



Agriculture and  
Agri-Food Canada

Agriculture et  
Agroalimentaire Canada

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March 29, 2023

DMC 277456

Mr. John Williamson, MP  
Chair  
Standing Committee on Public Accounts  
c/o Mr. Cédric Taquet  
131 Queen Street, 6th Floor  
Ottawa ON K1A 0A6

Dear Mr. Williamson:

Please find attached, in both official languages, the final report that responds to Recommendation 1 from the Standing Committee on Public Accounts' Report 12, entitled "Protecting Canada's Food System."

I trust that the members will find this information useful.

Yours sincerely,

Stefanie Beck

Attachments

# A Final Report to the Standing Committee on Public Accounts on the Development of a Comprehensive Emergency Preparedness and Response Plan Affecting Canada’s Entire Food System

## Introduction

In December 2021, the Auditor General’s report on *Protecting Canada’s Food System* was tabled in Parliament, with recommendations directed to Fisheries and Oceans Canada, Crown-Indigenous Relations and Northern Affairs Canada, and Agriculture and Agri-Food Canada (AAFC).

Subsequently, the Standing Committee on Public Accounts studied the Auditor General’s report, and in May 2022 presented its 14th report, *Protecting Canada’s Food System*. As indicated in the Management Response Action Plan, submitted in Spring 2022, AAFC responded to the Committee’s recommendation as follows:

	<b>Committee Recommendation</b>	<b>Government Response and Status</b>
<b>Recommendation 1</b>	<b>That, by 31 December 2022, Agriculture and Agri-Food Canada provide the House of Commons Standing Committee on Public Accounts with a progress report on working with its federal, provincial, and territorial partners and stakeholders, including First Nations, Inuit, and Metis groups, to complete a national emergency preparedness and response plan for a crisis</b>	<p>The Government supports this recommendation, and Agriculture and Agri-Food Canada (AAFC) is on track to provide a progress report by 31 December 2022 detailing work with federal, provincial, and territorial (FPT) partners and stakeholders, including First Nations, Inuit, and the Métis Nation, on a national emergency preparedness and response plan.</p> <p>AAFC will develop a final action plan that will outline a path forward for federal, provincial, and territorial governments and stakeholders by 31 March 2023. The action plan will include a gap analysis and will put forward a feasible federal,</p>

	<p><b>affecting Canada’s entire food system, taking into consideration the food security of Canadians. A final report should also be provided by 31 March 2023.</b></p>	<p>provincial and territorial and stakeholder approach for developing a completed plan by 2024 that will consider food security implications for all Canadians.</p> <p>AAFC has begun the first of two phases of work in response to this. Phase 1 is to work with FPT governments, as well as industry and Indigenous partners, to identify action plan options and agree on an implementation approach. This is to be completed by March 2023.</p> <p>Phase 2 is to implement the path forward with FPTs and stakeholders for which the outcome will be the implementation of a national emergency preparedness and response plan for a crisis affecting Canada’s entire food system. The estimated completion date for this is 2024.</p> <p>The COVID-19 pandemic highlighted the importance of protecting Canada’s food systems from crises. AAFC is committed to forward planning to mitigate future disruptions to the production, distribution and consumption of food.</p> <p>To date, AAFC has begun its first phase of work bringing together stakeholders from across the food supply chain to develop a comprehensive national emergency</p>
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		<p>preparedness and response plan. The purpose of the first phase of work is currently underway to collaborate with provincial and territorial governments, First Nations, Inuit, and the Métis Nation and stakeholders including industry, on how best to support the supply chain's preparedness and response efforts in Canada. A successful national emergency preparedness and response plan must be inclusive of the unique interests, circumstances, and perspectives of First Nations, Inuit, and the Métis Nation through engagement and co-development, in support of reconciliation, self-determination, and food sovereignty.</p> <p>The first phase has four key outcomes:</p> <ol style="list-style-type: none"><li>1. Raise awareness on the importance of developing a comprehensive emergency response plan for the agriculture and agri-food sector [ONGOING];</li><li>2. Establish a Federal, Provincial, and Territorial (FPT) working group to contribute to defining the parameters for an FPT/industry response plan and supporting plans [ONGOING];</li><li>3. Engage in outreach to Indigenous Peoples, industry partners, and stakeholders to elicit advice on an approach to improving FPT and industry emergency responses [ONGOING];</li></ol>
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		<p>4. Outline a path forward for federal, provincial, and territorial governments, Indigenous Peoples, and stakeholders to identify action plan options and agree on an implementation approach. This phase of work will culminate with agreement on emergency plan options, and an implementation approach. AAFC continues to ensure that the action plan proposed during this phase links with the Federal Emergency Response Plan, so as to improve Federal Emergency Management cohesiveness, and coordination between federal institutions.</p>
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### Key measures taken to respond to the Standing Committee’s report

In its response to the Committee’s report, AAFC committed to engage with other relevant federal departments; federal, provincial, and territorial agriculture counterparts; industry stakeholders; and First Nations, Inuit, and Metis Nation partners to raise awareness on the importance of developing a comprehensive emergency response framework for the agriculture and agri-food sector that considers the importance of food security.

To facilitate this process, AAFC will consider renewing the FPT Emergency Management Framework for Agriculture in Canada (the Framework). The Framework sets the strategic direction for FPT partners to collaboratively prepare for and manage emergencies facing the agriculture sector in a predictable, cohesive, practical and forward-thinking manner. The current Framework was created at time of heightened concern with plant and animal diseases and was never designed to address emergency events such as cybersecurity incidents, civil unrest, and global geo-political events (Black Sea grain shipping crisis). As well, it does not consider the entire food supply chain, such as processing and retail distribution, which directly impacts the food security concerns of Canadians when shortages of food, hoarding, and escalating prices occur during times of emergencies.

Identification of relevant authorities, developing a governance model, recognizing international aspects of emergency events, and exercising emergency scenarios will be considered. A review of the Framework will help inform the development a national emergency preparedness and response plan.

With this in mind, key actions that AAFC has taken to date include:

- The establishment of the Federal-Provincial-Territorial Food System Emergency Management Working Group. As of March 2023, this Group has held three meetings, with more scheduled for Spring 2023. The Group has a mandate to:
  - strengthen the resiliency and collective capacity of government and industry to prevent, mitigate, prepare for, respond to, and recover from disruptions affecting Canada’s food sector;
  - contribute to the development of a national emergency preparedness and response plan for a crisis affecting Canada’s entire food system, taking into consideration the food security of Canadians; and
  - support broader governmental aims to improve the resiliency of each of Canada’s critical infrastructure areas and to complement the additional effort and resources currently focussed on federal emergency planning efforts.
- Consultation with the Food Sector Network (FSN), an AAFC-led standing forum for discussion and information sharing among food system specific industry stakeholders that has a mandate to strengthen the resiliency and collective capacity of government and industry to prevent, mitigate, prepare for, respond to, and recover from disruptions affecting Canada’s food sector. Discussions in this forum center on supply chain disruptions and how they can be mitigated. AAFC presented options for response plan elements to the FSN in early 2023 and will continue working with the group to further refine the response plan.
- Engagement session with the Congress of Aboriginal Peoples in December 2022. AAFC is working with the department’s subject matter experts and those in other government departments to set up further engagement sessions with other Inuit, Metis, and First Nations groups.
- AAFC representatives have consulted with other government departments, including Indigenous Services Canada, Crown Indigenous Relations and Northern Affairs Canada, Industry, Science, and Economic Development, Public Safety Canada, and Transport Canada, on the response plan’s development and how it can link with work being done at these departments (for instance, the development of the renewed Federal

Emergency Response Plan and Action Plan for Critical Infrastructure at Public Safety, and the Supply Chain Task Force Report via Transport Canada). AAFC understands the importance of these collaborative efforts and will continue to link with other departments for their input as the response plan develops.

- AAFC representatives met with the Canadian Agriculture Youth Council (CAYC) on December 13, 2022. A consultative body to AAFC, the CAYC is a group of young Canadians providing advice, enabling on-going dialogue on food-related challenges and opportunities, sharing information and best practices, and advising on the strengths and weaknesses of policies and programs affecting the agriculture and agri-food sectors. This consultation session provided valuable feedback from a diverse group of under-represented stakeholders across Canada's food supply chain.
- Engagement session with the Canadian Food Policy Advisory Council (CFPAC) in March 2023. The CFPAC is an Advisory Council that reports to the Minister of Agriculture and Agri-Food and advises on current and emerging issues, gaps in policies and data, and facilitates an ongoing dialogue in regard to implementing the Food Policy's four priority action areas. Individual members of the Council have expressed interest in engaging further on this work with AAFC, and the Department will continue to connect with the Council as the Emergency Response Plan is developed.

In anticipation of the delivery of the final report to this committee on March 31, 2023, AAFC has developed a thorough, evergreen gap analysis document that examines the response to the Covid-19 pandemic, as well as subsequent events that negatively affected Canada's food supply chain. This analysis will serve as foundational work to the development of the national emergency preparedness and response plan.

AAFC has also developed an Action Plan and a Stakeholder Engagement Strategy that collectively outline AAFC's proposed course of action for developing the Emergency Response Plan (ERP), which the department will deliver in 2024. Stakeholder engagement and consultation will continue throughout the development of the ERP. This will help ensure a better understanding of the roles, responsibilities, and opportunities for collaboration across stakeholders and improve emergency management outcomes for a crisis affecting Canada's entire food system.

The ERP will serve as a guiding document to inform roles and responsibilities of PT governments, industry stakeholders, and First Nations, Metis, and Inuit partners, actions and

governance to better respond to a crisis affecting Canada's entire food system that takes into consideration the food security of all Canadians.

It is recognized that the analysis and policy considerations developed for the national ERP will be informed and developed through an intersectional lens, including applying frameworks such as Gender-based Analysis Plus (GBA Plus).



## **Annex A: AGRICULTURE AND AGRI-FOOD CANADA (AAFC) MANAGEMENT RESPONSE AND ACTION PLAN (MRAP)**

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Attached

## **Annex B: Emergency Management Framework for Agriculture in Canada**

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Attached

## **Annex C: Engagement Strategy**

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## **Annex D: Gap Analysis**

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## **Annex E: Action Plan**

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## **Annex F: Action Plan Placemat**

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# AGRICULTURE AND AGRI-FOOD CANADA (AAFC) MANAGEMENT RESPONSE AND ACTION PLAN (MRAP)

In response to the recommendations of Report 12 - Protecting Canada's Food System  
of the Auditor General of Canada to the Parliament of Canada

Report Ref. No.	OAG Recommendation	Departmental Response	Description of Final Expected Outcome/Result	Expected Final Completion Date	Key Interim Milestones (Descriptions/Dates)	Responsible organization/ Point of Contact (Name, Position, Tel#)	Indicator of Achievement  (For committee use only)
12.29	Agriculture and AgriFood Canada should work with its federal, provincial, and territorial partners, as well as its stakeholders, to complete a national emergency preparedness and response plan for a crisis affecting Canada's entire food system, taking into consideration the food security of Canadians.	<p>Agreed. Within the context of Agriculture and Agri-Food Canada's mandate focused on the growth, sustainability, and competitiveness of the food supply chain, the department intends to engage with other relevant federal departments; federal, provincial, and territorial agriculture counterparts; and its stakeholders to develop an action plan to support the supply chain's preparedness and response events in Canada. The intent of the action plan would be to outline a path forward for federal, provincial, and territorial governments and stakeholders. The action plan will consider the importance of food security and will recognize the need to support the effective functioning of the supply chain to provide food for Canadians.</p> <p>This action plan will include a gap analysis and will put forward a feasible federal, provincial, and territorial and stakeholder approach by fall 2022.</p>	Engagement with federal, provincial, and territorial partners, as well as industry stakeholders, to identify and agree on the range of options to improve interconnectivity and effectiveness of national emergency preparedness, management, and response plans for the food supply system.	December 31, 2022	<p>Engagement with Federal Provincial, Territorial and industry stakeholder networks (estimated completion: September 2022):</p> <ul style="list-style-type: none"> <li>• Invite networks to consider the effectiveness of current emergency management and response plans/tools/frameworks that are in place</li> <li>• Elicit advice on approach to improving emergency response</li> <li>• Outline a path forward for federal, provincial, and territorial governments and stakeholders to identify options and agree on implementation approach</li> </ul> <p>Conduct a thorough gap analysis that examines the response to the COVID-19 pandemic, as well as subsequent events that negatively affected Canada's food supply chain (estimated completion: October 2022).</p> <p>Consider food security implications and options to support the effective functioning of the supply chain to provide healthy, safe, and culturally appropriate food for all</p>	Aaron Fowler, Chief Agriculture Negotiator and Director General, Market and Industry Services Branch, AAFC 613-793-3650 Aaron.fowler@agr.gc.ca	

# AGRICULTURE AND AGRI-FOOD CANADA (AAFC) MANAGEMENT RESPONSE AND ACTION PLAN (MRAP)

In response to the recommendations of Report 12 - Protecting Canada's Food System  
of the Auditor General of Canada to the Parliament of Canada

					<p>Canadians (estimated completion: December 2022).</p> <p>Complete a draft implementation plan for discussion with Federal, provincial and Territorial partners and stakeholders (February 2023).</p>		
12.51	<p>Fisheries and Oceans Canada and Agriculture and Agri-Food Canada should ensure that their future food-related initiatives measure and report on their contributions toward sustainable development commitments and to gender and diversity in order to improve assessment and outcomes.</p>	<p>Agreed. Agriculture and Agri-Food Canada will ensure that future food-related initiatives include performance indicators, a gender-based analysis plus data collection plan, and reporting mechanisms to assess whether the initiatives contribute to sustainable development commitments, as well as to gender and diversity outcomes.</p>	<p>Agriculture and Agri-Food Canada has performance indicators and reporting mechanisms in place for future food-related initiatives, specific to gender-based analysis plus and sustainable development.</p>	<p>March 31, 2023</p>	<p>As part of the Treasury Board submission process for all future food-related initiatives, AAFC's Programs Branch will develop a Gender Based Analysis Plus (GBA Plus) Data Collection and Reporting Plan, and will do so in collaboration with Strategic Policy Branch and Corporate Management Branch.</p> <p>To better integrate measurement and reporting, AAFC's Programs Branch will include a column in the Performance Information Profiles of all future food-related initiatives to track which indicators include a GBA Plus lens, and/or contribute to sustainable development commitments.</p> <p>Mechanisms for AAFC to report on its contributions toward sustainable development commitments and to gender and diversity outcomes will be in place by March 2023.</p>	<p>Marco Valicenti, Director General, Programs Branch, AAFC 613-355-2677 marco.valicenti@agr.gc.ca</p>	
12.64	<p>Agriculture and Agri Food Canada should ensure that its future programs are delivered fairly and transparently to all involved,</p>	<p>Agreed. Agriculture and Agri-Food Canada strives to ensure fairness and transparency in all its programs, including during the unprecedented COVID-19 pandemic when providing urgent financial support to help vulnerable Canadians living with food</p>	<p>Future emergency programming will be delivered with greater consistency, fairness and</p>	<p>September 30, 2022</p>	<p>Lessons learned and areas for improvement for more consistent and transparent delivery of emergency programming will be clearly articulated and documented. (September 2022)</p>	<p>Marco Valicenti, Director General, Programs Branch, AAFC 613-355-2677 marco.valicenti@agr.gc.ca</p>	

# AGRICULTURE AND AGRI-FOOD CANADA (AAFC) MANAGEMENT RESPONSE AND ACTION PLAN (MRAP)

In response to the recommendations of Report 12 - Protecting Canada's Food System  
of the Auditor General of Canada to the Parliament of Canada

	including applicants and recipients.	insecurity and to help Canadian food producers to maintain production.  Agriculture and Agri-Food Canada will strive to deliver future emergency programming with greater consistency, fairness, and transparency for all potential applicants and recipients.	transparency for all potential applicants and recipients.		In anticipation of future emergency programming, AAFC will develop generic tools to promote consistent and transparent delivery by third parties with greater consistency, fairness and transparency to recipients. (September 2022)		
12.80	Agriculture and Agri Food Canada should ensure that its future initiatives have performance measurements that allow it to obtain sufficient, consistent, and relevant data to assess the achievement of outcomes.	Agreed. Agriculture and Agri-Food Canada had in place performance measures to assess the results of the initiatives covered in this report. The results measurement weaknesses indicated by the Office of the Auditor General of Canada will be reviewed so that the department can learn from these initiatives and develop improved performance measurement strategies for future departmental initiatives to better enable effective measurement of and reporting on the achievement of program outcomes.	Future departmental initiatives will include improved performance measurement strategies to better enable effective measurement of and reporting on the achievement of program outcomes.	September 30, 2022	Lessons learned and areas for improvement for performance measurement of emergency programming will be clearly articulated and documented. (September 2022)  In anticipation of future emergency programming, AAFC will develop generic performance measurement tools that will be used to guide the development of Performance Information Profiles, with input from the Treasury Board Secretariat, to better enable effective measurement and reporting. (September 2022)	Marco Valicenti, Director General, Programs Branch, AAFC 613-355-2677 marco.valicenti@agr.gc.ca	



# Emergency Management Framework for Agriculture in Canada

Federal, Provincial and Territorial  
Emergency Management Framework Task Team

July 2016



*Emergency Management Framework for Agriculture in Canada*

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## PREAMBLE

Canada's agricultural operating environment is rapidly evolving, and the factors that can lead to emergencies are increasingly complex and diverse. As a result, emergency events are growing in both number and impact, with the potential for significant implications that go beyond economic concerns.

Federal, provincial and territorial (FPT) governments are committed to protecting Canada's agricultural resources, and, given the changing operating environment, to improving the current approach across the emergency management continuum (prevention and mitigation, preparedness, response, and recovery). To this end, in July 2014, FPT ministers of agriculture directed the development of a comprehensive and collaborative approach to emergency management, which resulted in the development of the *Emergency Management Framework for Agriculture in Canada* (the Framework). This Framework recognizes the current realities faced by the agriculture sector, and proposes a stronger, more collaborative approach to emergency management, with an increased focus on prevention and mitigation.

As emergency management is most effective when it reflects the combined thinking of governments and stakeholders, a comprehensive public consultation process was held in early 2016, targeting representatives from across Canada's agriculture sector.

Stakeholder engagement was enthusiastic, with participants from across the country offering valuable insights. Those consulted validated the Framework as providing the appropriate strategic direction, with many highlighting their strong desire to make this a reality and providing feedback and ideas for doing so.

By implementing the Framework, Canada's ability to address risks and emergencies along the continuum from prevention to recovery will be continuously improved, therefore strengthening the resilience, sustainability and competitiveness of the agriculture sector.



## 1.0 INTRODUCTION

### 1.1 Emergency Management (EM)

The EM continuum consists of four pillars: prevention and mitigation, preparedness, response, and recovery. These four pillars are linked and work together in advance of, during, and after an emergency<sup>1</sup> event.

**Prevention and Mitigation:** actions taken to identify, prevent and reduce the impacts and risks of hazards before an emergency occurs.

**Preparedness:** actions taken to increase the ability to respond quickly and effectively to emergencies and to recover more quickly from their long-term effects; involves actions taken prior to an event to assure that the capabilities and capacities to respond are in place.

**Response:** actions taken during or immediately after an emergency or disaster to manage the consequences.

**Recovery:** actions taken after an emergency or disaster to re-establish or rebuild conditions and services to an acceptable level.



Activities under each of the four pillars may be undertaken in sequence or at the same time as those under the other pillars, but should not be taken in isolation. Emergency management in an agriculture setting requires a comprehensive all-hazards approach (natural and human-induced risks) to coordinate and integrate the activities of these four pillars in order to maximize the resilience of the sector. Assuring strong and seamless linkages across these pillars is critical to EM effectiveness and sustainability.

### 1.2 Emerging Challenges: the Agriculture Risk Landscape

The agricultural operating environment is rapidly evolving, and the factors that can lead to emergencies are increasingly complex and diverse. Some key factors influencing this changing operating environment include, but are not limited to:

- Demographic shifts and changing global trade patterns, resulting in increased demands for, and volumes of, new commodities from new sources as well as the emergence of new markets for Canadian products abroad.
- Climate change, resulting in both extreme weather events and in Canada's environment becoming more suitable for pests and diseases that were previously of low risk due to a colder climate.<sup>2</sup>

<sup>1</sup> See Annex 1 for Glossary of Definitions.

<sup>2</sup> UNEP Frontiers 2016 Report. Emerging Issues of Environmental Concern.

[http://web.unep.org/frontiers/sites/unep.org.frontiers/files/documents/unep\\_frontiers\\_2016.pdf](http://web.unep.org/frontiers/sites/unep.org.frontiers/files/documents/unep_frontiers_2016.pdf)

- The increasing consolidation, concentration and integration of the Canadian agriculture sector, which may increase vulnerability by magnifying the impact of emergency events on the sector as a whole.
- Technological changes and advancements, which have increased the ability to predict, detect and monitor risks, but may also present challenges if advancements outpace the ability of governments to revise regulations and address any potential new risks from these technologies.
- Changing communication platforms (e.g., social media) have increased the speed and amount of information sharing between governments, stakeholders and the public. Therefore, efficient, clear and transparent communication and sharing of information is essential in order to maintain the public trust of Canadians.

Given these continually evolving challenges, emergency events could have significant impacts that go well beyond economic concerns (e.g., loss of public trust, and impacts to the environment and human health). Therefore, there is a need to take prioritized action on risks and increase efforts earlier in the EM continuum (i.e. prevention and mitigation), as well as to improve the collective ability of all partners to respond to and recover from events. This will shift the current reactive system to a comprehensive approach that manages risks proactively and maximizes the use of collective capacities.

An understanding of the risk environment is critical in order to take prioritized action on risks. It is important to recognize that zero-risk scenarios do not exist and there is the need to focus not only on the largest risks, but also on those actions that give the biggest return on investment.

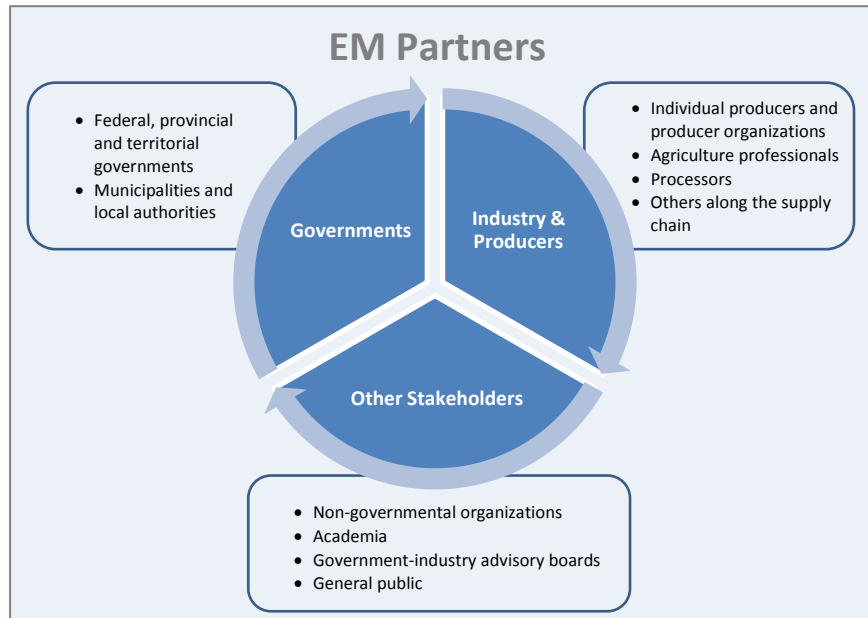
The risk analysis conducted to support development of the Framework identified the following four key areas that were considered likely to result in significant emergencies, due to a high probability of occurrence and potentially high impacts on the agriculture sector:

- Meteorological events and extreme weather (extreme heat, cold, precipitation, drought, hail and wind) are projected to become more frequent, variable and intense, with a significant effect on agricultural production that is heavily dependent on predictable and stable weather and climate patterns.
- The risk of plant pests and animal diseases has increased due to growing volumes of trade, diversification of imports, climate change, globalization, market changes, and modern farming practices. Both plant pests and animal diseases can have significant impacts on Canada's economy (in large part due to our dependence on export markets), environment, and human health and safety.
- Given the integrated nature of the Canadian agriculture and agri-food system, a disruption to critical infrastructure—including critical control points within the sector (for example, slaughter facilities) or to key linkages such as transportation, water or energy infrastructure—can negatively impact areas such as farm profits, crop yields and quality, market competitiveness or market share. Contamination events of key inputs to the agriculture sector (i.e., water, seed, fertilizer, livestock feed) and agricultural products, either by accident or the intentional introduction of contaminants (e.g., on-farm tampering), can occur at various points in the agriculture and agri-food continuum, and can have significant impacts on human and animal health, the environment and the economy (including market access).

It is with these key risks in mind that the vision and desired outcomes of the Framework were developed.

### 1.3 Shared Responsibility

Emergency management (EM) within the agriculture sector is a shared responsibility among FPT and municipal governments, industry, producers and other stakeholders<sup>3</sup>, which, for the purposes of this Framework, comprise the definition of *partners*. This shared responsibility emphasizes the importance of collaboration, while recognizing that all individual partners play a critical role.



The initial response to emergency situations may begin with actions being taken by the individuals directly affected by an emergency, as they are usually the first to be exposed to the potential hazards. Depending on the nature of the situation and/or respective mandates involved, the response may be led by municipal, provincial and/or federal levels of government. There are also instances where governments use their legislative authorities to control or restrict activities that could result in an emergency (e.g., an import prohibition). However, effective EM actions involve much more than response, and include shared responsibilities of all partners across the four pillars.

<sup>3</sup> Refer to Annex 2 for an illustrative list of the types of roles that various EM partners currently play

## 2.0 PURPOSE AND SCOPE OF THE FRAMEWORK

The Framework sets the strategic direction for partners to collaboratively prepare for and manage emergencies facing the agriculture sector in a predictable, cohesive, practical and forward-thinking manner. In many cases, effective EM systems and practices are already in place in Canada's agriculture sector, but they may not be well integrated. The Framework guides the development and eventual implementation of EM activities to better use collective capacities and expertise in order to fully realize the desired outcomes.

The Framework focuses on emergencies impacting, or with the potential to impact, Canadian agriculture, agricultural products, primary inputs (including fertilizers, seeds and feed), animals (including veterinary biologics, and animal welfare) and plants. Depending on respective mandates, some of the authorities and responsibilities of the various FPT governments extend beyond the common understanding of agriculture, to include forestry and aquatics. Consequently, the Framework covers all types of risks to the agriculture sector, as well as to aquatics and forestry, as applicable. These risks include severe or extreme meteorological and climatological events, animal diseases, plant pests, contamination events and tampering at the farm level.

While the Framework does not cover food safety EM, it complements established FPT government roles and responsibilities and other robust processes that are already established in this area. The Framework acknowledges the importance of food safety throughout the agriculture EM continuum, and the potential impacts to human health and the agri-food sector if food safety and/or quality are compromised.

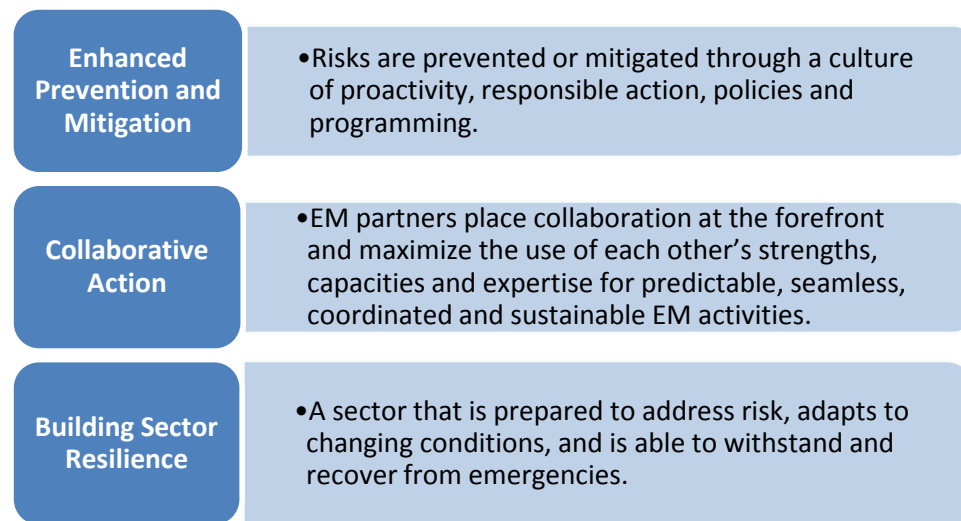
### 3.0 VISION

Although the Framework informs EM activities across the four pillars it also directs all partners to place greater emphasis on prevention and mitigation. Given the potential for significant impacts, particularly to Canada’s economy and environment, enhanced attention on preventing and mitigating emergencies will contribute to a more sustainable agriculture sector. The challenges facing this sector have resulted in partners collectively supporting the following common vision for EM:

*Integrated and collaborative emergency management focused on prevention and mitigation and improving our ability to prepare, respond and recover – thereby promoting the resilience, sustainability and competitiveness of the agriculture sector.*

While the vision places increased emphasis on prevention and mitigation, it also recognizes that not all risks can be prevented. In some cases, where the cost to prevent an emergency may be prohibitive, a risk management decision could instead be made to respond and recover. This reflects the basic approach for any policy decision in that its benefits must outweigh or be equal to its costs. In such cases, planning and preparedness efforts that have been undertaken will enhance sector resilience.

Central to achieving the vision are the following outcomes:



The vision and outcomes cannot be achieved without guiding principles (as noted below) that set expectations for engagement in all EM activities. All EM partners have a key role in building and maintaining a sector that is sustainable, competitive and resilient to emergencies. For an overview of Framework elements, including vision, outcomes and guiding principles, see Annex 3.

## 4.0 GUIDING PRINCIPLES

The Framework's guiding principles are applicable across all four EM pillars. They shape collective and collaborative EM actions for the benefit of Canada's agriculture sector, with the understanding that collective, sustained commitment is necessary to effectively prevent and mitigate, prepare for, respond to and recover from emergencies. Accordingly, partners acknowledge and commit to the following guiding principles:

- A **risk-based approach** across the four EM pillars that prioritizes efforts and resources on those risks with the greatest impact and probability, with an emphasis on risks that could result in significant economic, social or health consequences, while recognizing that proactive actions prevent risks from manifesting, particularly in those areas that are controllable.
- A **comprehensive approach** to the prevention and mitigation, preparedness, response, and recovery pillars of EM that recognizes the value of balanced efforts to address hazards in agriculture, including those that are natural, biological or economic.
- Respect **authorities and roles and responsibilities** to achieve common goals across all EM activities given the shared responsibility between FPT governments, municipalities, industry and other stakeholders. This emphasizes the optimal use and collaborative leveraging of authorities, expertise and capacity.
- Effective **collaboration** to facilitate integrated and coherent action by all partners, including industry and other stakeholders.
- Clear and coordinated **communications** in a timely manner through sustained effort prior to and during a crisis, and follow-through after an event. This recognizes the critical importance of information sharing among all implicated partners, including the industry sector and the public.
- Build government and sector resilience through a process of **continuous improvement** that, as a consequence, improves the capacity of FPT governments and the sector to address adverse events as well as adapt to other long-term trends.
- Enhance **public trust** and maintain social license regarding EM activities and, more broadly, for the agriculture sector through applying shared values, transparency, stewardship and responsible behaviour in decision-making.

## 5.0 DESIRED OUTCOMES

The desired outcomes of enhanced prevention and mitigation, collaborative action, and building sector resilience provide ongoing and high-level guidance on the work to implement the Framework. To begin this work, a number of short-term activities have been identified and are listed in Annex 4, while the broader suite of activities necessary to achieving these outcomes will be determined collaboratively with all partners, as further discussed in section 6.0.

### 5.1 Enhanced Prevention and Mitigation

Enhanced prevention and mitigation are key to positioning Canada to address emerging threats and provide the greatest return on investment in terms of the efficiency and effectiveness of resources in managing emergencies. In the context of plant pest and animal disease, studies estimate that approximately one hundred dollars is saved for every dollar invested early in the EM continuum<sup>4</sup>. Although prevention may never be certain, in some situations actions can be taken to reduce the probability of an event. In addition, the longer that risks can be prevented from occurring, the more potential preparedness, response and mitigation measures can be developed. Mitigation measures can also be established to minimize the impact of an emergency event when it does occur.

#### **Desired Outcome:**

Risks are prevented or mitigated through a culture of proactivity, responsible action, policies and programming.

For this desired outcome, partners have common and collaborative approaches to risk foresight, assessment and prioritization. There are cross-jurisdictional surveillance and monitoring networks in place that allow for the sharing of diagnostic capacity and the early detection of threats. Import controls address risks off-shore and at the border, and domestic risks are addressed through the widespread adoption/application of biosecurity measures. These programs and approaches are delivered as part of a broader strategy that uses existing risk management practices, while coordinating an integrated approach, among all partners, to the prevention and mitigation of risks to plant and animal resources. Animal welfare is a key consideration in all relevant activities. The public is aware of their role in risk prevention and mitigation leading to responsible action. All of these efforts are supported by scientific research on effective prevention and mitigation measures.

#### **A Renewed Focus – Canada’s Approach to Addressing Plant and Animal Health Risks**

The development of a plant and animal health strategy will enhance and complement the many sound government and stakeholder risk management programs currently in place to mitigate and respond to various plant and animal health risks. The strategy, developed in partnership with stakeholders, will focus on:

- The need for an integrated, proactive risk management approach to address plant and animal health risks;
- The establishment of a shared vision which includes an increased focus on the prevention of plant and animal health risks;
- Harnessing collective strengths and partnerships; and
- Positioning Canada to meet current and emerging pressures.

<sup>4</sup> Scott, AE et al. 2012. National animal health surveillance: Return on investment. Preventive Veterinary Medicine 105, 265-270

## 5.2 Collaborative Action

Collaborative action recognizes the shared responsibility for EM within the agriculture sector, and helps partners more efficiently and effectively prevent, prepare for, respond to and recover from an emergency. Effective and coherent EM actions are not possible without collaboration that draws on the strengths, capacities and collective resources of all partners, as well as clear and coordinated communications. The key roles played by all partners and their contribution to EM within the agriculture sector are recognized in this regard (e.g., numerous existing initiatives showcase the capacity and expertise of industry associations to create sector-specific preventative programs that complement and support government action).

### Desired Outcome:

EM partners place collaboration at the forefront and maximize each other's strengths, capacities and expertise for predictable, seamless, coordinated and sustainable EM activities.

For this desired outcome, planning and program development is done collectively. Roles and responsibilities of all partners are defined and respected. Appropriate governance is in place to effectively manage shared responsibilities, with transparent and collaborative decision-making that is supported by comprehensive scientific and technical evidence. There are clear channels for communication and information sharing (data, statistics and intelligence) that use a common language. Partners support each other through shared expertise and operational capacity, and clear mechanisms for leveraging this support are in place prior to an emergency event. Partner efforts and initiatives are recognized and shared, allowing them to be further improved.

### The 2014 avian influenza outbreak in British Columbia demonstrates that collaborative action can improve emergency outcomes

	<u>2004</u>	<u>2014</u>
Premises Infected	53	13
Birds Depopulated	16.2 million	240,000

#### Success Factors:

- Early detection and surge capacity improved through integrated surveillance and a disease response plan that was developed and exercised.
- Government collaboration with industry associations improved government response efforts by enabling direct communication with their membership.
- Enhanced biosecurity implemented at farm level.

## 5.3 Building Sector Resilience

With the increasing challenges and number of emergencies facing the sector, improving its overall resilience is critical to long-term sustainability and competitiveness. Not all risks, such as droughts or other natural disasters, are avoidable, and even with rigorous preventative controls some emergency events will occur. It is important that all EM partners work continually to enhance preparedness and improve sector resilience in order to minimize the impact of emergencies when they happen. These measures will support Canada's ability to respond, adapt and recover quickly from the impacts of agricultural emergencies. To achieve this goal, ongoing dialogue between all partners is needed in order to build capacity and support the development of tools, capabilities and implementation of best practices.



**Desired Outcome:**

A sector that is prepared to address risk, adapts to changing conditions, and is able to withstand and recover from emergencies.

For this desired outcome, preparedness builds resilience. This is achieved through the creation and adoption of plans accompanied by ongoing local/regional/national exercises and risk assessments. Resilience is supported through the development of tools (e.g., business risk management) and technologies (e.g., mapping), and the establishment of supportive programs (e.g., traceability) for response and recovery. There is regular assessment, reporting and review of lessons learned to facilitate continuous improvement. Models that work well are expanded and shared for others to build upon (e.g., Livestock Market Interruption Strategy). Partners draw on scientific research and innovation to enhance sector resilience and adapt to changing conditions, including climate change, adjusting EM activities as needed.

**The Livestock Market Interruption Strategy (LMIS)  
– Enhancing Preparedness in the Livestock Sector**

The LMIS is a national, FPT government and industry strategy, developed over a three-year period, to enhance preparedness to manage any large-scale livestock market interruption. Focused on the impact to healthy animals, the strategy includes tools and information in the areas of roles, responsibilities and governance; industry transition and decision support; markets; and communications. With the strategy in place, governments and industry will have:

- The basis to take coherent and national action to mitigate the impacts, including through targeted programs
- Collaborative and consistent messaging established in advance
- The ability for quicker decision-making based on a governance structure, a strong foundation for working relationships and better understanding of the risks to the sector
- The tools and information to better balance supply with demand

## **6.0 DELIVERING RESULTS**

Successful implementation of the Framework will result in greater coherence in managing risks and emergencies, improved competitiveness of the sector, and increased confidence in Canada's agriculture system. To this end, FPT governments will undertake implementation efforts with stakeholders to ensure a more integrated and cohesive approach to agriculture EM in Canada.

### **6.1 Implementation**

Through the implementation activities, the desired outcomes will be realized for the benefit of all Canadians, including, but not limited to, Canada's agriculture sector, economy and the environment. Implementation activities require support from all partners, will align resources with priorities and will be accompanied by planned timelines, goals and deliverables.

The implementation plan included in Annex 4 outlines short-term deliverables and is intended to be reviewed and assessed biennially by partners, with achievements reported to FPT Ministers of Agriculture. Recognizing that partners cannot deliver all potential activities envisioned as part of the Framework simultaneously, agreement will be sought on activities to be carried out within medium- and longer-term timeframes, particularly those that will require additional investments of resources to successfully complete.

### **6.2 Measuring Success**

Implementation will be results-focused and will clearly demonstrate progress for the sector and Canadians through regular reporting. A performance measurement strategy with associated performance indicators will be developed to facilitate continuous improvement, informed decision-making and timely action with respect to implementation efforts. This will also enable partners to monitor and report on the achievement of results across the short, medium and long term.

## ANNEX 1: Glossary of Definitions<sup>5</sup>

### All-Hazards

Emergency management adopts an all-hazards approach in every jurisdiction in Canada by addressing vulnerabilities exposed by both natural and human-induced hazards and disasters. The all-hazards approach increases efficiency by recognizing and integrating common emergency management elements across all hazard types, and then supplementing these common elements with hazard specific sub-components to fill gaps only as required. As such, “All-Hazards” does not literally mean preparing to address any and all potential hazards in existence. Rather, it emphasizes the leveraging of synergies common across hazards and maintaining a streamlined and robust emergency management system. The “All-Hazards” approach also improves the ability of emergency management activities to address unknown hazards or risks.

### Biosecurity

A set of practices used to minimize the transmission of pests, diseases and contaminants including their introduction (bioexclusion), spread within populations (biomanagement), and release (biocontainment)<sup>6</sup>.

### Disaster

Essentially a social phenomenon that results when a hazard intersects with a vulnerable community in a way that exceeds or overwhelms the community’s ability to cope and may cause serious harm to the safety, health, welfare, property or environment of people; may be triggered by a naturally occurring phenomenon which has its origins within the geophysical or biological environment or by human action or error, whether malicious or unintentional, including technological failures, accidents and terrorist acts.

### Emergency

A present or imminent event that requires prompt coordination of actions concerning persons or property to protect the health, safety or welfare of people, or to limit damage to property or the environment.

### Emergency Management

The management of emergencies concerning all-hazards, including all activities and risk management measures related to prevention and mitigation, preparedness, response and recovery.

### Hazard

A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.

### Prevention

Actions taken to avoid the occurrence of negative consequences associated with a given threat; prevention activities may be included as part of mitigation.

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<sup>5</sup> All definitions from “An Emergency Management Framework for Canada (Second Edition)” unless otherwise referenced <http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/mrgnc-mngmnt-frmwrk/index-eng.aspx>

<sup>6</sup> Canadian Food Inspection Agency. 2015. Integrated Agency Inspection Model - Final Version February 11, 2015 Retrieved from: <http://inspection.gc.ca/about-the-cfia/accountability/inspection-modernization/integrated-agency-inspection-model/eng/1439998189223/1439998242489#saf>

## **Prevention/Mitigation**

Actions taken to eliminate or reduce the impact of disasters in order to protect lives, property, the environment, and reduce economic disruption. Prevention/mitigation includes structural mitigative measures (e.g. construction of floodways and dykes) and non-structural mitigative measures (e.g. building codes, land-use planning, and insurance incentives). Prevention and mitigation may be considered independently or one may include the other.

## **Resilience**

Resilience is the capacity of a system, community or society exposed to hazards to adapt to disturbances resulting from hazards by persevering, recuperating or changing to reach and maintain an acceptable level of functioning. Resilient capacity is built through a process of empowering citizens, responders, organizations, communities, governments, systems and society to share the responsibility to keep hazards from becoming disasters.

## **Risk**

The combination of the likelihood and the consequence of a specified hazard being realized; refers to the vulnerability, proximity or exposure to hazards, which affects the likelihood of adverse impact.

## **Risk-based**

The concept that sound emergency management decision-making will be based on an understanding and evaluation of hazards, risks and vulnerabilities.

## **Risk Management**

The use of policies, practices and resources to analyze, assess and control risks to health, safety, environment and the economy.

## **Sustainable**

A sustainable approach is one that meets the needs of the present without compromising the ability of future generations to meet their own needs.

## **Threat**

The presence of a hazard and an exposure pathway; threats may be natural or human-induced, either accidental or intentional.

## **Traceability**

The ability to access any or all information relating to that which is under consideration, throughout its entire life cycle, by means of recorded identifications<sup>7</sup>.

## **Vulnerability**

The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards. It is a measure of how well prepared and equipped a community is to minimize the impact of or cope with hazards.

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<sup>7</sup> Olsen P., Borit M. 2013. How to define traceability. Trends in Food Science and Technology. 29(2): 142-150.

## ANNEX 2: Roles and Responsibilities for Agriculture Emergency Management

The table below outlines the current roles and responsibilities for emergency management (EM) in agriculture, which are intended to be the basis of collaboration as partners work together to improve EM in Canada. This is not an exhaustive list, but an illustration of the type of roles that various EM partners play and where overlaps exist. It is intended to show that all partners have roles and responsibilities for agriculture EM that extend along the EM continuum, while highlighting that these roles and responsibilities are interrelated and complementary.

Partner	Type of activity	Roles and responsibilities
<b>Industry and Producers</b>		
<b>Production level stakeholders (Individual producers, veterinarians, agrologists, brokers, transporters, processors, others along the supply chain)</b>	<i>Prevention and mitigation</i>	<ul style="list-style-type: none"> <li>- Adopt and implement known best management practices (BMPs)* and biosecurity plans and measures</li> <li>- Focus on addressing risk on-farms</li> <li>- Establish and maintain risk management plans</li> </ul>
	<i>Preparedness</i>	<ul style="list-style-type: none"> <li>- Ensure comprehensive response and business continuity plans are in place</li> <li>- Participate in existing business risk management programs and invest in private insurance</li> <li>- Exercise the plans</li> </ul>
	<i>Response</i>	<ul style="list-style-type: none"> <li>- Report event(s)</li> <li>- Communicate change in pest or disease status</li> <li>- Implement /assist in the implementation of response measures</li> <li>- Support investigations</li> </ul>
	<i>Recovery</i>	<ul style="list-style-type: none"> <li>- Review and update response plans, farm operating and physical structure, biosecurity measures and BMPs to determine if gaps existed</li> <li>- Draw upon financial tools to support recovery and reinvestment, as appropriate</li> </ul>
<b>Producer organizations</b>	<i>Prevention and mitigation</i>	<ul style="list-style-type: none"> <li>- Communicate importance of best management practices (BMPs), biosecurity plans and measures with membership</li> <li>- Provide advice and strategic direction on best practices</li> <li>- Communicate tools and services that can assist with emergency management (e.g., programs)</li> <li>- Enhance public awareness through communications campaigns</li> <li>- Create and adopt sector-specific preventative programs that complement and support government action during an emergency response</li> </ul>
	<i>Preparedness</i>	<ul style="list-style-type: none"> <li>- Provide support for the creation of comprehensive plans</li> <li>- Ensure comprehensive response and communication plans are developed and available</li> <li>- Develop and provide exercise simulations and training opportunities for membership</li> <li>- Encourage uptake of tools such as business risk management and private insurance</li> <li>- Provide periodic foresighting opportunities to anticipate future risks</li> </ul>
	<i>Response</i>	<ul style="list-style-type: none"> <li>- Communicate status of actions or investigations with membership</li> <li>- Provide assistance to membership for financial and stress management</li> <li>- Provide guidance to membership on “next steps”</li> </ul>

<b>Partner</b>	<b>Type of activity</b>	<b>Roles and responsibilities</b>
	<i>Recovery</i>	<ul style="list-style-type: none"> <li>- Communicate how to access support with membership</li> <li>- Evaluate the sector and consider any necessary adjustments or lessons-learned to improve response and communication plans for future events</li> <li>- Work with governments to take action and make critical decisions to help industry recover</li> </ul>
<b>Governments</b>		
<b>Provincial and territorial governments</b>	<i>Prevention and mitigation</i>	<ul style="list-style-type: none"> <li>- Create and oversee activities that serve to prevent and mitigate the impacts of events (e.g., spread of plant pests and animal diseases) within their province/territory</li> <li>- Lead on risks not actionable at the federal level</li> <li>- Promote public risk communication</li> </ul>
	<i>Preparedness</i>	<ul style="list-style-type: none"> <li>- Support producers, industry associations and federal government in the preparation of response plans</li> <li>- Promote and encourage sound business management, including the use of tools such as business risk management and private insurance</li> <li>- Develop business continuity plans for government</li> <li>- Ensure comprehensive response and communication plans are in place</li> <li>- Develop inventories of equipment and supplies needed for response</li> <li>- Develop and provide exercise simulations and training opportunities</li> <li>- Develop legislation, regulation and policies that outline responses to emergency management and specific risks</li> <li>- Provide periodic foresighting opportunities to anticipate future risks</li> </ul>
	<i>Response</i>	<ul style="list-style-type: none"> <li>- Lead, support, oversee and coordinate, as appropriate, the aspects of emergency response within their jurisdiction (e.g., extreme weather and other non-plant and animal emergencies)</li> <li>- Support federal response (e.g., provincial veterinarians and production specialists assist in investigations during disease outbreaks and plant pest incursions, agricultural production experts assist in assessing extreme weather impacts, etc.)</li> </ul>
	<i>Recovery</i>	<ul style="list-style-type: none"> <li>- Provide assistance with recovery</li> </ul>
<b>Municipalities and local authorities</b>		<ul style="list-style-type: none"> <li>- Roles and responsibilities differ amongst municipalities and vary greatly between provinces, but some key elements include: <ul style="list-style-type: none"> <li>▪ Engage with local first responders</li> <li>▪ Assure preparedness plans are in place according to provincial/territorial legislation requirements</li> <li>▪ Liaise with provinces</li> </ul> </li> </ul>
<b>Federal government (led by the Canadian Food Inspection Agency and Agriculture and Agri-Food Canada) <sup>†</sup></b>	<i>Prevention and mitigation</i>	<ul style="list-style-type: none"> <li>- Create and oversee activities that serve to prevent and mitigate the impacts of events (e.g., the entry of plant pests and animal diseases into Canada as well as through interprovincial trade)</li> <li>- Provide scientific advice and foster enabling environment for the creation of best management practices and biosecurity plans and measures</li> <li>- Contribute to research and development that can provide large-scale benefits in reducing the potential for, and impacts of, emergencies</li> <li>- Raise awareness and engage partners in an understanding of risks and the need for prevention</li> </ul>

<b>Partner</b>	<b>Type of activity</b>	<b>Roles and responsibilities</b>
	<i>Preparedness</i>	<ul style="list-style-type: none"> <li>- Assist industry in the creation of comprehensive response plans</li> <li>- Ensure appropriate structures are in place within the federal government to allow for timely and coordinated response</li> <li>- Develop tools and services to assist with the impacts of emergency events</li> <li>- Promote and encourage sound business management, including the use of tools such as business risk management and private insurance</li> <li>- Develop business continuity plans for government</li> <li>- Ensure comprehensive response and communication plans are in place</li> <li>- Develop inventories of equipment and supplies needed for response</li> <li>- Develop and provide exercise simulations and training opportunities</li> <li>- Provide periodic foresighting opportunities to anticipate future risks</li> <li>- Develop legislation, regulation and policies that outline responses for emergency management, and specific risks</li> </ul>
	<i>Response</i>	<ul style="list-style-type: none"> <li>- Lead response where appropriate (e.g., to specific diseases and pests, national/regional events, etc.)</li> <li>- Support response (e.g., localized extreme weather)</li> <li>- Address market access and economic impacts to the sector</li> </ul>
	<i>Recovery</i>	<ul style="list-style-type: none"> <li>- Provide assistance with recovery</li> </ul>
<b>Other Stakeholders</b>		
<b>Non-governmental Organizations, academia, government-industry advisory boards</b>	<i>Prevention and mitigation</i>	<ul style="list-style-type: none"> <li>- Provide advice and strategic direction on best practices</li> <li>- Foster communication between all stakeholders</li> <li>- Contribute to research and validation of systems/approaches (e.g., biosecurity measures)</li> <li>- Educate all partners through communications campaigns to increase awareness</li> </ul>
	<i>Preparedness</i>	<ul style="list-style-type: none"> <li>- Make recommendations regarding contingency procedures and response plans</li> <li>- Contribute to research and knowledge base associated with emergencies and emergency management</li> </ul>
	<i>Response</i>	<ul style="list-style-type: none"> <li>- Advise governments and industry on technical/scientific aspects of agriculture emergency management response</li> </ul>
	<i>Recovery</i>	<ul style="list-style-type: none"> <li>- Study and evaluate effectiveness of contingency procedures and response plans</li> </ul>

\* It is noted that BMPs and biosecurity plans are often comprehensive all-hazards approaches.

† It is recognized that supporting federal government departments and agencies, such as Health Canada (including the Pest Management Regulatory Agency), Canada Border Services Agency, Public Safety Canada, Parks Canada, Fisheries and Oceans Canada, Natural Resources Canada, Environment and Climate Change Canada, and Global Affairs Canada are important partners who contribute to EM outcomes. There is commitment within the federal government to effectively coordinate and collaborate to make sure that linkages are made, where appropriate.

## ANNEX 3: Overview of the Framework

<b>VISION</b>	Integrated and collaborative emergency management focused on prevention and mitigation and improving our ability to prepare, respond and recover – thereby promoting the resilience, sustainability and competitiveness of the agriculture sector		
<b>GUIDING PRINCIPLES</b>	Respect authorities, roles and responsibilities; Effective collaboration; Clear and coordinated communications; A risk-based approach; A comprehensive approach; Continuous improvement; Enhance public trust		
<b>DESIRED OUTCOMES</b>	<p><b>Enhanced Prevention and Mitigation</b></p> <p>Risks are prevented or mitigated through a culture of proactivity, responsible action, policies and programming</p>	<p><b>Collaborative Action</b></p> <p>EM partners place collaboration at the forefront and maximize the use of each other’s strengths, capacities and expertise for predictable, seamless, coordinated and sustainable EM activities</p>	<p><b>Building Sector Resilience</b></p> <p>A sector that is prepared to address risk, adapts to changing conditions, and is able to withstand and recover from emergencies</p>
<b>IMPLEMENTATION: SHORT-TERM ACTIVITIES</b>	<ol style="list-style-type: none"> <li>1. Organize and conduct emergency management exercises</li> <li>2. Strengthen information sharing</li> <li>3. Clarify EM roles and responsibilities</li> <li>4. Jointly develop a plant and animal health strategy</li> <li>5. Raise awareness of responsible action for prevention</li> <li>6. Encourage widespread adoption and consistent application of prevention and biosecurity measures: Biosecurity “what’s next”</li> <li>7. Federal leadership in trade advocacy</li> <li>8. Implement LMIS 2.0</li> <li>9. Develop common and collaborative approaches to risk foresight, assessment and prioritization</li> <li>10. Review of Framework implementation</li> </ol>		
<b>STRATEGIC RESULTS</b>	Greater coherence in managing risks and emergencies; Improved competitiveness of the sector; Confidence in Canada’s agriculture system		



## ANNEX 4: Implementation – Short Term

Associated Framework Outcome	Activities and Potential Deliverables	Potential Delivery Partners (*Lead)
<ul style="list-style-type: none"> <li>Enhanced prevention and mitigation</li> <li>Collaborative action</li> <li>Building sector resilience</li> </ul>	<p><b>Organize and Conduct Emergency Management (EM) Exercises</b></p> <ul style="list-style-type: none"> <li>EM partner working group to facilitate delivery of joint exercises, including collective prioritization of risk areas for exercise development (e.g., plant pests, animal diseases, contaminants, weather)</li> <li>Schedule regular EM exercises (table top and live plays) spanning all areas of agricultural risk, including flood, drought, contamination, infrastructure disruptions, plant pest and animal disease introductions</li> <li>Exercises as per schedule</li> <li>“Hot-wash” of exercise results that identify gaps and areas for improvement, including those that exist for the chain of communication</li> </ul>	<ul style="list-style-type: none"> <li>Government*</li> <li>Industry* &amp; Producers</li> <li>Other Stakeholders</li> </ul>
	<p><b>Strengthen Information Sharing</b></p> <ul style="list-style-type: none"> <li>Inventory and assessment of existing agreements that support information sharing (formal and informal)</li> <li>Explore creation of information sharing and communication networks, including the creation of a Plant Health Network</li> <li>Information sharing on best management practices for handling agriculture emergencies (e.g., via workshops, resource materials, webinars, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Government*</li> <li>Industry &amp; Producers</li> <li>Other Stakeholders</li> </ul>
	<p><b>Clarify EM Roles and Responsibilities</b></p> <ul style="list-style-type: none"> <li>Inventory and assessment of EM partner capacities, facilities, and existing authorities</li> <li>Analysis of existing decision-making tools with recommendations for further elaboration and development to support rapid and effective decision-making in specific emergency situations</li> </ul>	<ul style="list-style-type: none"> <li>Government*</li> <li>Industry &amp; Producers*</li> </ul>
	<p><b>Jointly develop a plant and animal health strategy</b></p> <ul style="list-style-type: none"> <li>An integrated approach to the prevention and mitigation of risks to plant and animal resources</li> <li>Joint (e.g., FPT, industry, other stakeholders) implementation plans and associated activities which leverage work already underway in some areas and identify other areas to pursue</li> </ul>	<ul style="list-style-type: none"> <li>Government*</li> <li>Industry &amp; Producers</li> <li>Other Stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>Enhanced prevention and mitigation</li> </ul>	<p><b>Raise Awareness of Responsible Action for Prevention</b></p> <ul style="list-style-type: none"> <li>Social media messages</li> <li>Joint EM partner presentations/messages</li> </ul>	<ul style="list-style-type: none"> <li>Government*</li> <li>Industry* &amp; Producers</li> <li>Other Stakeholders</li> </ul>

Associated Framework Outcome	Activities and Potential Deliverables	Potential Delivery Partners (*Lead)
	<p><b>Encourage widespread adoption and consistent application of prevention and biosecurity measures: Biosecurity “what’s next”</b></p> <ul style="list-style-type: none"> <li>• Examination of how we can capitalize on the potential benefits of prevention and mitigation that might result from this work</li> <li>• Engage with stakeholders to determine the role of governments (provincial, federal and territorial) and industry</li> <li>• Develop plans to collectively encourage/ensure uptake and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Government*</li> <li>• Industry* &amp; Producers</li> <li>• Other Stakeholders</li> </ul>
<ul style="list-style-type: none"> <li>• Collaborative action</li> <li>• Building sector resilience</li> </ul>	<p><b>Federal leadership in trade advocacy</b></p> <ul style="list-style-type: none"> <li>• Trading partners identified where advocacy would have the biggest impact</li> <li>• Engage key partners in peacetime on areas such as zoning and mutual recognition of system to mitigate financial impacts when emergencies do occur</li> </ul>	<ul style="list-style-type: none"> <li>• Federal Government*</li> </ul>
<ul style="list-style-type: none"> <li>• Building sector resilience</li> </ul>	<p><b>Implement LMIS 2.0</b></p> <ul style="list-style-type: none"> <li>• Adopt the Livestock Market Interruption Strategy (LMIS) and evaluate tools and material through an exercise program</li> <li>• Promote LMIS to the sector to increase preparedness</li> <li>• Continue the analysis and the development of detailed plans, guides and capacity development and address gaps in support of the broader strategy</li> <li>• Understanding of the scope of investment and resources required to enhance industry preparedness for emergency events and consider investment through means, including existing and future agricultural policy frameworks</li> </ul>	<ul style="list-style-type: none"> <li>• Government*</li> <li>• Industry* &amp; Producers</li> </ul>
<ul style="list-style-type: none"> <li>• Enhanced prevention and mitigation</li> </ul>	<p><b>Develop common and collaborative approaches to risk foresight, assessment and prioritization</b></p> <ul style="list-style-type: none"> <li>• Validated tool developed for risk-based assessment and prioritization among FPT governments</li> <li>• Develop and implement common process for the assessment and prioritization of risks to the sector</li> </ul>	<ul style="list-style-type: none"> <li>• Government*</li> </ul>
<ul style="list-style-type: none"> <li>• Enhanced prevention and mitigation</li> <li>• Collaborative action</li> <li>• Building sector resilience</li> </ul>	<p><b>Review of Framework Implementation</b></p> <ul style="list-style-type: none"> <li>• Biennial progress report</li> </ul>	<ul style="list-style-type: none"> <li>• Government*</li> <li>• Industry &amp; Producers</li> <li>• Other Stakeholders</li> </ul>

## Annex C: ENGAGEMENT STRATEGY - National Emergency Management Preparedness Response Plan for the Canadian Food System

### Strategic Considerations

The recommendation made by the Office of the Auditor General specifically states that Agriculture and Agri-Food Canada (AAFC) should work with its federal, provincial, and territorial partners, as well as its stakeholders to complete a national emergency preparedness and response plan.

There are multiple emergency management initiatives underway with varying timelines across the federal government (e.g., Public Safety Canada’s renewal of Federal Emergency Response Plan and transformation agenda), and it will be important to ensure harmonization of all documents and initiatives as they evolve.

### Engagement Chart

INDUSTRY	AREAS OF INFLUENCE / INTEREST	TIMELINES / FREQUENCY	ENGAGEMENT APPROACH
Food Sector Network	Canada’s sector leaders across the food supply chain (National Industry Associations)	Reinstated January 2022  Quarterly meetings	Meetings, breakout sessions, written communications, presentations / speakers
GOVERNMENT	AREAS OF INFLUENCE / INTEREST	TIMELINES / FREQUENCY	ENGAGEMENT APPROACH
AAFC Branches	Ag policy and programs	Ad-hoc  Director General Policy and Program Management Committee:	Presentations, weekly check-ins

		November 17, 2022 and February 23, 2023	
Other Government Departments	Manufacturing, labour, food security for northern and remote locations, equipment, cybersecurity, transportation	January 11, 2023  February 8, 2023  April 11, 2023  Spring 2023  Fall 2023  Ad-hoc	Article in Public Safety's Hex Report  Meeting with Innovation, Science and Economic Development Canada (ISED) to discuss challenges and opportunities regarding manufacturing pressure points during emergencies  Engagement with the Committee on Food Safety  Interdepartmental meeting  Presentation at the next National Cross Sector Forum / Multi-Sector Network  Updates at Director General Emergency Management Committee
Provinces and Territories	Agriculture Emergency Management	October 2022, November 2022, February 2023	Meetings of the Food System Emergency Management (FSEM) Working Group

		April 2023	FPT Policy ADMs of Agriculture meeting
UNDERREPRESENTED GROUPS	AREAS OF INFLUENCE / INTEREST	TIMELINES / FREQUENCY	ENGAGEMENT APPROACH
Canadian Agricultural Youth Council	Representatives from subsectors across the agriculture and agri-food sector with broad regional representation	December 13, 2022	Presentation with framing questions for discussion
Indigenous Partners	Indigenous communities	December 7, 2022  Spring 2023	Meeting with Congress of Aboriginal Peoples, email correspondence  Written communication
Canadian Food Policy Advisory Council	Food system challenges and opportunities	March 3, 2023	Meeting with presentation and framing questions

## Engaging with Provinces and Territories

In Fall 2022, the Emergency Management (EM) team worked through the **FPT Policy ADM Committee** to identify representatives and establish the **Food System Emergency Management (FSEM) Working Group** – an FPT working group with the purpose of strengthening the resiliency and collective capacity of FPT governments to prevent, mitigate, prepare for, respond to, and recover from disruptions affecting Canada’s food sector. So far, the group has met three times – on October 26, 2022, November 24, 2022, and February 21, 2023.

Emergency Management is also on the forward agenda for the **FPT ADMs of Agriculture** meeting in April 2023. AAFC intends to use the **FPT ADM, DM and Ministers of Agriculture** governance to engage and seek consensus on emergency management planning.

## Engaging with Industry

In January 2022, the EM team also re-established **the Food Sector Network**, a standing forum for discussion and information sharing among food system specific industry stakeholders that has a mandate to strengthen the resiliency and collective capacity of government and industry to prevent, mitigate, prepare for, respond to, and recover from disruptions affecting Canada's food sector. The Food Sector Network met eleven times in 2022/2023 and will be meeting on a quarterly basis going forward.

AAFC engaged with the **Canadian Food Policy Advisory Council** on March 3, 2023. This meeting included a presentation by the EM team on the gap analysis and included framing questions for a group discussion.

## Engaging with Underrepresented groups

AAFC presented to the **Canadian Agricultural Youth Council (CAYC)**, a group of industry representatives from subsectors across the agriculture and agri-food sector with broad regional representation, on December 13, 2022, and engaged with participants using framing questions. Canadian Agricultural Youth Council members provided useful examples of what has worked well during emergencies as well as areas for improvement.

AAFC consulted with AAFC's **Indigenous and Sector Diversity Policy Division**, as well as **Indigenous Services Canada and Crown-Indigenous Relations and Northern Affairs Canada** to develop a relevant list of stakeholders for engagement.

AAFC met with the **Congress of Aboriginal Peoples (Congress)** on December 7, 2022. During the meeting, they discussed their organizational structure, and lessons learned during COVID-19. The Congress also indicated that it could assist in engaging with their eleven affiliated provincial and territorial organizations, but that they would require funding and logistical resources.

## Engaging with Other Federal Departments

On January 11, 2023, AAFC published an article in Public Safety's Hex Report with the purpose of creating awareness regarding the Food Sector Network, the challenges that the sector is facing, and upcoming initiatives (including the development of a national emergency preparedness and response plan for the food system). The EM team is also keeping track and utilizing information from other government department (OGD) initiatives and is considering a presentation at the next **National Cross Sector Forum / Multi-Sector Network** to inform and get feedback from all lead federal departments across the 10 critical infrastructure sectors (Fall 2023).

AAFC met with **Innovation, Science and Economic Development Canada (ISED)** on February 8, 2023 to discuss challenges and opportunities regarding manufacturing pressure points during emergencies. The EM team also plans to engage with the **AAFC/CFIA/HC/PHAC Committee on Food Safety**. The Director General (DG) for the Emergency Management (EM) team engages and provides updates to other EM DGs from within the federal government during DG Emergency Management Committee meetings.

The EM team also plans to coordinate an **interdepartmental meeting in spring 2023** with the list of OGD contacts in Annex A.

## ANNEX A: Contact List

FSEM WG Membership:

Province / Territory	Contact Name	Title
New Brunswick	Brian Macdonald	Manager, Livestock Development Centre
	Greg Sweetland	Director, Livestock Sector Development
	Julie Alexander	Manager, Critical Infrastructure Program
Saskatchewan	Chris Smith	Food Safety Specialist, Emergency Response and Inspection Unit
Manitoba	Dora Frohlich	
	Grant Palmer	Analyst
Prince Edward Island	Fred Vanderkloet	Manager, Agriculture and Land
	Shauna Mellish	Policy Advisor and Emergency Response Coordinator, Agriculture and Land
Ontario	Graham Fleming	Manager, Sector Value Chain Policy
	Kowsy Bala	Manager, Corporate Planning and Projects Unit
	Scott Duff (PT co-chair)	Director, Economic Development Policy

<b>British Columbia</b>	Graham Knox	Director, Emergency Management
<b>Nunavut</b>	Jason Aliqatuqtuq	Senior Manager (Operations), Department of Environment
<b>Newfoundland and Labrador</b>	Keith Deering	Assistant Deputy Minister, Agriculture and Lands
<b>Nova Scotia</b>	Kimberly Knight	Manager, Animal Health Lab
	Sarah Turner	Manager, Regional Programming
<b>Yukon</b>	Kirk Price	Director, Sustainable Resources
<b>Alberta</b>	Jason Wood	Provincial Livestock Market Analyst, Competitiveness and Market Analysis Section
<b>Northwest Territories</b>	Lilith Brook	Manager, Agriculture and Fisheries
<b>Quebec</b>	Jean-Baptiste Gafasari Ngabo	Trade Policy Advisor
	Sebastien Cloutier	Federal/Provincial/Territorial Food Safety Coordinator

Food Sector Network Membership:

<b>Industry Co-Chairs</b>	
Mary Robinson <i>Scott Ross (alternate)</i>	President, <b>Canadian Federation of Agriculture</b>
Kathleen Sullivan	Chief Executive Officer, <b>Food and Beverage Canada</b>
<b>Primary Agriculture</b>	
Dean Dias	Chief Executive Officer, <b>Cereals Canada</b>
Melissa Dumont	Executive Director, <b>Animal Nutrition Association of Canada</b>
Sarah Hopkins	Government Affairs Manager, <b>Animal Nutrition Association of Canada</b>
Brian Innes	Executive Director, <b>Soy Canada</b>
Dennis Laycraft	Executive Vice President, <b>Canadian Cattlemen's Association</b>
Branden Leslie	Manager, Policy and Government Relations, <b>Grain Growers of Canada</b>



Jane Proctor <i>Ron Lemaire (alternate)</i>	Vice President, Policy and Issue Management, <b>Canadian Produce Marketing Association</b>
<b>Processing</b>	
Denise Allen	President & CEO, <b>Food Processors of Canada</b>
Mathieu Frigon	President & CEO, <b>Dairy Processors Association of Canada</b>
Timothy (Tim) Kennedy	Executive Director, <b>Canadian Aquaculture Industry Alliance</b>
Paul Lansbergen	President, <b>Fisheries Council of Canada</b>
Jean-Michel Laurin	President & CEO, <b>Canadian Poultry and Egg Processors Council</b>
Marie-France Mackinnon <i>Chris White (alternate)</i>	Vice President, Public Affairs and Communications, <b>Canadian Meat Council</b>
Carla Ventin	Senior Vice President, Government Relations, <b>Food Health &amp; Consumer Products of Canada</b>
<b>Retail &amp; Distribution</b>	
Avery Bruenjens	Senior Manager, Government Relations and Regulatory Affairs, <b>Retail Council of Canada</b>
Gary Sands	Senior Vice President, <b>Canadian Federation of Independent Grocers</b>
<b>Foodservice</b>	
Olivier Bourbeau	Vice President, Federal and Quebec Affairs, <b>Restaurants Canada</b>
<b>Other</b>	
Jackie Crichton	Executive Director, <b>Canadian Supply Chain Food Safety Coalition</b>

Indigenous Partners:

<b>Name</b>	<b>Title</b>	<b>Affiliation</b>
Arash Rasekhi-Nejad	Chief Strategy Officer	Métis National Council (MNC)
Elizabeth Ford	Executive Director	Inuit Tapiriit Kanatami (ITK)
Jim Devoe	CEO	Congress of Aboriginal Peoples (CAP)
Jessica Dawson	Director of Governance Support	

Tonio Sadik	Senior Director - Environment, Lands & Water	Assembly of First Nations (AFN)
David Diabo	Senior Special Advisor Emergency Management, Housing, Infrastructure & Emergency Services	
Jocelyn W. Formsma	Executive Director	National Association of Friendship Centres (NAFC)
Jennifer Rankin	Program Manager	
John Paille	Project Coordinator	
Lynne Groulx	CEO	Native Women's Association of Canada (NWAC):
Rocio Mesina	Executive Assistant to the CEO	

List of Other Government Department Contacts:

Department	Contact Name	Title
<b>Canada Border Services Agency</b>	Margaret Cameron	Senior Program Advisor
<b>Canadian Centre for Cyber Security</b>	Lindsay MacDonald	A/Manager, CI Engagements
<b>Canadian Food Inspection Agency</b>	David Zito	National Manager, Office of Emergency Management
<b>Crown-Indigenous Relations and Northern Affairs Canada</b>	Wayne Walsh	Director General, Northern Strategic Policy
<b>Department of National Defence</b>	TBC	TBC
<b>Employment and Social Development Canada</b>		TBD - someone who works to support the hiring of TFWs
<b>Environment and Climate Change Canada</b>	Sebastien Chouinard	Acting Director, Canadian Meteorological Centre Operations
<b>Natural Resources Canada</b>	Lise Beauchamp- Huard	Manager, Emergency Preparedness
	Chris Piercey	Director, Cyber and Energy Security Policy and Outreach

	Miriam Gough	Policy Analyst, Cyber and Energy Security Policy and Outreach
<b>Fisheries and Oceans Canada</b>	Susan Roe	National Manager, Aquatic Invasive Species
<b>Indigenous Services Canada</b>	Gregory Anstruther	Senior Manager, Emergency Management Directorate
<b>Innovation, Science and Economic Development Canada</b>	Sam Kerr	Analyst, Advanced Manufacturing and Industrial Supply Chains Branch
	Chiku Mlonja	Director, Digital Infrastructure Resilience
	Wen Kwan	A/Senior Director, ICT Resilience
	Chi Chan	Manager, ICT Resilience
<b>Health Canada (FNEP)</b>	Dominique Nsengiyumva	Chief, Nuclear Emergency Preparedness and Response
<b>Global Affairs Canada</b>	Eric Walsh	Director General for North America
	Glen Linder	Director General
<b>Public Health Agency of Canada</b>	Lee Lior	Director, Office of Emergency Preparedness
	Scott Turbett	Director, Centre for Emergency Preparedness
<b>Public Safety Canada</b>	Tim Denison	Senior Policy Analyst, Strategic Policy
	Emmanuel St-Aubin	Director, Critical Infrastructure Partnerships
	James McCrea	Manager, Critical Infrastructure Partnerships
	Melanie McLaughlin	Senior Program Advisor, Critical Infrastructure Partnerships
	Lakshna Dhunoo	Senior Program Advisor, Critical Infrastructure Partnerships

<b>Transport Canada</b>	Nadine Foster	Manager/Senior Policy Advisor, Assistant Deputy Ministers Office, Policy Group
	Peter Lavallée	A/Executive Director, Emergency Preparedness
	Luc Lanthier	Emergency Preparedness Officer

# Annex D - GAP ANALYSIS – Renewal of the Emergency Response Framework for Agriculture in Canada

## Introduction

Canada's food supply chain is highly efficient and streamlined to eliminate redundancies both domestically and with international trading partners. Yet with the frequency, nature, and complexity of emergency events that disrupt the supply chain's many moving parts increasing outside of historical experience, the overall resiliency of the food supply chain must be assessed.

Re-examining the Emergency Management Framework for Agriculture in Canada (the Framework) may be an important step to better prepare for future emergencies and is a critical component in Emergency Management (EM) Planning. EM Planning is a systemic approach for identifying and minimizing the impact of risks to life, property, and the environment, and provides a foundation for coordinating and integrating all activities necessary to build, sustain, and improve resilience. The following gap analysis includes lessons learned from various emergency events experienced since 2020 (COVID-19; November 2021 B.C. floods; border blockades), as well as input from sector stakeholders, Provincial and Territorial (PT) governments, Indigenous partners, and other federal departments.

## Current Status - Emergency Management Framework for Agriculture in Canada

In July 2014, Federal, Provincial, and Territorial (FPT) ministers of agriculture directed the development of a comprehensive and collaborative approach to emergency management, which resulted in the development of the Emergency Management Framework for Agriculture in Canada. The Framework was created to set the strategic direction for partners to collaboratively prepare for and manage emergencies facing the agriculture sector in a predictable, cohesive, practical, and forward-thinking manner, and was signed by FPT governments in 2016. It focuses on emergencies impacting, or with the potential to impact, Canadian agriculture, agricultural products, primary inputs (including fertilizers, seeds and feed), animals (including veterinary biologics, and animal welfare) and plants, while food

processing is largely left out of the framework's consideration. The Framework also does not consider a crisis impacting the entire food system, nor does the Framework take into consideration the food security of all Canadians during an emergency event. While lengthy consultations with provinces and territories were conducted, industry stakeholders and Indigenous partners were not engaged during the development of the Framework. In light of recent emergency events in Canada and the rapidly evolving risk landscape that faces Canada's food supply chain and food system, the current Framework may no longer adequately guide the response actions of governments and food supply chain stakeholders.

## Enhancing the Preparedness and Resiliency of Canada's Food Supply Chain

In the post-COVID environment, several federal departments and agencies are reflecting on the Government of Canada's emergency response to the pandemic, as well as other recent emergency events that have occurred. Many of these initiatives crosscut several departments, and are being initiated by Central Agencies, or are the result of Parliamentary processes. Agriculture and Agri-Food Canada (AAFC) will ensure that a renewed Framework, along with an emergency preparedness and response plan, will link with the Federal Emergency Response Plan and other ongoing emergency management work across the public sector, so as to improve federal emergency management cohesiveness and coordination between federal institutions, including:

- National Strategy for Critical Infrastructure;
- Renewing the Federal Emergency Response Plan
- National Supply Chain Strategy (Budget 2022);
- National Cyber Security Action Plan;
- TBS Supply Chains Regulatory Review (Budget 2022);
- Federal-Provincial-Territorial Action Plan for Emergency Management;
- Review of federal Emergency Operations Centres;
- Policy components of the Public Order Emergency Commission (POEC): Flows of Essential Goods and Services, Critical Infrastructure and Trade Corridors; and
- Private Member's Bill C-293 - An Act respecting pandemic prevention and preparedness.

Further, this work must consider a wide range of threats and vulnerabilities that confront Canada's food supply chain, including:

- Further pandemics;
- Plant and animal diseases;
- Malicious attacks;

- Climate change;
- Just-in-time systems;
- Transportation disruptions;
- Access to labour;
- Access to inputs and supplies;
- Border issues;
- Value chain concentration; and
- Increased automation/digitization

## Gap Analysis

The following are gaps identified in recent emergency management responses, including in the current Emergency Management Framework for Agriculture in Canada, that have been identified through AAFC's internal analysis, as well as through consultation with our aforementioned partners and stakeholders to date<sup>1</sup>. The gaps have been grouped via the four pillars of emergency management planning: Prevention and Mitigation; Preparedness; Response; Recovery.

### PREVENTION & MITIGATION

- **Lack of government funding to support resilience projects.** Where AAFC and P/T partners have historically funded preparedness activities, it has been in the context of two main risks for agriculture production – animal and plant diseases and climate change. It has been noted in consultation sessions – specifically with representatives from the Canadian Agriculture Youth Council in December 2022 - that the current focus of programming on agriculture production/producer support creates an artificial limit on preparedness activities, which does not recognize that resilience can only be fully achieved with collaboration and preparedness along the entire food supply chain.
- **Determination of critical goods (including food).** Agreeing upon a list of critical inputs and outputs within Canada's food supply chain may help to prioritize the movement of

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<sup>1</sup> Consultations have been conducted with AAFC's Food Sector Network, the Canadian Agriculture Youth Council, the Canadian Food Policy Advisory Council, the FPT Food System Emergency Management Working Group, the Congress of Aboriginal Peoples, and other federal government departments.

goods across borders and within Canada in a way that best supports the food security of all Canadians.

## PREPAREDNESS

- **Inadequate risk management capabilities at the business level.** Many small and medium enterprises (SMEs) have noted that they do not have the human resources necessary to properly develop and implement risk management plans.
- **Lack of ongoing, government-industry collaboration on emergency preparedness.** Such collaboration, in the form of simulation exercises, would help both governments and industry better understand the numerous interdependencies that exist within the food supply chain, and the outsized effect that one failure might have across the whole system. Further, many stakeholders noted a need for more mechanisms that enable ongoing government-industry dialogue. These would allow for better relationships to be built, aiding in communications during an event.
- **Panic buying during an emergency event.** Governments and retailers were ill-prepared at the outset of COVID-19 to control the panic buying of products perceived to be in short supply. Future preparedness planning could incorporate a better understanding of the psychological and social dimensions of panic buying in order to provide a foundation for implementing appropriate policies and strategies to mitigate its negative effects.
- **Cyber security.** Canada's food supply chain is increasingly turning to automation and digitization of services to streamline production and address labour challenges. While these trends may reduce the sector's vulnerabilities to labour challenges, they subsequently increase the sector's exposure to malicious cyber attacks. Further, economies of scale create additional risks via the concentration of assets – such as large meat processing plants or retail distribution centers – which, if one or more are impacted, could significantly impact the food supply chain.

## RESPONSE

- **Unclear roles, responsibilities, and legislative authorities of FPT governments.** Municipalities and PTs are often the first orders of government to provide a response during an emergency event, and the response plans used by these authorities are often



developed individually. Confusion on roles and responsibilities can then be compounded when an emergency event spreads beyond municipal or provincial/territorial boundaries, or when assistance from the federal government is requested. Further, when the federal government does become involved in an emergency response, responsibilities are spread across federal departments.

- **Expanding AAFC mandate led to unclear authorities.** AAFC has needed to expand its engagement and support across the entire food supply chain since the beginning of COVID-19. Disruptions to food supply chains, food supply, consumer demand challenges, and intermittent shortages of food on grocery store shelves have been experienced more frequently over the past three years. As a result, AAFC has taken on increased engagement and actions related to grocery retailers and food banks to address food security issues.
- **Inadequate access to timely, relevant data to support decision making.** Mechanisms to support the real-time collection and distribution of data to appropriate government decision makers during emergency events do not exist. One challenge is not knowing what specific type of data will be needed and this depends on the emergency event, as well who will collect the data and with whom it will be shared. This lack of information sharing was also noted in Public Safety's *Renewing Critical Infrastructure What We Heard Report*, which noted stakeholder desire for the creation of a National Critical Infrastructure Centre to act as a focal point for such coordination.
- **Inequality in distribution of goods between large and small retailers during emergencies.** Large retailers are able to utilize their size and influence to purchase scarce goods during emergency event, which smaller, independent retailers that serve northern and remote communities are unable to do, leading to reduced food security in these communities. A mechanism is needed that would guarantee access to critical items deemed scarce for independent retailers during emergency events.

## RECOVERY

- **Existing emergency programming is ad hoc, slow to roll out, and poorly targeted.** Some stakeholders have noted that in recent emergency events, targeted programming interventions were rigid in their design given the nature of the event, and could have been better communicated to target groups, leaving many SMEs unaware as to the availability of emergency funding. There have been suggestions to better develop a

consistent, streamlined program response that can be quickly adjusted to account for the specific implications of an emergency event, reducing stakeholder confusion and delivering the necessary funding more efficiently.

## Annex E: Action Plan to Develop a National Emergency Response Plan

### OAG Recommendation:

Agriculture and Agri-Food Canada should work with its federal, provincial, and territorial partners, as well as its stakeholders, to complete a national emergency preparedness and response plan for a crisis affecting Canada’s entire food system, taking into consideration the food security of Canadians.

**The intent of the action plan is to outline a path forward for federal, provincial, and territorial governments, and stakeholders.**

**OBJECTIVE:** Renewal of the *Emergency Management Framework for Agriculture in Canada* (the Framework).

\*\*The existing Framework sets the strategic direction for partners to collaboratively prepare for and manage emergencies facing the agriculture sector but does not consider a crisis affecting Canada’s entire food system, nor take into consideration the food security of Canadians.

**GOAL:** Supporting the Agriculture and Agri-Food Supply Chain’s Preparedness and Response to Emergency events.

EM PILLAR	GAP TO ADDRESS	RESPONSIBILITY	ACTIVITIES	OUTCOME	TIMELINE
<b>PREVENTION &amp; MITIGATION</b>	<ul style="list-style-type: none"> <li>Lack of resilience projects outside of plant and animal disease outbreaks, with too much focus on the producer level, that do not effectively consider processing or the rest of the food supply chain</li> <li>No existing list of critical inputs/outputs within the food supply chain that will support food security</li> </ul>	<ul style="list-style-type: none"> <li>Agriculture and Agri-Food Canada</li> <li>Public Safety Canada</li> <li>Transport Canada</li> <li>Provinces and Territories</li> <li>Industry stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Renew the <i>Emergency Management Framework for Agriculture in Canada</i> (analysis of Emergency Management ecosystem – program, policy, regulatory and legislative aspects)</li> <li>Undertake risk analysis activities to support supply chain emergency management and planning</li> <li>Review data holdings to improve emergency preparedness (e.g., list of critical inputs/outputs)</li> <li>Develop single-window portal for food system emergency management tools and resources</li> </ul>	Risks are prevented or mitigated through a culture of proactivity, responsible actions, policies, collaboration, and programming by: <ul style="list-style-type: none"> <li>Development of strategies to prepare for emergency events that are more inclusive of the supply chain continuum</li> <li>Creation of prioritization plans for transportation of critical goods during emergencies to support food security</li> </ul>	Q1 & Q2 2024

			<ul style="list-style-type: none"> <li>• Continue the coordination of multiple federal and international risk management transformation initiatives (Transport Canada, Treasury Board Secretariat, Shared Services Canada, North Atlantic Treaty Organization, etc.)</li> <li>• Enhanced awareness and communication</li> <li>• Ongoing environmental scanning and surveillance for threats or emerging issues, other government departments' emergency management (EM) activities</li> <li>• Explore local supply chains and links to community food access as part of Food Policy renewal</li> </ul>		
<b>PREPAREDNESS</b>	<ul style="list-style-type: none"> <li>• Knowledge and application of risk management strategies at the business level is low, especially for small- and medium-sized enterprises (SMEs)</li> <li>• Collaboration and communication between government and industry on emergency preparedness is inconsistent</li> </ul>	<ul style="list-style-type: none"> <li>• Agriculture and Agri-Food Canada</li> <li>• Canadian Food Inspection Agency</li> <li>• Public Safety Canada</li> <li>• National Defence</li> </ul>	<ul style="list-style-type: none"> <li>• Establish an Emergency Operations Centre (EOC) structure and multilevel governance</li> <li>• Practice and review emergency management plans (simulation exercises and stress tests)</li> <li>• Retain best practices from African Swine Fever (ASF) exercise(s) and other activities</li> <li>• Take into consideration the Minister of Transportation's National Supply Chain Task Force report</li> </ul>	A sector that can adapt to changing conditions to address risk, better withstanding emergency events by: <ul style="list-style-type: none"> <li>• Development of strategies to support the creation and implementation of risk management plans for small and medium-sized enterprises (SMEs)</li> <li>• Creation of purposeful dialogue committees/tables between sector representatives and government officials for collaboration at the forefront, maximizing strengths, capacities and expertise for predictable, seamless,</li> </ul>	Q1 – Q3 2024

	<ul style="list-style-type: none"> <li>• Panic buying/hoarding during emergency events that lead to shortages and high prices are not considered in preparedness strategies</li> <li>• Automation and digitization increase the supply chain's exposure to cyber attacks</li> </ul>	<ul style="list-style-type: none"> <li>• Employment and Social Development Canada</li> <li>• Provinces and Territories</li> <li>• Industry stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Reflect the Canada-United States-Mexico Agreement (CUSMA) subcommittee's work on trade flows during emergencies</li> <li>• Review the application of science and technology to deal with emergency events</li> <li>• Reflect the National Cyber Security Action Plan (Public Safety)</li> </ul>	<p>coordinated and sustainable EM activities, including testing and exercises for continued improvement</p> <ul style="list-style-type: none"> <li>• Better understanding and policies to address the social and psychological dimensions that lead to panic-buying and hoarding during emergencies</li> </ul>	
<b>RESPONSE</b>	<ul style="list-style-type: none"> <li>• The respective roles, responsibilities, and legislative authorities of federal-provincial-territorial (FPT) governments are unclear</li> <li>• The role and limited mandate for AAFC with regard to the food supply chain</li> <li>• Inadequate access to timely and relevant data throughout the supply chain to enable informed decisions</li> <li>• Small independent retailers, in particular, do not have the size and influence of retailers to purchase scarce goods during emergencies</li> </ul>	<ul style="list-style-type: none"> <li>• Agriculture and Agri-Food Canada</li> <li>• Canadian Food Inspection Agency</li> <li>• Canada Border Services Agency</li> <li>• Public Safety Canada</li> <li>• Crown-Indigenous Relations and Northern Affairs Canada</li> </ul>	<ul style="list-style-type: none"> <li>• Clarify FPT legislative authorities</li> <li>• Clarify the of roles and responsibilities for provinces, territories, industry, program delivery partners, and NGOs.</li> <li>• Clarify the Minister's responsibilities in the Federal Emergency Response Plan: Emergency Support Function (ESF) #3</li> <li>• Clarify the criteria for activating the National Emergency Operations Centre (NEOC)</li> <li>• Develop a single-window portal for all levels of government for Canadians to access services and resources</li> <li>• Creation of mechanisms to support the real-time collection and distribution of data</li> </ul>	<p>Emergency responses by governments will be better coordinated and more responsive to the needs of the sector by:</p> <ul style="list-style-type: none"> <li>• Having a centralized "whole-of-government" coordination of responses and engagement strategies with other federal departments, such as cross-department emergency management table(s)</li> <li>• Increased engagement and actions by AAFC related to grocery retailers and food banks to address food security issues, particularly in northern and remote and communities</li> <li>• Government decision makers having access to timely data during emergency events</li> </ul>	Q1 – Q3 2024

		<ul style="list-style-type: none"> <li>• Innovation, Science and Economic Development Canada</li> <li>• Transport Canada</li> <li>• Employment and Social Development Canada</li> <li>• Provinces and Territories</li> <li>• Industry stakeholders</li> <li>• Non-government organizations (program delivery partners)</li> </ul>			
<b>RECOVERY</b>	<ul style="list-style-type: none"> <li>• Existing FPT emergency management programs are difficult to target, and implementation is slow and poorly communicated to the sector</li> </ul>	<ul style="list-style-type: none"> <li>• Agriculture and Agri-Food Canada</li> <li>• Global Affairs Canada</li> <li>• Public Safety Canada</li> </ul>	<ul style="list-style-type: none"> <li>• Utilization of food security programs that have incorporated improvements recommended by the Auditor General of Canada (Report 12)</li> <li>• Utilize the single-window portal for all communication and messaging</li> </ul>	<p>Sector recovery programs will be transparent and responsive, with improved communication and dissemination through:</p> <ul style="list-style-type: none"> <li>• Development of consistent, streamlined program responses that can be quickly adjusted to account for the specific implications of an emergency event, meeting the immediate needs of</li> </ul>	Q3 2024

		<ul style="list-style-type: none"><li>• Infrastructure Canada</li><li>• Provinces and Territories</li></ul>	<ul style="list-style-type: none"><li>• Build upon the Government's responses to the OAG review of programs related to Protecting Canada's Food System</li></ul>	stakeholders and expediting sector recovery	
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# SUPPORTING THE AGRICULTURE AND AGRI-FOOD SUPPLY CHAIN'S PREPAREDNESS AND RESPONSE TO EMERGENCY EVENTS



## KEY CONSIDERATIONS AND CHALLENGES

- ▶ Canada's current Emergency Management Framework for Agriculture in Canada (2016) does not cover food processing or key supply chain links such as transportation, distribution logistics, and retail.
- ▶ Roles and Responsibilities across jurisdictions are not clearly defined.
- ▶ Municipalities and PTs provide first response to the vast majority of emergencies, and response plans are developed individually.
- ▶ Responsibilities are spread across federal departments – ISED [manufacturing]; ESDC [TFWs]; CIRNAC [food security for northern & remote locations].
- ▶ Overall preparedness is reliant on the participation of each stakeholder (provincial and territorial governments, industry, and Indigenous partners).
- ▶ There are multiple EM related initiatives with varying timelines underway across the federal government (e.g Public Safety Canada's renewal of Federal Emergency Response Plan and transformation agenda).
- ▶ Minister's mandate to support efficiency and climate-resiliency in the agriculture and food sector to strengthen food security.

## POTENTIAL ELEMENTS OF THE PREPAREDNESS AND RESPONSE PLAN

- ▶ **Clarification of roles and responsibilities** for Provinces, Territories and industry, and socialization within and outside of the Department to **ensure synergy** of the various response plans and **improve EM literacy**.
- ▶ Clarification of FPT legislative authorities.
- ▶ Exercise AAFC incident management system, a component of the Departmental Emergency Response Plan, with elements of oversight, coordination, support and operations.
- ▶ Development of a **mechanism (governance) for coordinating** with FPTs, industry and food security stakeholders.
- ▶ **Scenario-based** FPT/industry Table Top Exercises focused on roles and responsibilities, and coordination.
- ▶ Inclusion of an international pillar for actions to support safeguarding essential inputs from abroad.

## QUICK FACTS

- ▶ "Food" is a Critical Infrastructure (CI) sector as identified by the National Strategy for Critical Infrastructure.
- ▶ Minister is responsible for agriculture and agri-food (ESF#3) under the Federal Emergency Response Plan (FERP).
- ▶ Minister is responsible for the development of an emergency management system to better respond to emergency events affecting the agriculture and agri-food sector (*Emergency Management Act*).
- ▶ AAFC will continue to monitor PMB C-293 (An Act Respecting Pandemic Prevention and Preparedness) as it moves through the parliamentary process.

## CURRENT EM TOOLS

- ▶ Emergency Management Framework for Agriculture in Canada, Federal Emergency Response Plan, AAFC Departmental Emergency Response Plan.
- ▶ Creation of AAFC's new Sectoral and Supply Chain Policy Directorate.
- ▶ Sector Engagement Tables and reinstated Food Sector Network.
- ▶ FPT Working Group, which has been established to develop a path forward for developing the emergency preparedness and response plan.
- ▶ Federal support programs, such as Disaster Financial Assistance Arrangements (DFAA), Business Risk Management, Canadian Agricultural Partnership (CAP), etc.

## RESPONSE GAPS

- ▶ Funding for industry resilience
- ▶ Data – access and timeliness
- ▶ Better risk management at the business level (risk awareness)
- ▶ Confirm AAFC authorities
- ▶ Enhanced, ongoing government-industry collaboration in preparedness
- ▶ Determination of critical goods, such as food
- ▶ Regulatory agility and legislative tools (SFCA, Competitions Act, Emergencies Act, AMPA/GPP)
- ▶ Additional areas for exploration (panic buying)

## PROPOSED ACTIONS\*

### PHASE I

**(Re)establish networks and begin collaborating with stakeholders to develop an action plan outlining a path forward for supporting the supply chain's preparedness and response to emergency events in Canada.**

**Deliver interim progress reports to Standing Committee on Public Accounts (PACP) (December 2022).**

### PHASE II

**Finalize the action plan, which will include a gap analysis and will put forward a feasible federal, provincial and territorial and stakeholder approach.**

**Deliver PACP final report by March 2023.**

### PHASE III

**Implement the action plan with the goal of developing a national emergency response plan. Estimated completion by 2024.**

**Continued engagement of the sector and partners to build greater awareness of threats, resources, and tools.**

**Identification of resources available for agriculture stakeholders to build further resilience (e.g. Canada Digital Adoption Program).**

*\*Development of the response will align to GBA+ concepts*