

EMERGENCY MANAGEMENT GOVERNANCE FOR SEARCH AND RESCUE

Foreword

With Canada’s everchanging disaster risk profile, the ability for governments at any level to effectively respond to emergencies is increasingly being strained under the sheer frequency and severity of disasters. Recognizing the need to better engage and support Non-Government Organizations (NGOs) in emergency management, the Government of Canada created the *Supporting a Humanitarian Workforce to Respond to COVID-19 and Other Large-Scale Emergencies Program* (HWF Program). It is a contribution program that provides funding to NGOs so that they may build capacity and deploy to respond to COVID-19 and other large-scale emergencies. The Search and Rescue Volunteer Association of Canada (SARVAC) is one of these organizations.

SARVAC is the national level association that represents the interests of Ground Search and Rescue (GSAR) volunteers across Canada. It serves as a voice for Provincial and Territorial (P/T) GSAR Associations and its respective members. It does this by supporting, coordinating, developing, informing, promoting, and implementing search, rescue, and emergency response with the underlying principle of saving lives.

As an association, SARVAC plays an educational and advocacy role for the GSAR community. However, with the creation of this government program, there is a further need for a national coordinating body for operational deployments. As this is a departure from SARVAC’s traditional role, this product in combination with the development of a National SAR Operations Concept and the development of a National Readiness System, collectively will provide the foundation for a national operational coordination capability for SARVAC and its members – entitled *SARVAC’s HWF Program*.

President
Search and Rescue Volunteer Association of Canada

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1. Content

The frequency and severity of disasters in Canada have shown an unprecedented rate of increase in recent years. In 2020 and 2021 alone, Canada experienced significant and extreme events such as the COVID-19 Pandemic, record breaking heat waves in the west, severe flooding in the western and eastern regions of the country, as well as other hazardous events. Climate change will continue to have a severe and compounding effect on the occurrence of disasters in every Canadian region. It is increasingly clear that Canada is trending beyond the ability of governments and military alone to effectively respond to these events.

Non-Government Organizations (NGOs) are increasingly being asked to provide surge capacity and to fill gaps in Canada's emergency management system. Some of the more well-known NGOs that currently contribute to emergency management in Canada include Canadian Red Cross, The Salvation Army, and St. John Ambulance. In addition, the Search and Rescue Volunteer Association of Canada (SARVAC) and its membership, have tremendous capacity to provide surge response with a skilled and professional workforce and stand on equal footing with these other larger national NGOs.

The volunteer Ground Search and Rescue (GSAR) community is emerging as a sizable workforce pre-positioned to contribute to emergency management at the municipal, P/T, and national levels. SARVAC represents approximately 300 GSAR teams, which include over 9,000 volunteers located in every province and territory of Canada.

To leverage this capability for response to large scale disasters, SARVAC needs a national operational coordination capability to bring to bear its skilled members across the country. This will be a unique opportunity for the GSAR volunteer community. Although traditionally members are deployed in teams, in this humanitarian response context, volunteers will be drawn upon as individual members and formed into units tailored to the specific incident they are responding to. This will require a rigorous coordination of capability, drawing on the skills and professionalism across the country in all jurisdictions.

2. Purpose

SARVAC's Emergency Management Governance for Search and Rescue (EMGOSAR) has been developed to provide clarity surrounding the roles, responsibilities, and accountabilities within SARVAC's HWF Program.

This document, in combination with the *National SAR Operations Concept* (NSOC), together provide an overview of SARVAC's HWF Program's governance structure that is inclusive of the various stakeholders within the broader response system, promoting ongoing collaboration and coordination, and ensuring that key advisory bodies are in place to inform decision makers.

In addition, this document provides a suite of fundamental principles and best practices to which all SARVAC members within SARVAC's HWF Program will be expected to adhere to.

This document acknowledges that the relationships between Provincial and Territorial Associations and their respective Provincial and Territorial Authority Having Jurisdiction will vary. As such, some concepts, roles, and processes laid out in this document as well as the National Search and Rescue Operations Concept may need to be amended to accommodate these variations.

3. Canada's Humanitarian Workforce (HWF) Program

The *Supporting a Humanitarian Workforce to Respond to COVID-19 and Other Large-Scale Emergencies Program* (HWF Program) is a Government of Canada (GoC) contribution program that provides funding to NGOs to build capacity and deploy to COVID-19 and other large-scale emergencies.

This HWF Program supports readiness and specific deployments of NGOs (Canadian Red Cross, Salvation Army, St. John Ambulance, and SARVAC) by providing targeted funding to bolster readiness capacity and deployment ability. The development of a HWF will thus strengthen the preparedness and emergency response capacity in Canada by leveraging the contributions of the NGOs, as well as by enhancing whole-of-society collaboration. This HWF Program will enhance and maintain a HWF to provide an agile and responsive surge capacity.

The objective of the *HWF Program* is to enable NGOs to support the needs of Canada's citizens stemming from the COVID-19 Pandemic and other large-scale emergencies. Through the provision of funding to recipient NGOs under this *HWF Program*, these NGOs will contribute to increase Canada's response capabilities and capacity to reduce the impact of large-scale emergencies on Canadians. Projects that are eligible under the HWF Program must aim directly to reduce the impact of the COVID-19 Pandemic or other large-scale emergencies in Canada. Funds are available to develop emergency readiness (capacity building) and/or reimbursement of expenses for emergency response. Ineligible expenses include capital costs such as: land, buildings, and vehicles (more than \$10,000 per acquisition), hospitality (except in the Indigenous context as described under eligible expenditures in the Terms and Conditions), core or ongoing operating expenses, amortization and interest payments, travel (not directly related to the project), and profits.

GOVERNMENT OF CANADA'S FUNDING STREAM FOR ITS HUMANITARIAN WORKFORCE PROGRAM

4. Principles

The following is a list of adopted basic principles for SARVAC membership under *SARVAC's HWF Program*. These fundamental principles will be core and will reflect the essence of the HWF Program and are to be considered collectively to attain their intended purpose.

Service for Others

Canada's GSAR Volunteers reflect the nation's value for human life and the willingness to provide aid to those who may find themselves in distress.

Safety

GSAR Volunteers always conduct themselves with safety as a guiding principle. Their proactive actions and education help GSAR volunteers to understand the risks they may face (mental and physical), allowing them to mitigate risks and symptoms.

Professionalism

Canada's SAR system relies on volunteers who are trained to jurisdictional or national standards, and who implement SAR response activities with professionalism for the benefit of all Canadians.

Responsibility

GSAR Volunteers carry out their activities in a safe and responsible manner at all levels of society in Canada. Legal and policy frameworks and other arrangements establish guidelines and standards to ensure that due diligence is exercised, and accountability is respected in the conduct of GSAR Volunteer activities.

Collaboration

GSAR Volunteers recognize and rely heavily on the ability of multiple organizations, including governments, other NGOs, Indigenous communities, and the private sector, to come together and work toward a common goal of assisting those in distress. This collaboration also extends to the development and implementation of legal and policy frameworks, standards, programs, and activities related to humanitarian response.

Coordination

Coordination within the GSAR Volunteer community and other NGOs is of key importance to address the challenges of the geographic size of Canada, to facilitate the sharing of responsibilities, and to ensure a whole-of-society approach to the implementation of SARVAC's HWF Program. At a strategic level, coordination helps identify priorities and address emerging issues affecting this program.

Volunteerism

The contribution of GSAR Volunteers as professional volunteers is a highly valued element of the government's emergency management function in Canada. The sustainability of the HWF Program helps ensure that GSAR Volunteers continue to play a critical role in the delivery of a humanitarian response.

Inclusiveness

The GSAR Volunteer community is representative of Canada's population and respectful of the diverse backgrounds of volunteer responders and the communities they serve. The participation of Canadians from all walks of life in the HWF Program is important to ensure its continuous improvement and adaptation to our changing population.

5. Governance

This section provides an overview of the governance system in place to guide and direct SARVAC's HWF Program. This governance construct sits within the existing governance framework already in place for SARVAC.

Refer to [APPENDIX A – SARVAC GOVERNANCE FRAMEWORK](#)

GOVERNANCE STRUCTURE FOR SARVAC

Search and Rescue Volunteer Association of Canada (SARVAC)

SARVAC is a registered not-for-profit and educational organization that supports, coordinates, develops, informs, promotes, and implements search, rescue, and emergency response with the underlying principle of saving lives. (Refer to website at sarvac.ca)

SARVAC is an Association of Associations representing the thirteen recognized volunteer GSAR P/T Associations in Canada. In the context of the HWF Program, SARVAC is a named funding recipient.

SARVAC Board of Directors (BoD)

The SARVAC BoD is the ultimate accountable body for SARVAC's HWF Program. The BoD is made up of representatives from each of the P/T Associations, who serve as voting members of the Board and provide strategic direction on the development of goals, objectives, and desired outcomes of *SARVAC's HWF Program*. As well, through an executive team and paid staff, the BoD ensures that mechanisms are put into place to monitor progress towards these goals and objectives; and to provide guidance and direction to the executive team on risk and accountability measures.

SARVAC Executive

The SARVAC Executive team is the executive (non-operational) management arm of SARVAC. Under the guidance of the President, the SARVAC Executive team provides the overall management for *SARVAC's HWF Program* and is responsible for the implementation of direction and guidance provided by the SARVAC BoD.

In addition to its regular responsibilities, the SARVAC Executive team is also responsible for oversight of program management, policy development, and financial management. This will include a new role under the purview of the executive, the *SARVAC's HWF Program Oversight* team. This team is responsible for the development, implementation, and ongoing operational management of SARVAC's HWF Program.

SARVAC OFFICE

The SARVAC Office team, led by an Executive Director, comprises the paid operations staff who provide operational action and capacity to address the directions of the SARVAC BoD and Executive.

SARVAC's HWF Program Oversight Team

Led by the Program Director, this team performs an executive function (non-operational) and is responsible for SARVAC's HWF Program. Reporting to the Executive President, this team manages the ongoing development, implementation, and maintenance of SARVAC's HWF Program

Refer to [APPENDIX B – SARVAC'S HWF PROGRAM OVERSIGHT ORGANIZATION CHART](#)

PROVINCIAL AND TERRITORIAL GSAR ASSOCIATIONS (P/T Associations)

As participants in SARVAC's HWF Program, P/T Associations agree to contribute to the development of, and follow guidance and direction set out by, SARVAC's HWF Program Oversight team for the purpose of administering SARVAC's HWF Program. This direction may include policy, program, operational, and/or financial management matters related to SARVAC's HWF Program.

P/T Associations also have a coordination role in the deployment, support, and redeployment of HWF Responders in accordance with the National SAR Operational Concept (NSOC). As such, P/T Associations are responsible for putting into place a P/T Overhead function. For further information, refer to the NSOC.

P/T Associations are also responsible for ensuring that volunteer data is collated and forwarded to SARVAC's HWF Program Oversight team from Local GSAR Groups within their jurisdiction. This will include data on current volunteer membership, operational status, skills, and any other information that may be requested for the purposes of populating the Data Management System.

LOCAL GSAR GROUPS

As participants in SARVAC's HWF Program, Local GSAR Groups will provide operational members in good standing for humanitarian response incidents. In 'good standing' refers to members that have met all qualifications and criteria to be operational as required by their Local GSAR Group. Local GSAR Groups are expected to follow guidance and direction set out by SARVAC's HWF Program Oversight team for this purpose. These directions may include policy, program, operational, and/or financial management related matters as it pertains to SARVAC's HWF Program

Local GSAR Groups are responsible for assigning a Local GSAR Overhead team that will remain in place while members are deployed away from the community. Local GSAR Groups are also responsible for collecting and maintaining data on current volunteer membership, including operational status, skills, and any other information that may be requested by SARVAC's HWF Program Oversight team for the purposes of populating the Data Management System.

Although SARVAC encourages a continuous and direct dialogue with all members of the GSAR volunteer community, issues pertaining to SARVAC's HWF Program are to be directed through their respective P/T Associations.

GSAR MEMBERS/HWF RESPONDERS

For a volunteer GSAR member to respond to an HWF incident as a HWF Responder, the volunteer is required to be a member in good operational standing with their Local GSAR Group. Furthermore, each volunteer is responsible for ensuring that they have maintained their basic skills as established by their local group.

When responding to an incident, HWF Responders will be responsible for following the direction of their Local GSAR Overhead team as part of the incident alerting and mobilization stages of the response. While in transit or on the ground, all volunteers will be responsible for following the command structure set out for the HWF incident as per the NSOC.

Although SARVAC encourages a continuous and direct dialogue with all members of the volunteer GSAR community, issues pertaining to SARVAC's HWF Program are to be directed through the Local GSAR Group to the respective P/T Association.

6. Key Components

This section provides a high-level overview of the key components of SARVAC’s HWF Program. These components can be categorized broadly as *Program Oversight* and Operations.

I. **Program Oversight:** a non-operational function, consists of all the enabling activities that must occur to allow SARVAC to provide a HWF response when requested. This includes both *Program Management* and *Readiness* activities.

II. **Operations:** component includes all elements that must come together to allow for a mission to deploy in response to a Request for Federal Assistance (RFA). This includes *Mission Overhead* as well as *Mission Deployment*. Together, all these elements make up SARVAC’s HWF Program.

KEY COMPONENTS OF SARVAC’S HWF PROGRAM



I. PROGRAM OVERSIGHT

The Program Oversight role is housed within the SARVAC office and aligned with the existing SARVAC Executive. Refer to [APPENDIX B: SARVAC’S HWF PROGRAM OVERSIGHT ORGANIZATION CHART](#)

i. Program Management

This function provides the enabling activities that must occur to allow for the development of capability that can be deployed. These activities include strategic planning, performance management, government and stakeholder relations, as well as financial management and administrative support.

ii. Readiness

This function includes:

- development and maintenance of capability
- establishment of a training and exercise program
- development and maintenance of Standard Operating Procedures
- maintenance of the NSOC
- incorporation of lessons learned
- maintenance of the National Readiness System (NRS) that will monitor HWF Responder readiness for deployment
- ensuring CISM guidelines are being followed and kept up to date

II. OPERATIONS

i. Mission Overhead

This function provides the overall leadership for the HWF Mission and will direct SARVAC's efforts through all phases of the response. It ensures the effective communication and dissemination of information through a network of Duty Officers, and it provides critical logistical support to the mission on the ground.

Refer to [APPENDIX C – NATIONAL INCIDENT SUPPORT TEAM \(NIST\) ORGANIZATION CHART](#)

ii. Mission Deployment

This function provides overall mission leadership on the ground. It provides a command-and-control construct, as well as an accountability system for HWF Responders while they mobilize, deploy, and ultimately return to their individual homebases.

Refer to [APPENDIX D – MISSION TEAM \(MIST/MIMT\) ORGANIZATION CHART](#)

7. Roles and Responsibilities

The following section outlines general roles and responsibilities of the Authority Having Jurisdiction (AHJ), Public Safety Canada (PSC), SARVAC’s Executive and BoD, SARVAC’s HWF Operations, P/T GSAR Associations, Local GSAR Groups, and members, relative to the system components of SARVAC’s HWF Program.

Refer to [APPENDIX B - SARVAC’s HWF PROGRAM OVERSIGHT ORGANIZATION CHART](#)

Program Management	Readiness	Mission Overhead	Mission Deployment
Establishing mutual aid agreements with SARVAC to allow for an HWF response.	Participating in ongoing conversations with SARVAC on the state of readiness of SARVAC’s HWF Program.	Providing mission specific requirements for the mobilization, deployment, and redeployment of HWF Responders.	Identifying liaison opportunities, operational information, command and control constructs and other mission critical information as per mutual aid agreement.

Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Providing leadership and administration of the HWF Program</p> <p>Establishing Contribution Agreements with SARVAC.</p> <p>Leading regular conversations on the overall HWF Program with provinces and territories, and other participating NGOs.</p> <p>Directing the RFA process for the HWF Program.</p>	Providing long-term funding to support the sustainability of capability and capacity.	<p>Facilitating the RFA from an AHJ.</p> <p>Seeking Government approval of the funding proposal under the response stream of the HWF Program.</p>	Liaising with the HWF Responders.

Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Managing SARVAC’s HWF Program from a position of ultimate authority.</p> <p>Delegating responsibilities to either the SARVAC Executive or a subcommittee(s) of the BoD.</p> <p>Convening on a regular basis to discuss HWF matters.</p>	<p>Managing from a position of ultimate authority; serving as the decision-making body on the development of new capabilities.</p> <p>Maintaining regular visibility on the progress of new capabilities and the maintenance of existing capabilities.</p> <p>Establishing subcommittee(s) of the Board delegated responsibilities.</p>	<p>Ensuring that the overarching construct for the Mission Overhead coordination function is designed within the policy and financial parameter of SARVAC, and with proper and effective checks and balances.</p> <p>Establishing subcommittee(s) of the Board delegated responsibilities.</p>	<p>Ensuring that the overarching construct for a Mission Deployment is designed within the policy and financial parameters of SARVAC, and with proper and effective checks and balances.</p> <p>Establishing subcommittee(s) of the Board delegated responsibilities.</p>

Table 4: SARVAC Executive Roles & Responsibilities			
Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Executing the direction of the BoD as it relates to SARVAC's HWF Program.</p> <p>Systematically reporting to the BoD on the development, management, and execution of SARVAC's HWF Program. Establishing and monitoring financial and program controls.</p> <p>Providing direction and guidance to P/T Associations on the program management of the HWF. Overseeing external communications and engagement with stakeholders. Adopting these functions within the current SARVAC construct.</p> <p>Continuously reviewing mechanisms for SARVAC's HWF Program.</p>	<p>Maintaining awareness of the current state of readiness of existing capabilities across the country.</p> <p>Making recommendations to the BoD on capability development, maintenance, training and exercise, and lessons learned.</p>	<p>Ensuring that SARVAC has an effective Mission Overhead function that is maintained in a national state of readiness, including that:</p> <ul style="list-style-type: none"> - Agreements and authorities are in place. - Financial management mechanisms have been established. - Logistical support arrangements for deployments are in place. - Communications channels and protocols are established amongst SARVAC membership. 	<p>Monitoring operational taskings and deployments of SARVAC members under the HWF, as reflected in the NSOC.</p> <p>Should encompass all facets of the operational phases as reflected in the NSOC.</p>

Table 5: PROGRAM OVERSIGHT TEAM Roles & Responsibilities			
Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Maintaining and managing relations with Federal, P/T, and Indigenous Governments.</p> <p>Facilitating the development of agreements as needed.</p> <p>Overseeing administrative functions, such as financial management and administrative support.</p> <p>Developing a long-term strategic plan for SARVAC's HWF Program, and reporting progress toward that plan, to government and membership.</p>	<p>Ensuring that Mission Overhead and Deployment capabilities are available day and night.</p> <p>Operationalizing and maintaining the NSOC.</p> <p>Overseeing training and exercise programs, and reviewing lessons learned.</p> <p>Maintaining the NRS.</p> <p>Ensure tools and resources for CISM are kept up to date.</p> <p>Liaising with NGOs.</p> <p>Developing new capabilities.</p>	Not Applicable	Not Applicable

Table 6: P/T Associations Roles & Responsibilities

Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Executing the direction and guidance of the BoD for SARVAC’s HWF Program within respective jurisdictions.</p> <p>Maintaining open communication between SARVAC and Local GSAR Groups as it relates to SARVAC’s HWF Program.</p> <p>Systematically reporting to SARVAC on the development, management, and execution of SARVAC’s HWF Program for respective jurisdictions.</p> <p>Establishing and monitoring financial and program controls within respective jurisdictions.</p> <p>Providing direction and guidance (aligned to direction/guidance from SARVAC) to Local GSAR Groups on the program management of SARVAC’s HWF Program.</p> <p>Communicating and engaging with external stakeholders within respective jurisdictions. Providing the staffing required to fulfill these responsibilities within respective jurisdictions.</p> <p>Participating in and enabling mechanisms for continuous program improvement.</p>	<p>Maintaining awareness of the current state of readiness of existing capabilities within the jurisdiction; sharing that information within the NRS.</p> <p>Working with SARVAC in the development of new capabilities and leading efforts within respective jurisdictions.</p>	<p>Ensuring that P/T Associations and Local GSAR Groups have put in place P/T Overhead teams and Local Overhead teams and is maintained in a “ready” state.</p> <p>Understanding and implementing financial management mechanisms.</p> <p>Ensuring that logistical support arrangements are supported at the jurisdictional level and in accordance with the NSOC.</p> <p>Ensuring that communication channels and protocols are facilitated amongst SARVAC and membership.</p>	<p>Supporting the HWF National Incident Support team in the operational taskings, and in the deployment and redeployment of SARVAC members, as reflected in the NSOC.</p>

Table 7: Local GSAR Groups Roles & Responsibilities			
Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Executing the direction and guidance of the BoD on the HWF within respective local jurisdictions.</p> <p>Maintaining open communications between SARVAC and local members as it relates to SARVAC's HWF Program.</p> <p>Systematically reporting to SARVAC, through their Association, on the development, management, and execution of SARVAC's HWF Program for respective jurisdictions.</p> <p>Establishing and monitoring financial and program support within respective local jurisdictions.</p> <p>Providing direction and guidance (aligned to direction/guidance from SARVAC) to local members on the program management of the HWF.</p> <p>Providing the staffing required to fulfill these responsibilities within respective local jurisdictions.</p> <p>Participating in and enabling mechanisms for continuous program Improvement.</p>	<p>Maintaining awareness of the current state of readiness of existing capabilities within the Local GSAR Group and sharing that information within the NRS.</p> <p>Working with SARVAC, through respective Associations, in the development of new capabilities and leading efforts within respective Local GSAR Groups.</p>	<p>Ensuring that Local GSAR Groups have put into place a Local Overhead team and is maintained in a "ready" state.</p> <p>Understanding and implementing financial management mechanisms.</p> <p>Ensuring that logistical support arrangements are supported at the local level and in accordance with the NSOC.</p> <p>Ensuring that communications channels and protocols are facilitated amongst SARVAC, P/T Associations, and membership.</p>	<p>Supporting the P/T Overhead team in the operational taskings, and deployments and redeployments of SARVAC members under the HWF as reflected in the NSOC.</p>

Table 8: HWF Responders Roles & Responsibilities			
Program Management	Readiness	Mission Overhead	Mission Deployment
<p>Tracking personal eligible expenses while on operations in accordance with established procedures.</p> <p>Adhering to organizational guidance for the SARVAC's HWF Program and operations.</p> <p>Participating in mechanisms for continuous program Improvement</p>	<p>Sharing state of readiness with Local GSAR Group as requested.</p> <p>Sharing current skill set levels with Local GSAR Group as requested.</p> <p>Participating with Local GSAR Group in the development of new SARVAC's HWF Program capabilities.</p>	<p>Supporting Local Overhead team in the operational coordination of local members in the response to a HWF tasking.</p>	<p>Maintaining personal care (physical and mental) and the care of colleagues.</p> <p>Following direction from the established chain of command.</p> <p>Adhering to conduct that is aligned with established principles.</p> <p>Maintaining alertness for hazards and safety issues.</p>

8. Roles of external stakeholders

The Canadian Red Cross, Salvation Army, St. John Ambulance, along with SARVAC, are named eligible recipients under the Government of Canada's contribution program, titled *Supporting a Humanitarian Workforce to Respond to the COVID-19 Pandemic and Other Large-Scale Emergencies Program* (HWF Program).

These NGOs represent the current HWF. Although each organization is a separate and distinct entity, expectations are that all will work collaboratively, both within operations and with the overall administration of the HWF Program.

Canadian Red Cross

The Canadian Red Cross Society, part of the International Red Cross and Red Crescent Movement, has a mandate to help people and communities in Canada and around the world in times of need, and support them in strengthening their resilience. The Canadian Red Cross works in collaboration with local authorities and other agencies to address the immediate needs of those affected. Emergency social services are delivered by volunteers and staff, all trained to national standards. Its areas of focus include: family reunification, emergency lodging, reception and information, emergency food, emergency clothing, and personal services.

Salvation Army

The Salvation Army is a faith-based organization with a vision to *share the love of Jesus Christ, meet human needs and be a transforming influence in the communities of our world*. The Salvation Army plays a critical role in all aspects of the emergency management continuum: mitigation/prevention, preparedness, and response and recovery. It provides the support that meets the immediate, as well as long term, physical, emotional, and spiritual needs of disaster survivors and responders.

St. John Ambulance

St. John Ambulance is an international humanitarian organization and is a foundation of the Order of St. John. St. John Ambulance offers First Aid and CPR programs, with the revenue generated supporting St. John Ambulance's charitable work. There are more than 15,000 dedicated front-line St. John Ambulance volunteers across Canada, in every province and territory. Its emergency management response is predominantly focused on health care and first aid services in reception centers; casualty care at the scene of events; transportation assistance for the ill, injured, or infirmed to reception centers or medical facilities, and elder and childcare.

Public Safety Canada (PS) – Emergency Management Programs Branch

The contribution program entitled Supporting a Humanitarian Workforce to Respond to the COVID-19 Pandemic and Other Large-Scale Emergencies Program, is a PS-administered program. PS's role in Emergency Management is articulated in the [Emergency Management Act](#) but can be summarized as: helping Canadians and their communities protect themselves from emergencies and disasters related to all kinds of hazards – natural, human-induced and technological – through national leadership in the development and implementation of policies, plans and a range of programs.

Authority Having Jurisdiction (AHJ)

The AHJ is the legal authority that has jurisdictional responsibility over an event/incident. This is often an emergency operations organization delegated by P/T governments or a local government.

Provincial/Territorial Emergency Management Offices (P/T EMO)

P/T EMO exist in every province and territory and are responsible for coordinating a comprehensive, cross-government, all hazards approach to managing emergencies whenever applicable. In the context of the HWF Program, requests for Federal Government assistance under this HWF Program will always come from a P/T level authority. Local authorities cannot make a direct RFA to the federal government, but rather the request must be routed through the applicable P/T EMO.

Local Emergency Management Offices (Local EMO)

Local EMO are the front line of disaster response and are generally the AHJ for an emergency incident/event. Local EMO exist within municipalities, counties, local band councils, or other jurisdictional authorities. Local EMO are generally responsible for planning, research, training, and response operations.

9. Coordinating Instruments

Emergency Management Governance for SAR (EMGOSAR)

The EMGOSAR document is a framework for SARVAC's program governance for its HWF Program, entitled SARVAC's HWF Program. The framework defines key roles and responsibilities and is inclusive of various stakeholders within the broader government HWF system. This framework also provides a suite of fundamental principles that underpin all roles and responsibilities for the program.

National SAR Operational Concept (NSOC)

The NSOC is the operational guidance to SARVAC and its member organizations on all operational aspects as they relate to a humanitarian response. The document explores and defines the operational plans and actions required to execute a national emergency surge response for SARVAC and its associated members. It provides a timeline approach with directives for key stakeholders and operational guidance for SARVAC and its associated members during an emergency event in Canada. The NSOC provides for an urgent response of existing capabilities in response to national level requests for assistance.

Standard Operating Procedures

SARVAC's HWF operational response is articulated in a series of Standard Operating Procedures (SOPs). These SOPs provide a timeline for the overall HWF response process; each has been written to address the responsibilities, implementation, and accountability required at each organizational level for each phase.

Mission Ready Groups

Mission ready Groups (MRGs) are modularized capabilities providing designated functions while operating within the Mission Team, and whose numbers can be scaled according to the size and complexity of the incident. MRGs are composed of HWF Responders from across Canada who are trained, organized, equipped, and can be mobilized, to provide specific mission support in response to a request from an AHJ. Each MRG has their own mission function, personnel makeup, and equipment needs.

Humanitarian Workforce Contribution Agreement with SARVAC

A contribution agreement, entitled Enhancing SARVAC Capacity for National Humanitarian Responses (SARVAC's HWF Program), has been signed between the GoC and SARVAC. The agreement was established by the Minister of Public Safety and Emergency preparedness to respond to the COVID-19 Pandemic and Other Large-Scale Emergencies. SARVAC's HWF Program will contribute to the achievement of the Department's objectives with respect to increasing Canada's capabilities and capacity to reduce the impact of large-scale emergencies on Canadians. The Minister provides, through this Agreement, a financial contribution to SARVAC for SARVAC's HWF Program. It is under this agreement that SARVAC is funded to develop the EMGOSAR as well as the NSOC. The agreement concludes March 31, 2022.

Terms and Conditions Document

A Terms and Conditions document has been established by PS that outlines the overarching rules governing the HWF Program. This includes the goals and objectives of the HWF Program, the expected outcomes, the eligibility criteria for who can access the HWF Program, the funding available, and the rules that govern the funding. These terms and conditions are in force for the duration of the HWF Program. SARVAC is bound to these terms and conditions in the funding and development of EMGOSAR and the NSOC.

The HWF Program funds projects that fall within one of the two streams:

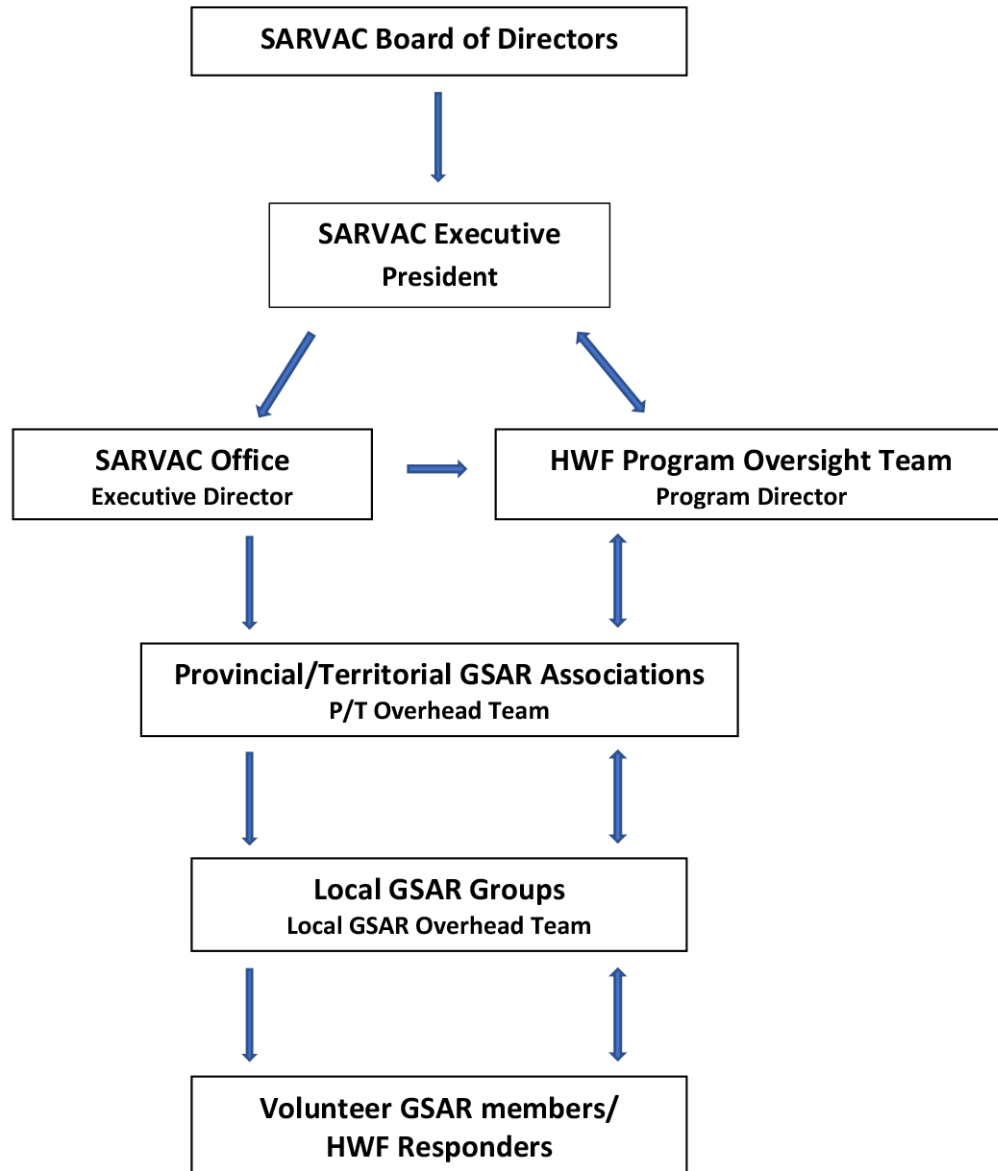
Stream 1 - Emergency Readiness – projects that support the NGOs in their efforts to build and maintain the necessary human resource capacity and competencies, so that they can respond to all-hazard emergency events, and can rapidly deploy on short notice.

Stream 2 - Emergency Response – projects that support the effective deployment of capability, emergency response and recovery through risk reduction and virtual relief services.

SARVAC's HWF Project - to develop the cornerstone pieces (i.e., EMGOSAR and NSOC) into a longer-term strategy to be able to respond to a humanitarian incident - is funded through Stream 1 – *Emergency Readiness*. Any operational responses by SARVAC to a humanitarian incident are funded through Stream 2 – *Emergency Response*.

APPENDIX A – SARVAC Governance Framework

SARVAC GOVERNANCE FRAMEWORK



APPENDIX B: SARVAC’s HWF Program Oversight Organizational Chart

HWF Program Director ▼			
Government Relations	Program Development	Program Management	Program Planning & Reporting
<ul style="list-style-type: none"> - Liaise with PS, P/T and Indigenous Governments. - Develop Mutual Aid Agreements. 	<ul style="list-style-type: none"> - Develop logistics capability. - Develop and implement NRS. - Develop and maintain new capabilities. - Develop and maintain SOPs. 	<ul style="list-style-type: none"> - Operationalize NSOC, training, and exercises. - Evaluate lessons learned. - Liaise with NGOs. - Maintain NRS. - Ensure CISM guidelines are being followed and kept up to date. 	<ul style="list-style-type: none"> - Develop strategic plans. - Analyze data /information. - Report on performance to Government, SARVAC Executive and BoD.

Program Director: This executive function (non-operational) is responsible for SARVAC’s HWF Program. Reporting to the SARVAC Executive President, the Program Director will manage the ongoing development, implementation, and maintenance of SARVAC’s HWF Program. This role will be supported by a Finance & Administrative capability.

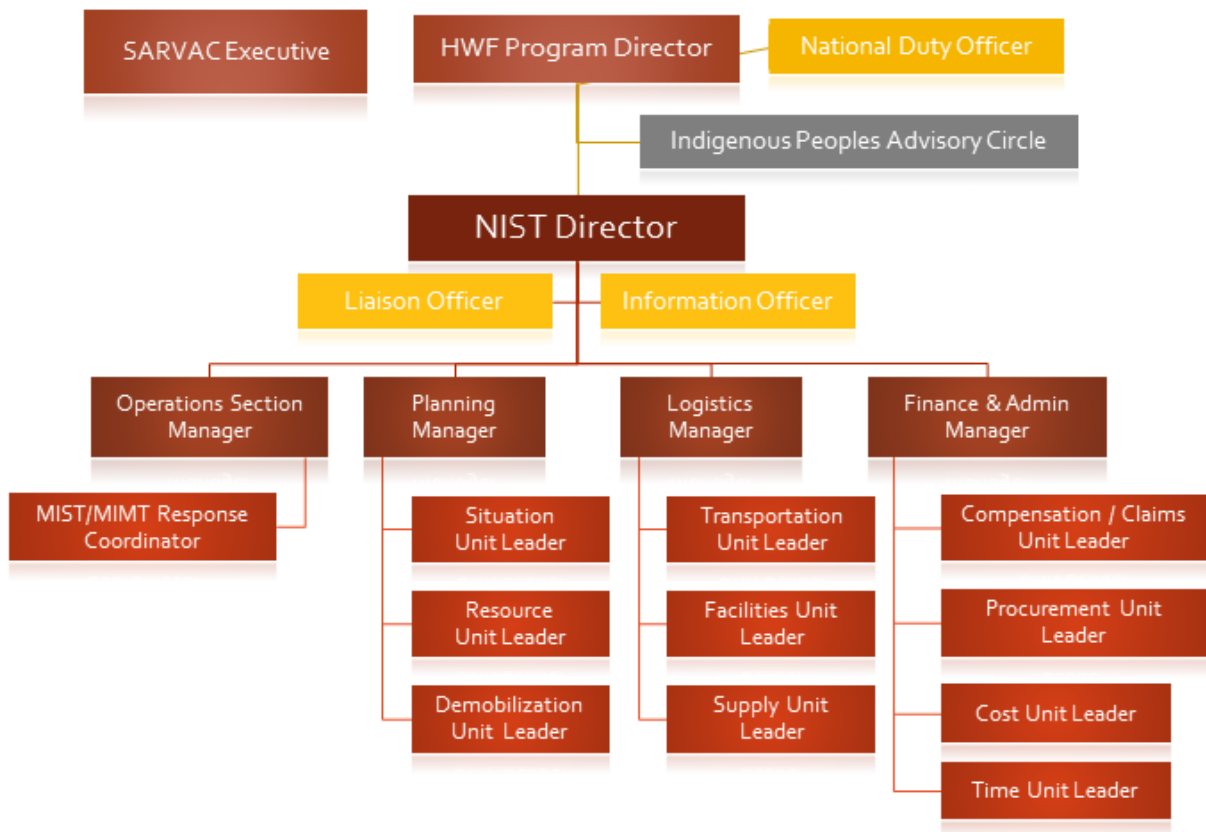
Government Relations: This function is responsible for maintaining and managing relations with Federal, P/T, and Indigenous Governments, as well as facilitating the development of mutual aid agreements as needed.

Program Development: This function is responsible for developing and implementing a logistics capability, an NRS, new capabilities, and SOPs used by the HWF that address all Phases of a response to an incident.

Program Management: This function is responsible for operationalizing and maintaining the NSOC; training and exercise programs; ensuring CISM guidelines are followed, as well as ensuring tools and resources are kept up to date; the evaluation of lessons learned, liaising with other NGOs, and the maintenance of the NRS.

Program Planning & Reporting: This function is responsible for developing a long-term strategic plan for SARVAC’s HWF Program, as well as data and information analysis. This function will also report on the progress towards the plan, to Government, and SARVAC Executive and BoD.

Appendix C: National Incident Support Team (NIST) Organizational Chart



STAFF:

HWF Program Director: Responsible for managing the ongoing development, implementation, and maintenance of SARVAC’s HWF Program.

National Duty Officer (NDO): This function is responsible for the initial reception of RFAs from PS, which initiates the process for notifying SARVAC’s Executive, BoD, and P/T Associations.

COORDINATING STAFF:

National Incident Support Team Director (NIST Director): Provides overall leadership for the Mission and will direct SARVAC’s HWF efforts through all phases of the response.

Information Officer: Responsible for interfacing with the public, the media and with other agencies with incident-related information requirements.

Liaison Officer: Incident Command’s point of contact for representatives of other governmental departments and agencies, NGOs, and/or the private sector to provide input into incident related matters.

Safety Officer: Monitors incident operations and advises Incident Command on all matters relating to operational safety, including the health and safety of emergency responder personnel.

GENERAL STAFF:

Operations Section Manager: Directly manages all incident tactical activities and implements the Incident Action Plan. They may have one or more deputies, preferably from other agencies in multijurisdictional incidents.

Response Coordinator (RC): Responsible for overseeing the HWF Responders while they are mobilizing, deploying, and returning to their individual homebases.

Mission Team: Responsible for the management of mission ground operations and is led by the RC. It is composed of the entire team that is deploying to a HWF incident in response to an RFA.

Planning Section Manager: Oversees all incident-related data gathering and analysis regarding incident operations and assigned resources, conducts Planning Meetings, and prepares the Incident Action Plan for each operational period.

Situation Unit Leader: Responsible for collecting and processing ongoing situation information. This includes preparing situation summaries, forecasting future events related to the incident, preparing maps, and gathering and disseminating information for the Incident Action Plan.

Resource Unit Leader: Responsible for ensuring that all assigned personnel and resources have checked in at the incident and maintaining a system for keeping track of the current location and status of all assigned resources.

Demobilization Unit Leader: Responsible for developing and distributing an Incident Demobilization Plan that includes specific instructions for all personnel and resources that will require demobilization.

Logistics Section Manager: Responsible for overseeing all service support requirements needed to facilitate effective and efficient incident management, including ordering resources from off-incident locations. Oversees the provision of facilities, security, transportation, supplies and equipment.

Facilities Unit Leader: Responsible for setting up the Incident Command Post, Incident Base and Camps, and providing the services associated with maintaining them, including food and hydration, sleeping, sanitation, showers and staging.

Supply Unit Leader: Responsible for providing the support required to receive, process, store, and distribute all supply orders. The Unit also handles tool operations, which includes storing, disbursing, and servicing tools and portable, nonexpendable equipment.

Finance & Administration Section Manager: Responsible for overseeing financial and administrative support services for incident management activities, such as recording personnel time, maintaining vendor contracts, administering compensations and claims, and a cost analysis for the incident.

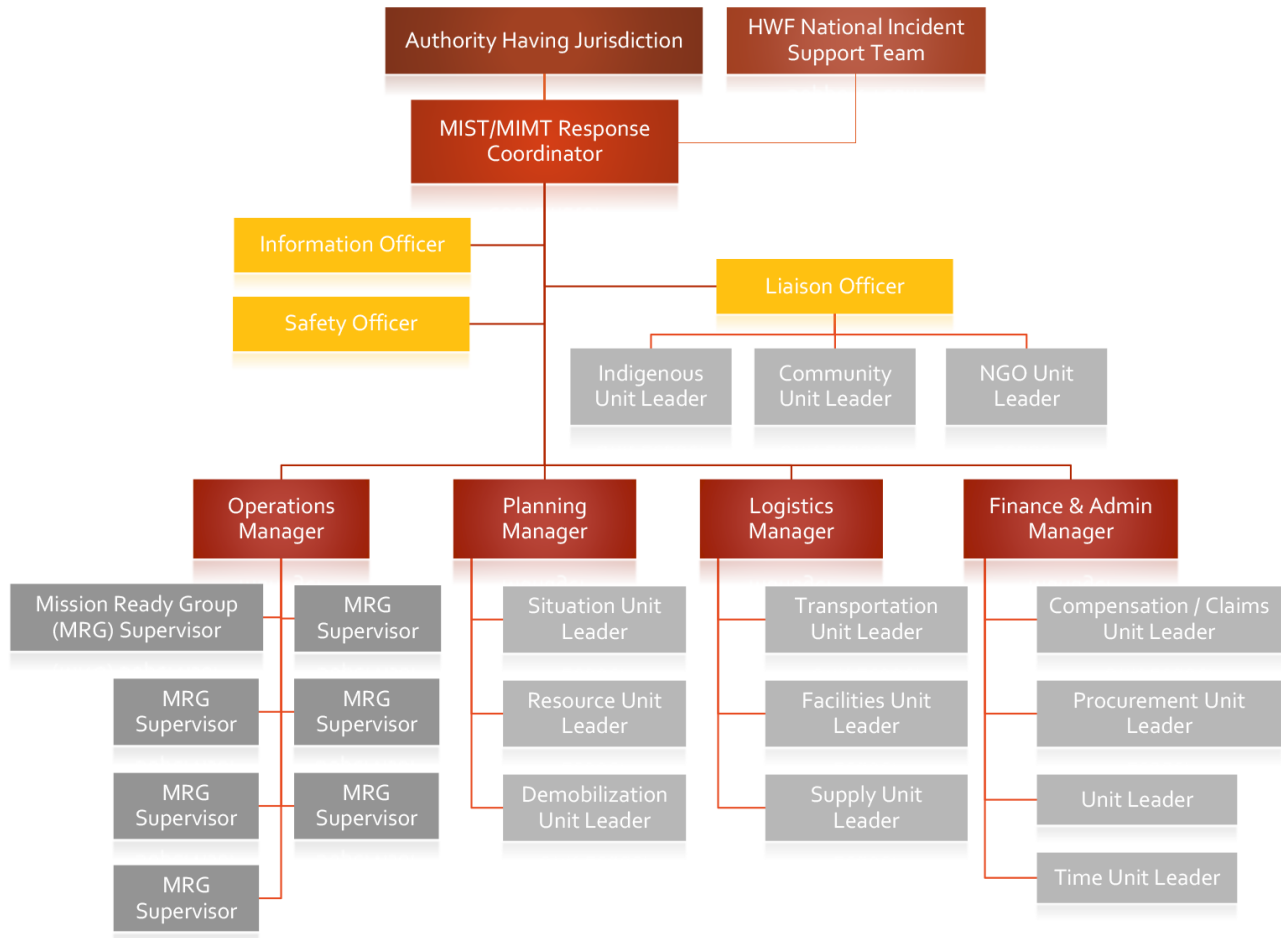
Compensation/Claims Unit Leader: Responsible for completing all workers' compensation forms and maintaining files on injuries and illnesses associated with the incident, and overseeing the investigations of any civil tort claims for property involved in the incident.

Cost Unit Leader: Responsible for providing all cost analysis data pertaining to the incident, including payments for equipment and personnel, and providing input on cost estimates for resource use to the Planning Section.

Procurement Unit Leader: Responsible for all administrative and financial matters pertaining to vendor contracts, including identifying sources for equipment, and preparing and signing equipment rental agreements.

Time Unit Leader: Responsible for ensuring proper daily recording of personnel time, in accordance with the policies of the relevant agencies, as well as equipment-use time (by Logistics Section

Appendix D – MISSION TEAM (MIST/MIMT) ORGANIZATION CHART



MIST/MIMT Response Coordinator (RC): Provides overall mission leadership on the ground. The RC will have the responsibility to oversee the responding HWF while it is mobilizing, deploying, and returning to their individual homebases.

Information Officer: Serves as the point of contact for the media or other organizations seeking information directly from the incident or event.

Liaison Officer: Serves as a primary contact to help coordinate the involvement of cooperating or assisting agencies for an incident.

Indigenous Unit Leader: Serves as a primary contact to help coordinate the involvement of cooperating or assisting Indigenous authorities for an incident.

Community Unit Leader: Serves as a primary contact to help coordinate the involvement of cooperating or assisting local community groups for an incident.

NGO Unit Leader: Serves as a primary contact to help coordinate the involvement of cooperating or assisting NGOs for an incident.

Operations Manager: Provides the operational leadership for a HWF Mission, including Implementing strategies and methods to carry out the incident objectives, and organizing, assigning, and supervising response resources.

Mission Ready Group Supervisor (MRG Supervisor): Responsible for overseeing HWF Responders within their MRG during the mobilization, deployment, and demobilization phases and while in base camp.

Planning Manager: Provides the leadership for managing incident response information and documentation, tracking incident resources, maintaining situational awareness, and developing demobilization plans.

Situation Unit Leader: Oversees the collection, processing, and organization of ongoing situation information; develops projections and forecasts of future events related to the incident.

Resource Unit Leader: Ascertains that all assigned personnel and resources have checked in at the incident; maintains a system for keeping track of the status of all assigned resources.

Demobilization Unit Leader: Oversees the development of an Incident Demobilization Plan that includes specific instructions for all personnel and resources that will require demobilization.

Logistics Manager: Responsible for overseeing all service support requirements needed to facilitate effective and efficient incident management, including ordering resources from off-incident locations. Oversees the provision of facilities, security, transportation, supplies and equipment.

Facilities Unit Leader: Responsible for setting up the Incident Command Post, Incident Base and Camps, and providing the services associated with maintaining them, including food and hydration, sleeping, sanitation, showers and staging.

Supply Unit Leader: Responsible for providing the support required to receive, process, store, and distribute all supply orders. The Unit also manages tool operations, which includes storing, disbursing, and servicing tools, and portable nonexpendable equipment.

Finance & Administration Section Manager: Responsible for overseeing financial and administrative support services for incident management activities, such as recording personnel time, maintaining vendor contracts, administering compensations and claims, and a cost analysis for the incident.

Compensation/Claims Unit Leader: Responsible for completing all workers' compensation forms and maintaining files on injuries and illnesses associated with the incident and overseeing the investigations of any civil tort claims involving property involved in the incident.

Cost Unit Leader: Responsible for providing all cost analysis data pertaining to the incident, including payments for equipment and personnel, and providing input on cost estimates for resource use to the Planning Section.

Procurement Unit Leader: Responsible for all administrative and financial matters pertaining to vendor contracts, including identifying sources for equipment, and preparing and signing equipment rental agreements.

Time Unit Leader: Responsible for ensuring proper daily recording of personnel time, in accordance with the policies of the relevant agencies, as well as equipment-use time (by Logistics Section).

Appendix E: Operational Roles and Responsibilities aligned to the NSOC process

KEY FUNCTIONS OF AN HWF INCIDENT:

- **PS:** Public Safety Canada
- **AHJ:** Authority Having Jurisdiction (authority requesting assistance under the HWF) and providing on-site tasking and control
- **NIST:** HWF National Incident Support Team, which is SARVAC’s operational leadership
- **P/T Overhead Team:** Coordination of the P/T alerting, mobilization, and demobilization
- **Local Overhead Team:** Coordination of the local alerting, mobilization, and demobilization
- **MIST:** HWF Mission Incident Support Team, which is all members of the team that are traveling to and participating in the HWF response

CATEGORIZED BY LEVEL OF INVOLVEMENT IN EACH PHASE:

- **0 LEAD:** leads this respective phase for the overall response
- **⦿ CONTRIBUTE:** contributes to a phase
- **⊗ SUPPORT:** enables support to a phase but is not a direct contributor
- **☒ AWARE:** should be aware of the phase but will not play an active role in it

PHASE	KEY FUNCTIONS					
	PS	AHJ	NIST	P/T Overhead Team	Local Overhead Team	MIST
1. Notification	0	⦿	⦿	⊗	⊗	N/A
2. Survey	⦿	⦿	0	⦿	⦿	N/A
3. Alert	⊗	⊗	0	⦿	⦿	N/A
4. Formation	☒	⊗	0	⦿	⦿	N/A
5. Mobilization	☒	⦿	0	⦿	⦿	⦿
6. Deployment	☒	⦿	⊗	☒	☒	0
7. Tasking	☒	0	⊗	☒	☒	⦿
8. On-site Debrief	☒	⦿	⦿	☒	☒	0
9. Demobilization	☒	⦿	⦿	⊗	⊗	0
10. After-Action Report	⦿	⦿	0	⦿	⦿	⦿

Annex A: Approval and Review

PLAN MAINTENANCE:

The SARVAC Executive will revise the Plan as required. All changes will be issued through the SARVAC President. The SARVAC Office will ensure that this plan is reviewed and updated as necessary, but not less than annually.

APPROVAL:

DATE	TITLE	NAME
March 31 2022	President Search and Rescue Volunteer Association of Canada	Janelle Coultres

RECORD OF REVISION:

DATE OF REQUEST	SOURCE OF REQUEST	DATE COMPLETED

Annex B: Acronyms

The following acronyms are provided to supply appropriate context and are to be used solely in the context of this manual.

TITLE	ACRONYM
Authority Having Jurisdiction	AHJ
Board of Directors	BoD
Critical incident Stress Management	CISM
Duty Officer	DO
Emergency Management Governance for Search and Rescue	EMGOSAR
Emergency Management Offices	EMO
Government of Canada	GoC
Ground Search and Rescue	GSAR
Humanitarian Workforce	HWF
Mission Ready Group	MRG
Mission Incident Management Team	MIMT
Mission Incident Support Team	MIST
HWF National Duty Officer	NDO
Non-Governmental Organization	NGO
HWF National Incident Support Team Director	NIST DIR
National Readiness System	NRS
National SAR Operations Concept	NSOC
Provincial/Territorial	P/T
Public Safety Canada	PS
HWF Response Coordinator	RC
Request for Federal Assistance	RFA
Search and Rescue Volunteer Association of Canada	SARVAC
Standard Operating Procedure	SOP