining emergency plans covering for example: conducting observations and forecasts and providing timely warnings with respect to weather, ice sea-state and other physical phenomena.

Parks Canada A	Parks Canada Agency					
Search And Rescue Roles and Responsibilities						
Responsibility	Authority					
Primary Search And Rescue						
General Overview						
Search And Rescue is an integral part of Parks Canada's Public Safety program. Public Safety in the context of Parks Canada's program is defined as "a coordinated effort to ensure that visitors to parks, canals and sites have a positive experience while minimizing the potential for suffering or loss. Public safety deals with the measures employed to reduce the risk of an incident occurring or to protect visitors from a hazard; and measures to be implemented in the event that an incident develops requiring emergency response capabilities". The objectives of the Public Safety Program are: 1) To minimize the number and severity of incidents 2) To fulfill Parks Canada's federal role in support of the National Search and Rescue Program. The mandate for public safety in national parks and national historic sites, including historic canals is established in the Canada National Parks Act (CNPA) and the Parks Canada Agency Act (PCAA). Section 8(1) of the CNPA states that "The minister is responsible for administration, management and control of national parks and national historic sites, including historic canals (Section 42(3)." Bill C-30 (as approved by the House of Commons), an Act respecting the national marine conservation areas of Canada, defines the Minister's responsibility for the management and control of marine conservation areas.	 Canada National Parks Act Parks Canada Agency Act Bill C-30 an Act respecting the national marine conservation areas of Canada Interim Bulletin 4.4.3, Public Safety Management Management Directive 3.1.3, Public Safety Measures for National Historic Sites and Historic Canals Management Directive 2.2.4, Emergency Services 					
Parks Canada's Public Safety Management Directive (Interim Bulletin 4.4.3) states that Parks Canada will provide land and marine search and						

Parks Canada Agency

Search And Rescue Roles and Responsibilities

rescue services in the national parks to minimize the number of fatalities and the extent of injuries and human suffering of people who are lost and/or in distress. Public Safety Directive Bulletin 3.1.3 requires that all historic sites, including historic canals, develop and implement risk management programs for the safety of visitors.

Management

Planning

The Visitor Risk Management (VRM) framework identifies and assesses visitor related risks at national parks, national historic sites and canals. The steps consist of establishing a VRM program, assessing visitor risks, organizing risk issues, developing service objectives and evaluating issues, establishing action plans for risk control, preparing public safety plans, and implementing, evaluating and updating plans. Public safety operational plans would also address legal, policy, contractual obligations, and disaster planning.

Policy

Parks Canada is responsible for developing national public safety policy and performance indicators for heritage protected areas managed by the Parks Canada Agency.

Coordination

Parks Canada will cooperate with other search and rescue agencies to provide improved levels of search and rescue service in national parks and on lands and marine areas adjacent to parks.

Parks Canada Agency **Search And Rescue Roles and Responsibilities Operations** Provides SAR services for incidents on land or in the waters of heritage- protected areas managed by the Parks Canada Agency. Prevention Prevention is a key element in public safety. Parks Canada places a high priority on providing comprehensive prevention programs to minimize the potential for occurrences. These directives state that Parks Canada will provide visitors with the information they need to protect themselves, and offer advice and warnings to protected heritage area users. Prevention programs and activities consist of 1. designing and implementing a Visitor Risk Management Framework; 2. developing the necessary training; and 3. researching and promoting prevention. **Secondary SAR Responsibility Operations** Provides SAR resources when and where available and on request in order to assist other agencies.

Prevention: none

Royal Canadian Mounted Police Search and Rescue Roles and Responsibilities						
General The RCMP's mandate as a federal department involved in Search and Rescue is to provide multitasked resources, when available, in support of federal SAR missions.						
Primary Responsibilities	Authority					
Operations						
Provide multi-tasked resources, on request, in support of federal SAR missions.	 Cabinet Directive Circular #22, 12 July 1951 					
Prevention						
Enforce the safety related sections of the Aeronautics Act, Small Vessel Regulations, Canada Shipping Act and accompanying regulations throughout Canada. Develop and assist in promotional and educational programs related to SAR prevention.						
Area Of Responsibility						
Throughout Canada, RCMP resources may be called upon to assist in SAR response.						

Royal Canadian Mounted Police Search and Rescue Roles and Responsibilities

Management

In the provinces and territories where RCMP services are provided under the auspices of Provincial Policing Service Agreements:

- a. Develop policy and procedures for ground and inland water SAR response;
- b. Develop, in consultation with provincial and territorial authorities, policies and procedures for the use of volunteer SAR organizations;
- c. Encourage the formation and development of volunteer SAR organizations and consistent service standards;
- d. Maintain liaison with the NSS and other federal departments with SAR responsibilities;
- e. Collects and manages statistics relative to SAR incidents.

Operations

Provides incident management, coordination and response service, as applicable, for inland water and ground SAR in provinces, territories and municipalities where policing services are provided under contract.

Prevention

The RCMP promotes and regularly participates in SAR safety and prevention presentations to the general public. Emphasis is placed on procedures that target audiences should follow prior to undertaking risk activities.

Note:

Competency is achieved through formal training courses on piloting aircraft and vessels and the accompanying safety requirements. Dedicated marine services also receive training through Canadian Coast Guard on Marine Emergency Duties, including Search Patterns, Survival and Life Saving appliances.

- RCMP Act
- Provincial Police Service Agreements

Transport Canada					
Search and Rescue Roles and Responsibility	Authority				
General Overview					
Transport Canada's overall role is to foster a safe and efficient national transportation system that meets the needs of Canadians. As a by-product of that, the need to resort to primary Search and Rescue is minimized. Indeed, the more successful the department is in achieving its safety and security objectives, the less the need to resort to the use of Search and Rescue services. However, recognizing that there remain inherent risks within the transportation system, Transport Canada puts in place regulatory, education and promotional programs that help to both mitigate the consequences that can result from these risks and to facilitate Search and Rescue response services (for example, regulations regarding the carriage of emergency equipment to protect the survivors of accidents and of alerting devices to assist in finding them).	 British North America Act Canada Shipping Act Aeronautics Act Canadian Air Navigation Services Commercialization Act Relevant IMO and ICAO Agreements Various Cabinet Directives 				
Management					
Transport Canada develops regulations and national standards, and implements monitoring, testing, inspections, research and development, and subsidy programs, that contribute to safety and security in the aviation, marine, rail and road modes of transport. As a by-product of putting in place a safe and efficient transportation system, the need to resort to primary Search and Rescue is reduced.					
Operations					
Transport Canada is not directly involved in Search and Rescue operations. However, Transport Canada facilitates effective Search and Rescue responses to aviation and marine incidents by putting in place regulations and educational/promotional activities that help to mitigate the impact of such incidents – for example, regulations regarding carriage of safety and emergency equipment on aircraft and marine vessels that protects survivors and alerts rescuers as to their location.					

Transport Canada Search and Rescue Roles and Responsibilities

Prevention

Transport Canada's regulatory and other related activities are intended to keep transportation safe and secure. These activities include various educational, promotional and awareness programs that, while focused on facilitating a safe transportation system, make an incidental contribution to the reduction of the need to resort to the use of primary SAR services. Of specific note though, the Civil Air Search And Rescue Association (CASARA) program is jointly supported by the Department of National Defence and Transport Canada and involves the provision of training and information to volunteers who assist with primary SAR responses.

Multi-Jurisdictional Exercise Schedule 2005

The following Multi-Jurisdictional Exercises have been proposed/planned and are representative of the most recent discussions between NSS and Federal & Provincial/Territorial representatives. It should be noted that this list may be modified throughout the year.

NSS may be able to provide resources or assistance for pertinent administration and report writing as requested/required.

DATE	TYPE	LOCATION	AIMS	PARTICIPANTS
5-6 April 2005	Marine SAR Exercise (CPX and live)	Alaska/BC	International SAR Exercise DIXON JOINT SAREX 05	JRCC VictoriaRCC JuneauCCGCFUSNUSCG
May 2005	GSAR Training	Yukon	Provincial Spring GSAR Training weekend	GSAR TeamsRCMPEmergency ServicesFirst Nations
2005/2006	Two Marine SAR Exercises	Unknown	Table top SAREX	 Unknown
August 2005 (TBC)	Marine SAR Exercise	St Pierre et Miquelon (South Coast NL)	Joint Live Marine SAR exercise "Ocean Guardian II"	CCGCFFrench AuthoritiesProvincial EMO
27-28 August 2005	GSAR Training	Manitoba	Provincial summer Live GSAR Training	 Unknown
September 2005	Aeronautical SAR Exercise	Victoria Airport BC	Live Crash exercise outside airfield perimeter	 Airport Authorities Airlines JRCC Victoria Pol.,Fire Amb. CCG,CF(442)
September 2005	Arctic SAREX	Fairbanks, Alaska	International Live Ground/Air SAREX	CanadaRussiaUSA
September 2005	CF National SAREX	Greenwood, Nova Scotia	National air SAR Exercise	CF unitsCASARA
Spring 2006	Marine SAR Exercise	Pacific Coast	Live Ferry SAR Exercise	CCGCFUnknown others

ANNEX C

New SAR Initiatives Fund Priorities and Approved Projects

The NIF provides funding for new initiatives that will enhance the effectiveness, efficiency and economy of search and rescue (SAR) activities in Canada. Initiatives must be sponsored by either a federal SAR department/agency or by a provincial/territorial authority (e.g. Emergency Measures Organization (EMO)) and will be evaluated individually and collectively by representatives of the sponsoring departments, agencies, provinces or territories based on their merit against competing proposals.

The roles and responsibilities of sponsors of NIF projects are specified in the Memorandum of Understanding (MOU) between the National Search and Rescue Secretariat (NSS) and the department, agency, province or territory sponsoring the project.

The NIF provides funding in six categories: continued development and integration of all SAR participants into the National Search and Rescue Program (NSP); SAR data and information collection; prevention; research and development; response; and volunteers. Each proposal must address at least one of these.

Work is currently in progress to integrate the six strategies approved for the National SAR Program into the NIF Program Guide.

The Lead Minister for Search and Rescue approves the new projects to be funded each year, following a rigorous evaluation process of proposed projects by the NIF Merit Board, which includes representatives of ICSAR departments, and provinces and territories. The list of NIF-approved projects for 2004/2005 is posted on the NSS website once approved.

Glossary of Terms and Abbreviations

CCG Canadian Coast Guard (see Annex A)

CF Canadian Forces (see Annex A)

CFNA Canadian Forces Northern Area – A Regional Command of the

Canadian Forces responsible for operations in the Yukon.

Nunavut and the Northwest Territories.

COSPAS/ An international program of which Canada is a founding member. SARSAT

providing satellite-aided alerting and locating of distress incidents

using radio beacons.

DFO Department of Fisheries and Oceans (see Annex A)

DND Department of National Defence (see Annex A)

International Aeronautical and Marine SAR Manual – A manual IAMSAR **Manual**

developed jointly by ICAO and IMO to guide nations in adopting

common procedures and techniques for SAR.

ICAO International Civil Aviation Organization – An organization of the

United Nations dealing with civil aviation policies, practices and

regulation.

<u>ICSAR</u> Interdepartmental Committee on Search and Rescue (see page 4)

International Maritime Organization – An organization of the IMO

United Nations dealing with maritime policies, practices and

regulation.

Joint Rescue Coordination Centre - A facility established to JRCC

coordinate response to both aeronautical and marine search and

rescue incidents.

LMSAR Lead Minister for Search and Rescue (see page 3)

MAJAID Major Air Disaster – an aeronautical incident which, because of

its location or number of passengers and crew involved, is beyond

the response capability of the normal SAR system.

MAJMAR Major Marine Incident – a marine incident which, because of its

location or number of passengers and crew involved, is beyond

the response capability of the normal SAR system.

MJX Multi-Jurisdictional (SAR) Exercise(s) – Search and rescue

exercise involving participants from more than one level of jurisdiction (i.e.: federal/provincial/municipal). (see Annex B)

MRSC Marine Rescue Sub-Centre – A facility established to coordinate

response to marine search and rescue incidents in a Marine Rescue Sub-

Region of a Search and Rescue Region.

MRSR Marine Rescue Sub-Region – A portion of a Search and Rescue

Region in which search and rescue services are normally

coordinated by a MRSC (see preceding definition).

MSC Meteorological Service of Canada (see Annex A)

NIF New SAR Initiatives Fund – A federal Contribution program

providing funding for initiatives to enhance search and rescue

services.

National Search and Rescue Manual – A joint Canadian Forces

and Canadian Coast publication providing policy and operational guidance to federal aeronautical and marine SAR activities. (Note: the NSM is scheduled to be replaced by Volume IV (National

Supplement) of the IAMSAR Manual).

National Search and Rescue Secretariat (see page 3)

OIC Officer-in-Charge – Generally used as a military term to denote an

officer in charge of a unit or establishment (i.e. a Joint Rescue Coordination Centre), but lacking Commanding Officer status.

PCA Parks Canada Agency (see Annex A)

<u>PSEPC</u> The creation of Public Safety and Emergency Preparedness Canada

(PSEPC) fulfills the fundamental role of government to secure the public's safety and security. PSEPC is dedicated to minimizing a continuum of risks to Canadians -- from risks to personal safety from crime or naturally occurring events such as severe blizzards, floods or forest fires, to threats

to national security from terrorist activity.

RCMP Royal Canadian Mounted Police (see Annex A)

RSMS Regional Supervisor/Superintendent for Marine Search and

Rescue – The senior Canadian Coast Guard officer at a Joint Rescue Coordination Centre or Marine Rescue Sub-Centre.

SAR Search and Rescue

SRR Search and Rescue Region

TC Transport Canada (see Annex A)