



28 March 2024

Revised (as of 30 May 2024)

Marc Morin
Secretary General
CRTC
Ottawa, ON K1A 0N2

Filed online

Dear Secretary General,

Re: Part 1 application asking the CRTC to review the broadcast component of Canada's National Public Alerting System – REVISED (as of 30 May 2024)

The Forum for Research and Policy in Communications (FRPC) is a non-profit and non-partisan organization established in 2013 to undertake research and policy analysis about communications, including telecommunications. The Forum supports a strong Canadian communications system that serves the public interest.

Parliament has assigned responsibility for the supervision and regulation of Canada's broadcasting system to the CRTC. Ten years ago the CRTC made regulatory changes concerning the broadcast component of Canada's National Public Alerting System. It required radio stations, TV stations, cable systems and satellite TV services to distribute warnings about imminent dangers to lives.

The Commission has not reviewed the effectiveness of its broadcast emergency alert amendments since 2014 and has not published the emergency alert evaluation information it had previously committed to make public. It is unclear how well its approach to alerts in broadcasting serves Canadians' needs: concerns have been raised about the system, including those set out in March 2023 by the Mass Casualty Commission studying deaths and injuries in a shooting in Nova Scotia. The Mass Casualty Commission concluded that "[t]here is a pressing need to redesign and enhance the governance structure for the national public alerting system, including through strengthening associated accountability mechanisms" (Volume 4: Community, page 153).

Radio, television and cable services sometimes distribute life-affecting information in their programming – yet none is as immediately critical to life and property of affected listeners and viewers as emergency messages. FRPC is asking the CRTC to incorporate specific questions and requests for information regarding emergency alerts and notifications in the consultations it holds in 2024 to implement the *Online Streaming Act*. Answers to these requests will enable the CRTC to undertake the public consultation and hearing that FRPC is proposing the CRTC hold early in 2025, to develop and implement a 21st century National Public Alerting System for Canadian broadcasting.

Sincerely yours,

Monica L. Auer, M.A., LL.M. execdir@frpc.net
Executive Director
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Ottawa, Ontario



**Changing times, changing needs:
Proposal for CRTC to gather information
in 2024 so that it can hold a public
consultation in 2025 on Canada's
approach to the broadcast of emergency
alerts and information: CRTC Part 1
broadcasting application 2024-0194-1**

Monica Auer execdir@frpc.net
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Forum for Research and Policy in Communications (FRPC)
28 March 2024
(Revised as of 28 May 2024)



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Revisions

Location	Changed from	Changed to	Date
Title page	Adds Part 1 application number received from CRTC on	2024-0194-1	14 May 2024
Summary, page 4	Clarifies source of data in paragraph ES 20	"analysis of Alert Ready data shown in Figure 10 (page 35) show that"	14 May 2024
Page 11, paragraph 65	Adds information about NAAD system costs per BDU subscriber	Adds this text: "The CRTC's decision noted that it had renewed The Weather Network/MétéoMédia's mandatory carriage (at \$0.22 per subscriber per month) "so that, in part, it can continue to operate as the administrator of the NAAD System", the backbone of the NPAS" (paragraphs 32 and 97)."	17 May 2024
Page 12, Figure 2	Changed 7-year average of \$512M	\$744M	15 May 2024
Page 44	Adds paragraphs 207.1 and 207.2	Describes failure of 15 May 2024 federal-government emergency alert test to reach some cellphones in Ontario	22 May 2024
Page 46	Adds information regarding evacuation orders	221.1 According to the archived public safety messages for 2023, 75 emergency alerts were issued about wildfire-related evacuation orders– while 56 (74.7%) were distributed immediately by broadcast and wireless, 19 (25.3%) were only issued by wireless.	
Page 54	Adds para. 255.1 and footnote 311	In spring 2024 Alert Ready said that test messages were issued on 15 May 2024 "and distributed to television,	



Location	Changed from	Changed to	Date
		radio and compatible wireless devices ... not everyone received it.”	
Page 54	Adds para. 256.1 and footnote	256.1 On 10 May wildfires destroyed Yukon’s primary and backup fibre lines, knocking out cellphone, Internet and landline telecommunications service until 12 May in parts of Yukon, Nunavut, the Northwest Territories and northern B.C. The Chief of the Kwanlin Dün First Nation noted that “Our whole life is dependent on communications and technology now,” and asked “How can we build up those systems to be more redundant”	
Page 60, Figure 21	2025-26: \$152 (16%)	2025-26: \$212 (23%)	14 May 2024
Appendix 5	Adds CRTC’s 2017 telecom policy to list of reviews of undertaken by CRTC which address emergency alert messages	[Not a review, but a policy]: <i>Implementation of the National Public Alerting System by wireless service providers to protect Canadians</i> , Telecom Regulatory Policy CRTC 2017-91 (Ottawa, 6 April 2017)	23 May 2024



Terminology

Term	Description
2014-444	<i>Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages, CRTC Broadcasting Regulatory Policy CRTC 2014-444 (Ottawa, 29 August 2014)</i>
ACA	All-Channel Alert
Alert	Broadcasting proposal submitted by Pelmorex to the CRTC in 2005 "An alert can be broadcast and wireless intrusive, meaning that the messaging is accompanied by a distinct tone on wireless devices and interrupts television and radio broadcasting. The broadcast and wireless intrusive criteria are determined by the event severity, urgency and certainty values. If the broadcast intrusive criteria are met, the user will be notified on the interface while creating the alert." ¹
ALERT READY Broadcasters	Brand name for Canada's National Public Alerting System Under the 2023 <i>Broadcasting Act</i> broadcast undertakings include (and are therefore not limited to) distribution, online, programming and network undertakings (s. 2(1))
CanOps	Canadian Public Safety Operations Organization Known as CAPAN until 30 September 2014
CAP	Common Alerting Protocol "The international message protocol adopted for use in NPAS. It is an international standard managed by OASIS, the Organization for the Advancement of Structured Information Standards." "open, non-proprietary digital message format for all types of emergency alerts and notifications over all kinds of networks. The CAP specification is owned by OASIS." ² NPAS CLF Guidance v2.0, p. 5
CAP-CP	Common Alerting Protocol – Canadian Profiles "This profile defines a set of rules, and managed lists of values, that are recommended for use in Canada within public alerting systems." ³
CAPAN	Canadian Association for Public Alerting and Notification Became the Canadian Public Safety Operations Organizations (CanOps) in September 2014 ⁴
CLF	Common Look and Feel of public alerts ⁵
CRTC	Canadian Radio-television and Telecommunications Commission Established by Parliament as the Canadian Radio and Television Commission in 1968; title (but not acronym) amended in 1976 to current name
DRR	Disaster Risk Reduction , "defined by the United Nations (UN) as "systematic efforts to analyze and reduce the causal factors of disasters. Reducing exposure to hazards, lessening vulnerability of people and property, wise management of land and the environment, and improving preparedness and early warning for adverse events are examples of DRR" ⁶
EMOs	Emergency management organizations whose "activities include planning and research, training, response operations and the administration and delivery of disaster financial assistance programs. EMOs are most familiar with the natural hazards and other risks of your region. Learn more from the EMO in your province or territory." ⁷



Term	Description
EU-Alert	European Union's Public Warning Service using Cell Broadcast technology
LMD	Last mile distributor "A party that presents audience alert messages to the public through one or more media (e.g. radio, television, search engine provider, SMS text message service, push notification on mobile devices connected to wireless networks, etc.)." ⁸
NAAD	National Alert Aggregation and Dissemination System – proprietary system designed, built and owned by Pelmorex, ⁹ used to disseminate messages announcing danger to life or property (<i>Broadcasting Distribution Regulations</i> , s. 7.2(1))
NPAS	National Public Alerting System "a collaborative initiative between Federal-Provincial-Territorial (FPT) governments that provides emergency management organizations across the country with the capability to rapidly warn the public of imminent or unfolding hazards to life. The NPAS complements existing public alerting systems and tools in a number of FPT jurisdictions." ¹⁰
OASIS	Organization for the Advancement of Structured Information Standards Owns, administers and manages the Canadian Profile of the Common Alerting Protocol (CAP), based in Woburn, Massachusetts, United States of America
OLMCs	Official-language minority communities
PERS	Public Emergency Reporting Service – 9-1-1
PSAPs	Public Safety Answering Points 9-1-1 call centres
WEA	United States' Wireless Emergency Alerts standard, in use since 2012



Useful links

Public Safety Canada:
Emergency management in
Canada

<https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/index-en.aspx>

<https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/mrgnc-prprdss/capcp/index-en.aspx>

Canadian Profile of the Common Alerting Protocol
CAP-CP, Version 1.0

[Common Look and Feel Guidance, Version 2.0](#)

Information about the National
Alert Aggregation and
Dissemination System

<https://alerts.pelmorex.com>

Resources

Resources for Last Mile Distributors

NAAD system Governance Council Update (summary for LMD)

Policies and guidelines

Wireless Public Alerting

NAAD System Tests Schedule

Contact us

“[Click here](#) to register and receive technical updates and bulletins.

“If you have question or suggestions regarding this website or the
NAAD System in general, please refer to the [FAQ](#) or contact us :”

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National Public Alerting System:
News

<https://npas.ca/category/news/>

Alert Ready tests – survey results (16 November 2022, 4 May 2022, 17
November 2021, 5 May 2021, 28 November 2019)

CLF Version 2.0 Approved (29 March 2018)

Alert Ready

<https://www.alertready.ca>

To contact us or to get answers to frequently asked questions, click here

Check Your Phone's Compatibility

What is Alert Ready?

Alert Tone

Notice for people who are deaf, hard of hearing, blind or partially sighted

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Information from the CRTC

<https://applications.crtc.gc.ca/recherche-search/eng/home/search?q=naad&activepage=1>

<https://applications.crtc.gc.ca/recherche-search/fra/accueil/recherche>

Archived Public Safety Messages

<https://alertsarchive.pelmorex.com/en.php>

Daily Archived Public Safety Messages

Monthly Archived Public Safety Messages



Summary

ES 1 This application asks the CRTC to begin collecting and publishing information in 2024 about broadcast emergency alert messages in preparation for a public consultation proposed for early 2025. This consultation would enable the CRTC to update the emergency alert requirements it established ten years ago and whose performance has not been publicly evaluated since then.

Background

- ES 2** Public Safety Canada is responsible for the country's mitigation, preparation for, response to and recovery from all-hazards incidents. It works to maintain a stable, accessible, inclusive and trusted public alerting system: Canada's National Public Alerting System (NPAS), also known as Alert Ready.
- ES 3** The NPAS consists of alert issuers, the National Alert Aggregation and Dissemination (National Alert Aggregation and Dissemination System) System that receives and verifies the identify of alerts it receives from issuers, last-mile distributors including broadcasters and wireless service providers which distribute alerts to the public, and the people who receive alerts from broadcasters (or their wireless service providers). The NPAS enables federal, provincial and territorial emergency management organizations to warn people quickly about imminent threats to life or property.
- ES 4** Parliament delegated its authority to regulate broadcasting and telecommunications (including eventually wireless service providers and the Internet) to the CRTC in 1968 and 1975, respectively.
- ES 5** Neither the 1968 nor the 1991 broadcasting statutes explicitly identified emergency messages as being within the scope of the CRTC's work. The Commission first began to regulate broadcast emergency alert messages in the late 1990s using a voluntary approach. Broadcasting distribution undertakings (BDUs) could include messages about unfolding dangers to life or property in the programming of the audiovisual services they carried, if the services agreed.
- ES 6** The CRTC's voluntary approach to broadcast emergency alert messages lasted 17 years. During this period the Commission in 2009 granted mandatory carriage by BDUs to Pelmorex Communications Inc.'s The Weather Network/MétéoMédia – a discretionary television service first licensed in 1987 to provide live information about local, regional and national weather in both official languages. In exchange for regulated subscriber revenues, Pelmorex committed to aggregate and to distribute emergency alert messages free of charge to BDUs using the non-proprietary technology NAAD System and to establish an oversight mechanism for

the System that became known subsequently as the Alerting Governance Council. BDUs' participation in the NAAD System remained voluntary.

- ES 7 The CRTC made the distribution of broadcast emergency alert messages mandatory for radio, television and BDUs in 2014 after finding that few broadcasters were voluntarily distributing these messages. The CRTC changed its regulations to require radio stations, TV stations and BDUs to distribute emergency alerts authenticated by and received from the NAAD System if the alerts related to imminent threats to life.
- ES 8 The funding and staffing of the NAAD System are currently provided by Pelmorex in partial exchange for BDUs' mandatory carriage of The Weather Network/MétéoMédia. In 2018, the System operated with 6 full-time and 3 part-time staff, expending \$2.3 million for its operations. This amount represented the equivalent of \$0.018 cents – less than two cents – per BDU subscriber per month in 2018.

Rationale for reviewing and updating CRTC's approach to emergency alerts

1 Impact of CRTC's 2014 emergency alert amendments is unknown

- ES 9 Since the CRTC implemented its 2014 regulations about broadcast emergency alert messages, the federal government has revised Canada's *Emergency Management Strategy* twice and the CRTC has reviewed 25 of its major broadcasting and telecommunications policies. None of these reviews addressed broadcast emergency alert messages.
- ES 10 The organizations that issue alerts have the option of sending an emergency alert by radio and television services, by wireless services or to both broadcast and wireless services.
- ES 11 For the past nine years the CRTC has said it would monitor Canadian broadcasters' participation in NPAS or collaborate with (unidentified) public and private partners to improve the system. The Commission has not published results of its monitoring of broadcasters' NPAS participation or results of any public-private collaborations to improve NPAS. In 2018 the CRTC asked Pelmorex about the lack of complete success in issuing visible tests of the emergency alerts system; Pelmorex' response could not be found on the CRTC's website.
- ES 12 Ten reports that the CRTC has required or expected to be provided about the NAAD System since 2014 are not available on the CRTC's website, including reports on the Alerting Governance Council, meetings with Canadian alerting officials, the twice-yearly NAAD System tests and the overall effectiveness of the 2014 emergency alert regulatory amendments.

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- ES 13** Ten online summaries of Alerting Governance Council meetings held from 2020 to 2023 – published to provide last-mile distributors with updates of key NAAD System discussions – do not identify the meetings' participants (including who they were representing or their standing {member, *ex officio* or observer}), votes, decisions or duration. None discusses results of the alerting system's tests.
- ES 14** Little is known about the emergency alerts and bulletins broadcast by Canadian radio and television stations. Analysis of the archived public-safety messages distributed in 2023 show that of 1,164 alerts to be distributed immediately, 507 (43.6%) were distributed by both broadcasters and wireless service providers, while another 657 (56.4%) were distributed only by wireless service providers and not by broadcasters. None of the 18 Monitoring Reports published by the CRTC from 2003 to 2023 mentions the numbers of broadcast emergency alert messages actually distributed by Canadian broadcasters or the languages in which the alerts were broadcast. The Commission has not published either the blank forms or the forms that broadcasters are supposed to complete and submit annually verifying their compliance with the 2014 emergency alert regulations.
- ES 15** Little is known about which broadcasters actually distribute emergency alert messages. The CRTC's website offers an interactive map, but not a list, of last-mile distributors. The second-by-second monthly programming logs of Canada's television stations published by the CRTC on Open Data do not include codes to identify emergency alerts that they broadcast, emergency bulletins or other information programming offered during times of crisis. The Commission does not publish radio stations' monthly programming logs, does not require stations to identify hours of news that they broadcast and does not require their logs to identify emergency alerts or emergency news bulletins that they broadcast.
- ES 16** Little is also known about the attitudes of people in Canada towards broadcast emergency alerts. A survey commissioned by the CRTC in 2020 to explore attitudes towards wireless alerts and which asked if respondents recalled an alert on television or radio was limited to those who owned their own cell phone, smartphone or other wireless device that was connected to a wireless service provider.
- ES 17** The Commission has recently begun to require telecommunications service providers to submit reports if they incur service outages – similar reports are not required for broadcasters. In early 2024, meanwhile, CBC's English-language radio service was unavailable across most of Canada due to an equipment failure. Pelmorex itself suffered a cyberattack that disrupted The Weather Network/MétéoMédia service for several weeks in fall 2023.

- ES 18** Representatives of the public are apparently not included as members (or voting members) of the Alerting Governance Council, and there does not appear to be a central mechanism for Canadians to express concerns about the National Public Alerting System's broadcast component.
- ES 19** The CRTC's three-year and departmental plans for the past nine years have stated that the Commission would monitor broadcasters' distribution of alerts and work with unidentified public and private partners to "improve" the NPAS. The CRTC's website does not include the results of its monitoring or a description of its public-private collaborations.

2 Numbers, types and impact of emergencies has increased since 2014

- ES 20** Empirical information about emergencies in Canada is scattered across different public and private websites. Reviewing this information shows that the numbers, types and impact of emergencies have changed significantly since 2014. For example, analysis of Alert Ready data shown in Figure 10 (page 35) show that the number of emergency alert messages alerts issued by Canada's NPAS for distribution by broadcasters and wireless service providers soared from 175 in 2021 to 824 in 2022 (371% increase) and to 1,076 in 2022 (31% increase from 2022). It is unclear whether gaps in broadcast alerts exist: the public archive of public-safety messages^A for June 2021, for instance, does not appear to show any 'Broadcast Immediate' alerts distributed during that month's heat dome in British Columbia's during which 619 people died from excessive heat.
- ES 21** While Canada's 2023 (and first) *National Risk Profile* identified earthquakes, wildland fires and floods as the most-costly dangers facing Canadians, a gap exists regarding dangers from sources other than weather: the number of incidents involving mass-casualty shootings has increased from 9 in the 20 years from 1990 to 2009, to 35 in the ten years from 2015 to 2024.
- ES 22** Dry weather conditions have led to significant increases in wildfires: from 2019 to 2022 wildfires made up 37 of 1309 alerts (3%) – in 2023 wildfires made up 230 of 1,076 alerts (21%). In the four years before the CRTC's 2014 emergency alert amendments, 72,540 people were evacuated due to wildfires; in the four years since then 221,670 thousand or three times more people have been evacuated due to wildfires (see Figure 12). Severe weather has also triggered flooding not just on

^A Available month by month at <https://alerts.pelmorex.com> ([Terms and Conditions of Use](#): "... Pelmorex does not guarantee, or make any representation or warranty, express or implied, (i) that the messages contained in the emergency information are current, accurate, truthful or complete; or (ii) that the emergency information will be available without interruption, error or omission.")

Canada's coasts but inland as well. Weather events that were once considered once-in-a-century rarities are now becoming more common.

- ES 23** Emergencies' financial impact has also increased since the CRTC's 2014 emergency alert amendments. Insurance losses amounted to an average of \$1.2 billion per year from 2007 to 2013 – and rose by 58% to \$1.8 billion per year from 2014 to 2019. It is unknown whether this increase was affected by the CRTC's decision to limit broadcast emergency alert messages to threats to life, rather than threats to life or property.

3 Changes in the availability of broadcast news and information

- ES 24** Reviews undertaken in communities struck by disasters have emphasized the importance of timely information. From 2014 to 2022, however, public and private broadcasters reduced their staff by 28% (6,820 people). Since 2021 major Canadian broadcasters have asked the CRTC to stop requiring them to provide TV news programming. From 2023 to 2024 Bell announced 1,780 layoffs in its Media division and terminated all TV newscasts offered weekdays at noon (except for Toronto's) and on weekends in the evening and at 11 pm (except for Toronto, Montréal and Ottawa). As the CRTC does not publish information about the hours of first-run news broadcast by television services either by station or broadcast licensee, it is difficult to ascertain the impact of Bell's announcement.
- ES 25** Despite widespread use of radio station automation and voicecasting (hosts' commentary recorded before broadcast) for the past twenty years, the CRTC has not published any information showing how many radio stations are fully staffed from 6 pm to 6 am during the week or on weekends.
- ES 26** It is therefore unclear what capacity Canadian broadcasters have either to ensure that emergency alerts are broadcast as required or to provide the continuing news, bulletins and other information that residents in communities struck by emergency situations require both before, during and afterwards.

4 Parliament has given CRTC authority to regulate broadcast emergency alert messages

- ES 27** While the federal Minister of Public Safety and Emergency Preparedness bears statutory responsibility for leadership concerning emergency management in Canada, the *Department of Public Safety and Emergency Preparedness Act* limits this responsibility to areas over which Parliament has jurisdiction and which it has not assigned by statute to any other agency of the Canadian government. Parliament assigned the responsibility to regulate and supervise broadcasting in Canada to the CRTC in the 1968 and 1991 *Broadcasting Acts*.

ES 28 In 2023 the *Online Streaming Act* made significant changes to the 1991 *Broadcasting Act*. Among other things Parliament explicitly empowered the CRTC to regulate the carriage of emergency alerts and to regulate online broadcasting. It also requires the Commission to gather information to test its policies with respect to official language minority communities.

5 Timeliness

ES 29 Concerns about the National Public Alerting System and the CRTC's regulation of the broadcast emergency alerts and news bulletins have been raised each year since 2020.

ES 30 In February 2024 the Minister of Emergency Preparedness announced a public consultation to help it understand gaps and limitations relating to emergency response: comments are due at the end of March 2024. At the same time Public Safety Canada has forecast a 94% reduction in its expenditures on emergency management: from \$2.6 billion in 2022-23 to \$152 million in 2025-26.

ES 31 The lack of any review since 2014 of the impact of the CRTC's emergency alert amendments, the Commission's new responsibilities and the significant reductions in Public Safety Canada's forecast expenditures on emergency management make it timely for the Commission to review and update its approach to broadcast emergency alert messages.

Purpose of this application: two-stage public consultation on broadcast emergency alerts

ES 32 FRPC is asking the CRTC to undertake a two-stage review of its current approach to broadcast emergency alert messages, with the first stage in 2024 and the second in 2025.

ES 33 During Stage 1 in 2024 the CRTC would include questions about broadcasters' carriage of emergency alerts and information in one or both of the consultations it has said it may hold this year. Questions should include the following:

- a What do Canadians expect and want from Canadian broadcasters both in alerting audiences about emergencies and in keeping audiences informed during and after emergency events?
- b Which radio and TV stations are not staffed 24 hours daily or on weekends and what mechanisms do they now have in place to ensure that the stations broadcast emergency alert messages and also provide news and information before, during and after emergency events?
- c What may lead alert issuers to require certain alerts to be distributed by

wireless services alone instead of by broadcasters and wireless services?

- d Under what circumstances, if any, do radio or TV stations decide to broadcast alerts designated as being for wireless distribution only?
 - e How many Canadians have 'conventional' radio receivers in their homes or in their cars, and of these, how many have battery-, solar – or generated-operated radio receivers?
 - f What emergency information is currently being provided by Canada's national broadcast alerts system before, during and after emergencies with the potential to affect lives and property?
 - g Should broadcast emergency alert messages be provided not just for imminent threats to life, but also for serious threats to health (in the case of heat and air quality) and to property (in the case of severe storms)?
 - h How and in what way should online broadcasters, including those distributing other broadcasters' programming, be part of Canada's national broadcast alerts system?
 - i In what areas should the current governance system for broadcast emergency alert messages be strengthened and improved? Should a single mechanism exist to report complaints about emergency alerts by telephone or mail and through SMS text, e-mail or an online page?
 - j Should the CRTC report publicly each year on the performance of and complaints about the broadcast component of Canada's National Public Alerting System?
 - k Should the public – in addition to representatives from Pelmorex, from last-mile distributors and from governments – be represented on any national Emergency Governance Council regarding the National Public Alerting System or National Alert Aggregation and Dissemination System ?
- and
- l What additional information does the CRTC need to establish an effective national broadcast alerts system for the next decade?

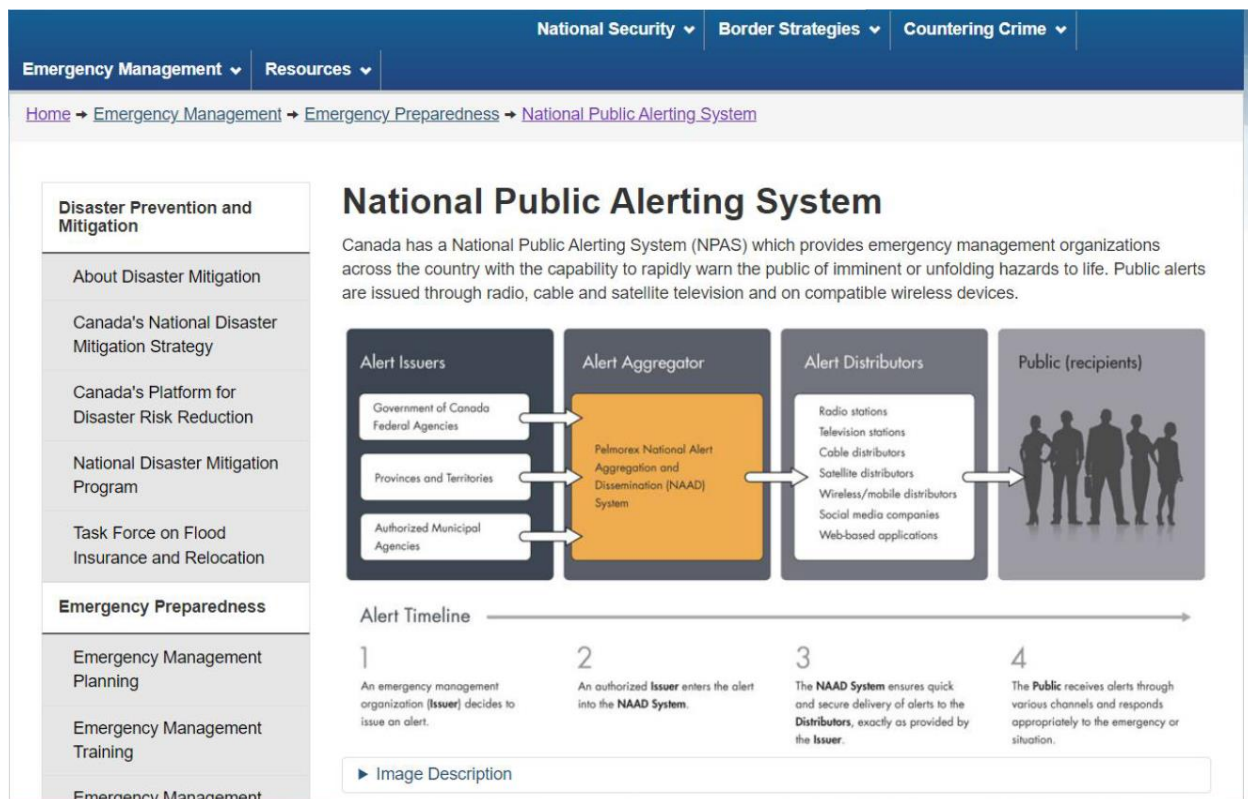
ES 34 In Stage 2, early in 2025, the CRTC would hold a public consultation on broadcast emergency alerts and information based on the record from its Stage 1 questions.

ES 35 This two-stage approach would enable the CRTC to implement a coherent approach to broadcast emergency alerts and information by September 2025 – the beginning of the 2025/2026 broadcast year.

I Review and update of 2014 broadcast emergency alerts approach: introduction

- 1 The Forum for Research and Policy in Communications (FRPC) is a non-profit and non-partisan organization established in 2013 to undertake research and policy analysis about communications, including telecommunications. The Forum supports a strong Canadian communications system that serves the public interest by, among other things, broadcasting alerts and information about imminent threats to people in Canada.
- 2 This application asks the CRTC to review and update its 2014 approach towards broadcast emergency alerts and notifications. These are part of Canada’s National Public Alerting System (NPAS) that “provides emergency management organizations across the country with the capability to rapidly warn the public of imminent or unfolding hazards to life”.¹¹
- 3 Public Safety Canada explains that “[p]ublic alerts are issued through radio, cable and satellite television and on compatible wireless devices.”¹²

Figure 1 Public Safety Canada’s description of Canada’s National Public Alerting System



- 4 Five types of broadcasters – radio and television stations, cable and satellite distributors and social media services – are included among the seven “Alert Distributors” identified by Public Safety Canada: Figure 1. (The other two distributors are telecommunications wireless/mobile services and Internet-based applications.) None of the Public Safety Minister’s responsibilities involves broadcasting.¹³

- 5 In Canada broadcasters have been regulated and supervised by the Canadian Radio-television and Telecommunications Commission (CRTC or Commission) since 1968. Initially established^B to regulate radio, TV and programming distribution, the CRTC was empowered to regulate telecommunications in 1975.^C In 1991 Parliament gave the CRTC the discretion to “issue guidelines and statements with respect to any matter within its jurisdiction” in broadcasting.¹⁴
- 6 The CRTC has not had and currently does not have a formal policy regarding public alerting in broadcasting. Instead it established a regulatory framework in 2014 to require the distribution of broadcast emergency alert messages. It published this framework in *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages, Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448* (Ottawa, 29 August 2014).
- 7 The CRTC’s 2014 emergency alert amendments require the majority of conventional or over-the-air programming broadcasters to broadcast emergency alert messages received, aggregated and disseminated by the National Alert Aggregation and Dissemination System owned by Pelmorex Corporation. The CRTC’s regulatory framework requires broadcasting distribution undertakings (BDUs) such as cable and satellite services to overlay the emergency alert messages they receive on the programming of the services they distribute. The Commission has also required Pelmorex Weather Networks (Television) Inc. – the licensee of The Weather Network/MétéoMédia operates the NAAD System¹⁵ – to submit reports about the System’s operations, effectiveness and governance.
- 8 In April 2023 Parliament for the first time expressly empowered the Commission to make orders concerning “the carriage of emergency messages”: Table 1.
- 9 Parliament’s decision to expand the CRTC’s authority to include emergency messages cannot be considered in isolation. Empowering it to regulate broadcast emergency messages requires the Commission to evaluate the performance of the current broadcast emergency alert messages framework before determining whether changes to this framework are required. While radio, television and cable services sometimes distribute life-affecting information in their programming, the simple fact is that none is as immediately critical to life and property of affected listeners and viewers as emergency messages.

Table 1 New section 9.1(1)(l) – emergency messages

<p><i>Broadcasting Act, S.C. 1991, c.11</i> 9.1 (1) The Commission may, in furtherance of its objects, make orders imposing conditions on the carrying on of broadcasting undertakings that the Commission considers appropriate for the implementation of the broadcasting policy set out in subsection 3(1), including conditions respecting ... (l) the carriage of emergency messages; ...</p>
--

^B As the Canadian Radio-Television Commission (CRTC).

^C *Canadian Radio-television and Telecommunications Commission Act* (Bill C-5), passed in April 1975 and promulgated by Order-in-Council 1 April 1975 stipulated at section 14(2) that the CRTC “shall exercise the powers and perform the duties and functions in relation to telecommunications ... vested ... in the Canadian Transport Commission”.

10 The next part of this application sets out the legislative and regulatory context of the CRTC's current emergency alert requirements in broadcasting. Part III describes the four components of Canada's National Public Alerting System – alert issuers, the alert disseminator, alert distributors and the people to whom alerts are being distributed. Part IV sets out the rationale for reviewing and updating the CRTC's 2014 approach to emergency alerts. Last, Part V sets out a two-step proposal for this review including suggested questions.

II Legislative and regulatory context

A Legislative context

- 11 Canada has used its electronic communications system to warn people about urgent matters for more than 170 years, beginning with the formation of telegraph companies in the mid-1800s.¹⁶ Their operators were required to give priority to messages related to public safety.¹⁷
- 12 The life-saving potential of wireless telegraphy – radio – was known from the early 1900s. Radio stations on Canada's east coast “proved exceptionally valuable in communicating to steamers coming through the straits of Belle Isle news as to weather conditions prevailing in the straits”, communicating with ships “enveloped in thick fog” and providing news “to all vessels equipped with the Marconi apparatus”.¹⁸
- 13 By the early 1920s Canadian radio station licences required that priority be given to the transmission of messages when required by “any department of the Government”,¹⁹ a provision that became part of Canada's 1933 and 1937 radio regulations²⁰ and was also set out in the 1936 *Canadian Broadcasting Act*.²¹
- 14 In the years leading to the Second World War the Canadian federal government established a Department of Civil Air Raid Precautions (ARP) – necessary, given airplanes' growing ability to cross oceans to reach and potentially attack Canadian coasts or (later) inland territory.²² ARP equipment included sirens to alert communities:²³ by 1939 only 94 radio stations were operating in Canada²⁴ to serve the one in two households with a radio set, and by the end of the War only half of Canadian households had a telephone.²⁵
- 15 The use of atomic bombs at the end of the Second World War led Canada to join the North American Aerospace Defense Command (NORAD), the “detection and telecommunication system”,²⁶ and led Canada's Privy Council to create an Emergency Measures Organization:²⁷ Appendix 1. From 1959 to 1992 Canadians would have been warned about an atomic attack by teletype and voice messages sent from National Defence Headquarters in Ottawa and from there to the Canadian Federal Warning Centre in Carp (Ontario). The Carp Centre would then sound the Attack Warning Siren System that would in turn would alert Provincial Warning Centres.²⁸ Conferences “in communication and engineering” were also held from 1954 to 1972 by the Canadian Civil Defence College for municipal leaders.²⁹
- 16 As for broadcasting, the 1951 *Broadcasting Act* specifically empowered the federal communications regulator, the newly created Board of Broadcast Governors, to enact

regulations “requiring licensees to broadcast network programs of public interest or significance”.³⁰

1 1968 Broadcasting Act

- 17 In 1968 Parliament rewrote its broadcasting law and created the CRTC. Unlike its predecessors, the CRTC could issue broadcast licences³¹ for up to five years and impose conditions related to individual licensees' circumstances.³² It could also enact regulations to implement the *Broadcasting Policy for Canada*.³³ The CRTC could consider “complaints”,³⁴ and Cabinet was able to direct the CRTC to require broadcasters to carry programs “deemed ... to be of urgent importance” (Appendix 2).
- 18 Little online information is available on the CRTC's website about Cabinet's directions to the Commission with respect to urgent broadcasts, and CRTC decisions from 1968 to 1983 about its approach to emergency broadcast programming are unavailable on its website.
- 19 The CRTC's 1973 radio regulations enabled it to require radio networks and stations “to broadcast programs of public interest or significance as determined by the Commission.”³⁵ The Commission amended the radio regulations in 1986 to authorize broadcasters holding AM and FM radio licences in the same communities to simultaneously broadcast programs “necessitated by public emergency.”³⁶ Emergencies were not mentioned in its television regulations, and the CRTC's cable regulations prohibited cable systems from altering the programming services they carried.³⁷
- 20 The CRTC licensed two services that broadcast weather warnings under the 1968 Act, one for radio and one for television. “Weatheradio” is an audio-only service launched in 1976 by the then-new Department of the Environment (today's Environment and Climate Change Canada).³⁸ The CRTC approved Weatheradio's carriage by cable systems in 1984,³⁹ describing it in 1985 as “an automated weather and time service”.⁴⁰ In 1988 the Commission defined Weatheradio as an alphanumeric service, enabling allowed cable systems to offer it to their subscribers without prior CRTC approval.⁴¹
- 21 The CRTC granted Pelmorex Weather Networks (Television) Inc. broadcasting licences for the audiovisual programming service now known as MétéoMédia/The Weather Network in 1987. It licensed the service in part to improve public safety “through the provision of up-to-the-minute essential weather information from local, regional and national perspectives, at any time of the day or night”⁴² The Weather Network/MétéoMédia was initially only available to those who subscribed to distribution systems such as cable TV. If a system decided to offer the service to its subscribers, it had to provide The Weather Network/MétéoMédia as part of each subscriber's set of basic television services⁴³ for a wholesale rate of \$0.20 per month (rising to \$0.24 in its fifth year).⁴⁴

2 1991 Broadcasting Act

- 22 Parliament amended its broadcasting legislation in 1991 to expand on the issues set out in Canada's *Broadcasting Policy*, extend licence terms to seven years, address accessibility, clarify the role of cable distributors and to explicitly empower the CRTC to exempt broadcasters from

regulation and licensing if they were unlikely to help implement the *Policy*.⁴⁵ Parliament gave the CRTC the authority to hold public hearings, issue reports and make decisions “in connection with any complaint ... within its jurisdiction ... if ... satisfied it would be in the public interest to do so.”⁴⁶

23 The 1991 *Act* retained Cabinet’s power with respect to urgent broadcasts (Appendix 2), but did not otherwise address emergencies.

a CRTC exempts Weatheradio Canada

24 The CRTC exempted Weatheradio Canada from licensing and regulatory requirements within a year of the new *Act*’s passage.⁴⁷ It similarly exempted temporary networks from licensing requirements when they covered “unforeseen events of relatively short duration” including “public emergencies such as environmental disasters”⁴⁸ as long as coverage “of unforeseen public emergencies” lasted a week or less.

b Role of radio in emergencies

25 In 1993 the CRTC emphasized the importance of radio in distributing news and emergency information. It said that “in many communities not served by local daily newspapers or television stations, local radio stations are the only daily source of local news, information, and emergency messages”.⁴⁹ The CRTC’s 1994 decision to renew MétéoMédia/The Weather Network did not discuss its weather advisory system, coverage of natural and other disasters or safety instructions.⁵⁰

26 By 1997 the CRTC was expressing concerns⁵¹ that radio stations’ automated programming systems, satellite programming and lack of staff on weekends was limiting the broadcast of prompt warnings about weather emergencies⁵² by commercial radio stations.

27 It authorized broadcasting distribution undertakings (BDUs) that made programming services available to subscribers for a monthly fee to alter these programming services to include alert messages. These messages would warn subscribers about “imminent or unfolding danger to life or property”⁵³ in the programming services they carried – if the programming services agreed.⁵⁴ The Commission defined “emergency alert message” as “a warning to the public announcing an imminent or unfolding danger to life or property”.⁵⁵

c CRTC’s response to 1998 ice storms

28 Following major ice storms in southern Ontario (and Ottawa-Gatineau) in early 1998 the CRTC said it would “convene a meeting of interested parties to discuss ways to ensure the prompt broadcast of weather warnings”;⁵⁶ it did not publish additional information about this initiative and the date(s), participants and results of this meeting or meetings are unknown.

29 In 2000, however, the CRTC denied a request to increase the then-seven days during which public emergency radio undertakings could operate without licensing because “[i]n all likelihood, any emergency that did exist beyond this period would be covered by conventional radio and television stations.”⁵⁷ The Commission’s notice did not provide any information about stations’ capacity (in light of automation and staff layoffs) to provide this coverage.

d Denial of all-channel alerts proposal in 2000

- 30 In 2001 the CRTC denied Pelmorex' proposal that its MétéoMédia/The Weather Network specialty (now, discretionary) television programming services provide "all-channel alerts ... about weather conditions and other emergencies". The company proposed that all BDUs would display alphanumeric crawls on every programming service they distributed⁵⁸ which would include local text warnings "of imminent threats to life or property caused by severe weather disturbances, natural disasters or other emergencies on behalf of authorized government agencies such as Environment Canada".⁵⁹ Pelmorex also asked to raise its maximum wholesale subscriber rate by 59%, or by \$0.13 per subscriber per month.
- 31 The CRTC denied the application without a public hearing. While the Commission considered that it had jurisdiction to deal with the application⁶⁰ and that an all-channel alert system could complement the "effective alerts" provided by "many conventional broadcasters ... to their listeners and viewers",⁶¹ Pelmorex' proposal lacked evidence to justify the 54% increase in its rate.⁶² Moreover, said the Commission,
- warnings would only be distributed on analog channels, with digital versions available "within five years" (*i.e.*, 2006)
 - BDUs would bear a cost to ensure that large interconnected distribution systems only distributed the alerts to their intended audiences (to minimize confusion)⁶³
 - a text-only service would not serve the needs of those with poor vision or unable to see⁶⁴
 - little information was provided about the "operational, financial and technical benefits of any alternatives suggested by distributors"⁶⁵ and
 - broadcasters were concerned that the text crawls would disrupt closed captioning and other screen content.⁶⁶
- 32 In 2002 authorized law-enforcement agencies in Alberta began to issue Amber^D Alerts, messages providing "immediate and up-to-date information about" child abductions.⁶⁷

B Regulatory context

- 33 In 2004 Pelmorex submitted a second all-channel alert application and requested its mandatory carriage^E by BDUs.⁶⁸ The company wanted to provide an all-channel alert programming service that would "broadcast timely local warnings of imminent threats to life or property" from "severe weather", "natural disasters or other emergencies" using a text-based crawl imposed on the programming services distributed by BDUs. Pelmorex again asked the CRTC for mandatory carriage of this new service – a requirement that (large) Class 1 BDUs carry the new service.⁶⁹

^D AMBER stands for America's Missing: Broadcast Emergency Response (Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, *Turning the Tide Together: Final Report of the Mass Casualty Commission, Volume 4, Community*, Chapter 5 ("Public Warning Systems"), page 167.

^E Mandatory carriage by BDUs of an audio or audio programming service provide the service with income from all BDU subscribers.

1 2007 voluntary approach: 'threats to life or property'

34 In 2005 the CRTC invited other applications to provide an "All Channel Alert (ACA)" service to enable BDUs to "broadcast timely local warnings of imminent threats to life or property caused by severe weather disturbances, natural disasters or other emergencies."⁷⁰ Pelmorex (MétéoMédia/The Weather Network's operator), the CBC and BCE filed applications.⁷¹

35 The CRTC held a public hearing in May 2006 to consider the applications.

a *Argument that CRTC lacked jurisdiction*

36 Rogers argued at the CRTC's May 2006 hearing that the CRTC lacked jurisdiction either to license an alphanumeric service or to require BDUs to distribute the non-programming service Pelmorex proposed as they were not related to the programming BDUs offered.⁷²

37 Rogers also said that while the *Broadcasting Act* made broadcasters responsible for the programs they broadcast (through subsection 3(1)(h)), BDUs could not be responsible for the content of all-channel alert services.⁷³

b *Argument that CRTC could regulate alerts through Telecom Act*

38 Rogers said that the all-channel alert was actually a telecom service⁷⁴ and that nothing prevented the Commission "from using the Telecommunications Act to order the cable companies and other BDUs to carry an alerting service."⁷⁵

c *Argument that goodwill would ensure emergency alert messages' carriage*

39 While Rogers told the Commission in 2006 that it supported an all-channel alert system, the company opposed Pelmorex' application and mandatory carriage of an all-alert channel.⁷⁶ The CRTC's regulations at that time prohibited BDUs from altering the signals they carried and, according to Rogers, it "is sort of odd to go from forbidden one day to mandatory the next day. It makes more sense to go from forbidden to voluntary ... the cable operators in Canada will respond."⁷⁷ It proposed that goodwill would ensure cable operators' distribution of emergency alert messages,⁷⁸ and that "a couple of years" would tell the Commission "if the cable operators are stepping up to the plate. If they are not ... make it mandatory."⁷⁹

40 Critiquing Pelmorex' involvement in all-channel alerts, Rogers told the CRTC hearing panel that it would be just as simple for a federal, provincial or municipal government to send its alerts to Rogers or "to all of the relevant servers with a single push of a button."⁸⁰

d *2007 emergency alerts approach based on voluntary participation*

41 The CRTC issued its decisions in early 2007, the same day that it published its approach "to the establishment of emergency alert services in Canada",⁸¹ one "based on the voluntary participation of distributors".⁸² (In 2009 the CRTC's Chairperson described its approach as a challenge to "the broadcasting industry to work together to build and operate an emergency system, and to come up with a solution by February 2009."⁸³)

42 Insofar as emergency alerts' alphanumeric content was concerned, the CRTC considered that non-programming, alphanumeric material that overlaid the television programming displayed by

The Weather Network/MétéoMédia to be “essentially connected to, or an enhancement, of the programming service as a whole.”⁸⁴

- 43 The CRTC revised its BDU regulations to permit BDUs to alter the programming services they distributed to include warnings about “the most urgent and serious of emergencies”. Specifically, BDUs could include warnings in programming services without their operators’ consent when there was “an imminent or unfolding danger to life”. BDUs would, however, need operators’ consent (or CRTC approval) to distribute warnings about threats to property:⁸⁵ the Commission stated there were “other reliable sources of information used by Canadians to learn about less immediate threats” related to property” and that its regulatory changes would “attenuate concerns about the potential overuse of the emergency alert system.”⁸⁶
- 44 The CRTC’s amendments to the BDU regulations enabled Bell ExpressVu to carry emergency alert messages without obtaining the prior consent of programming services.⁸⁷
- 45 The CRTC also approved the CBC’s application to “provide an all-hazard, all-channel emergency broadcasting public alert service” in which “emergency alert messages would be delivered to CBC’s National Alarm Centre in Ottawa and then uplinked for distribution to the CBC’s entire radio transmission backbone”⁸⁸ or “to any particular geographic area”.⁸⁹ (In 2020, the CBC undertook plans to add a warehouse to its ‘National Alarm Centre’ in the west end of Ottawa.⁹⁰)
- 46 Pelmorex had asked the CRTC for a mandatory distribution order, amendments to its conditions of licence to provide “alerts and messages related to imminent or unexpected threats to life or property caused by severe weather disturbances, natural disasters or other emergencies in local, regional and national areas of Canada”⁹¹ and a 35% subscriber rate increase (from \$0.23 to \$0.31). The CRTC denied Pelmorex’ mandatory carriage request and its rate increase, but encouraged it to negotiate with BDUs to carry the new all-channel alert service it proposed.⁹²

2 2008-2013: failure of voluntary approach

- 47 By 2008 limited evidence suggested that not all BDUs were voluntarily carrying warnings about emergencies.⁹³ That year Public Safety Canada also assumed “the lead role” in developing “a national public alerting system” and said it would request proposals “to build an aggregation and distribution centre for the proposed system”.⁹⁴
- 48 By mid-2009 the CRTC said that it had not received information about the funding of Public Safety Canada’s alerting system and that the latter had not released a request for proposals about the alerting system.⁹⁵ The CRTC then ordered BDUs to distribute Pelmorex’ Weather Network/MétéoMédia services as part of their digital basic service.⁹⁶ In exchange the company committed “to enabling the broadcast of emergency alerts by acting as a national public alerting aggregator and backbone network distributor.”⁹⁷ It told a CRTC hearing panel that it expected “to work with and complement any of the other alerting initiatives at Public Safety or the provinces.”⁹⁸ Pelmorex explained that it “would establish a governance council with [Public Safety] and the provinces” to give it “the advance and guidance on the development of the system”.⁹⁹ Pelmorex acknowledged to the CRTC hearing panel that it understood that the company’s role was impermanent.¹⁰⁰

- 49 (Several interveners in the CRTC's 2009 proceeding again argued that the emergency alerts distributed by Pelmorex were alphanumeric and hence not 'programs' under the *Broadcasting Act* – the CRTC reiterated that the alerts are connected to and enhance The Weather Network/MétéoMédia and are subject to the Commission's jurisdiction.¹⁰¹)
- 50 In 2011 a CRTC hearing panel¹⁰² made carriage of The Weather Network/MétéoMédia programming services mandatory for BDUs, with dissent by a non-panel Commissioner.¹⁰³ At this time six provinces and two territories had not signed agreements with Pelmorex to use its National Alert Aggregation and Distribution system.¹⁰⁴ In renewing the company's Weather Network/MétéoMédia licence, the CRTC made its mandatory BDU carriage conditional upon Pelmorex' execution of "NAAD System User Agreements with all FPT EMOs [Federal-provincial-territorial emergency management officials], including Environment Canada, by no later than 1 January 2012."¹⁰⁵
- 51 The CRTC's 2011 renewal decision also noted that some parties in the renewal proceeding had "expressed concerns relating to governance, specifically relating to the effectiveness of the Governance Council": two interveners said this body had "evolved into an advisory body rather than one providing direction to Pelmorex".¹⁰⁶ The CRTC said it might review the National Alert Aggregation and Dissemination System's governance structure if sufficient evidence were "provided to demonstrate that the existing model is ineffective."¹⁰⁷
- 52 The Commission continued to hear that some broadcasters were not participating in the National Public Alerting System. From 2011 on, Ministers "responsible for emergency management" in five provinces "intervened in a number of [CRTC] licensing or licence renewal proceedings to seek commitments from licensees to participate in the NPAS."¹⁰⁸
- 53 In mid-2013 the CRTC wrote broadcasters "requesting information relating to their participation" in the National Public Alerting System.¹⁰⁹ Less than a year later, in January 2014, the Federal/Provincial/Territorial Deputy Ministers responsible for emergency management asked the CRTC to require all commercial broadcasters "to distribute emergency alert messages to the Canadian public by the end of 2014."¹¹⁰
- 3 2014: broadcasters' participation in NPAS becomes mandatory**
- 54 Seven years after the CRTC adopted a voluntary approach to broadcasters' participation in the National Public Alerting System, the CRTC found that only "a few broadcasters" were "distributing emergency alert messages to the public"¹¹¹ The Commission repeated the position it had stated in 2011: "...the broadcasting system has a vital role to play in the provision of emergency alert messages to Canadians" and because "holding a broadcasting licence is a privilege, broadcasters ... have a duty to inform the public of imminent perils."¹¹²
- 55 In February 2014 the CRTC proposed to change its regulations and some conditions of licence "to implement the mandatory distribution of emergency alert messages" by radio and TV stations, video-on-demand services and BDUs.¹¹³

a Broadcasters' public service obligation to broadcast alerts

- 56 In August 2014 the CRTC began to mandate broadcasters' carriage of emergency alerts. It reasoned that the privilege of holding a broadcasting licence means that "broadcasters and BDUs have a duty to inform the public of imminent perils. This is at the core of the public service obligations of all broadcasters."¹¹⁴ The Commission pointed out that "the full participation of the broadcasting industry is important in order for the [National Public Alerting System] to be effective in safeguarding and warning Canadians."¹¹⁵
- 57 The CRTC's 2014 emergency alert amendments set deadlines for all last-mile distributors such as radio and television stations and broadcasting distribution services to participate in the National Public Alerting System, by requiring them to transmit the emergency alert messages aggregated and disseminated by Pelmorex Corp's NAAD System. The CRTC's regulations are summarized in Appendix 3.
- 58 All broadcasters were to transmit emergency alert messages by April 2016. The CRTC required public and commercial, broadcasters to participate in the National Public Alerting System before April 2015.¹¹⁶ Indigenous, campus and community stations were to participate before April 2016.¹¹⁷ (Several broadcast renewal decisions by the CRTC since then have addressed individual broadcasters' failure to meet these deadlines.)
- 59 The CRTC also strongly encouraged "the use of digital media and mobile platforms to alert Canadians to imminent or unfolding dangers, particularly given the increase since 2011 in the use of mobile devices by Canadians."¹¹⁸

b Emergency alert messages must be broadcast if lives (not property) at risk

- 60 The CRTC's 2014 emergency alert amendments limited the warnings' content to those alerting "Canadians of imminent threats to life".¹¹⁹
- 61 While acknowledging that emergency alert messages "issued by public officials ... for immediate distribution to the public ... warn of danger to life *and property*"¹²⁰ [italics added], the CRTC said that it was at that time "focusing on emergency alert messages relating to imminent or unfolding dangers to life ... for which an immediate public call to action is required."¹²¹ The CRTC's public notice did not set out reasons for this change.

c Annual reports on measures' effectiveness

- 62 The CRTC's 2014 amendments regarding emergency alerts discussed how their effectiveness should be measured. The Commission concluded that a number of factors were needed: "general level of industry compliance, transmission effectiveness, alert quality, availability of emergency alert messages to Canadians, as well as the success of system tests and actual emergency alert message distribution".¹²²
- 63 Adding that the Alerting Governance Council would be "best positioned to provide a holistic view" of the regulations' effectiveness, the CRTC said that Pelmorex and the Alerting Governance Council "should provide this information in an annual report to the Commission to be filed by 31 May of each year, starting in 2016."¹²³

d Bilingual emergency alerts for bilingual communities

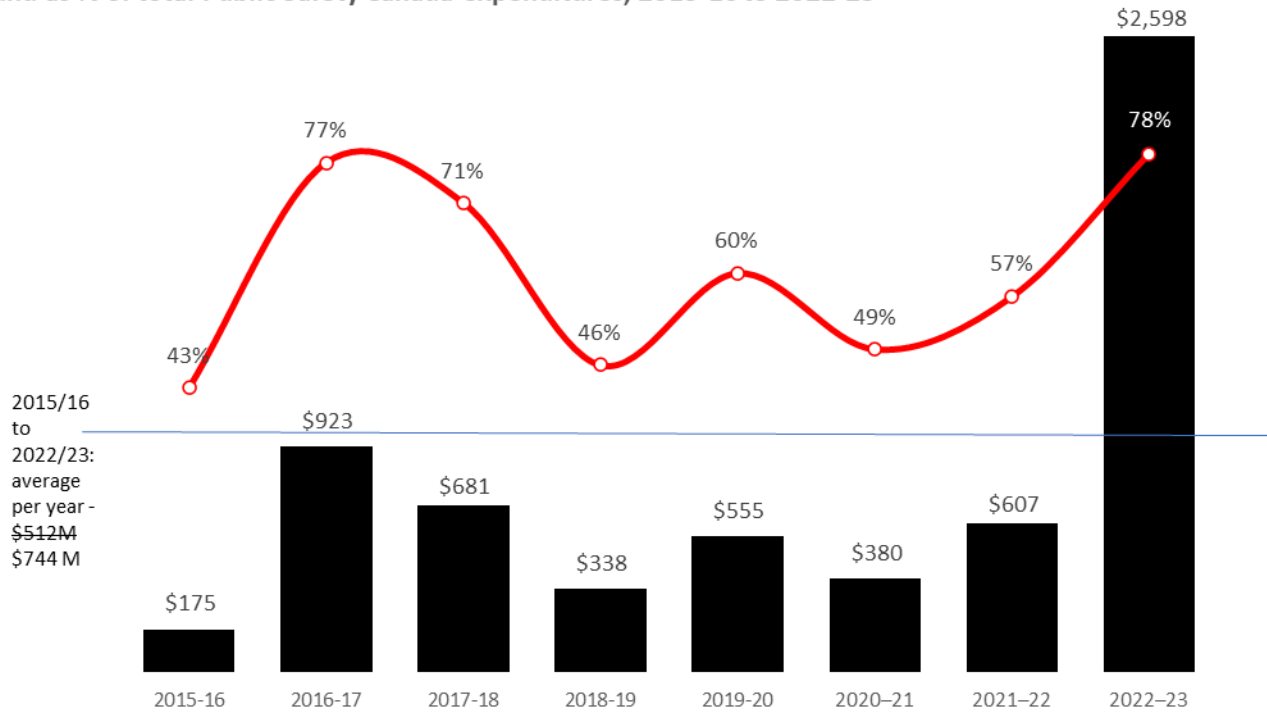
- 64 In considering Pelmorex' 2017 application to renew the Weather Network/MétéoMédia licences the Commission asked whether some BDUs were not distributing both its English-language and French-language services. Pelmorex noted that 725 BDU systems that served more than two million households did not carry both services.¹²⁴
- 65 In renewing Pelmorex' programming services from 2018 to 2023, the CRTC required BDUs to distribute both services to their subscribers in bilingual communities.¹²⁵ The alerting system "was extended to wireless devices in 2018".¹²⁶ The CRTC's decision noted that it had renewed The Weather Network/MétéoMédia's mandatory carriage (at \$0.22 per subscriber per month) "so that, in part, it can continue to operate as the administrator of the NAAD System", the backbone of the NPAS" (paragraphs 32 and 97).

III Canada's National Public Alerting System and broadcasting

- 66 Emergency management in Canada is led by Public Safety Canada, whose Emergency Management and Programs Branch (EMPB) works "with other federal departments and agencies, provinces and territories (PTs), national and regional Indigenous organizations, as well as other stakeholders" to coordinate the management of emergencies by:
- Preventing and mitigating disasters as well as their impacts
 - Preparing for emergencies through "training, exercises and planning"
 - Respondent "to incidents", and
 - "recovery (to rebuild infrastructure and communities in order to reduce vulnerability to future hazards)"¹²⁷
- 67 Public Safety Canada describes "[p]ublic alerting in Canada" as "a collaborative initiative between Federal-Provincial-Territorial (FPT) governments, as well as industry partners."¹²⁸ Also known as Alert Ready,¹²⁹ the phrase adopted by Canadian government and industry partners to "create a public awareness campaign",¹³⁰ the National Public Alerting System (NPAS) initiative
- ... provides emergency management organizations across the country with the capability to rapidly warn the public of imminent or unfolding hazards to life. The NPAS complements existing public alerting systems and tools in a number of FPT jurisdictions.¹³¹
- 68 NPAS "provides emergency management organizations across the country with a standard alerting capability in both of Canada's two official languages."¹³² From 2014/15 to 2021/22 Public Safety Canada expended an average of \$512 million per year on "emergency management expenditures": Figure 2 (next page). The EMPB currently has one or more regional offices in each province and one office in the Northwest Territories, and has approximately 530 employees.¹³³ It has three directorates: policy and outreach; programs, and Government Operations Centre.¹³⁴

Figure 2 Public Safety Canada – emergency management expenditures, 2015 to 2023

Emergency management expenditures (\$M current)
 and as % of total Public Safety Canada expenditures, 2015-16 to 2022-23



Source: Public Safety Canada, *Departmental Plan (2015-16 to 2024-25)*

** Planned or forecast spending

(2024 14 May: ~~Strikethrough~~ denotes typographical error)

- 69 The EMPB’s Policy and Outreach Directorate leads “collaborative work with” Canada’s provinces and territories “to sustain and enhance the effectiveness of Canada’s National Public Alerting System.”¹³⁵ Described as a “key” emergency management capability, NPAS “sends out warnings of imminent threats through wireless devices, television and radio so immediate action can be taken to protect lives and properties.”¹³⁶
- 70 The definition of ‘emergency alert message’ and the broadcast component of the National Public Alerting System are described below.
- A** *Current definition of broadcast emergency alert messages*
- 71 The NAAD System Authorized User Agreements define an “Emergency Public Alert” as a message
- Issued by an authorized government agency or an authorized user,
 - About an imminent or unexpected threat to life
 - Caused by severe weather disturbances, natural disasters or other emergencies.¹³⁷
- 72 An archive of public safety messages issued in Canada from 2012 to 2024 is available online: <https://alertsarchive.pelmorex.com/en.php>. This page says that “[a]ll public safety messages will be archived and posted here, usually within minutes of it being issued.”

1 “Broadcast immediate” public safety messages

73 “Broadcast Immediate” alerts are distributed to the public as soon as possible because they present “an imminent or unexpected threat to life, that alerting officials wish to be distributed and presented to the public as soon as possible, even if it means disrupting the programming of last mile distributors.”¹³⁸ The *NAADS LMD User Guide* states that alerts that are “Broadcast Immediate” must meet three criteria: urgency, severity and certainty. Their values are listed below:

Urgency

- Immediate (Take action immediately)
- Expected (take action within next hour)
- Future (take action in near future)
- Past (action no longer required)
- Unknown (urgency level is unknown)

Severity

- Extreme (extraordinary threat to life)
- Severe (significant threat to life)
- Moderate (possible threat to life)
- Minor (minimal to no known threat to life) and
- Unknown (severity unknown)

Certainty

- Observed (has occurred or is ongoing)
- Likely (probability of 50% or more)
- Possible (probability of less than 50%)
- Unlikely (zero probability) and
- Unknown (probability unknown)

Source: [NAADS LMD User Guide, Release 10.0](#), pages 35-36.

74 Specifically, to be broadcast immediately an emergency must be likely to happen immediately, it must be severe or extreme and it must be certain – either “likely or observed” or “observed.”¹³⁹ Similar events – such as fires – may require different kinds of certainty: industrial or urban fires must be observed to trigger a Broadcast Immediate alert; forest or wild fires could be likely or observed: Table 2.

Table 2 Criteria for ‘broadcast immediate’ alerts

Urgency: Immediate (not past, future or expected)		
Severity: Severe or extreme (not minor or moderate)		
Certainty: likely or observed, or observed (not possible or unlikely)		
	Certainty:	
	Likely or observed	Observed
Air Quality		Air quality
Civil emergency		Civil emergency
Criminal activity		Criminal activity - terrorism
Dangerous animal		Dangerous animal
Fire	Forest fire	Industry fire
	Wild fire	Urban fire

Urgency: Immediate (not past, future or expected)			
Severity: Severe or extreme (not minor or moderate)			
Certainty: likely or observed, or observed (not possible or unlikely)			
	Certainty:	Likely or observed	Observed
Flood		Dam overflow	Storm surge
		Flash flood	
Geophysical		earthquake	
		lahar	Meteor
		landslide	
		magnetStorm	
		pyroclasticF	
		pyroclasticS	
		tsunami	
		volcanicAsh	
Hazardous materials		Explosives	biological
			chemical
			fallObject
			radiological
Health			Drinking water
Missing person			Amber
Storm		Tornado	Hurricane
			Thunderstorm
Utility			911 service
Pelmorex Communications Inc., National Alert Aggregation & Dissemination System: Last Mile Distributor – User Guide, Release 10.0 (Oakville, June 2021), pages 34 to 35.			

2 Number of “Broadcast Immediate” public safety messages in 2023

75 The public safety messages from January to December 2023 were downloaded from <https://alertsarchive.pelmorex.com/en.php> in spreadsheet format. The spreadsheets for each month had these column headings: SenderName, Sender, SenderDate, SentTimeInGMT, MessageType, Event, Urgency, Severity, Certainty, Status, Identifier, Expires, GeocodeAll, BI, WI, PT, AreaDesc, WpacMsgID, WPAC_identifier and WPAM_MsgType. (While none of the monthly sets of data includes definitions, many terms resemble those set out in [National Public Alerting System: Common Look and Feel Guidance](#), issued by a working group of Senior Officials Responsible for Emergency Management in March 2018 (version 2.0) [*Common Look and Feel Guidance v. 2.0*].) The twelve months were merged to form a dataset describing 2023.

Table 3 Public-safety messages in 2023

76 The 2023 dataset includes information about 56,717 public safety messages. Of all of these messages, 528 were identified both as “Broadcast Immediate” and “Wireless Immediate”, and another 657 were identified only as “Wireless

2023	‘Broadcast Immediate’		Total
	Yes	No	
Yes	528	657	1,185
NULL		118	118
No		55,414	55,414
Total	528	56,189	56,717

Immediate”: Table 3. In other words, all ‘Broadcast Immediate’ public-safety messages were

also distributed by wireless, but just over half (55%) of ‘Wireless Immediate’ public-safety messages were not broadcast.

Table 4 2023 public-safety messages meeting criteria for immediate distribution

77 Based on the information in the 2023 Public-Safety Messages Archive, nearly all (1,164 or 98.2%) of the 1,185 public-safety messages described as ‘Broadcast Immediate’ and/or ‘Wireless Immediate’, met the four criteria for urgency, certainty, severity and status: Table 4.

NAADS LMD User Guide criteria: Severity: Extreme or severe Urgency: Immediate Certainty: Likely or observed Status: Actual (not test)			
2023	Broadcast Immediate		Total
Wireless Immediate	Yes	No	
Yes	507	657	1,164
No		2,530	2,530
Total	507	3,187	3,694

78 The discrepancy between the messages listed as ‘Broadcast Immediate’ and the ‘Broadcast Immediate’ messages meeting the four NAAD User Guide criteria appears to result from the inclusion of seven events classified as “minor”: Table 5.

Table 5 Characteristics of Broadcast/Wireless Immediate safety messages in 2023

	Urgency: immediate	Certainty: observed	Severity
Broadcast Immediate	528	528	Extreme: 500 Severe: 21 Minor: 7
Wireless Immediate	1,185	1,185	Extreme: 1,142 Severe: 22

79 Some of the messages listed in the Public-Safety Messages Archive for 2023 met the NAADS LMD User Guide criteria for immediate broadcast and/or wireless distribution, while 3,637 other messages did not. These are listed in Table 6, below, as “Neither BI nor Wireless Immediate”, and include messages about air quality, cold or snow storms, heat and rain.

Table 6 Public safety messages, January – December 2023

Public-safety messages, January – December 2023				
Severity: extreme or severe		Urgency: Immediate		
Certainty: Likely or observed		Message type: alert or update (not cancelled)		
Event	BI (yes) and WI (yes)	WI only (yes)	Neither BI nor WI	Total
911 Service	2			2
911 Service Inoperative	2			2
Air Quality	3		109	112
AMBER Alert	14		2	16
Biological Hazard	1			1
blizzard			6	6
Civil Emergency	39		8	47
CivilEmergency [sic]	2		1	3
Dam Overflow	6			6

Public-safety messages, January – December 2023				
Severity: extreme or severe		Urgency: Immediate		
Certainty: Likely or observed		Message type: alert or update (not cancelled)		
Event	BI (yes) and WI (yes)	WI only (yes)	Neither BI nor WI	Total
Dangerous Animal		1		1
Drinking Water	2	2		4
extreme cold			159	159
Flash Flood	29	2		31
Forest Fire	17	1		18
heat			109	109
rainfall			9	9
Silver Alert	2	1		3
snowfall			5	5
squall			1039	1039
thunderstorm	29	46	942	1017
tornado	175	572		747
Wildfire	184	32	135	351
winter storm			6	6
Total	507	657	2530	3694

B National Public Alerting System’s four parts

80 The National Public Alerting System consists of those who issue alerts about specified types of events; a system that receives, aggregates and disseminates alerts to last-mile distributors; the last-mile alert distributors, and the public.

81 Two of these parts – the NAAD System and alert distributors – are overseen by the CRTC through its broadcast regulations, licensing requirements and orders

1 Alert issuers

82 Canada’s provinces and territories are now all connected to the National Public Alerting System.¹⁴⁰ Officials delegated by the Federal, provincial and territorial governments issue alerts pursuant to user agreements with Pelmorex,¹⁴¹ and the provinces and territories decide what level of authority to delegate within their jurisdictions.¹⁴² These authorized officials determine whether to issue alerts and bear responsibility for the content.¹⁴³ They must choose the alert message to send, format it, decide which language(s) to use and to which geographic area the message is targeted.¹⁴⁴ Since 2020 issuers may choose to send alerts to both wireless devices as well as radio and television services, just to wireless devices or just to television and radio services; the default, however, is that messages are sent both to broadcasters and to wireless devices.¹⁴⁵

83 At the beginning of March 2023 the CRTC ‘encouraged’ “Pelmorex and affected WSPs [wireless service providers] and broadcasting undertakings” to participate in testing NPAS.¹⁴⁶ The public

safety messages archived for 2023 included 520 messages identified as “Test”, none of which were identified as Broadcast Immediate or Wireless messages.

a Responsible officials

84 In May 2013 Senior Officials Responsible for Emergency Management (Senior Officials Responsible for Emergency Management) – “the authoritative body for emergency management in Canada” consisting “of public officials designated by [Federal, provincial and territorial] governments” – published “recommended practices for alerting authorities, broadcasters, and other last-mile distributors.”¹⁴⁷ The ‘Frequently Asked Questions’ page of Pelmorex Communications Inc. explains that all alerts will have at least one and possibly two signatures – those issuing alerts may include a digital signature, while the NAAD System inserts its own digital signature that confirms that it has distributed the message.¹⁴⁸

85 Those issuing alerts are responsible for ensuring these are issued only by authorized personnel; the NAAD System “has measures to prevent unauthorized access by hackers or others” and each message issued using the System has “a unique digital certificate to ensure its authenticity.”¹⁴⁹

b Types of messages

86 The NAAD System distributes ‘actual’ and ‘test’ messages. In 2019 the System moved to hold two tests per year.¹⁵⁰ Participating “[p]rovinces and territories must confirm participation for each test.”¹⁵¹

87 In May 2022 the Senior Officials Responsible for Emergency Management listed 33 events that warranted immediate broadcast as emergency public alerts if they were urgent, severe and certain: Table 7. (Appendix 4 compares the SOREM list of events with the archived public-safety messages distributed in 2023.)

Table 7 SOREM Emergency public alerts – events (May 2022)

1) airQuality	12) fallObject	23) radiological
2) 911Service	13) flashFlood	24) silver
3) amber	14) forestFire	25) stormSurge
4) animalDang	15) hurricane	26) terrorism
5) biological	16) industryFire	27) testMessage
6) chemical	17) lahar	28) thunderstorm
7) civilEmerg	18) landslide	29) tornado
8) damOverflow	19) magnetStorm	30) tsunami
9) drinkingWate	20) meteor	31) urbanFire
10) earthquake	21) pyroclasFlow	32) volcanicAsh
11) explosive	22) pyroclaSurge	33) wildFire

Source: FEDERAL, PROVINCIAL TERRITORIAL SENIOR OFFICIALS RESPONSIBLE FOR EMERGENCY MANAGEMENT, *LIST OF EVENT CODES FOR EMERGENCY PUBLIC ALERT**, *BROADCAST IMMEDIATE EVENTS*, VERSION 2.1, ([Amended 26 May 2022](#))

88 In October 2023 a Federal-provincial-territorial working group was considering whether to update the list of events classified as “Broadcast Immediate”, “to better reflect the actual

utilization of the Alert Ready stem for various life-threatening situations.” The Alerting Governance Council noted that last-mile distributors would “have an opportunity to provide feedback through a consultation process” that Senior Officials Responsible for Emergency Management would initiate in 2024.¹⁵²

- 89 That same month Natural Resources Canada was also “working on establishing an earthquake early warning (EEW) system in British Columbia, Quebec and parts of Ontario near the Ottawa river.” It said the “EEW system will be integrated with the Alert Ready system in order to deliver alerts to the public for earthquakes generating significant shaking. The EEW system will launch in April 2024 in British Columbia, followed by Ontario and Quebec shortly after.”¹⁵³

c Message content

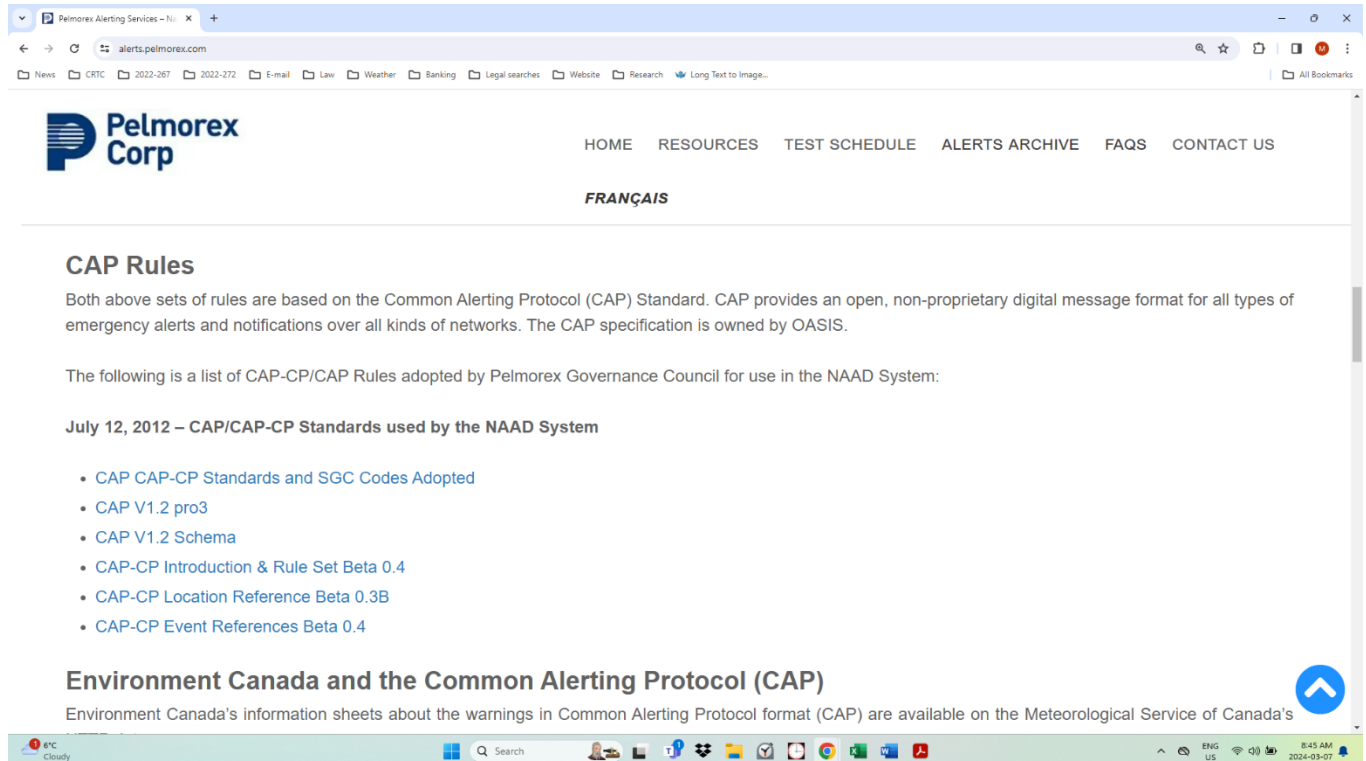
- 90 All broadcast alerts must use the Common Alerting Profile, Canadian Profile (CAP-CP). It conforms with “the Common Alerting Protocol (the “Reference Standard”) administered and managed by OASIS (Organization for the Advancement of Structured Information Standards)”.¹⁵⁴ The CAP-CP limits each alert message to one subject event, and imposes requirements for languages used, event identification and location identification.¹⁵⁵
- 91 While the provinces and territories identify the “municipalities approved to use the system”,¹⁵⁶ SOREM officials decide whether to issue warnings about “dangers to life and property”.¹⁵⁷ Environment and Climate Change Canada decides whether to issue weather-related alerts.
- 92 Pelmorex explained that warnings need not be “limited to weather or environmental warnings” and that “an alert will be issued if there is imminent danger to persons or property.”¹⁵⁸

d Issuing and cancelling messages

- 93 The common-alerting-protocol rules used by the NAAD System were established in July 2012: Figure 3.

[Remainder of page intentionally left blank]

Figure 3 Common-alerting-protocol rules used by Pelmorex



94 SOREM officials are responsible for the content of the messages distributed by broadcasters.¹⁵⁹ Alert issuers must state when each alert expires, and “may cancel alerts they issue anytime they wish if the situation is ‘all-clear’ prior to the expiry of the alert.”¹⁶⁰

e Accessibility

95 In mid-2021 the World Federation of the Deaf and World Association of Sign Language Interpreters issued *Guidelines on Access to Information in National Sign Languages During Emergency Broadcasts*.¹⁶¹

96 In 2018 the Co-Chair of the Federal, Provincial and Territorial Senior Officials Responsible for Emergency Management noted that the inclusion of “a centralized text-to-speech function for alerts” benefitted all regions of Canada by “having one, consistent and authoritative voice for emergency alerts....”¹⁶² (In October 2021, however, the Minutes of Alerting Governance Council noted that alert messages received on wireless handsets whose accessibility features are enabled are generated by the devices’ own audio system, and do “not use the audio generated by the centralized Text-to- Speech service of the NAAD System.”¹⁶³)

97 The alertready.ca page warns the Deaf, Hard of Hearing, Blind and Deaf-Blind communities to notify their wireless service providers to determine what services provide accessible alerts:

Notice for people who are deaf, hard of hearing, blind, or partially sighted: Alternate formats of the alerts may be issued, however, not every alerting authority or device has the capability to produce or receive these formats. Broadcasters may use text-to-speech software to create an audio version of an alert message. Emergency alerts may be read to

the recipient if your device supports this feature. The vibration feature that accompanies emergency alerts is available to alert Canadians. Please contact your wireless provider for more services which may be available to you.¹⁶⁴

f Identifying locations intended to receive alerts

- 98 The NAAD system allows alert issuers to direct emergency alerts to more than one location. The locations are based on Statistics Canada geographic identifiers.
- 99 In October 2018 the Alerting Governance Council discussed the necessity of updating location references “to address gaps with geocodes”.¹⁶⁵ Similar problems were identified by the Alerting Governance Council in October 2023:

Several emergency management officials have flagged some issues and challenges with the current set of Common Alerting Protocol - Canadian Profile (CAP-CP) location references in use by the entire alerting community. The outdated location references are impacting the ability of emergency management officials to effectively use the alerting system. Currently, most Alert Ready participants are using CAP-CP location references version 0.3B based on the Statistics Canada May 2010 update to the 2006 Standard Geographical Classification (SGC).

Some of the gaps include name changes, the expansion of urban areas requiring polygons to be updated and changes made by Statistics Canada to the Standard Geographical Classification (SGC). It is proposed that adopting a revised set of CAP-CP location references will address these issues. As a first step, the PAWG [public alerting working group of Senior Officials Responsible for Emergency Management] will clarify the list of issues with the current CAP-CP location references, identify a process and determine next steps. An update will be provided at upcoming Council meetings.¹⁶⁶

2 Alert disseminator

- 100 Once emergency management officials decide to issue an emergency alert, they send it to the National Alert Aggregation and Dissemination System operated by Pelmorex Communications Inc.,¹⁶⁷ described on the alerts.pelmorex.com “frequently asked questions” page as the parent company of the licensee of The Weather Network/MétéoMédia.¹⁶⁸ (Appendix 13 shows the current ownership chart posted by the CRTC with respect to The Weather Network/MétéoMédia and does not include a reference to Pelmorex Communications Inc.)
- 101 The NAAD system authenticates the fact that a warning was sent and then makes the message available – or disseminates it – to “last-mile distributors” (LMDs) including licensed broadcasters.¹⁶⁹ Pelmorex’ FAQs explain that

... [i]n addition to the security measures that government agencies take every day to ensure access to their system is by authorized personnel only, additional login passwords and user identification is needed to access the NAAD System. Separately, Pelmorex’s NAAD System has measures to prevent unauthorized access by hackers or others. Finally, each individual message issued over the NAAD System will have a unique digital certificate to ensure its authenticity.¹⁷⁰

102 In 2009 Pelmorex' agreements with four provinces stipulated that the alert issuers bear responsibility for the content, while it ensures that the alerts are properly addressed and follow agreed-to standards.¹⁷¹

103 The 26 May 2022 *List of Event Codes for Emergency Public Alert – Broadcast Immediate Events*, version 2.1, sets out the definition of 'emergency public alert' set out in the NAAD System Authorized User Agreements:

"Alert Message issued by an Authorized Government Agency or an Authorized User in respect of an imminent or unexpected threat to life caused by severe weather disturbances, natural disasters or other emergencies that meets the criteria for immediate distribution in the Standards."¹⁷²

104 The NAAD System sends an error message to issuers who have not properly addressed their alerts. A city that sends an alert about a different city, for example, would receive an error message identifying the geographic miscoding and the miscoded alert would be rejected.¹⁷³ Pelmorex does not send alerts directly to specific broadcasters, but makes the information available to all broadcasters – OTA radio stations, OTA TV stations and BDUs (cable and satellite) – simultaneously.¹⁷⁴

3 Alert distributors

105 The Senior Officials Responsible for Emergency Management (SOREM) maintain a list of events that must be broadcast immediately by the National Public Alerting System: "[Broadcast Immediate Events List](https://npas.ca/clf/broadcast-immediate-events-list/)" (<https://npas.ca/clf/broadcast-immediate-events-list/>). The current version was updated on 26 May 2022.¹⁷⁵

106 The CRTC requires all radio and television stations to broadcast emergency alerts that it receives from the NAAD System without delay, if these announce "an imminent or unfolding danger to life": Appendix 3.

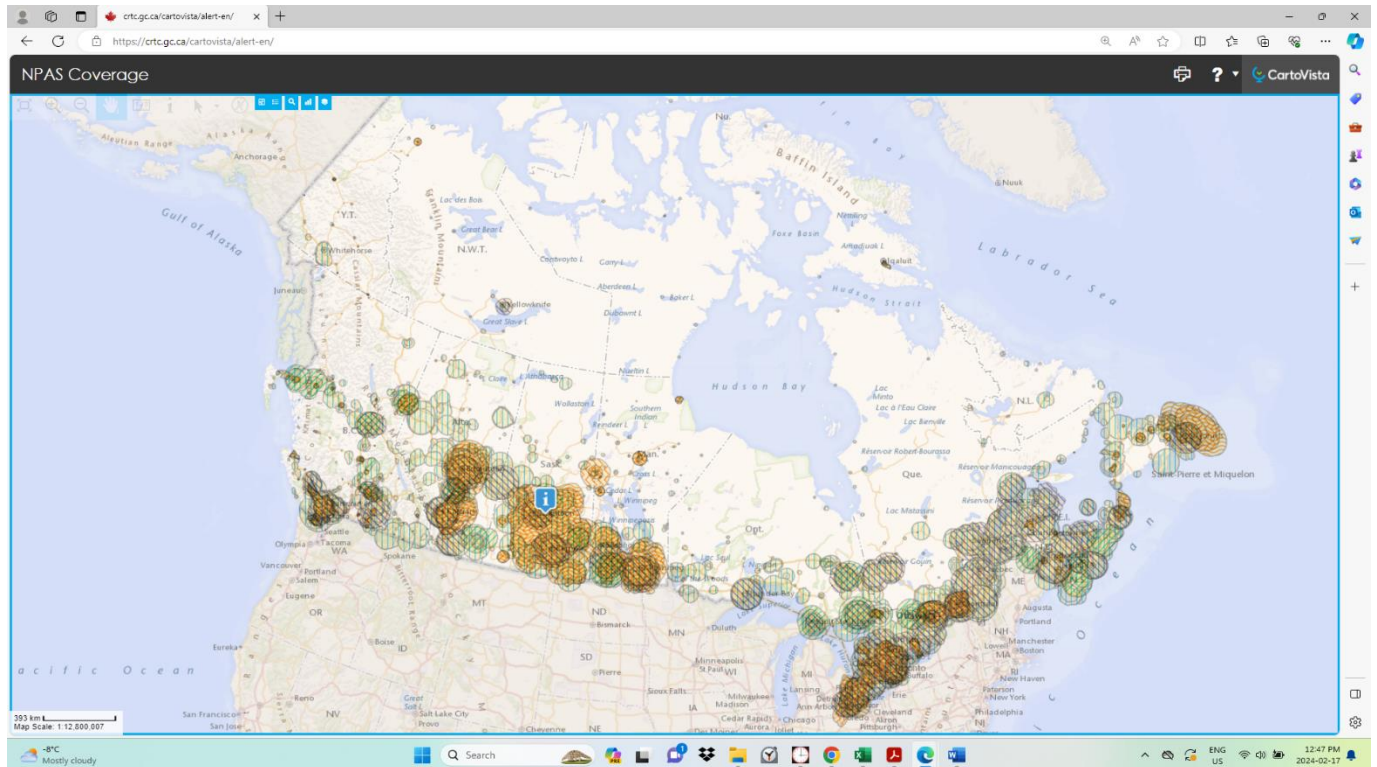
107 Broadcasters monitor the National Alert Aggregation and Dissemination System feed that is available online and by satellite and, based on its data, decide whether to issue alerts for the areas they serve.¹⁷⁶ In 2009 Pelmorex explained that BDUs decide whether to interrupt programming or use a voice overlay to distribute an alert¹⁷⁷ and "can do whatever they want with it."¹⁷⁸ In 2022 the Federal/Provincial/Territorial Senior Officials Responsible for Emergency Management also said that distributors must not only review but also "triage" all messages they receive, even if these are not identified as "Broadcast Immediate".¹⁷⁹

a CRTC survey of last-mile distributors

108 While the CRTC surveys last-mile distributors annually, it does not post a list of these distributors on its website. Instead it uses the results to populate an interactive map showing broadcast and telecommunications coverage areas. The CRTC's map shows the location of licensed services that the Commission considers to be emergency alert distributors as well as the availability of LTE (long-term evolution) wireless coverage, "current as of May 2023":¹⁸⁰ Figure 4. Figure 4 shows the location of stations and their coverage area (variegated circles). Interested persons

with Internet service may also use the CRTC's website to determine which broadcasters are emergency alert distributors: [Appendix 12](#).

Figure 4 CRTC's interactive map of last-mile broadcast distributors (AM, FM, TV and BDUs)



- 109 Neither the annual last-mile distributor survey form nor individual broadcasters' responses are available from the CRTC's public website.
 - b Broadcasters' compliance with 2014 emergency alert amendments**
- 110 After issuing the 2014 emergency alert amendments the CRTC required broadcasters to complete and submit forms "regarding the steps ... taken to ensure compliance" with the amendments.¹⁸¹
- 111 The CRTC's emergency alert compliance form is not publicly accessible on the CRTC's website. It has not published individual broadcasters' forms and has not published an aggregated summary of the information they contain about broadcasters' compliance, such as in its *Financial Summaries* for radio, television or BDUs (see [Financial Summaries for Broadcasting Sector](#)).
- 112 Broadcasters' current compliance with the CRTC's 2014 emergency alert amendments is therefore unknown.
 - c Broadcast outages**
- 113 The CRTC now requires Internet service providers to notify it about their service outages, but it is unclear whether radio and television services must do so. For example, [when] Hurricane Dorian struck Canada's Atlantic region on 7 September 2019, [t]he CRTC noted reports from "various

media outlets” about interruptions to wireless service. It subsequently asked Bell, TELUS, Bragg (Eastlink) and Rogers to answer questions about their wireless services’ outages. The CRTC’s page setting out letters it sent to broadcasters in 2019 did not include any letters seeking information about Hurricane Dorian’s impact.

- 114 More broadly, the CRTC’s website does not include information about times that broadcasters are offline and unable to distribute broadcast emergency alert messages.
- 115 For example, on 11 September 2023 Pelmorex was the subject of “a cyberattack by a ransomware group with known connections to Russia” which “temporarily disrupted” its ability to serve The Weather Network/MétéoMédia audiences and users. Three weeks later Pelmorex reported that its services had been restored and that its engineers were “fixing some small remaining glitches....”¹⁸²
- 116 In early January 2024 CBC’s English-language radio service had a “major technical equipment failure on 10 January 2024 which “took many CBC Radio programs off the air and offline across the country”: “[t]he issue started early this morning and most of the country was affected,” said Chuck Thompson, a spokesperson for CBC.”¹⁸³
- 117 In 2022 when Hurricane Fiona affected Bell’s mobile services its “efforts to keep members of the public and local authorities informed about” the hurricane’s “evolving impacts included “making our spokespeople available to the traditional news media, including through live television appearances by our representative (sometimes with other local officials for news conferences)...”¹⁸⁴

4 People

- 118 As noted previously, the Alerting Governance Council does not appear to include any representatives of the public.
- 119 When the CRTC was developing the 2014 Emergency Alert Policy, BDUs suggested that the CRTC “reply on its licence renewal process and complaints mechanism as the means of monitoring and addressing compliance issues.”¹⁸⁵
- 120 The CRTC held its most recent public hearing to consider the renewal of The Weather Network/MétéoMédia in [April 2018](#) and issued its most recent assessment of the services’ performance in August 2018 ([Broadcasting Decision CRTC 2018-342](#)). In that proceeding, concerns were expressed
- by the Alberta Emergency Management Agency about the transparency of the Alerting Governance Council, particularly with respect to the lack “of visibility on funds generated by Pelmorex’s 9(1)(h) status and cost to operate the NAAD System” (see intervention 10490, page 2 lines 51-58)
 - the possibility of non-Canadians acquiring Pelmorex (intervention 10490, page 2, lines 64 to 73), and
 - the possibility of a decision by Pelmorex to no longer support or operate the NAAD System (intervention 10490, page 2, lines 68 to 73)

121 Following the enactment of the Online Streaming Act in April 2027 the CRTC published a [Regulatory Plan to modernize Canada’s broadcasting framework](#) on 8 May 2023 in which it said it might hold a dozen or more public proceedings: Appendix 7. It subsequently renewed 668 broadcast licences including The Weather Network/MétéoMédia administratively¹⁸⁶ until August 2026.¹⁸⁷ The CRTC also deferred its “examination of any new application or complaint” regarding radio licences until the 2025/26 broadcast year.¹⁸⁸ ^F

a Complaints reported by CRTC about broadcast emergency alert messages

122 The 1991 and 2023 broadcasting statutes enable the CRTC to “hold a public hearing, make a report, issue any decision and give any approval in connection with any complaint or representation made to the Commission or in connection with any matter within its jurisdiction” under the Act “if it is satisfied that it would be in the public interest to do so.”¹⁸⁹ In 2014 the Commission agreed to include complaints as part of its Emergency Alert Policy monitoring framework.¹⁹⁰

123 The last opportunity for the public to raise concerns about the broadcast component of the NPAS was in April 2018 when the CRTC renewed Pelmorex’ The Weather Network/MétéoMédia licences until August 2023. Over 13,000 interveners – “the majority of which were from individual Canadians expressing support” for the renewal¹⁹¹ - commented on Pelmorex’ renewal application. The CRTC’s renewal decision identified concerns raised by some interveners but did not identify the interveners to which it referred.

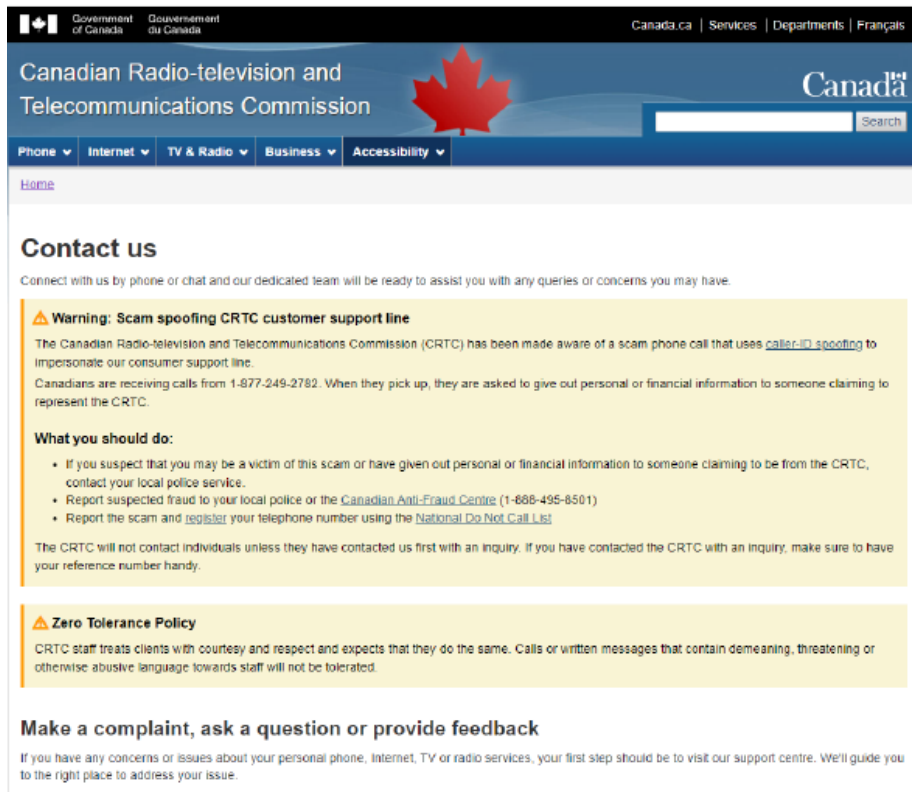
124 It is difficult to locate complaints made to the CRTC about the NAAD System because the CRTC’s website does not include annual reports about the complaints it receives. When asked about complaints in relation to emergency alerts, the CRTC’s search engine provided links to two decisions concerning broadcasters and their compliance with the 2014 emergency alert amendments. Neither decision referred to complaints from members of the public or others about the system:

Broadcasting Decision	Issue	Outcome
2023-407	Non-compliance with implementation of NPAS	Condition of licence 13 – requires report
2023-266	Failure to implement NPAS by 31 March 2015 deadline	Condition of service 4 – requires letter attesting to implementation date

125 People who have complaints about the NAAD System may not know how to submit them. For example, the CRTC’s [“Contact us” page](#) invites people to call it with “any queries or concerns” they have.¹⁹²

^F With the exception of the applications invited in Broadcasting Notice of Consultation CRTC [2024-57](#) (Ottawa, 14 March 2024) and [2024-60](#) (Ottawa, 15 March 2024).

Figure 5 CRTC’s “Contact us” page



126 FRPC telephoned the CRTC’s general information number (819-997-0313) on 7 February 2024. Its automated answering system offered four options:

- To press 1 for billing or Wireless Code issues
- To press 2 to register on or make a complaint regarding the Do Not Call List
- To go online to make a complaint about the Voter Contact Registry or
- To press 3 for other issues

127 After pushing 3 (for other issues) a CRTC information officer answered.

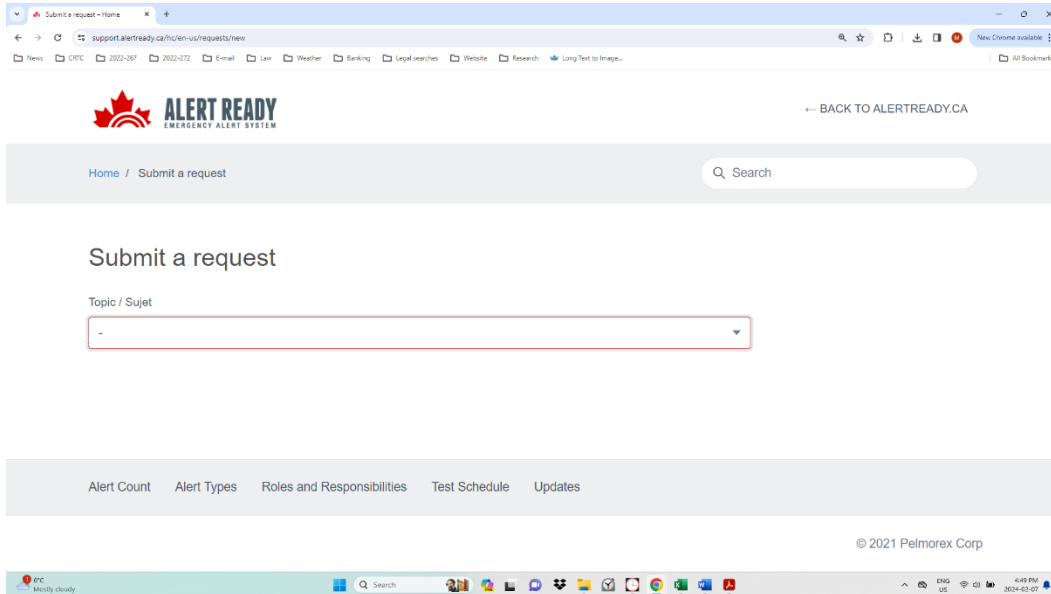
128 When asked how to file a complaint with the CRTC about an emergency alert warning that was not received, the officer said that complaints should be filed directly on the alertready.ca website; the CRTC’s only requirement is for TV service providers to have a system compatible with alertready.ca.

129 When asked about making a complaint to be placed on the Pelmorex licence file, the officer again said that the correct approach was to complaint directly to alertready.ca as its management was different from that of Pelmorex.

130 The alertready.ca home page has a “Contact Us” button on its home page. The contact-us page consists of an online form to “Submit a request” and does not set out any other contact information (except for a copyright assertion by Pelmorex Corp.): Figure 6. People may be

submitting complaints as well as requests about alertready.ca on this website, but it provides no statistics on this point.

Figure 6 alertready.ca “Contact us” page



131 In 2018 – when the CRTC issued its most recent, non-administrative renewal of The Weather Network/MétéoMédia licences – said that Pelmorex operates “the NAAD System, which ... makes available to BDUs, both licensed and exempt, ... alerts and messages related to imminent or unexpected threats to life or property caused by severe weather disturbances, natural disasters or other emergencies in local, regional and national areas of Canada.”¹⁹³ The CRTC’s ownership chart for The Weather Network/MétéoMédia notes that that “Pelmorex Corp. holds 100% of Pelmorex Weather Networks Inc.” that in turn “holds 100% of Pelmorex Weather Networks Television Inc.” that in turn is the licensee of The Weather Network/MétéoMédia: [Appendix 13](#).

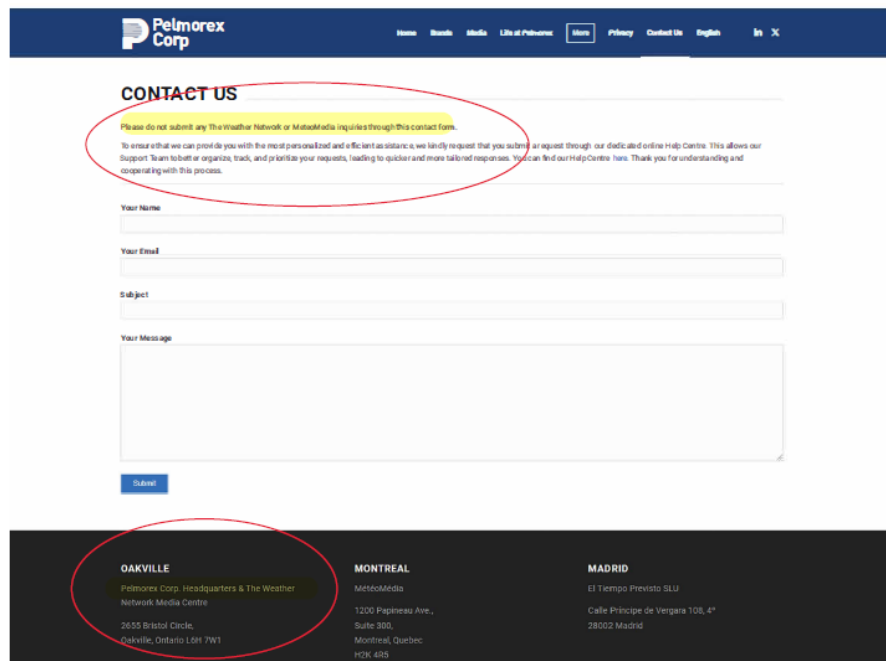
132 The Pelmorex Corp website has a “contact form” page.

133 The message below “CONTACT US” tells potential complainants, “Please do not submit any The Weather Network or MeteoMedia inquiries through this contact form.”: Figure 7 (next page)

[Remainder of page intentionally left blank]

Figure 7 Pelmorex Corp.’s “CONTACT US” form

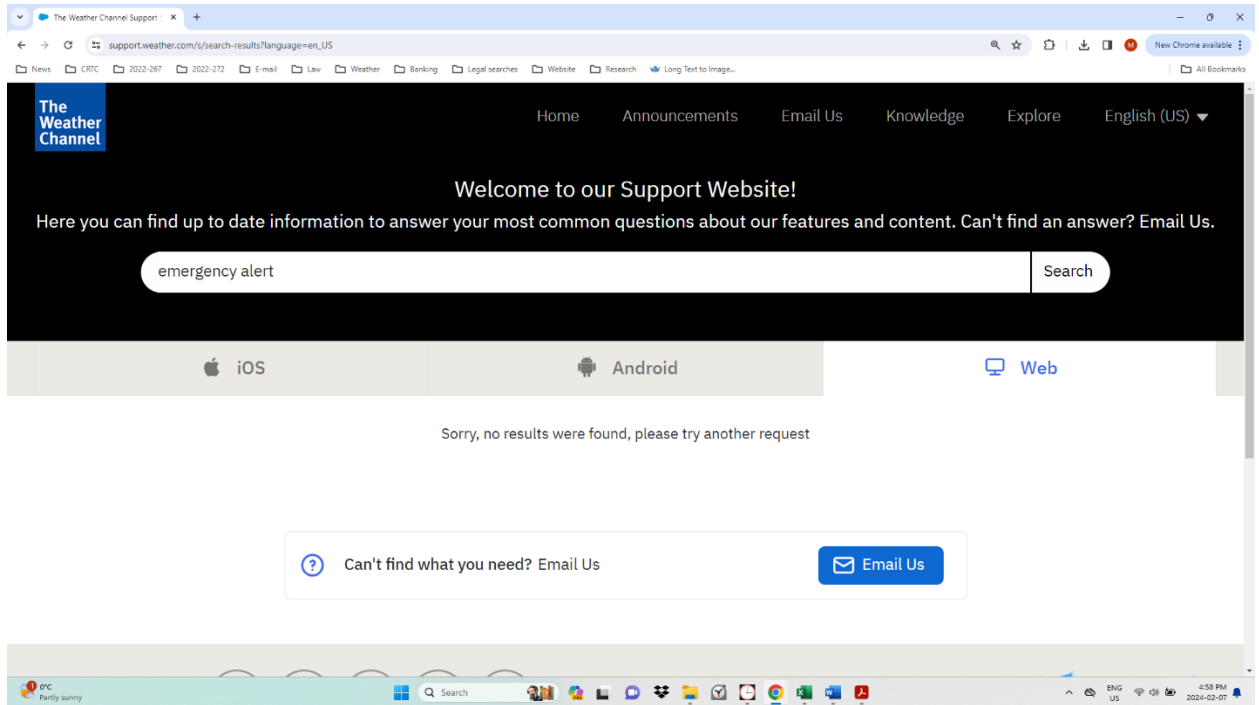
134 The Weather Channel’s home page sets out links to its social media sites and invites “Feedback” but does not otherwise provide contact information, a comment form or a complaint form: Appendix 9.



135 Clicking on the “Feedback” link opens the “Welcome to our Support Website!” page. When “emergency alert” was typed into its “What can we help you with?” bar, it responded “Sorry, no results were found”: Figure 8 (next page).

[Remainder of page intentionally left blank]

Figure 8 The Weather Channel has “no results” for emergency alert



- 136 The CRTC has approved the establishment of two other mechanisms for submitting complaints about broadcasting matters: the Canadian Broadcasting Standards Council ([CBSC]) in the early 1990s and the Commission of Complaints for Telecom-television Services (CCTS) in the 2000s.
 - 137 The CBSC appears unlikely to respond to complaints about broadcast emergency alerts as it “administers five industry codes covering various issues relating to ethics, violence on television, equitable portrayal, journalistic ethics, and cross-media ownership which set out the guidelines for television and radio programming.”¹⁹⁴ It also requires complainants to contact their service provider first, before the CBSC will consider their complaints.
 - 138 The CCTS appears equally unlikely to deal with complaints about broadcast emergency alerts. It administers the *Television Service Provider Code* that concerns BDU contracts, service outages and repairs: the CCTS website states that it “is unable to accept complaints about the content of programs”. It requires complainants to attempt to resolve their concerns with their service provider before submitting complaints to the CCTS. Its website provides six ways of contacting the CCTS (online form, toll-free call, TTY [“temporarily out-of-service”], e-mail, fax and conventional mail).
- b Complaints brought to attention of Alerting Governance Council**
- 139 Six of the ten sets of minutes available online which describe meetings of the Alerting Governance Council from 2019 to 2023 include information about news articles published about Alert Ready and En Alerte and about “complaints and inquiries from the public” following alerts or tests.

140 The minutes show that the Pelmorex Audience Relations team manages the Alert Ready and En Alerte websites and social media accounts, and tracks the “primary types of complaints” received online.

Table 8 Public responses brought to attention of Alerting Governance Council

Alerting Governance Council minutes for:	Period	Complaints/inquiries	News articles
Oct 13 2021 meeting	Jan-Aug 2021	Number not reported	710
Mar 30, 2022 meeting	Sep 2021 to Feb 2022	433 “inquiries”	712
Jun 23 2022 meeting	Not reported	Not reported	Not reported
Oct 5 2022 meeting	Mar 2022 to Sep 2022	530 “inquiries”	Not reported
Apr 25 2023 meeting	Sep 2022 to Mar 2023	Approximately 400 “inquiries”	690
	Oct 2022 to Mar 2023		
Oct 25 2023 meeting	Apr 2023 to Sep 2023	Approximately 460 “inquiries”	706

141 The October 2021 and March 2022 Alerting Governance Council updates include a table showing the “primary types of complaints” posted on the Alert Ready and En Alerte websites and social media accounts: Figure 9.

Figure 9 Pelmorex Audience Relations’ update on Alert Ready complaints

Update on Alert Ready Communications Activities

The Pelmorex Audience Relations team that manages the Alert Ready and En Alerte websites and social media accounts usually receives complaints and inquiries from the public after the issuance of an emergency alert or public test. The following table contains the primary types of complaints:

Theme	Top Comments	
Civil Emergency Alerts	System should not be used for these type of alerts	Causes alert fatigue
AMBER Alerts	Why are there always two alerts? One in English followed by one in French	Why are alerts distributed across the entire province?
Sound of Alerts	Sound should be changed as it is harsh	Causes distress
Text to Speech ¹	Difficult to understand the message, conversion of .ca is misunderstood	French translation is terrible
Opt Out/Tiered	Canadians wish to opt out of the service	Canadians wish to have a tiered system

¹ The majority of complaints received in regards to the audio version of an alert message are related to wireless handsets for which the accessibility features are enabled. In these cases, the device generates its own audio version of the alert and it does not use the audio generated by the centralized Text-to-Speech service of the NAAD System.

Source: Pelmorex, “NAAD System Governance Council Update: Public Summary of the October 13, 2021 Meeting”, alerts.pelmorex.com, at 3

142 In April 2022 the Alerting Governance Council was advised that “[a] webinar will be launched in April 2022 to educate Canadian media on the Alert Ready system. The objective of this webinar is to provide information on roles and responsibilities and how the system works. The goal is to ultimately reduce uninformed media coverage and to establish relationships with the media.”¹⁹⁵

c *Survey research*

- 143 In 2021 the CRTC commissioned a survey to understand “Canadians’ sentiment towards the NPAS system” in the context of wireless alerts.¹⁹⁶ It had said, three years earlier, that it expected wireless service providers to send at least one SMS text in 2018 and in 2019 “to notify their LTE [long-term evolution] customers” that they would be receiving “test alerts in regions where such tests are ... issued.”¹⁹⁷
- 144 The 2021 survey was limited to 1400 Canadians of 16 years or older who had their own “wireless device connected to a wireless service provider.”¹⁹⁸ The survey therefore excluded people over 16 years of age who did not have their own wireless device in 2021 or who had a wireless device that was not at that time connected to a wireless service provider.
- 145 The survey found that that 86% of connected wireless device owners in Canada were aware of the National Public Alerting System, that 96% recalled receiving at least one alert by TV, radio, cell phone or other device, and that 86% of these owners also thought the system was “important for Canada to have”.¹⁹⁹ While nearly all connected wireless device owners recalled alerts received on their cellphones, 31% also recalled alerts broadcast by TV and 24% recalled alerts broadcast by radio.²⁰⁰

C *CRTC’s oversight of Broadcast National Public Alerting System*

- 146 In commenting on the CRTC’s early 2014 call for comments about its proposed emergency alert amendments, emergency management officials said that enforcement of the Emergency Alert Policy was up to the CRTC.²⁰¹ They advocated measuring the number of broadcasters “capable of distributing emergency alert messages”; tests of transmission effectiveness; and evaluation of the quality of broadcast emergency alert messages in terms of timeliness, content, understandability and adherence to the Common Look and Feel Guidance.²⁰²
- 147 The CRTC said it would monitor broadcasters’ compliance with its emergency alert amendments, that Pelmorex should report results of its own system tests to the CRTC regularly and that Pelmorex should submit general reports about the effectiveness of the CRTC’s emergency alert amendments to the Commission.

1 *No results published after nine years of CRTC monitoring*

- 148 The CRTC sets out the activities it plans to undertake with respect to broadcasting each year in reports it makes to the Minister of Canadian Heritage and has mentioned broadcast emergency alerts in its last nine annual plans.
- 149 From 2017 to 2020 the CRTC said it would monitor broadcasters’ participation in broadcasting alerts; from 2021 to 2023 it said it would work together “with public and private partners” to “improve” the “National Public Alerting System”: Table 9, next page.

Table 9 CRTC's annual commitments regarding broadcast emergency alerts

CRTC's Three-Year Plans and Departmental Plans, 2017/18 to 2023/24	
CRTC, <i>Three-Year Plan, 2017-2020</i> , page 28	
2017-18	The CRTC will continue to monitor participation of all broadcasters in the broadcasting emergency alerting system. The CRTC will monitor technology developments which may contribute to improvements in the distribution of alerts to Canadians. In addition, the CRTC will consider the licensing renewal for the operator of the National Alert Aggregation and Dissemination System.
2018-19	The CRTC will continue to monitor the participation of all broadcasters in the emergency alerting system on an annual basis, and monitor technological developments that may contribute to improvements in the distribution of alerts to Canadians.
2019-20	The CRTC will continue to monitor the participation of all broadcasters in the emergency alerting system on an annual basis, and monitor technological developments that may contribute to improvements in the distribution of alerts to Canadians.
CRTC, <i>Departmental Plan</i> (see e.g. Departmental Plan 2023-24)	
2018-19	Page 5: Take key steps to ensure the mandatory participation of the Canadian communications industry in the National Public Alerting System to help keep Canadians safe during periods of emergency;
2019-20	Page 11: The CRTC will monitor the participation of Canadian broadcasters and wireless service providers in the National Public Alerting System (NPAS). This participation ensures that Canadians receive emergency alert messages at times of imminent or unfolding hazards to life, giving them the information they need to make informed decisions.
2020-21	Page 11: Monitor the participation of Canadian broadcasters and wireless service providers in the National Public Alerting System (NPAS).xi The system ensures that Canadians receive emergency alert messages at times of imminent or unfolding hazards to life, which includes amber alerts and natural disaster alerts, for example.
2021-22	Pages 10-11: Collaborate with public and private partners to improve the National Public Alerting System (NPAS), including exploring new options for long-term viability and funding for NPAS, addressing accountability and verification concerns, and analyzing potential new mediums on which to extend alerting.
2022-23	Page 11: Continue to collaborate with public and private partners to improve the National Public Alerting System (NPAS), including exploring new options for long-term viability and funding for NPAS, addressing accountability and verification concerns, and analyzing potential new mediums on which to extend alerting.
2023-24	Pages 11-12: ... will continue to collaborate with private and public partners to improve the National Public Alerting System (NPAS), including improving the resiliency and accessibility of the system, exploring new options for long-term viability and funding, and analyzing potential new mediums on which to extend alerting.

150 The CRTC has not published any results of its monitoring or of its public-private collaboration(s).

2 No results published by CRTC

151 In issuing the 2014 emergency alert amendments, the Commission addressed performance evaluation, requiring the Alerting Governance Council to report results from alert-system tests and requiring Pelmorex to submit holistic reports on the alert system's efficacy.

a Alerting Governance Council – mandatory system test reports

- 152 In 2014 the CRTC asked the “Pelmorex Alerting Governance Council” to “coordinate system tests”, whose results would be reported to the Senior Officials Responsible for Emergency Management (SOREM). It also asked Pelmorex to “report the results to the Commission on a regular basis, according to the frequency of the tests”²⁰³ – more specifically, each year by the end of May, beginning in 2016.²⁰⁴
- 153 In 2018 Pelmorex explained that national system tests of ready alert “provide an opportunity to validate the end-to-end performance and reliability of the system everywhere in Canada”.²⁰⁵
- 154 Last May Pelmorex explained that the Alert Ready tests show whether it is reliably operating as planned, helps emergency management officials to practise sending alerts and increases the public’s awareness of the system.²⁰⁶
- 155 Media reports and news releases issued by Readyalert list alerts issued from May 2018 to November 2023 (Appendix 10) – 123 in all, summarized below in Table 10. In this period, two alerts were issued per year except in 2020 when one was issued, for a total of eleven alerts. Four provinces (British Columbia, New Brunswick, Newfoundland and Labrador and Saskatchewan) participated in all eleven alerts; Quebec participated in seven of the eleven alerts.

Table 10 Readyalert tests, by province and territory: 2018-2023

Provinces and territories	2018	2019	2020	2021	2022	2023	Total, 2018-23
British Columbia	2	2	1	2	2	2	11
Alberta	2	2	1	1	2	None	8
Saskatchewan	2	2	1	2	2	2	11
Manitoba	2	2	1	2	1	2	10
Ontario	2	1	1	1	1	2	8
Quebec	2	1	1	1	1	1	7
New Brunswick	2	2	1	2	2	2	11
Newfoundland & Labrador	2	2	1	2	2	2	11
Nova Scotia	2	2	1	1	1	2	9
Prince Edward Island	2	2	1	2	1	2	10
Northwest Territories	2	2	1	1	2	1	9
Nunavut	2	1	None	1	2	2	8
Yukon	2	2	1	2	2	1	10
Total, by prov/territory	26	23	12	20	21	21	123

- 156 The CRTC’s search engine lists 9 results for “‘emergency alerts’ ‘governance council’” (Appendix 11). None links to documents from the Governance Council describing the Alert Ready system tests or their results.
- 157 The Alerting Governance Council updates published from 2019 to 2023 state that tests took place but provide no information about the results of these tests.

b Required or expected reports

- 158 The CRTC has in the past either expected, directed or required the filing of reports related to the NAAD System. The 1991 *Broadcasting Act* did not make a broadcaster’s failure to meet the CRTC’s expectations or directions a punishable offence; contravention of conditions of licence constituted an offence punishable on summary conviction.⁶
- 159 Since 2014 the CRTC has either required or expected 10 reports to be filed with respect to the NAAD System, half of which involved the Alerting Governance Council:

<i>Required report (source)</i>	<i>Expected report (source)</i>
Broadcasting Regulatory Policy CRTC 2014-444	
	6 Report results from its tests of the NAAD System to CRTC “on a regular basis” (Broadcasting Regulatory Policy CRTC 2014-444, paragraph 77)
	7 Report on holistic effectiveness of the amended emergency alert regulations by 31 May beginning in 2016 (2014-444, paragraph 81)
	8 Report annually on general broadcasting industry compliance (2014-444, paragraph 86)
Broadcasting Decision CRTC 2018-342	
1 Report before June each year “on behalf of the Governance Council”, detailing its activities, NAAD-system improvements “and issues related to governance”, highlighting costs associated with the improvements (Broadcasting Decision CRTC 2018-342, condition of licence 16)	
2 Report summary of discussions about the roles and responsibilities of the Alerting Governance Council (Broadcasting Decision CRTC 2018-342, condition of licence 16)	
3 Report details of meeting with the National Campus and Community Radio Association (Broadcasting Decision CRTC 2018-342, condition of licence 18)	9 Reflect engagements with Indigenous radio stations in NCCRA report (2018-342, Appendix, Expectations)
4 Report revised Pelmorex Alerting Governance Council Terms of Reference by no later than 31 March 2019” (Broadcasting Decision CRTC 2018-342, condition of licence 12)	
5 Report “findings following its meetings with alerting officials across the country” with respect to the Alerting Governance Council’s structure and operations (Broadcasting Decision CRTC 2018-342, conditions of licence 17)	10 File report on meetings with Canadian alerting officials by 31 March 2019 (2018-342, Appendix, Expectations)

- 160 The CRTC’s search engine found no reports from Pelmorex about the Alerting Governance Council on the CRTC’s website or about reports concerning NAAD: [Appendix 17](#).

⁶ *Broadcasting Act*, 1991, section 33.

161 The CRTC also expected or directed each broadcaster to confirm annually as part of the CRTC annual-return process that they are distributing alerts as required (2014-444, paragraph 84); the CRTC does not publish the annual returns of individual broadcasters.

IV Rationale for review and update

162 The CRTC's *Rules of Practice and Procedure* – published under the terms of the 1991 *Broadcasting Act* – do not provide any guidance about the timing of the CRTC's reviews of its major policies. Other federal institutions – such as Accessibility Standards Canada, for example – have published their intention to use built-in cycles to review their standards “every 5 years”.²⁰⁷ Similarly, the CRTC has said it would review its broadcast exemption orders and the *Television Service Provider Code* every five years.²⁰⁸

163 Since 2014 the CRTC has launched 14 reviews of its major telecommunications policies, including four that addressed alerts distributed by wireless service providers: Appendix 5. It currently requires telecommunications providers to report outages that make the Internet inaccessible and affect mobile and home telephones: Appendix 5.²⁰⁹ None of the 11 reviews the CRTC has undertaken of its broadcasting policies since 2014 addressed broadcast emergency alert messages. By comparison the federal, provincial and territorial partners in emergency management have revised Canada's *Emergency Management Strategy* twice in the same period: in 2017 and 2019.²¹⁰

164 The 2023 *Broadcasting Act* now requires the CRTC to “consult with all interested persons” about the orders and regulations it issues, “[e]very seven years”.²¹¹ If the CRTC were to wait until 2031 (seven years from now) before reviewing its current approach to broadcast emergency alert messages, it would effectively be requiring Canadians to wait 17 years for it to evaluate and update its 2014 emergency alert amendments.

165 FRPC submits that the CRTC should initiate a review of its approach to broadcast emergency alert messages in 2024 because it is important, necessary and timely to do so.

A Importance

166 The review's importance is based primarily on changes that have taken place since the Commission made its emergency alert amendments in 2014. These have to do with significant changes in the types of emergencies that now affect Canadians' lives, Canadians' needs with respect to broadcast emergency alert messages, and changing perspectives on the impact of major property loss on people's lives.^H

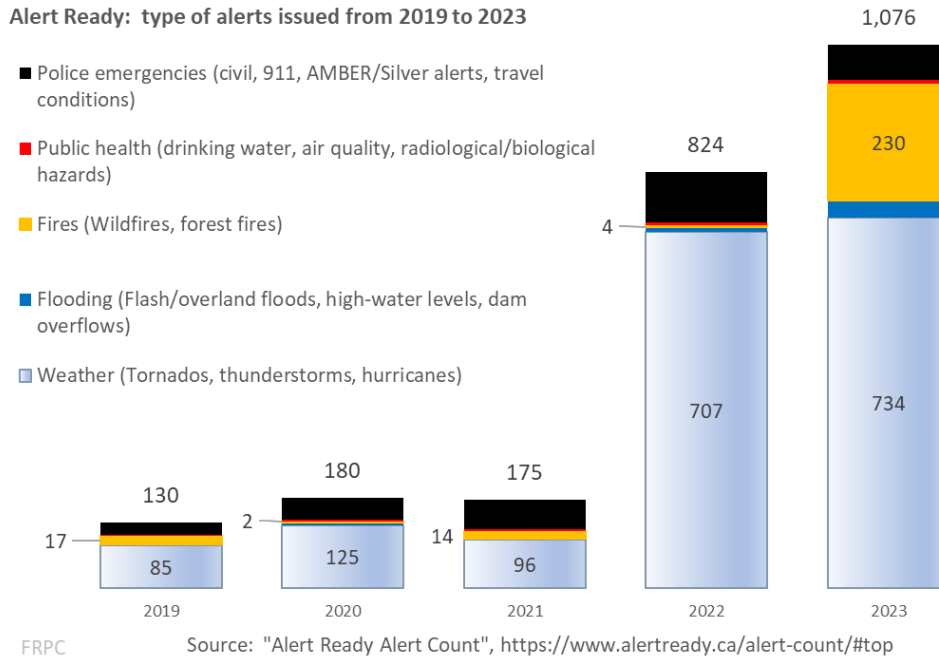
1 Changes in level, types and impact of emergencies

167 The alertready.ca website shows a significant increase in the overall number of total alerts it has issued since 2021: Figure 10. (It is unknown whether these figures include broadcast-only,

^H On 4 March 2022 [notes prepared for the Deputy Minister of the Emergency Management and Programs Branch](#) within Public Safety Canada addressed “Canada's preparedness for any kind of nuclear event, in light of the 24 February 2022 invasion of Ukraine by the Russian Federation and attention being directed to four Ukrainian nuclear power plants.

wireless-only, both broadcast and wireless alerts or alerts that are issued but not distributed by wireless or broadcast distributors.) The number of alerts issued due to weather (tornados, thunderstorms and hurricanes) and fires grew dramatically between 2021 and 2023.

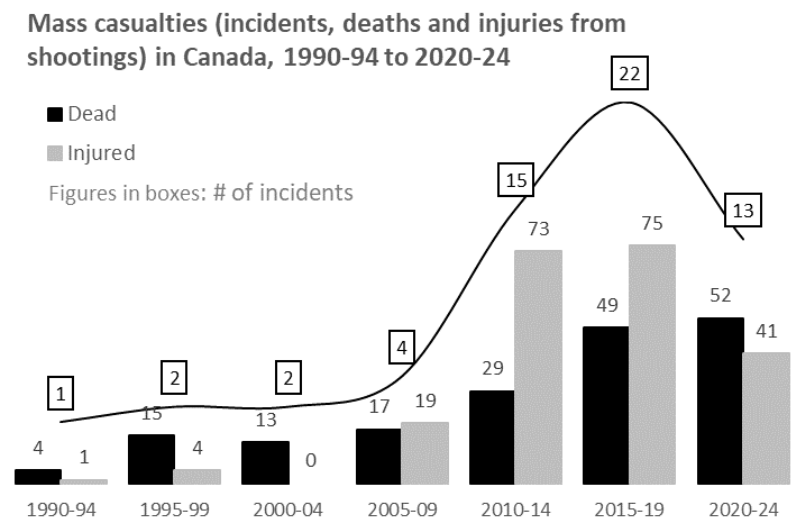
Figure 10 Types and numbers of alerts issued by Alert Ready, 2019-2022



168 In May 2023 the federal government published Canada's first *National Risk Profile* to set out "national evidence on Canada's disaster risk and gaps in the emergency management system."²¹² It identified "the three costliest hazards facing Canadians: earthquakes, wildland fire, and floods."²¹³

Figure 11 Mass casualties in Canada from shootings, 1990-2024

169 The types of emergencies that affect Canadians today may now also be caused by other people. The number of incidents involving mass shootings has increased in the past two decades, along with the number of dead and injured in such incidents: Figure 11.



170 While Alert Ready's reported alerts include "civil" emergencies it is unknown whether these include warnings about the risk of shootings.

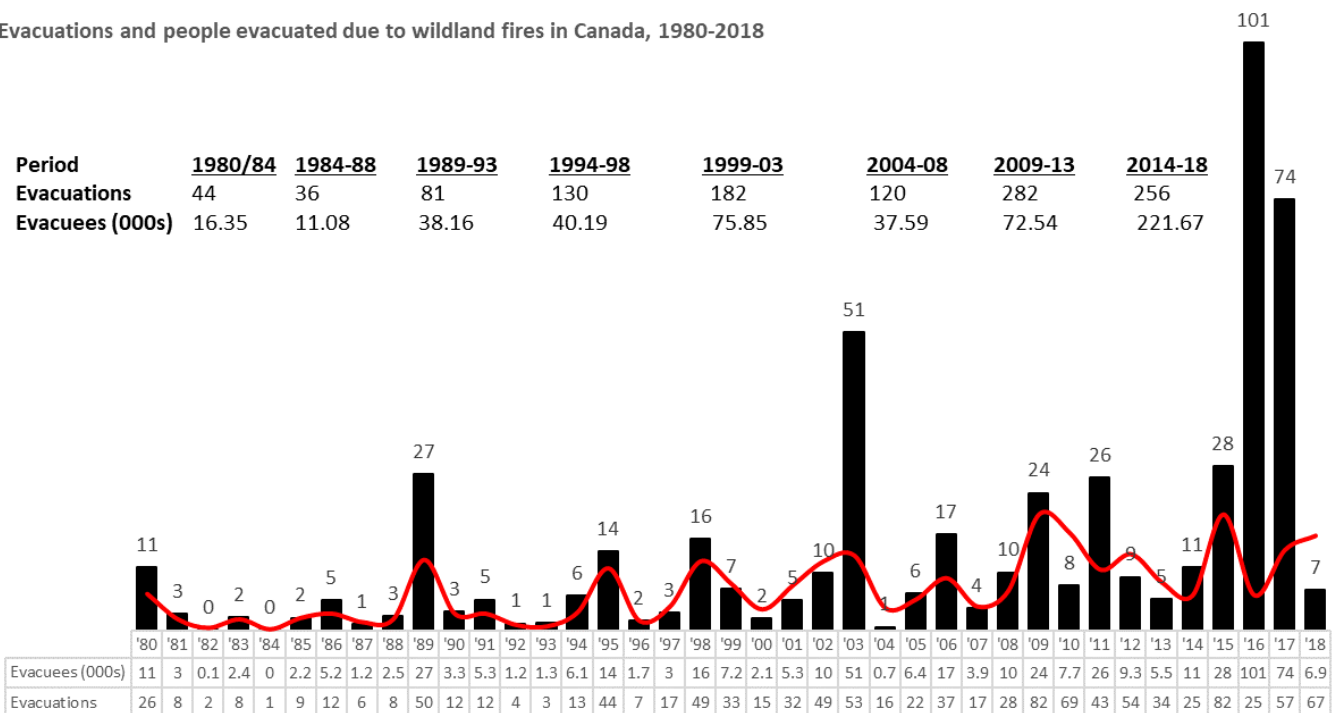
Source: Wikipedia, "List of mass shootings in Canada" (en.wikipedia.org/wiki/List_of_mass_shootings_in_Canada)

- 171 Even if the Alert Ready messages do not address shooting incidents, the impact of ‘natural’ emergencies in Canada has also grown
- 172 The number of evacuations due to wildland fires has more than quadrupled, while the number of people evacuated from their homes has grown by more than 12 times: see table below, and Figure 12.

	1980/84	2014-18	% change
Evacuations	44	256	482%
Evacuees	16,350	221,670	1,256%

Figure 12 Wildfire evacuations and evacuees, 1980-2018²¹⁴

Evacuations and people evacuated due to wildland fires in Canada, 1980-2018



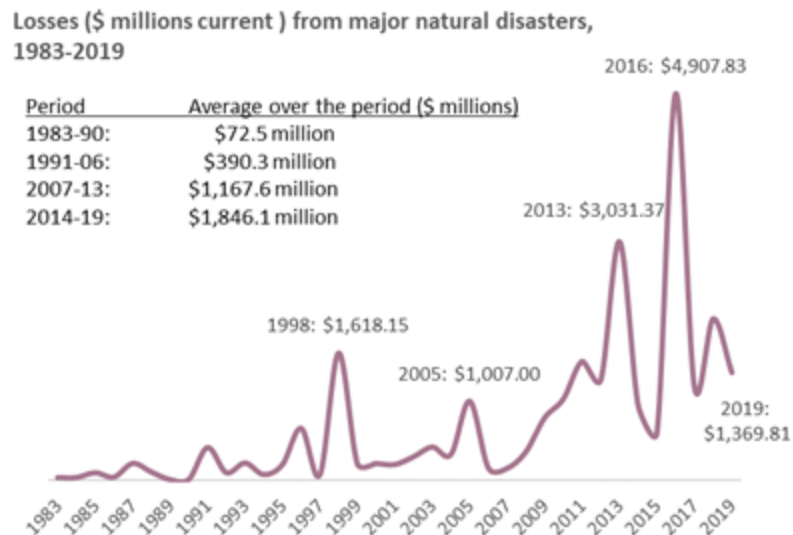
- 173 While the CRTC’s 2014 emergency alert amendments limited broadcast emergency alert messages to imminent threats to life, the number of people affected by threats to property has increased substantially. From 2015 to 2018 just over 210,000 people in Canada were evacuated due to wildland fires. Environment and Natural Resources Canada says, moreover, that people in Canada “can expect increasing wildfires, more intense droughts and hurricanes, and more intense heat waves”²¹⁵ if the climate continues to warm, while the Minister of Emergency Preparedness warned early in March 2024 that “this year’s wildfire season will be worse than the record-breaking season of 2023”²¹⁶
- 174 Such evacuations and the loss of or damage to people’s homes and businesses can have a significant impact on people’s lives. A recent study from the United States of “282,000 renters who received an eviction filing” – similar in some ways to an evacuation order – “[h]ousing

instability ... was associated with significantly increased risk of death over the first 20 months of the COVID-19 pandemic”.²¹⁷ For example, the 2011 fire in Slave Lake, Alberta, destroyed 374 properties and left 732 people homeless.²¹⁸

- 175 Wildland fires are not the only natural risks that people in Canada face. In Spring 2021, for example, Environment and Climate Change Canada began issuing broadcast alerts for severe thunderstorms with hail of 7 cm or greater and/or winds of 130 kilometres/hour or more.²¹⁹
- 176 In 2023 non-hurricane floods were reported in Calgary, Edmonton, Regina and Winnipeg, and multiple floods occurred in Ottawa, Montréal and Québec City. A dozen and a half “named storms, including seven hurricanes of which three were major” hit the Atlantic provinces.²²¹ The Insurance Bureau of Canada (IBC) has estimated that people in Canada incurred storm- and flooding-related losses of \$810 million: [Appendix 16](#) (see 2023, “Storm” and “Flooding” costs). In the May 2023 *National Risk Profile* published by the federal government. It identified “the three costliest hazards facing Canadians: earthquakes, wildland fire, and floods.”²²²

177 IBC estimates of losses from major natural disasters show that Canadians’ average annual losses from major natural disasters has increased substantially over the last twenty years.

Figure 13 Losses associated with weather-related emergencies, 2014-2023²²⁰



178 As Figure 13 shows, from 1991 to 2006 the average annual loss was \$390 million and from 2007 to 2013 – when the CRTC encouraged broadcasters to carry emergency alerts – the average annual losses increased to just under \$1.2 billion. Since the CRTC’s 2014 decision to limit emergency alerts to threats to life, Canadians’ losses have grown to an annual average of \$1.8 billion: [Figure 13](#) and [Appendix 16](#).

179 In 2022, meanwhile, the CRTC told Canada’s national public broadcaster, the Canadian Broadcasting Corporation/Radio-Canada, that it “expects the CBC to maintain local, regional and national news broadcasts in a crisis or emergency on all of its audiovisual and audio services.”²²³ It added that it defined crisis or emergency as “an imminent threat to life *or property* affecting a community, a group of people, or all of society. Such a threat could stem from events that include, but are not limited to, natural disasters, and social, economic, political or health events”

[italics added].²²⁴ In other words, the CRTC has imposed a wider duty on Canada’s national public broadcaster than it imposes on other broadcasters.

180 Reviewing the CRTC’s approach to broadcast emergency alert messages would enable the Commission to consider Canadians’ needs and interests regarding broadcast emergency alert messages and, in particular, whether in some circumstances Canadians should be warned about serious and imminent danger to their homes, businesses and land.

2 Canadians’ expectations and needs have changed

181 In addition to significant changes in the level and impact of emergencies in Canada, the needs and expectations of people in Canada regarding alerting have changed. In January 2024, for example, the Commission’s staff wrote to Rogers to obtain information about a call to 9-1-1 made by French-language caller which was answered only in English. The staff’s letter said that “[t]he Canadian public and the Commission place a high degree of importance on being able to access timely and effective 9-1-1 services, including the ability for Canadians to be answered and communicate details related to their emergency in their preferred official language.”²²⁵

182 The Alert Ready: Emergency Alert System website has issued 2,385 alerts in the past five years, about 22 types of emergencies: Table 11.²²⁶ Little is known whether all alerts are provided and carried in both official languages. The CRTC would need this information to comply with the 2023 *Broadcasting Act*’s requirement that it “shall consult with official language minority communities in Canada when making decisions that could adversely affect them.”²²⁷

Table 11 Alert Ready Alert Count, 2019-2023

Alert Ready: Alert Count, 2019-2023			
Emergency type	Number of emergencies	Emergency type	Number of emergencies
Tornado	1620	Air quality	4
Wildfire	249	Overland Flood	3
Civil emergency	185	Public health	3
Thunderstorm	123	Silver alert	3
AMBER alert	86	High Water Level	2
Flash flood	42	Dangerous animal	2
Forest fire	18	Radiological hazard	2
911 service	14	Train Accident	2
Drinking Water	13	Biological Hazard	1
Dam overflow	7	Police Emergency	1
Hurricane	4	Dangerous Highway Conditions	1
Total			2,385

Source: Alert Ready Alert Count, <https://www.alertready.ca/alert-count/#top>

183 While approximately “22% of Canadians have a disability”,²²⁸ little is also known about the availability of accessible broadcast emergency alert messages and of emergency related broadcast information programming. The CRTC’s [2023 Accessibility Progress Report](#) notes that “[a]s a regulatory body overseeing over 2,000 broadcasters, including television and radio services, as well as telecommunications providers, such as Internet, telephone, and mobile

companies, the CRTC takes to heart the objective of being free of barriers in federally regulated areas by 2040.”²²⁹

- 184 Insofar as their needs are concerned, Canadians may well want to be alerted when major events affecting but not threatening their lives are imminent. A 2023 report on changing climate and its impact on Canada noted that “quality of drinking water, which is critical for health and well-being” may be affected by contaminated water in “private wells and even municipal systems”.²³⁰ Municipal infrastructure including sewer systems is being threatened by extreme weather events triggered by “sea-level rise, storm surges and rivers swollen by extreme rainfall events.”²³¹ It explained that “[f]lood damage can make homes unsafe, such as by introducing mould, fungi and bacteria or by causing loss of power”.²³² In other words, while lives may not be at imminent risk from such events – meaning that broadcasters need not issue alerts – issuing alerts could nevertheless enable those in affected areas to mitigate the risk that such events pose to their health and well-being.
- 185 Reviewing the CRTC’s ten-year old approach to broadcast emergency alert messages would enable the Commission to consider changes in Canadians’ fundamental rights to information in the format they need or desire.

B *Necessity*

- 186 The second main reason for reviewing the CRTC’s 2014 emergency alert amendments is that Parliament has made substantial changes to the Commission’s responsibilities regarding broadcasting through its statutes. These include the 2019 *Accessible Canada Act* and the 2023 *Broadcasting Act*.

1 *CRTC’s responsibilities*

- 187 The 2019 *Accessible Canada Act* applies to federally regulated entities including broadcasters with ten or more employees.²³³ The CRTC must now also include in its annual report the results of any inquiries, orders or notices of violation issued with respect to this statute.²³⁴
- 188 The 2023 *Broadcasting Act* clearly establishes the Commission’s authority with respect to broadcast emergency alert messages (**Appendix 15** reproduces references emergency alerts or messages from the House of Commons Standing Committee on Canadian Heritage, the House of Commons and the Senate). That said, the federal Minister of Public Safety and Emergency Preparedness is “responsible for exercising leadership relating to emergency management in Canada by coordinating, among government institutions and in cooperation with the provinces and other entities, emergency management activities.”²³⁵ (This past November the Minister was given additional responsibilities by being designated as the Minister referred to in the *Federal Public Sector Labour Relations and Employment Board Act* and the *Federal Public Sector Labour Relations Act*.²³⁶)
- 189 Yet the Public Safety Minister’s responsibilities are limited to those “matters over which Parliament has jurisdiction – and that have not been assigned by law to another ... agency of the Government of Canada”.²³⁷ None of the 18 responsibilities of the Minister of Public Safety and Emergency Preparedness set out in the *Emergency Measures Act* involves broadcasting:

Appendix 18. In November 2023, moreover, the Department of Public Safety and Emergency Preparedness confirmed that it had no documents regarding emergency preparedness in Canada’s broadcasting system: **Appendix 27.**

190 It therefore continues to fall to the CRTC to regulate emergency broadcasting and, arguably, Parliament expects it do to do, having expressly empowered the CRTC to “make orders imposing conditions ... respecting ... the carriage of emergency messages” in 2023: Table 12.

Table 12 CRTC empowered to impose conditions about “carriage of emergency messages”

9.1 (1) The Commission may, in furtherance of its objects, make orders imposing conditions on the carrying on of broadcasting undertakings that the Commission considers appropriate for the implementation of the broadcasting policy set out in subsection 3(1), including conditions respecting

...
 (l) (l) the carriage of emergency messages;

9.1 (1) Le Conseil peut, dans l’exécution de sa mission, prendre des ordonnances imposant des conditions — pour l’exploitation des entreprises de radiodiffusion — qu’il estime indiquées pour la mise en œuvre de la politique canadienne de radiodiffusion, notamment des conditions concernant :

...
 l) la diffusion de messages d’urgence;

191 The 2023 *Broadcasting Act* also clarifies that the CRTC may issue orders to obtain information “related to programming” from those carrying on broadcasting undertakings.²³⁸ The *Act* does not define programming, but refers to it in the context of program control or transmission (Table 13).

Table 13 2023 *Broadcasting Act*’s references to ‘programming’

programming control means control over the selection of programs for transmission, but does not include control over the selection of a programming service for retransmission; (contrôle de la programmation)	contrôle de la programmation Contrôle exercé sur le choix des émissions en vue de leur transmission, à l’exclusion de celui exercé sur le choix des services de programmation destinés à être retransmis. (programming control)
programming undertaking means an undertaking for the transmission of programs, either directly by radio waves or other means of telecommunication or indirectly through a distribution undertaking, for reception by the public by means of broadcasting receiving apparatus, but does not include such an undertaking that is an online undertaking; (entreprise de programmation)	entreprise de programmation Entreprise de transmission d’émissions, à l’exclusion d’une entreprise en ligne, soit directement à l’aide d’ondes radioélectriques ou d’un autre moyen de télécommunication, soit par l’intermédiaire d’une entreprise de distribution, en vue de leur réception par le public à l’aide d’un récepteur. (programming undertaking)
<i>Broadcasting Act</i> , S.C. 1991, ch. 11 (22 June 2023), 2(1); <i>Loi sur la radiodiffusion</i> , L.C. 1991, ch. 11, 2(1)	

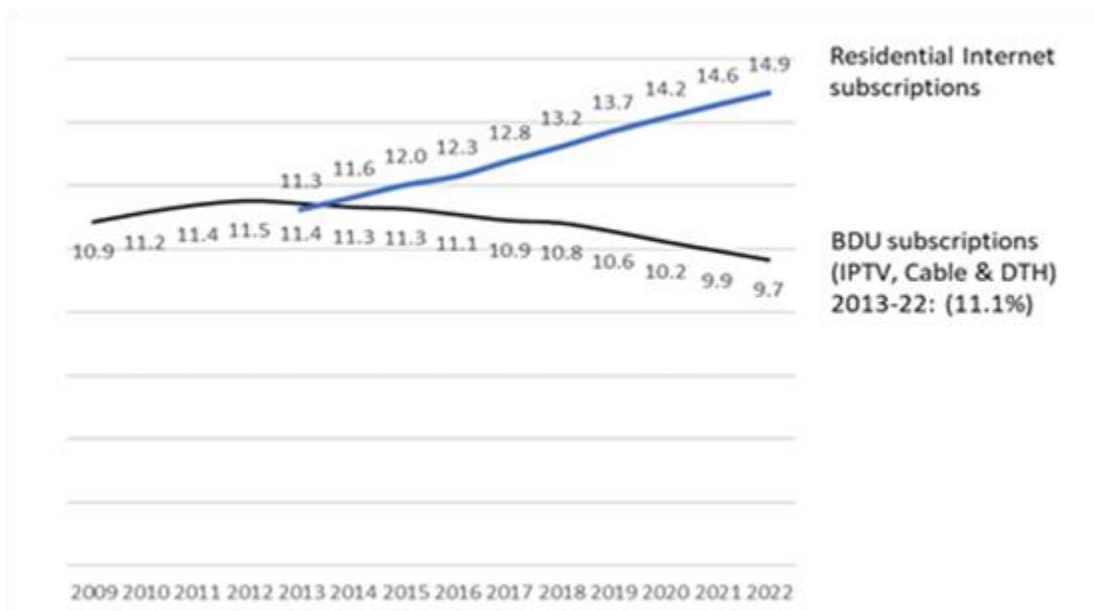
192 As the CRTC has jurisdiction over broadcast emergency alert messages, it also has jurisdiction – the sole jurisdiction compared to other agencies – to obtain information about broadcasters’ transmission of such messages. The Commission may order broadcasters to provide financial, commercial, programming, expenditure and ownership data (section 9.1(1)(o)) and may also audit broadcasters’ records and accounts (section 10(1)(j)). The 2023 *Broadcasting Act* moreover empowers the CRTC to levy administrative monetary penalties when a person contravenes the CRTC’s regulations or orders²³⁹ or does not submit information required by the Commission or its delegate.²⁴⁰

193 Parliament has also given the CRTC express authority over online broadcasters. The 2023 *Broadcasting Act* defines broadcasters as including online broadcasters that transmit or receive

programs over the Internet for the public’s reception.²⁴¹ Online broadcasters may broadcast without a licence, but must register with the Commission if they or their ownership group obtain more than \$10 million in annual broadcasting revenues in Canada.²⁴²

194 Incorporating online undertakings into the CRTC’s jurisdiction recognizes broadcast audiences’ shift online. From 2013 to 2022, for example, subscriptions to ‘conventional’ programming distribution services such as cable, DTH and IPTV decreased by 11.1% while residential Internet subscriptions increased by 32.8%: Figure 14.²⁴³

Figure 14 Internet vs BDU subscriptions, 2009-13



195 The shift in audiences from offline to online broadcasting matters for two reasons. First, licensed Canadian broadcasters were already concerned in 2006 about their ability to distribute broadcast emergency alert messages of relevance to specific communities in their coverage area:

... over-the-air television broadcasters face several problems. One is their signal covers typically a large area and is re-broadcast, and so for local emergencies they're faced with a decision as to whether to put a message on and inform as much as half a province for what might be a local emergency.²⁴⁴

196 These challenges were overcome by technological innovation.

197 Including questions in its 2024 consultations about online broadcasters and broadcast emergency alert messages will enable people in Canada and the CRTC to gain a clearer appreciation of online broadcasters’ capacity to provide such messages in the coming years.

198 The second reason that is necessary to review the CRTC’s 2014 emergency alert amendments is that, ten years later, very little has been published by the CRTC about broadcast emergency alert messages.

2 Lack of information about NPAS and broadcasters

a Information from the CRTC's public website pages

- 199 In 2014 the CRTC said that Pelmorex should submit annual reports to the Commission setting out “a holistic view of the effectiveness” of the 2014 emergency alert amendments by measuring
- “general level of industry compliance”
 - “transmission effectiveness”
 - “alert quality”
 - “availability of alert messages to Canadians”
 - “success of system tests”, and
 - “actual emergency alert message distribution”.²⁴⁵
- 200 These reports are not listed among the 20 annual or biennial reports Pelmorex has filed with the CRTC since 2003 (regarding cultural diversity) and since 2014 (regarding accessibility), and they are not among the results listed by the CRTC's search engine (Appendix 19).²⁴⁶
- 201 None of the 18 *Monitoring Reports* published by the CRTC since 2003 with respect to broadcasting have mentioned the numbers of broadcast emergency alert messages actually distributed by broadcasters to Canadians: [Appendix 20](#). Its 2013 and 2014 reports mention the Commission's work in ensuring Canadians' access to emergency services but neither those nor its other monitoring reports set out information about the distribution of emergency alert messages by broadcasters to people in Canada.
- 202 In 2018 a letter posted on the CRTC's website shows that the CRTC's staff asked Pelmorex about “visible tests issued during the 2018” Emergency Preparedness Week as the tests issued “did not achieve full success and in some instances, the test alerts were not distributed at all on LTE [long-term evolution] networks of the Wireless Service Providers.”²⁴⁷ The CRTC staff letter asked Pelmorex, as the NAAD System administrator, for “detailed breakdowns, by province” to these questions:
- What actions (such as software updates, text messages, etc.) did you take prior to the dissemination of the wireless public test alerts that were visible to end-users during the 2018 EPW?
 - What issues did you encounter during the 2018 EPW? Did any of these issues impede your ability or role in ensuring that the tests achieved full success?
 - What issues are in your ability or power to address? What actions did you take to resolve these issues and in what timeframes?
 - Are there any outstanding issues which are in your ability or power to address that remain unresolved? If so, what are they, and what actions are you taking to resolve them, and in what timeframes?²⁴⁸
- 203 No additional information is provided in the CRTC's 2018 *Monitoring Report* and there is no link from the CRTC staff's letter to Pelmorex' answer.

- 204** While television and radio stations must keep logs describing the programs they broadcast, ‘emergency alerts’ are not included among the codes used to identify programming. The CRTC’s television²⁴⁹ and radio²⁵⁰ regulations require conventional programming undertakings to describe what they broadcast, but the CRTC’s program categories do not include emergency alerts: Appendix 21 and Appendix 22. In any event, the CRTC does not publish radio stations’ logs, only publishes TV logs from 2014 on and in 2023 destroyed all TV program logs it had previously made public from before 2014.²⁵¹
- 205** Table 14, below, sets out sources of information related to emergencies and alerts in Canada. Public Safety Canada and Natural Resources Canada publish data about Canadian disasters, wildfires and evacuations, for different periods. Private companies – *CatiQ* and Canadian Underwriter publish information about costs attributed to different catastrophes or disasters. Pelmorex publishes an archive of public safety messages which include broadcast and wireless alerts: Appendix 8. The different sources’ description of different periods hinders comparisons using the data.

Table 14 Sources of data about emergencies in Canada

Topic	Source	Period
Canadian Disaster Database	Public Safety Canada https://www.publicsafety.gc.ca/cnt/rsrscs/cndn-dsstr-dtbs/index-en.aspx	1900-2020
Wildland Fire Evacuations and Evacuees (limited costs data)	Natural Resources Canada https://natural-resources.canada.ca/climate-change/impacts-adaptations/climate-change-impacts-forests/forest-change-indicators/wildland-fire-evacuations/17787#what	1980-2018
Losses (\$ millions) from major natural disasters	<i>CatiQ</i> https://public.catiq.com/news/?searchword=&news_category=&news_year=2014 <i>Canadian Underwriter</i> : https://www.canadianunderwriter.ca/insurance/what-historical-insured-catastrophe-losses-really-mean-1004199375/	1983-2019
Pelmorex	Archived Public Safety Messages https://alertsarchive.pelmorex.com/en.php	2012-2024

- 206** Insofar as public attitudes towards broadcast emergency alert messages are concerned, a wordpress site labelled *npas.ca* “hosts information about the Canadian National Public Alerting System or NPAS.” The home page (*npas.ca*) does not include a logo such as the government of Canada’s maple leaf, while its “About page” states that “This website hosts information about the Canadian National Public Alerting System or NPAS. Additional information on the program is available from Public Safety Canada.”²⁵² The *npas.ca* sets out links to documents directed at issuers, distributors and recipients. The bottom of its home page provides links to “RECENT NEWS” below which are listed links to results from surveys undertaken in November 2021, May 2022 and November 2022. The same page lists “UPCOMING EVENTS” (showing “No upcoming events”). A “whois” search shows that the .ca site is registered to “REDACTED FOR PRIVACY”.

207 The npas.ca page sets out links that send users to peasi.com pages. PEASI – Public Emergency Services Inc²⁵³ – is a company whose website sells commercial software to send emergency alerts and daily notifications for municipal and provincial governments as well as businesses.²⁵⁴ Its website lists several sets of results from online surveys about AlertReady's twice-yearly system tests. PEASI undertook the surveys on its own initiative: A PEASI blog from November 2021 notes that "PEASI created an online survey and asked Canadians to complete it."²⁵⁵ The surveys are downloadable in exchange for a non-gmail.com e-mail address.

b Information from Alert Ready

207.1 Provincial and territorial emergency management conduct tests of the Alert Ready system twice a year. The first test for Ontario occurred on 8 May 2024, but a second test with respect to the federal government's alerting capacity took place a week later, on 15 May 2024. Alert Ready reported that not everyone in Ontario had received the federal test alert by cellphone, and that work was being undertaken by wireless services to determine why (Patricia D'Cunha and The Canadian Press, "Alert Ready admits not everyone received emergency system test in Ontario " CityNews Everywhere (15 May 2024, 7:52 am, Last updated 16 May 2024 7:51 am).

207.2 It is unclear whether the CRTC is gathering information about the Alert Ready system's capacity to distribute alerts as required by the Commission's regulations and what steps the CRTC is taken if some alerts are not being distributed as required.

3 NAAD System governance and funding

a Alerting Governance Council

208 Relatively little is known about the structure and responsibilities of the Alerting Governance Council, established at the CRTC's behest in [Broadcasting Order CRTC 2009-340](#).

209 In 2011 the Council included representatives from Canada's Senior Officials Responsible for Emergency Management, Pelmorex, broadcasters and the Canadian Association for Public Alerting and Notification (CAPAN). (CAPAN then "voluntarily served the public safety community since July 2008, by developing, incubating, studying and supporting numerous specifications, products and services" and became the Canadian Public Safety Operations Organization on 30 September 2014.²⁵⁶) The CRTC required the Alerting Governance Council to include a minimum of one English-language broadcaster, one French-language broadcaster, a BDU serving an Anglophone market and a BDU serving a Francophone market.²⁵⁷

210 In renewing Pelmorex' licence for The Weather Network/MétéoMédia in 2011, the Commission noted "concerns relating to governance, specifically relating to the effectiveness of the Governance Council for example, that the role and the scope of the Council are limited and ... that it has evolved into an advisory body rather than one providing direction to Pelmorex."²⁵⁸ The CRTC required Pelmorex to "take direction from the Governance Council" about certain matters including those "relating to the [Common Alerting Profile] CAP compliance of alerts and equipment and to ongoing technical enhancements of the system" and to file "the Terms of Reference for a Threat Risk Vulnerability Assessment by no later than 24 October 2011."²⁵⁹

- 211** By August 2018 the CRTC noted that the “Alerting Governance Council” established by Pelmorex in 2009 was still supposed to be overseeing “oversees the operation of the” NAAD system.²⁶⁰ The Commission continued to require Pelmorex to ensure that the Council includes “at least one English-language broadcaster and one French-language broadcaster, as well as one distributor that serves an anglophone market and one distributor that serves a francophone market.”²⁶¹
- 212** The CRTC also said in 2018 that it had heard “concerns regarding governance, and specifically the effectiveness of the Governance Council.”²⁶² The CRTC said there should be “a comprehensive, transparent and accountable governance framework”²⁶³ for the Council, and it required Pelmorex to submit a report about “matters pertaining to the structure and operations of the Governance Council” which the CRTC then intended “to make ... public on its website.”²⁶⁴
- 213** In February 2020 the province of Ontario said that the “Governance Council ... includes representation from the Alert Ready community, including FPT [Federal-Provincial-Territorial] governments, Pelmorex and alert distributors.”²⁶⁵ Based on Ontario’s description, the only participants in the National Public Alerting System who are not represented on the Alerting Governance Council are members of the public: Figure 15.

Figure 15 Canada’s Alert Ready broadcast components

Canada’s Alert Ready system					
SOREM		NAAD / Pelmorex		LMDs	Public
Emergency management officials issue emergency alert messages warning of dangers to life and property		National Alert Aggregation and Dissemination system receives, authenticates and disseminates emergency alert messages to last-mile distributors		Last-mile distributors distribute emergency alert messages	Members of public listening to or watching licensed broadcasting services see or hear emergency alert messages
Represented on Pelmorex Alerting Governance Council					

- 214** Ten “Updates” about the “NAAD System Governance Council” are posted on the alerts.pelmorex.com website in relation to meetings of the Council from 8 October 2019 to 25 October 2023: Appendix 23. The updates describe themselves as ‘public summaries’ of NAAD System Governance Council meetings. Based on the published minutes of these meetings the Alerting Governance Council met twice a year from 2020 to 2023 except in 2022 when it met three times. The minutes of all other Council meetings are not available to the public.
- 215** The NAAD System Governance Council updates say their purpose is “to provide Last Mile Distributors (LMDs) with an update regarding key NAAD System activities and discussions”.²⁶⁶ The updates do not identify their author, participants in the meetings, votes on any decisions or the meetings’ duration. None discusses the results of the alerting system’s tests. Three reports stated that the following matters were brought to the Council’s attention:
- Complaints about mispronounced location names (October 2019,²⁶⁷ June 2020²⁶⁸), and
 - Findings about the erroneously issued nuclear alert issued for Ontario in January 2020.²⁶⁹

216 The NAAD System Governance Council updates from October 2019 to October 2023 state that the Council approved five matters:

- NAAD System Test Message Policy version 3.0 (8 October 2019)
- Redesigning interface used by authorized users to issue public safety messages (8 October 2019)
- NAAD System Test Message Policy version 3.1 (24 March 2021)
- Technical change to “Broadcast Immediate” events in NAAD System to align with Events List version 2.1 amended and approved by Senior Officials Responsible for Emergency Management on 26 May 2022 (23 June 2022), and
- “latest priorities approved by the Council” including “the completion of enhancements to the alert interface and the redesign of the user management tool used by authorized government agencies to manage user access to Alert Ready and the user permissions related to issuing public alerts” (25 October 2023).

217 The public updates for the Alerting Governance Council did not address the NAAD System’s funding.

b Funding of the aggregation system

218 In 2018 the CRTC renewed the mandatory distribution by BDUs of The Weather Network/MétéoMédia in part to enable “it” to “continue to act as the administrator of the NAAD System” It said, however, that the aggregation system “would be more appropriately situated with and supported by organizations more directly responsible for public safety, or with a single, nation-wide authoritative policy-making body supported by those organizations.”²⁷⁰

219 The CRTC does not publish annual financial or other statistics about the NAAD System. In 2017, however, Pelmorex said that the System’s total operating expenses in 2018 would amount to \$2,261,840 and that it employed six people full-time and another three people part-time: Appendix 6. In 2017 Pelmorex forecast that the NAAD System’s operating expenses would amount to 6.8% of The Weather Network/MétéoMédia’s total expenses – or 1.8 cents per month per subscriber to The Weather Network/MétéoMédia.¹

220 In August 2023, however, it was reported that some “government officials” considered the current arrangement of the national emergency alerting system to be “unsustainable”.²⁷¹

4 Broadcasting – more than just a backup for mobile

221 In 2007 Environment Canada told the CRTC that multiple warning systems were needed “to increase the potential for the public to be properly informed”, arguing “that no single broadcast warning system is capable of reaching every citizen.”²⁷² The list of archived public-safety messages shows that of 1,164 alerts to be distributed ‘immediately’ in 2023 all 507 Broadcast

¹ Pelmorex’ 2018 financial forecast expenses also included \$1.1 million in programming and production expenses, and \$0.9 million in sales and promotion expenses. If one assumed for the sake of argument that NAAD System did not produce programming and did not sell programming or advertising, the NAAD System’s 2018 expenses would decrease to \$334,925. This amount would not cover the estimated \$614,519 in salaries for its 7.5 (full- and part-time) employees (7.5 x average salary of \$81,936) – see Appendix 6..

Immediate safety messages were also distributed by wireless, while 657 Wireless Immediate safety messages were *not* also distributed by broadcasters: to put this another way, 43.6% of ‘immediate’ distribution alerts were carried by both broadcasters and wireless service providers while 56.4% were carried only by wireless service providers. In other words, cell phone users with wireless service had the opportunity to receive an additional 675 messages about public safety.

221.1 According to the archived public safety messages for 2023, 75 emergency alerts were issued about wildfire-related evacuation orders– while 56 (74.7%) were distributed immediately by broadcast and wireless, 19 (25.3%) were only issued by wireless.

222 The rapid growth of mobile telephones may appear to render broadcast emergency alert messages and post-emergency broadcast news and information unnecessary. In fact, when the CRTC implemented the National Public Alerting System for wireless service providers in 2017 it said that wireless public-alerting messages “have the potential to reach a higher number of Canadians than broadcasting emergency alert messages.”²⁷³ The most recent data published by the CRTC, moreover, show that in 2019 91% of the total population subscribed to a mobile telephone service, an increase of roughly ten percentage points or more from six years earlier: Appendix 24.

223 The CRTC’s data do not disaggregate mobile telephone use by age, however.

224 People aged 65 years or more made up 18.9% of Canada’s population in 2023 and this group of people grew larger between 2019 and 2023 than their younger compatriots: Table 15.

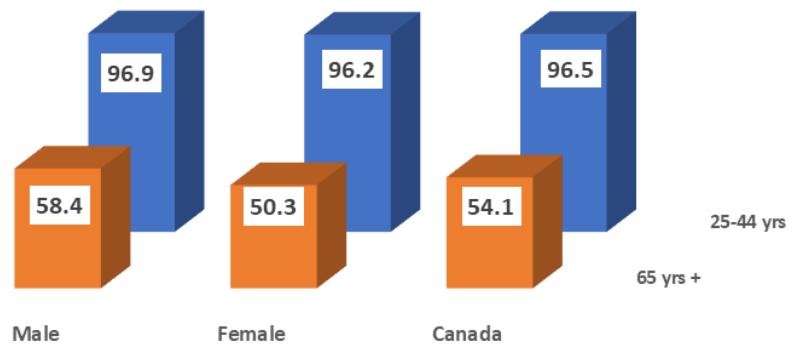
Table 15 Age groups in Canada, 2019-2023

Age in years	2019	2020	2021	2022	2023	% change, 2019-23
0 - 14	6,052,910	6,097,349	6,089,464	6,126,079	6,191,496	2.3%
15-24	4,579,637	4,556,155	4,464,373	4,627,352	4,849,906	5.9%
25-44	10,245,131	10,418,231	10,527,072	10,789,785	11,368,017	11.05
45-64	10,167,558	10,147,382	10,112,965	10,094,002	10,120,034	-0.5%
65 +	6,573,259	6,809,521	7,045,990	7,301,838	7,568,308	15.1%
Males, 65+	3,020,231	3,135,087	3,248,584	3,371,116	3,498,820	15.8%
Females, 65+	3,553,028	3,674,434	3,797,406	3,930,722	4,069,488	14.5%
65+ as % of all ages	17.5%	17.9%	18.4%	18.8%	18.9%	+ 1.4
All ages	37,618,495	38,028,638	38,239,864	38,939,056	40,097,761	6.6%

Statistics Canada, [Population estimates on July 1, by age and gender](#), Table 17-10-0005-01, age groups by FRPC

225 Age matters because communications technologies may appeal to different groups based on their age. Statistics Canada found in 2020 that while 96.5% of those between the ages of 25 and 44 years of age had smartphones for their personal use, only 54.1% of people over the age of 65 had these devices. Gender may also play a role: more men over 65 years of age had personal-use smartphones than women: 58.4% vs 50.3%. In the NPAS context at least 8.7% of Canada's population would not have had access to alerts issued only by wireless.^J

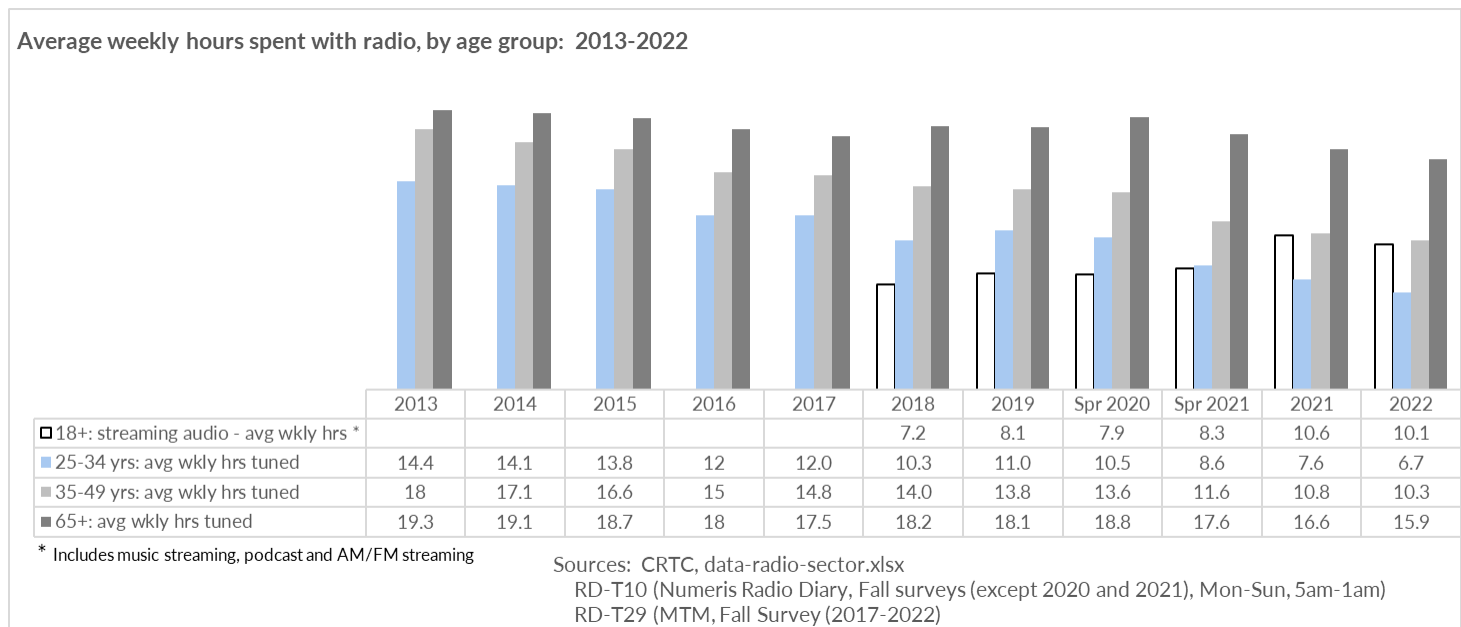
"Have a smartphone for personal use": 2020



Statistics Canada, "Smartphone personal use and selected smartphone habits by gender and age group" Table 22-10-0143-01

226 Even if many older people are online (and have cell- or smartphones), they tend to spend more time with radio than their younger counterparts. In 2022, for example, people between 25 and 35 years of age spent an average of 6.7 hours per week listening to radio – while those 65 years and older listened to radio for an average of nearly 16 hours per week: Figure 16.

Figure 16 Time spent with radio by different age groups, 2013-2022

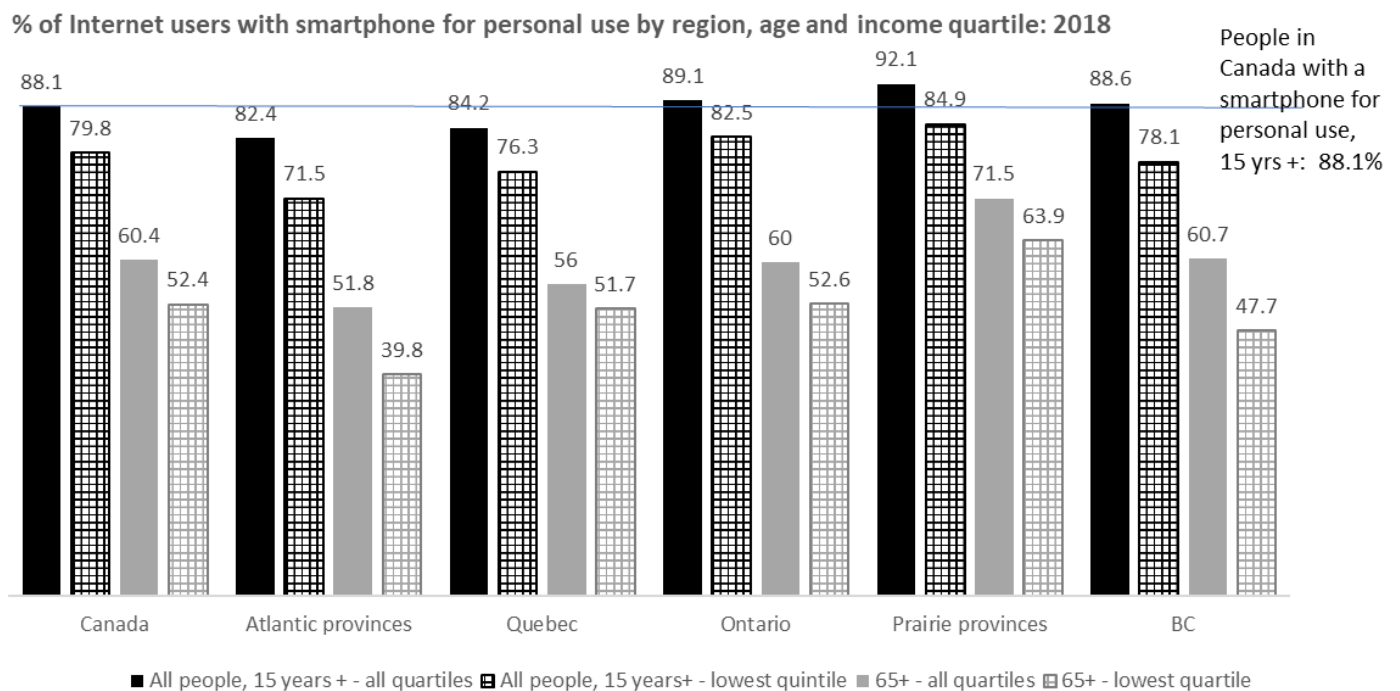


^J 49.7% (2,022,536) of women over 65 years of age (4,069,488) added to 41.6% (1,455,509) of men over 65 years of age represent 3,478,045 people without a cellphone, or 8.7% of the total population (40,097,761): Statistics Canada, Table 17-10-0005-01

- 227 In other words, while emergency alerts distributed by wireless devices are very likely to reach nearly all younger people, many older people may be more easily reached by emergency alerts distributed by radio.
- 228 Differences in income and age also mean that identifiable groups are less likely to have a smartphone for their personal use. Statistics Canada data for 2018 – the most recent year available – show that while nine out of ten (88.1%) Internet users in Canada had a smartphone for their personal use, three in ten (28.5%) Internet users in the lowest income quartile and close to half (48.2%) of Internet users aged 65 years of age or older in the Atlantic provinces did not: Figure 17, next page.
- 229 In fact, across Canada it was more likely that Internet users aged 65 or more years in the lowest income quartile did not have a personal smartphone than that they had one.

[Remainder of page intentionally left blank]

Figure 17 Internet users with smartphones for personal use, 2018



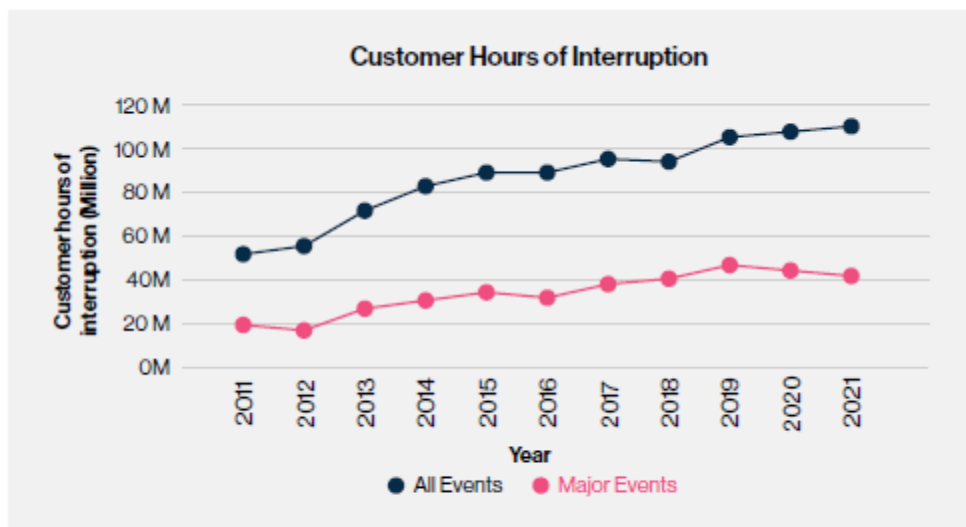
Statistics Canada, Table 22-10-0113-01

- 230 Moreover, even if smart- or cellphone ownership becomes universal for all people in Canada, it is likely that alerts broadcast by radio will still be needed if or when telephones are unavailable during emergencies. Mobile phones may not work when electricity is unavailable²⁷⁴ and the replacement of copper by fibre means that landline telephones will only work if subscribers purchase and install or have installed a modem backup battery.
- 231 Currently the risks of power outages across Canada are not decreasing, but increasing. Electricity Canada reported²⁷⁵ that electrical service interruptions more than tripled in Canada

from 2014 to 2021 - from some 30 million customer hours of interruption in 2014, to roughly 110 million customer hours of interruption in 2021 (267% increase): Figure 18 (next page). This is because wildfires, storms, floods and even low temperatures stretch electrical utilities’ capacity. As recently as 2023 very low temperatures left electrical utilities ‘struggling’ to keep up with demand:

In late January and February, a lobe of the polar vortex dipped southward pushing from the North to West to East. Across the West, temperatures averaged 5 to 15 degrees colder than normal for some of the lowest temperature departures in a generation. With biting winds, temperatures felt as low as -59 with wind chill in northern Québec. Hydro utilities struggled to keep up with power demands leading to record consumption.²⁷⁶

Figure 18 Electricity Canada, customer hours of interrupted service, 2011-2021



Source: Electricity Canada Service Continuity Committee

- 232 In mid-March 2024 Quebec’s Energy Minister said the province does not “have enough electricity to satisfy all the companies wanting to carry out industrial projects in the province”, a situation that could “drag on for a decade.”²⁷⁷ Demand for power in March 2023 (43,000 megawatts) exceeded Hydro-Québec’s installed capacity by 13% (38,000 megawatts).²⁷⁸
- 233 Internet subscribers are also affected by power outages. While some or all may be able to access the Internet through their mobile phones or routers (provided mobile phones are charged or can be recharged, and provided routers have battery back-up systems), Internet service providers themselves may be affected by power outages. TELUS explained that from 18 to 30 September 2022 when Hurricane Fiona affected east coast residences and businesses,²⁷⁹ “11 WPA alerts related to Fiona were delivered” over the seven days from 23 to 29 September and that these were only delivered “*where the wireless network was available*” [italics added].²⁸⁰ The company confirmed that while it was able to pass through all alerts, receipt of the alerts by a device depends on its device’ connection to the LTE or higher generation wireless network: “Therefore,

in areas where no LTE or higher generation wireless network was available, customers would not be able to receive alerts.”²⁸¹

- 234** Interrupted Internet access may also affect the carriage of broadcast emergency alert messages. In 2022 Pelmorex explained that last-mile distributors rely primarily on the Internet to connect to the NAAD system:

Broadcast (radio, television and BDU) LMDs connect to the NAAD System to receive alert files through a variety of ways, but primarily through an internet connection using a transmission control protocol (TCP) streaming feed, an RSS feed and/or a satellite feed. These are publicly-available connection points that allow for any party – regulated or other (e.g. apps and websites) – to receive and distribute emergency alerts. Again, LMDs would need a working internet connection to receive alerts through the TCP streaming internet feed (aka the “socket feed”) or the RSS feed. Pelmorex recommends that LMDs connect to more than one feed to ensure redundancy. Pelmorex was not made aware of any issue experienced by any LMD in receiving alerts from the NAAD System.²⁸²

- 235** Even if a specific Internet service provider is not affected by an outage, individual mobile-service outages can have a knock-on effect that limits subscribers’ ability to access the Internet. In July 2022, Vaxination Informatique argued that “a roaming failover of all Rogers Customers onto the Bell-TELUS network would represent an instant ~50% usage increase on their network[s] and one need[s] to consider whether that would jeopardize the Bell-TELUS network and make matters much worse.”²⁸³
- 236** Further, even if mobile telephones function during emergencies the type of information subscribers receive from their mobile service providers’ alerts appears to be limited to notifications that service is limited and service restoration estimates. For example, when mobile outages were triggered by Hurricane Fiona, none of the 20 examples that Rogers provided of the Internet- or text-based messages it sent to its subscribers mentioned the possibility of obtaining more emergency-related information on local radio or TV stations such as CFLT-FM Dartmouth and CJNI-FM Halifax for which it is the licensee: [Appendix 25](#).
- 237** TELUS, meanwhile, said that it was concerned about using the wireless-provider alert system for informational purposes especially during an ongoing emergency such as Hurricane Fiona because multiple informational alerts can lead to increased anxiety for Canadians in the short-term and alert fatigue in the long-term.²⁸⁴ The company suggested that the public visit websites “for information and tips on Staying Connected during this time.”²⁸⁵
- 238** The 2023 Federal/Provincial Mass Casualty report concluded though that the “myths that people panic or are helpless in a crisis are harmful because they ‘guide the way we approach crisis preparedness planning and training, but may also guide professional crisis managers arriving on the scene.’”²⁸⁶
- 239** Following instances of “outages caused by extreme weather, cyber-attacks, and accidents” in 2023, the CRTC begin to develop “a framework to improve the reliability and resilience of” Canada’s telecommunications networks.

- 240 The CRTC should similarly begin to gather the information necessary to evaluate the broadcast emergency alert messages system in Canada. It should publish any information it has received about the performance of the emergency alert amendments, ask for the information it does not have and invite public comment on the performance of the emergency alerts system.
- 241 Ensuring that Canada's broadcasting system provides timely warnings to people in Canada is also necessary because of sporadic service outages that, despite their best intentions, wireless telecommunications service providers can neither predict nor prevent. People in Canada must be able to rely on Canada's broadcasting system to distribute alerts and emergency information to them when they do not want, cannot obtain or cannot afford wireless service.

C *Timeliness*

- 242 2024 is also an opportune time to review the CRTC's emergency alert amendments.²⁸⁷ Undertaking this review would enable the CRTC to respond to a range of concerns expressed about the broadcast component of the National Public Alerting System and to a recently-announced federal government consultation that may involve emergency alerting and notifications, all within the context of the work it is currently updating to implementing Parliament's 2023 changes to the *Broadcasting Act*.

1 **Concerns expressed about broadcast emergency alerting since 2014**

a **2020**

- 243 In 2020 the Ontario Association of Chiefs of Police (OACAP) passed a resolution resolving that "priority be placed upon a review of the National Public Alerting System"²⁸⁸
- 244 In February 2020 a report by Ontario's Provincial Security Advisor noted that when an emergency alert had been distributed in Ontario in error, Alert Ready had no mechanism for issuing a correction through its system.²⁸⁹ The report also noted that the alarm was issued in English only and that "Pelmorex's role on January 12, 2020 exceeded advise [sic] on technical use of the Alert Ready system and included advice on how and whether to issue alerts."²⁹⁰ Emergency Management Ontario provided the Alerting Governance Council with "a summary of the findings" at the Council's June 2020 meeting.²⁹¹

b **2021**

- 245 In late June 2021, 619 people died in British Columbia due to excessive heat from a heat dome.²⁹² Heat domes occur "when an area of high pressure stays over the same area for days or even weeks, trapping very warm air underneath"²⁹³ Temperatures began to increase on 24 June 2021 and peaked on 28-29 June 2021. A death-review panel convened by the Chief Coroner noted that
- "67% (415) of decedents were 70 years of age or older;
 - More than half of all decedents (56%) lived alone; [and]
 - More decedents lived in socially or materially deprived neighbourhoods than the general population"²⁹⁴

- 246 The federal government's 2019 *Emergency Management Strategy for Canada* says that in emergencies "the first response is almost always by the local authorities or at the provincial or territorial level because disasters occur most often locally..."²⁹⁵ The BC death-review panel stated as one of its major findings that "[t]here was a lag between the heat alerts issued by Environment and Climate Change Canada (ECCC) and public agencies and the public response"²⁹⁶ Reviewing the archived public safety messages from 24 to 29 June 2021 found no 'Broadcast Immediate' alerts about heat distributed in British Columbia.²⁹⁷
- 247 In May 2022 British Columbia said that the National Public Alerting System "had been expanded to include wild fires, floods and extreme heat events in B.C."²⁹⁸ Reviewing the archived public safety messages for January to December 2023 found no alerts broadcast about heat in 2023.²⁹⁹
- c 2022**
- 248 In 2022, experts in alerting at Public Safety Canada asked "their CRTC counterparts several times" about public hearings that would enable its alerting policy to be reviewed.³⁰⁰ According to the *Globe and Mail* "Federal, provincial and territorial ministers in charge of emergency management across Canada have released statements saying they are re-examining Alert https://assets.msn.com/staticsb/static/latest/views/icons/fluent/share_20_filled.svgReady's "sustainability, continuity of service and governance"³⁰¹
- 249 In a report submitted to the CRTC about the impact of wireless service outages on the NAAD System, Pelmorex reported that on 8 July 2022, the System processed 42 emergency alerts during the Rogers' Internet outage. Of these 42 alerts only six were broadcast – the remaining 36 were only distributed by wireless services then unavailable to individuals affected by Rogers' loss of service.³⁰²
- d 2023**
- 250 Detailed comments about Canada's emergency alerting system were made in the *Final Report of the Federal/Provincial Commission* that examined the circumstances surrounding the mass shooting in April 2020 of 22 people in Truro, Nova Scotia (Federal/Provincial Mass Casualty Commission). The Commission issued its eight-volume final report in March 2023.
- 251 Volume 5 of the Mass Casualty Commission's Final Report noted the RCMP's failure "to issue a public warning using the Alert Ready system"³⁰³ despite evidence showing that different management levels within the force "had been advised of the potential utility of Alert Ready for policing applications since 2011"³⁰⁴ (Members of the local RCMP public communications group instead posted on social media to alert members of the community about the critical incident.)
- 252 The Mass Casualty Commission recommended a review of Canada's emergency alerting system:
- There is a pressing need to redesign and enhance the governance structure for the national public alerting system, including through strengthening associated accountability mechanisms. Governance is also connected to the operation of the system. It is clear, however, that governance comes first, followed by operations and then technology. The development of Alert Ready has reversed this sequence, with technology errantly leading the organizational structure and processes.³⁰⁵

- 253 The Commission's *Final Report* also made specific recommendations about public-warning systems or emergency alerting. It set out eight principles in connection with assisting "... in further improvements to the Canadian public alerting system". The first of these is to 'centre the public' in the system. The remaining seven principles are to build "a system of systems", enhance governance, formulate "a concept of operations", protect privacy, focus on preparedness, assure equality and inclusivity, and to promote continuous learning.³⁰⁶
- 254 In May 2023 Pelmorex explained that the Alert Ready tests show whether it is reliably operating as planned, helps emergency management officials practise sending alerts and increases the public's awareness of the system.³⁰⁷ The "[Latest News](#)" section of the *Alert Ready Emergency Alert System* website lists ten public tests of Alert Ready (see also e). Its [May 2023 public-test announcement](#) explains that people in the provinces participating in the test "will receive one test message from their respective provincial or territorial emergency management organization over television, radio, and compatible wireless devices" at the local times shown." Neither Pelmorex' announcement, its other announcements (see Appendix 26) nor the remainder of the [alertready.ca](#) website provides links to reports or analysis about the results of the tests (listed in Appendix 10).
- 255 In October a public summary of the NAAD System Governance Council Update of its 25 October 2023 meeting noted that some broadcast emergency alerts were not being fully broadcast and that the spoken-word component of the messages was not working properly.³⁰⁸ The CRTC and Pelmorex each asked the broadcasters involved to contact their suppliers to upgrade their equipment.³⁰⁹
- 255.1 In spring 2024 Alert Ready said that test messages were issued on 15 May 2024 "and distributed to television, radio and compatible wireless devices ... not everyone received it." ³¹⁰
- e 2024**
- 256 Northwest Territories residents expressed concerns in February 2024 about the absence of alerts about evacuations in August 2023. Residents in Fort Smith (near the Alberta border)
- ... had days notice to evacuate ... on Aug. 12 ... to Hay River, three hours northwest. Less than 24 hours after arriving in what was supposed to be a safe haven, they were evacuated to Alberta through Enterprise, a hamlet 30 minutes southeast of Hay River.
- There had been no warning or alert prior to the order, despite it [*sic*] being protocol in N.W.T.'s three-level evacuation system.³¹¹
- 256.1 On 10 May wildfires destroyed Yukon's primary and backup fibre lines, knocking out cellphone, Internet and landline telecommunications service until 12 May in parts of Yukon, Nunavut, the Northwest Territories and northern B.C. The Chief of the Kwanlin Dün First Nation noted that "Our whole life is dependent on communications and technology now," and asked "How can we build up those systems to be more redundant"?³¹²

- 257 On 21 February 2024 Canada's Federal, provincial and territorial ministers responsible for emergency management met in Ottawa and, among other things, discussed Federal-provincial-territorial "work in strengthening the sustainability and governance of the [National Public Alerting System]." The FPT news release issued after the meeting said this "work would consider the recommendations of the Mass Casualty Commission and the long-term viability of the current system."³¹³
- 258 The website of Public Safety Canada's Emergency Management and Programs Branch currently recognizes "a number of calls" to increase the effectiveness of the National Public Alerting System.³¹⁴ Apart from the March 2023 Report of the Mass Casualty Commission regarding the mass shooting in Nova Scotia, the EMPB notes that Federal, Provincial and Territorial Ministers responsible for emergency management "have collectively called for work to strength the sustainability and use of the system, including exploring alternative governance and funding model."³¹⁵
- 259 That said, and as mentioned previously, Public Safety Canada said in November 2023 that it had no documents regarding emergency preparedness in Canada's broadcasting system: [Appendix 27](#).

2 Changes in availability of broadcast news and information

- 260 Conventional broadcasters' current ubiquity means that their existence and the role they play are often taken for granted. At the CRTC's 2006 public hearing to consider all-channel alert applications Pelmorex was asked why its all-channel alert service was required when conventional broadcasters "play across the country an important role in alerting a community to an emergency".³¹⁶ Pelmorex answered that broadcasters play an important role "once an emergency situation has occurred":
- 1217 [Pelmorex]: ... I think broadcasters play an excellent role in following up once an emergency situation has occurred. ... I'll take the example of a tornado.
- 1218 Environment Canada issues a tornado warning. There may be fifteen minutes of advance notice. The tornado may strike a community. In terms of warning the community in those fifteen minutes before the event, our system will deliver that message within the minute.
- 1219 Once the event has occurred and people are trying to find out how to get fresh water or where to go for relief or how to find missing relatives and things of that nature, no one covers that better than the local broadcaster and that's not what we're proposing to do anyways. So I think we're quite complementary.³¹⁷
- 261 As the CRTC does not collect information about the news broadcast by Canadian radio stations and does not require local TV stations to identify news or information programming related to emergencies, the level of broadcast information provided to communities affected by disasters is unknown.
- 262 Post-disaster reviews published online have, however, emphasized the importance of timely information from within and from outside hard-hit communities. Following the major fire in

Slave Lake a review noted that well-intentioned but uninformed efforts to help diverted time and resources from helping people in the community.³¹⁸

- 263 Those affected by disasters may be insured and may not miss work – but “[a]ll those affected by a disaster have needs”³¹⁹ including, as people in Slave Lake themselves emphasized, having timely information after the disaster that struck their community:

Communication is of key importance for successful social and physical recovery from a major disaster. Those affected need timely, clear, and relevant information that shows progress is being made.

As is common following major disasters, many Slave Lake residents were traumatized, unhappy and impatient. They wanted to know and understand what was going on. Yet, they weren't always ready to hear. Information needed to be provided in clear and simple language, and repeated regularly. It was important to show what was being done and what progress was being made. The challenge was to provide optimism and yet deliver the message that recovery would take time.

During the emergency period of the Slave Lake fire, external communications were mostly handled through the Government of Alberta. This ended once the Town and MD's States of Local Emergency were lifted. Neither the Town nor the MD or Sawridge First Nation had a staff member dedicated to communication, and staff were immersed in recovery preparations. This left both internal and external information voids. The subsequent arrival of a contracted communications specialist, brought on to handle recovery communications, produced a vastly improved flow of information. A recovery website, information bulletins, follow-up on social media postings, local radio and newspaper spots, housing fairs, and town hall meetings were some of the ways residents were able to access information.³²⁰

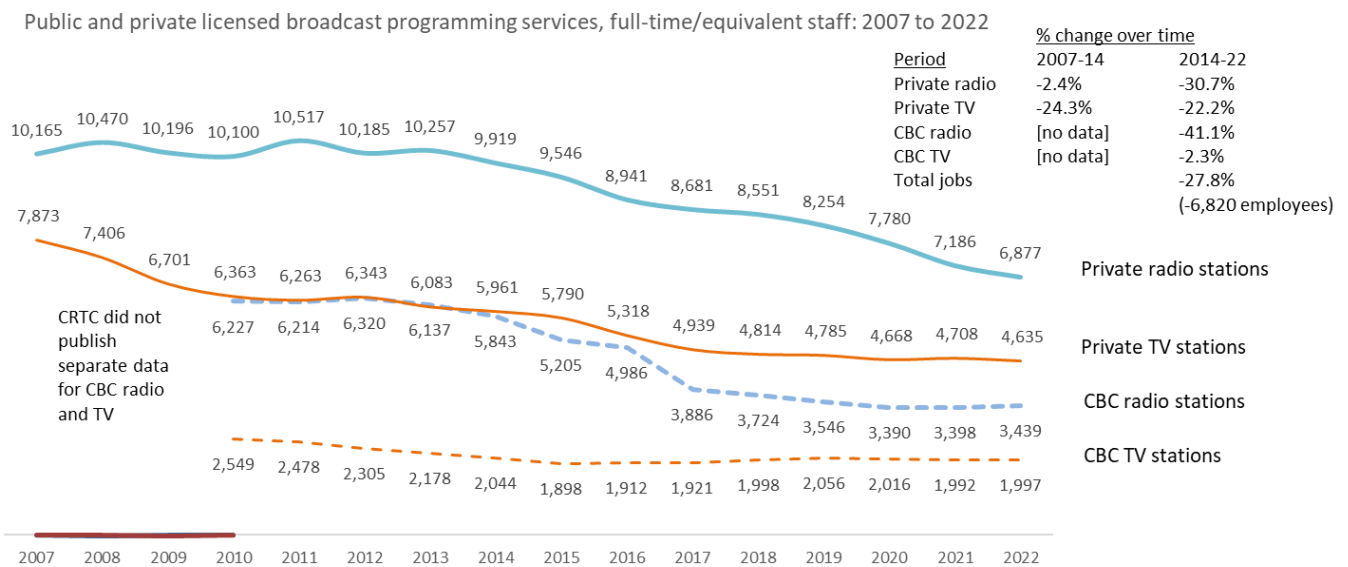
- 264 In fact it is likely that more communication rather than less is needed because of changes in the environment. Sudden climate changes may require institutions such as hospitals and schools to ensure the availability of backup energy sources. Infrastructure such as aging or inadequate dams and/or water- and waste-treatment systems may be at risk, as well as Internet-based communications systems subjected to cyber attacks. As mentioned previously Pelmorex, for example, was subjected to a cyberattack from 11 September to 2 October 2023 which disrupted its “ability to serve the users and audiences of The Weather Network, MétéoMédia and ElTiempo.es platforms.”³²¹
- 265 Even if radio, TV and BDU operations have not themselves been affected by natural disasters, power failures or cyber attacks, some stations simply may not have people available to provide emergency-related programming. Like its predecessor, the 2023 *Broadcasting Act* requires flexible broadcast regulation that “promotes innovation and is readily adaptable to scientific and technological change” (section 5(2)(e)), and technology has been changing the operations of Canada's radio and TV stations for decades.
- 266 Broadcasters have used voice tracking and centralcasting to reduce operating costs. Voice-tracking allows radio announcers or hosts to pre-record spoken-word segments that are then

automatically inserted between music tracks.³²² Centralcasting enables designated hubs to insert radio or TV stations' local content into news, sports or public-programs.³²³ The CRTC has not published any information about the extent to which broadcasters use either voice tracking or centralcasting and it is unclear whether it collects such information.

- 267 What is known is that since the CRTC's 2014 emergency alert amendments private radio and TV stations have reduced their staff by almost 31% and 22%, respectively.
- 268 Altogether public and private broadcasters have reduced their staff by 28% or 6,820 people since 2014: Figure 19.

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Figure 19 Public and private licensed radio and TV stations: employment, 2007-2022



Source: CRTC, *Statistical and financial summaries for conventional radio and television*, various years

- 269 The average number of staff employed per station has decreased in every region of the country, and CBC's local TV news expenditures per station have been reduced by half or more since 2014: Table 16.

Table 16 Average staff and local news expenditures per station in 2014 and 2022

	Average staff per station			Average local news expenditures per station (\$ M current)		
	2014	2022	2014-22: % change	2014	2022	2014-22: % change
Private TV						
Atlantic	36.4	28.3	-22.2%	\$ 2.09	\$ 2.11	0.9%
Quebec	67.6	58.4	-13.6%	\$ 2.29	\$ 2.81	22.5%
Ontario	85.0	64.2	-24.5%	\$ 5.21	\$ 5.48	5.2%
Prairies	51.2	38.5	-24.9%	\$ 3.49	\$ 3.50	0.2%
BC & Territories	66.1	50.6	-23.5%	\$ 5.28	\$ 5.15	-2.5%

	Average staff per station			Average local news expenditures per station (\$ M current)		
	2014	2022	2014-22: % change	2014	2022	2014-22: % change
CBC TV						
Atlantic	79.1	34.5	-56.4%	\$ 5.70	\$ 2.36	-58.5%
Quebec [see Note]	346.5	215.6	-37.8%	\$ 4.66	\$ 3.14	0.9%
Ontario [see Note]	451.3	289.4	-35.9%	\$ 6.35	\$ 3.14	-50.5%
Prairies	68.6	27.7	-59.6%	\$ 5.48	\$ 2.06	-62.3%
BC & Territories	95.2	38.7	-59.4%	\$ 7.26	\$ 3.34	-54.0%
Private radio	No data by region					
CBC Radio						
Atlantic	11.9	16.5	38.3%	No expenditure data by region		
Quebec	38.8	42.2	9.0%			
Ontario	41.9	56.6	35.1%			
Prairies	16.1	24.1	49.8%			
BC & Territories	14.9	17.6	18.6%			

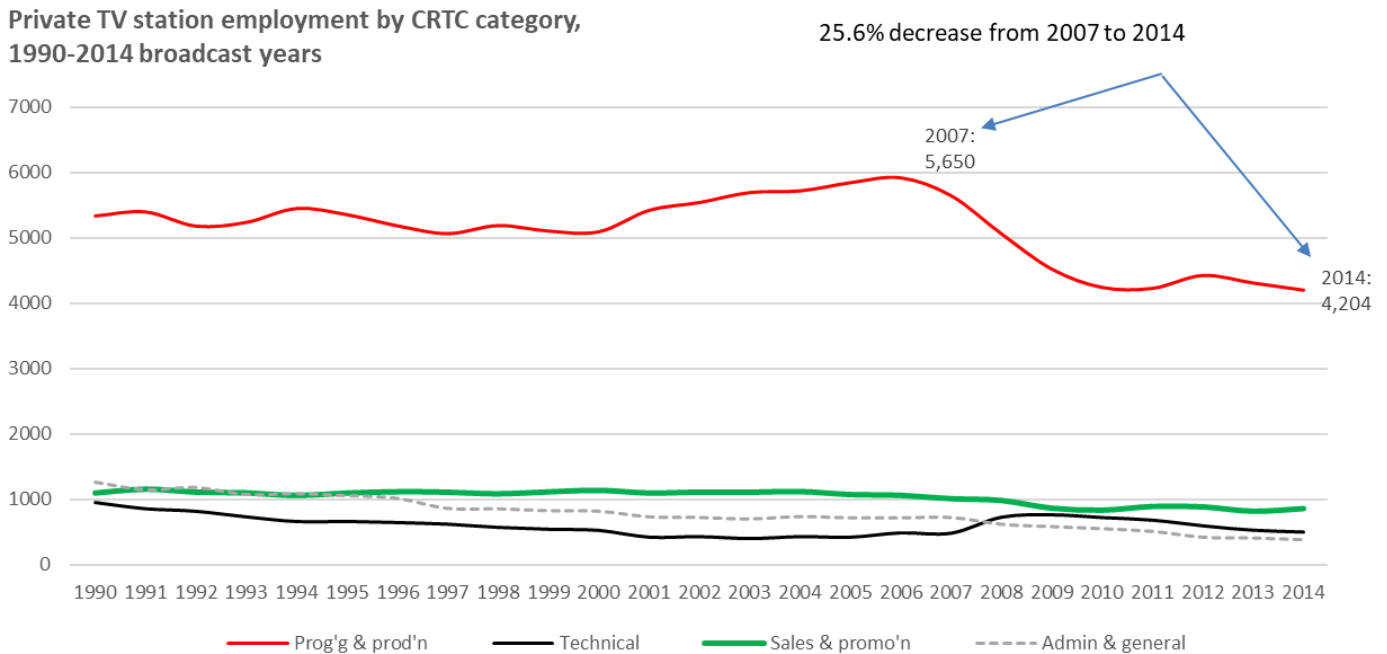
Note: CRTC's *Statistical and Financial Summaries* provide no information about the unusually high per-station staff figures for CBC's TV stations in Quebec and Ontario; when the regional figures are summed, they are equal or close to the figures CRTC reports elsewhere for all CBC television stations.

One explanation for the disparities between the Ontario and Quebec figures and the remaining regional data is that the Corporation's staff figures for Ontario and Quebec include those also working on CBC's English-language and French-language television networks.

CRTC staff figures for CBC	2014	2022
CBC television (total, all stations)	5,843	3,439
Sum of CBC television (adding each regions)	5,842	3,439

- 270** Broadcasters that reduced their staff may have made such reductions in non-programming areas such as sales and administration. Although the CRTC requires broadcasters to report the number of staff they employ in programming, technical services, sales and administration each year, it does not publish these data. The CRTC's response to an access-to-information request made in 2015, however, shows that from 2007 to 2014 employment in TV programming decreased by 25.6% (or 1,446 positions): Figure 20.

Figure 20 Private TV station employment by CRTC category, 1990-2014



Sources: CRTC Access-to-Information response 2015-00042 (27 October 2015);
 and now-defunct CRTC website page <http://www.crtc.gc.ca/eng/stats9.htm>

271 More recently, Bell and Québecor both asked the CRTC in 2023 to revise the conditions of their TV licences to reduce their news hours and expenditures. In early June 2023 Québecor asked the CRTC to eliminate requirements for TVA's television stations to broadcast or spend money on local news.³²⁴ Later that same month Bell laid off 1,300 people in its media division,³²⁵ said it was closing six radio stations,³²⁶ and asked the CRTC to eliminate requirements for its English-language and French-language TV stations to broadcast or spend money on locally reflective news programming.³²⁷ In early February 2024 Bell announced it was eliminating approximately 480 positions at Bell Media and also ending newscasts weekdays at noon, evening and most late weekend newscasts.³²⁸

272 The CRTC has described itself as an independent quasi-judicial tribunal that makes its decisions based on the public interest and the information placed before it:

We operate as a quasi-judicial tribunal, which is like a court. We are independent. All of our decisions are based on the public record. We hold public proceedings, and our decisions are made by basing them on the public interest and what is put before us.³²⁹

273 Obtaining evidence in the CRTC's 2024 consultations about the impact of job cuts at Canada's public and private radio and TV station on the broadcast alerts and emergency-related information being made provided by the stations would enable Canadians, Parliament and the CRTC to plan a new approach to broadcasting about emergencies. It is noteworthy that CBC has chosen to increase the average number of staff at its regional radio stations – which may

support its statement to members of Parliament in January 2024 that these stations “support Canadians in their times of need”.³³⁰

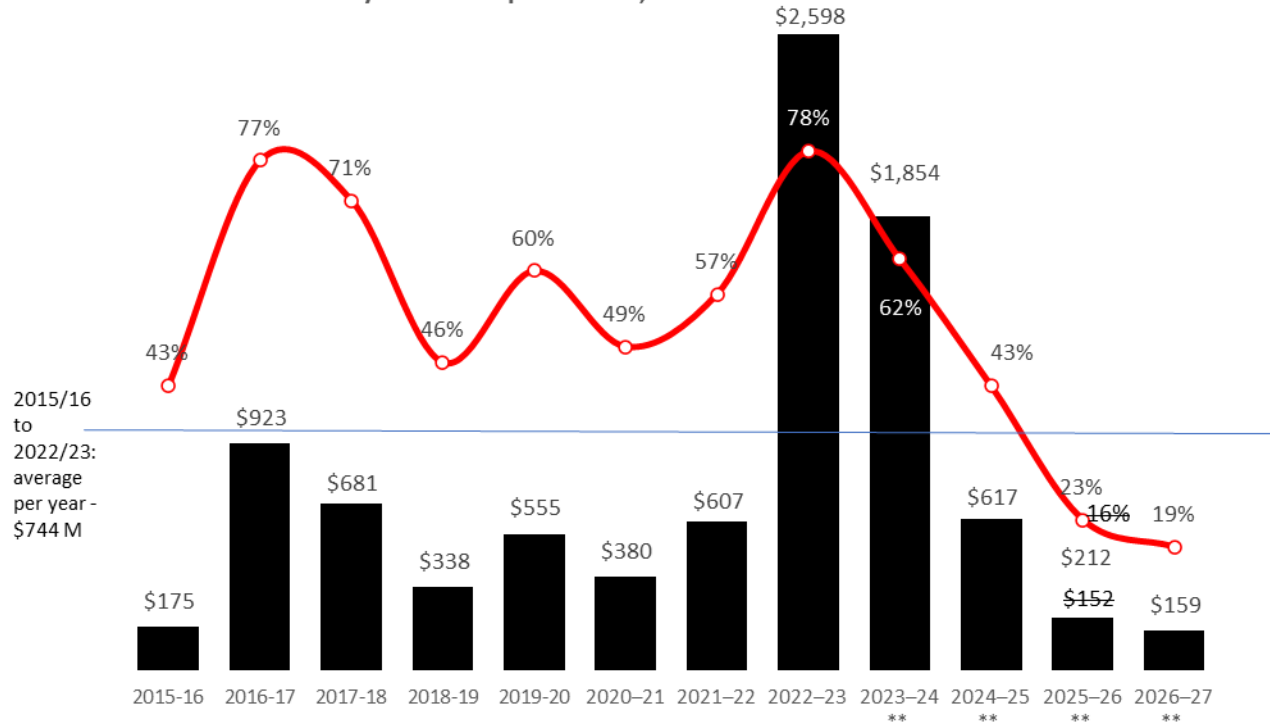
- 274** Evidence about broadcast emergency alert messages and emergency-related news and information programming is needed because the Commission has been reluctant to act without such evidence. Just over a year ago the CRTC denied proposals that media such as radio stations be required to broadcast original local, regional and national news.³³¹ it said there was “no evidence on the public record of a flagrant lack of local news available on commercial radio stations that would require the introduction of more stringent regulation to increase this type of content.”³³² (The Commission’s decision did not mention that the CRTC itself collects no data on the amount of news broadcast by licensed radio stations.)
- 275** Reviewing the performance of radio and television stations along with broadcast distribution services would enable the Commission to determine whether Canadian broadcasters retain the operational capacity to warn Canadians at any time about potential about loss of lives and damage to property.

3 Public Safety Canada’s 2024 consultation

- 276** In mid-March 2024 the Ministers of Public Safety and of Emergency Preparedness issued Public Safety Canada’s 2024-25 departmental plan.³³³ It says they plan to strengthen the National Public Alerting System’s “overall use, sustainability, continuity of service and governance”³³⁴
- 277** In 2022/23 the federal government expended \$2.6 billion on emergency management; it plans to reduce these expenditures by 76% to \$617 in 2024/25: Figure 21.³³⁵

Figure 21 Public Safety Canada’s expenditures on emergency management

Emergency management expenditures (\$M current)
 and as % of total Public Safety Canada expenditures, 2015-16 to 2026-27



Source: Public Safety Canada, *Departmental Plan (2015-16 to 2024-25)*
 ** Planned or forecast spending
 (2024 14 May: ~~Strikethrough~~ denotes typographical error)

- 278 In February 2024 the Minister of Emergency Preparedness announced the federal government’s decision to identify “options on what a pan-Canadian civilian response capacity model could look like in Canada.”³³⁶ The government said it wants “to understand current capacities, gaps and limitations ... relating to emergency response”³³⁷
- 279 Very little is currently known about broadcast alert messages and information before, during and after emergencies. It is currently unclear whether each of Canada’s radio and TV stations has trained staff available when emergencies occur, whether they are able to triage the alerts they receive from the NAAD System or to provide the communities they serve with needed information given repeated layoffs announced by Canada’s largest broadcasters over the past several years and the CRTC’s deferral of its assessment of their licensed programming services until mid-2026
- 280 Information about actual performance, gaps and limitations with respect to broadcast emergency alerts would enable the Commission to determine whether changes are required. Obtaining current information about alert messages and emergency information broadcast before, during and in the immediate aftermath of emergencies would also enable the CRTC to evaluate the manner in which radio and television programming services currently serve Canadian communities. Publishing information about the alerts or the amount of news and information provided by broadcasters in the aftermath of local emergencies would enable

Canadians to assess and make informed recommendations about the effectiveness of the current emergency alerts system and the availability of emergency-related updates and bulletins.

281 As previously mentioned, BCE announced on 8 February 2024 that it would eliminate 500 positions at its Bell Media division³³⁸ and cancel its weekday-noon and weekend-evening newscasts, except in Toronto.³³⁹ The CRTC's "news releases and speeches" in 2024 do not address this matter ([Appendix 28](#)) and it is unclear what service BCE's stations will continue to provide to local communities outside the capital of Ontario.

282 Obtaining information in 2024 about emergency alert messages broadcast by Canada's licensed programming and distribution services would enable the Commission to provide the Emergency Preparedness Minister with up-to-date information in this area before the end of the year.

4 National Public Alerting System and online broadcasting

283 Including questions about broadcast emergency alert messages in the public consultations the Commission has said it will hold in 2024 will also provide all parties (and governments) with information as to whether Canadians who rely primarily (if not exclusively) on online broadcasting for their information and entertainment are satisfied with these broadcasters' approach to emergency alerts and subsequent updates or bulletins.

284 The CRTC could integrate requests for information about broadcast emergency alert messages into at least one and possibly two proceedings that it has said it may undertake this year: a public "consultation on local markets access and competition"³⁴⁰ and another on "protecting Canadian consumers".³⁴¹

285 The CRTC could then publish the answers to its 2024 requests for information as evidence to launch a formal review in early 2025 whose result would be a broadcast emergency alerts policy that improves on its current, ten-year old approach and that clarifies the role of online broadcasters with respect to broadcast emergency alert messages. This review would also provide an opportunity to address the question of whether messaging guidance for emergency alerts should be updated for "social media and other new and emerging distribution mediums" as suggested by the 2018 *Common Look and Feel Guidance* document issued by the Federal/Provincial/Territorial Public Alerting Working Group of Senior Officials Responsible for Emergency Management.³⁴²

V Proposal

286 The CRTC has not publicly evaluated its broadcast emergency alert amendments since 2014 and little is currently published about the operation and performance of Canada's National Public Alerting System for broadcasting. The CRTC does not publish information about the amount of news broadcast by Canada's radio or television stations before to local communities during or in the aftermath of emergencies affecting them. None of the 25 public consultations on [Public Safety Canada's "Consultations" page](#) focusses on broadcast emergency alerts³⁴³

- 287 Information about the National Public Alerting System’s broadcasting component is scattered across a variety of publicly accessible Internet sites.
- 288 Radio, television and cable services sometimes distribute life-affecting information in their programming – yet none is as immediately critical to life and property of affected listeners and viewers as emergency messages. Reviewing the performance of radio and television stations along with broadcast distribution services would enable the CRTC to determine whether Canadian broadcasters retain the operational capacity to warn Canadians at any time about potential about loss of lives and property, and whether it should establish a formal policy for broadcast emergency alert messages. The CRTC’s evaluation should also address the degree to which the broadcast component of the National Public Alerting System provides adequate backup in the event of wireless or Internet outages.
- 289 The Commission’s *Regulatory Plan for 2024* says the CRTC may hold several consultations: Table 17.

Table 17 CRTC’s Regulatory Plan for 2024

<u>Regulatory Plan to modernize Canada’s broadcasting framework</u> (accessed 14 February 2024)	
Phase 2: Winter 2023-2024 (upcoming)	Phase 2: Building a new regulatory framework – in progress (launched summer 2023)
“Public consultations may include”	“In this phase, we are looking at how we can tailor our expectations of and requirements for different broadcasting services, including: ...”
Consultation on definitions of Canadian and Indigenous content: This consultation would review the definition of Canadian content and examine possible changes.	Definitions of Canadian and Indigenous content;
Consultation on tools to support Canadian music and other audio content: This consultation would assess tools to support Canadian audio content.	Our approach to licensing;
Consultation on programming and supports for video content: This consultation would assess tools to develop, support, and promote Canadian and Indigenous content on all platforms.	Audio-related support, such as contributions for music and spoken-word programming; Mechanisms, such as incentives and regulatory measures, that could be used to: <ul style="list-style-type: none"> • support emerging talent • foster creation, production, distribution, promotion, and discoverability of diverse content;
Consultation on local markets access and competition: This consultation would evaluate market access, news and local programming, and competitive behaviours.	Supports for news and local programming; Market access and other power imbalances; Fair negotiations, ownership, and dispute resolution
Consultation on protecting Canadian consumers: This consultation would review ways to protect consumers and include broadcaster codes of conduct and mechanisms for complaints.	Improving protections for consumers; Funding to improve public participation in broadcasting processes
	Broadcasting industry fees.

Bold font added

- 290 The lack of any references to broadcast emergency alert messages in the *Regulatory Plan to Modernize the Broadcasting System* that the Commission has been updating since May 2023 has added to the uncertainty regarding broadcast emergency alert messages.
- 291 Collecting information through the Commission's 2024 consultations to implement the new *Broadcasting Act* would help the CRTC to prepare for a public consultation on broadcast emergency alert messages in 2025 to determine whether it is both adequate and performing as intended. Specifically, and following the example of the CRTC's 9-1-1 inquiry in 2013³⁴⁴ the CRTC should determine
- a. What do Canadians expect and want from Canadian broadcasters both in alerting audiences about emergencies and in keeping audiences informed during and after emergency events?
 - b. Which radio and TV stations are not staffed 24 hours daily or on weekends and what mechanisms do they now have in place to ensure that the stations broadcast emergency alert messages and also provide news and information before, during and after emergency events?
 - c. What may lead alert issuers to require certain alerts to be distributed by wireless services alone instead of by broadcasters and wireless services?
 - d. Under what circumstances, if any, do radio or TV stations decide to broadcast alerts designated as being for wireless distribution only?
 - e. How many Canadians have 'conventional' radio receivers in their homes or in their cars, and of these, how many have battery-, solar – or generated-operated radio receivers?
 - f. What emergency information is currently being provided by Canada's national broadcast alerts system before, during and after emergencies with the potential to affect lives and property?
 - g. Should broadcast emergency alert messages be provided not just for imminent threats to life, but also for serious threats to health (in the case of heat and air quality) and to property (in the case of severe storms)?
 - h. How and in what way should online broadcasters, including those distributing other broadcasters' programming, be part of Canada's national broadcast alerts system?
 - i. In what areas should the current governance system for broadcast emergency alert messages be strengthened and improved? Should a single mechanism exist to report complaints about emergency alerts by telephone or mail and through SMS text, e-mail or an online page?
 - j. Should the CRTC report publicly each year on the performance of and complaints about the broadcast component of Canada's National Public Alerting System?

- k. Should the public – in addition to representatives from Pelmorex, from last-mile distributors and from governments – be represented on any national Emergency Governance Council regarding the National Public Alerting System or National Alert Aggregation and Dissemination System ?

and

- l. What additional information does the CRTC need to establish an effective national broadcast alerts system for the next decade?

- 292 In Stage 2, early in 2025, the CRTC would hold a public consultation on broadcast emergency alerts and information based on the record from its Stage 1 questions.
- 293 This two-stage approach would enable the CRTC to implement a coherent approach to broadcast emergency alerts and information by September 2025 – the beginning of the 2025/2026 broadcast year.
- 294 The CRTC should begin the process of consulting with the public about broadcast emergency alert messages by publishing any information it has about the issues noted above and, as well, about the holistic information that the CRTC in 2014 said it would monitor.
- 295 Radio, television and cable services sometimes distribute life-affecting information in their programming – yet none is as immediately critical to life and property of affected listeners and viewers as emergency messages. Ensuring that Canadians are well-served by a Canadian emergency alerts system may help to strengthen Canadians' confidence in the administration of requirements for emergency-related programming.³⁴⁵

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Appendix 1 Historical context of CRTC's 2014 Emergency Alert Policy

Year	Event
1959	North American Air Defence (NORAD) establishes a detection and telecommunication (teletype, voice messages) system – Attack Warning Siren System – to transmit warnings of nuclear, chemical or biological events via National Defence Headquarters to the Canadian Federal Warning Centre at Canadian Forces Station Carp, which would then sound an Attack Warning Siren System and also alert Provincial Warning Centres ³⁴⁶
1986	Emergency Preparedness Canada established ³⁴⁷
1988	<i>Emergency Preparedness Act</i>
1987	Decision CRTC 87-899 licenses MeteoMedia's Weather Now specialty programming service with a wholesale monthly subscriber rate of \$0.20; it began operations in September 1988s ³⁴⁸
1992	Attack Warning Siren System decommissioned Alberta launches Alberta Emergency Alert (AEA) system ³⁴⁹ Decision CRTC 92-453 denies Pelmorex' application to acquire Weather Now => see 1993
1993	Decision CRTC 93-200 approves Pelmorex' application to acquire MétéoMédia/ Weather Now (reduced its monthly subscriber rate to \$0.23 in September 1993 ³⁵⁰) Public Notice CRTC 1993-48 exempts networks that supply radio and/or television stations "with coverage of unexpected, non-recurring events, such as special concerts and commemorative programs, or of public emergencies such as natural disasters and major accidents"
1994	Decision CRTC 94-664 renews MétéoMédia/The Weather Network licence to August 2001; CRTC does not uphold concerns from The Canadian Association of the Deaf and le Regroupement Québécois pour le Sous-Titrage Inc
1995	<i>Federal Policy for Emergencies</i>
1997	Public Notice CRTC 1997-150 amends BDU regulations to permit BDUs to alter programming services "to insert an emergency alert message warning the public of imminent danger to life or property, in accordance with an agreement entered into with the programming undertaking or ... the network responsible for programming service" (paragraph 101)
1999	Federal/Provincial Strategy for Training and Education in Emergency Preparedness and Response (Training Strategy) ends in March 1999 ³⁵¹ Public Notice CRTC 1999-197 exempts new media broadcasting undertakings from regulation and licensing
2000	Canadian Emergency Management College and its provincial/territorial partners begin developing National Training Strategy ³⁵²
2001	Emergency Preparedness Canada, formed in 1986, becomes Office of Critical Infrastructure protection and Emergency Preparedness (OCIPEP) under Department of National Defence ³⁵³ Decision CRTC 2001-123 denies Pelmorex' 1999 application for "All Channel Alert" system; says distribution industry's concerns should be addressed by, among other things, "developing a methodology to ensure that messages inserted on interconnected systems reach only the intended audience" and "investigating issues and problems associated with implementing ACA on systems employing digital distribution" => see 2004 Decision CRTC 2001-668 renews The Weather Network/MétéoMédia to August 2008, denies 2¢ increase in wholesale monthly subscriber rate, "expects" Pelmorex to improve accessibility of its main service, requires it to report improvements by November 2003 and to be 90% captioned by September 2006 Public Notice CRTC 2001-121 exempts cable systems with fewer than 2,000 subscribers while permitting them to alter programming services to insert emergency alert messages (as in 1997-150)
2002	Industry Canada launches a public alerting initiative to study gaps and investigate new technologies for public alerting in Canada ³⁵⁴

	Pelmorex Corp. announces launch of mobile.theweathernetwork.com and mobile.meteoedia.com are launched for mobile devices ³⁵⁵
2003	First Canadian Public Alerting Workshop & Forum takes place in Ottawa to discuss Industry Canada concept of "a Canada wide public alerting system" ³⁵⁶ The Weather Network/MétéoMédia launch in-channel, satellite-based interactive service ³⁵⁷
2004	Pelmorex applies to CRTC for an all-channel alert programming service (Application 2004-1260-2) => see 2006 Broadcasting Public Notice CRTC 2004-82 sets out CRTC's regulatory framework for interactive television services
2005	Department of Public Safety and Emergency Preparedness established ³⁵⁸ Industry Canada establishes a Broadcasters' Public Alerting Working Group ³⁵⁹ Broadcasting Public Notice 2005-38 invites applications for an all-channel alert programming service
2006	Canadian Emergency Preparedness College renamed Canadian Emergency Management College ³⁶⁰ Industry Canada sponsors CANALERT, a partnership involving federal departments, provincial, territorial and municipal governments, and the broadcasting and telecommunications industries, and is responsible for the creation of standards and protocols for emergency alert messages (see Broadcasting Decision CRTC 2007-73, footnote 1) Broadcasting Notice of Public Hearing CRTC 2006-3 announces May 2006 public hearing to consider all-channel alert applications by Pelmorex, CBC and BCE => see 2007
2007	Federally funded Canadian Interoperability Technology Interest Group (CITIG) formed to improve Canadian public safety communications interoperability; consists of responders, academia, industry and government stakeholders ³⁶¹ <i>An Emergency Management Framework for Canada</i> published (online version unavailable) Broadcasting Public Notice CRTC 2007-20 sets out CRTC's approach to emergency alert services in Canada, based on BDUs' voluntary carriage of emergency alert services Broadcasting Decision CRTC 2007-72 amends The Weather Network/MétéoMédia conditions of licence to enable it to provide emergency alert messages and permits it to charge BDUs that distribute the messages an additional negotiated rate above its \$0.23 monthly basic-service subscriber fee Broadcasting Decision CRTC 2007-73 encourages CBC to broadcast emergency alert messages Broadcasting Decision CRTC 2007-74 encourages Bell ExpressVu to implement an emergency alert service <i>Emergency Management Act, S.C. 2007, c. 15</i>
2009	Federal Emergency Response Plan (Ottawa, December 2009) Public Safety Canada, <i>Status Report to the CRTC on the Participation of the Broadcast Industry</i> (Ottawa, 16 January 2009) Public Safety Canada, National Strategy for Critical Infrastructure Broadcasting Decision CRTC 2009-145 renews The Weather Network/MétéoMédia administratively from August 2009 to August 2010 (note that Broadcasting Decision CRTC 2001-668, above, renewed the service to August 2008) Broadcasting Order CRTC 2009-340 requires direct-to-home (DTH) and Class 1 terrestrial BDUs to distribute The Weather Network/MétéoMédia on the digital basic service from September 2010 to August 2015, and approves Pelmorex' proposal to "act as a national aggregator and distributor of emergency alert messages, which will be delivered using non-proprietary technology and available free-of-charge to BDUs on a voluntary basis" (paragraph 1), and requires Pelmorex to establish an operational governance structure (Governance Board, paragraph 25) Broadcasting Order 2009-660 amends 1999 new media exemption order
2010	NAAD system is operational ³⁶² Blackberry launches WeatherEye mobile app Public Safety Canada releases Canadian Profile of the Common Alerting Protocol Event References , Beta 0.4 (24 October 2010)



	Canadian Security Telecommunications Advisory Committee established
2011	Federal Emergency Response Plan (January 2011) An Emergency Management Framework for Canada , Second Edition, is published Emergency Management Planning Guide 2010-2011 Decision CRTC 2011-438 renews The Weather Network/MétéoMédia from September 2011 to August 2018, grants mandatory distribution for the service and requires “Pelmorex to ensure that emergency alert messages include audio information indicating the urgency and basic nature of the imminent threat, where such audio content was provided by the issuing authority” ³⁶³
2012	Federal Policy for Emergency Management (Ottawa, 2012)
2013	National Public Alerting System common Look and Feel Guidance 1.0 (24 April 2013) published by Senior Officials Responsible for Emergency Management (SOREM) at the request of the “Federal/Provincial/Territorial Public Alerting Working Group of Senior Officials responsible for Emergency Management with the support of Defence Research and Development Canada - Centre for Security Science, Canadian Safety and Security Program, and in consultation with the public-private Common Look and Feel Working Group” ³⁶⁴ Broadcasting Decision CRTC 2013-263 renews CBC’s licences, says it “should only be required to distribute urgent and credible alerts to the public ... that are disseminated by the [National Alert Aggregation and Dissemination] NAAD system for immediate broadcast” (paragraph 294), by condition of licence requires CBC to implement a public alerting system on all of its radio stations (paragraph 296) and encourages it “to implement an alerting solution for its 27 over-the-air television transmitters to ensure that all Canadians receive timely warnings of immediate perils during the new licence term” (paragraph 297)
2014	Broadcasting Regulatory Policy CRTC 2014-444 updates CRTC’s approach to emergency alert services in Canada Alert Ready launches through a partnership of “federal, provincial and territorial emergency management officials, Environment and Climate Change Canada, Pelmorex, the broadcasting industry and wireless service providers”
2016	National Public Alerting System: Common Look and Feel Guidance , Version 1.2 (14 September 2016)
2017	An Emergency Management Framework for Canada , Third Edition, published (May 2017)
2018	Broadcasting Decision CRTC 2018-342 renews The Weather Network/MétéoMédia from September 2018 to August 2023
2019	Emergency Management Strategy for Canada: Toward a Resilient 2030 SOREM reconstitutes the Emergency Management Strategy Working Group and adopts its plan in June 2019 ³⁶⁵ CRTC approves federal-provincial governments’ application to conduct provincial and territorial public awareness tests twice a year
2021	CRTC, Exploring attitudes towards Wireless Public Alerting System in Canada: Executive Summary , Prepared for the CRTC by Kantar – commissioned 7 February 2020 and delivered 15 January 2021
2022	Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-2022
2023	Broadcasting Decision CRTC 2023-24 , Appendix 4, administratively renews Pelmorex’ The Weather Network/MétéoMédia licence from August 2023 to August 2026 Alberta Emergency Management Agency (AEMA) transitioned to the NAAD System platform” ³⁶⁶



Appendix 2 Cabinet power regarding urgent broadcasts

1968 Broadcasting Act

18(2) The Executive Committee may from time to time and shall, in accordance with any direction to the Commission issued by the Governor in Council under the authority of this Act, by notice to all licensees throughout Canada or throughout any area of Canada specified in the notice, require such licensees to broadcast any program that the Executive Committee or the Governor in Council, as the case may be, deems to be of urgent importance to Canadians generally or to persons resident in the area to which the notice relates; and a copy of each notice given under this subsection shall, forthwith after the giving thereof, be published in the Canada Gazette.

1991 Broadcasting Act

26(2) Where the Governor in Council deems the broadcast of any program to be of urgent importance to Canadians generally or to persons resident in any area of Canada, the Governor in Council may, by order, direct the Commission to issue a notice to licensees throughout Canada or throughout any area of Canada, of any class specified in the order, requiring the licensees to broadcast the program in accordance with the order, and licensees to whom any such notice is addressed shall comply with the notice.

2023 Broadcasting Act

26(2) Where the Governor in Council deems the broadcast of any program to be of urgent importance to Canadians generally or to persons resident in any area of Canada, the Governor in Council may, by order, direct the Commission to issue a notice to licensees throughout Canada or throughout any area of Canada, of any class specified in the order, requiring the licensees to broadcast the program in accordance with the order, and licensees to whom any such notice is addressed shall comply with the notice.



Appendix 3 CRTC's regulations for broadcast emergency alert messages

Four sets of CRTC regulations govern broadcast programming services that are not exempted from regulation – specifically, radio, television, discretionary and broadcast distribution undertakings:

- [Radio Regulations, 1986](#)
- [Television Broadcasting Regulations, 1987](#)
- [Discretionary Services Regulations](#), and
- [Broadcast Distribution Regulations](#).

Radio Regulations, 1986	Television Broadcasting Regulations, 1987	Broadcasting Distribution Regulations
16(2) Except as otherwise provided under a condition of its licence, a licensee shall implement on all stations that it is licensed to operate, by no later than March 31, 2015, a public alerting system that broadcasts without delay, on a given station, any audio alert that it receives from the National Alert Aggregation and Dissemination System that	18(2) Except as otherwise provided under a condition of its licence, a licensee shall implement on all stations that it is licensed to operate, by no later than March 31, 2015, a public alerting system that broadcasts without delay, on a given station, any alert that it receives, in a form including both text and audio content , from the National Alert Aggregation and Dissemination System that	7.2(2) Except as otherwise provided under a condition of its licence, a licensee shall implement, by no later than March 31, 2015, a public alerting system that alters without delay a programming service being distributed by the licensee in a licensed area in order to insert any alert that it receives — in a form including both text and audio content — from the National Alert Aggregation and Dissemination System that
(a) announces an imminent or unfolding danger to life; and		
(b) is designated by the applicable issuing authority for immediate broadcast in all or part of the area within the station's A.M. 5 mV/m contour, F.M. 0.5 mV/m contour or digital service area , as the case may be.	(b) is designated by the applicable issuing authority for immediate broadcast in all or part of the area within the station's Grade B official contour or noise-limited bounding official contour , as the case may be.	(b) is designated by the applicable issuing authority for immediate broadcast or distribution in the licensed area .
(3) Despite subsection (2) and subject to any condition of licence, the deadline for implementing the public alerting system in the case of a campus station, community station or native station is March 31, 2016.	(3) Despite subsection (2) and subject to any condition of licence, the deadline for implementing the public alerting system in the case of a community station or native station is March 31, 2016.	[No final deadlines set]
(4) The licensee shall implement the public alerting system for each of its transmitters. (5) The licensee shall broadcast the alert on transmitters that serve the area that is targeted by the alert.		(3) The licensee shall insert the alert in all programming services that it is distributing to subscribers whose residence or other premises are located in an area that is targeted by the alert.
S. 16(6):	S. 18(6):	S. 7.2(4)
The licensee shall take all reasonable measures to ensure that the alerts that it broadcasts are in conformity with the specifications and recommended practices set out in the document entitled <i>National Public Alerting System Common Look and Feel Guidance</i> , produced at the request of the Federal/Provincial/Territorial Public Alerting Working Group of Senior Officials Responsible for Emergency Management with the support of Defence Research and Development Canada, Centre for Security Science, Canadian Safety and Security Program, and in consultation with the public-private Common Look and Feel Working Group, as that document is amended from time to time.		

Appendix 4 Comparison of SOREM events with public safety message events

Alert ready messages issued from January to December 2023		
Grey shading:	SOREM and public-safety message events are the same or very similar	
No shading	SOREM and public-safety messages appear dissimilar	
SOREM events: 33	Public safety message events: 55	Times appeared in 2023
airQuality	911 Service	2
911Service	911 Service Inoperative	5
amber	air quality	6432
animalDang	AMBER Alert	24
biological	arctic outflow	20
chemical	Biological Hazard	2
civilEmerg	blizzard	1145
damOverflow	blowing snow	515
drinkingWate	Bridge Closure	3
earthquake	Civil Emergency	71
explosive	CivilEmergency	3
fallObject	Daily Silent Test	112
flashFlood	Dam Overflow	8
forestFire	Dangerous Animal	2
hurricane	Drinking Water	63
industryFire	extreme cold	2625
lahar	Fire	11
landslide	Flash Flood	38
magnetStorm	flash freeze	80
meteor	Flood [=> but see "flashFlood, above left]	9
pyroclasFlow	fog	2160
pyroclaSurge	Forest Fire	19
radiological	freezing drizzle	293
silver	freezing rain	1903
stormSurge	frost	628
terrorism	Hazardous Road Conditions	7
testMessage	Health	7
thunderstorm	heat	1993
tornado	High Water Level	203
tsunami	hurricane	16
urbanFire	Landslide	2
volcanicAsh	Missing Vulnerable Person	11
wildFire	Overland Flow Flood	1



Alert ready messages issued from January to December 2023		
Grey shading:	SOREM and public-safety message events are the same or very similar	
No shading	SOREM and public-safety messages appear dissimilar	
SOREM events: 33	Public safety message events: 55	Times appeared in 2023
	rainfall	2780
	Roadway	2
	Roadway Closure	5
	Silver Alert	4
	snow squall	1027
	snowfall	2745
	Special Ice	1
	special marine	153
	squall	2605
	storm surge	149
	Telephone Service	12
	Test Message	432
	thunderstorm	17439
	tornado	1039
	tropical storm	97
	Water Quality	6
	Water Supply	4
	waterspout	26
	weather	4902
	Wildfire	561
	wind	2555
	winter storm	1760
	Total	56717



Appendix 5 CRTC's broadcasting and telecom reviews, 2014-2024

Broadcasting	<i>Call for comments on the Commission's policy on Canadian programming expenditures, Broadcasting Notice of Consultation CRTC 2019-91 (Ottawa, 28 March 2019)</i>
Radio	<i>A targeted policy review of the commercial radio sector, Broadcasting Regulatory Policy CRTC 2014-554 (Ottawa, 28 October 2014)</i>
	<i>Review of the regulatory framework for French-language vocal music applicable to the French-language commercial radio sector, Broadcasting Notice of Consultation CRTC 2015-318 (Ottawa, 20 July 2015)</i>
	<i>Commercial radio policy framework review, Broadcasting Notice of Consultation CRTC 2020-25 (Ottawa, 28 January 2020)</i>
Television	<i>Let's Talk TV, Broadcasting Notice of Consultation CRTC 2014-190 (Ottawa, 24 April 2014)</i>
	<i>A review of the policy framework for local and community television programming, Broadcasting Notice of Consultation CRTC 2015-421 (Ottawa, 14 September 2015)</i>
	<i>Call for comments on the Commission's policies relating to Certified Independent Production Funds, Broadcasting Notice of Consultation CRTC 2015-467 (Ottawa, 20 October 2015)</i>
	<i>Call for comments regarding the English-language closed captioning quality standards relating to the accuracy rate for live programming, Broadcasting Notice of Consultation CRTC 2019-9 (Ottawa, 16 January 2019)</i>
	<i>Call for comments on the Commission's policy on Canadian programming expenditures, Broadcasting Notice of Consultation CRTC 2019-91 (Ottawa, 28 March 2019)</i>
BDUs	<i>Call for comments on a Wholesale Code, Broadcasting Notice of Consultation CRTC 2015-97 (Ottawa, 19 March 2015)</i>
	<i>Call for comments on amendments to the Broadcasting Distribution Regulations to implement determinations in the Let's Talk TV proceeding, Broadcasting Notice of Consultation CRTC 2015-304 (Ottawa, 9 July 2015)</i>
Telecom	<i>Review of wholesale mobile wireless services, Telecom Notice of Consultation CRTC 2014-76 (Ottawa, 20 February 2014)</i>
[* Bold font: includes references to emergency alerts]	<i>Review of the structure and mandate of the Commissioner for Complaints for Telecommunications Services Inc., Broadcasting and Telecom Notice of Consultation CRTC 2015-239 (Ottawa, 4 June 2015).</i>
	<i>Review of basic telecommunications services, Telecom Notice of Consultation CRTC 2015-134 (Ottawa, 9 April 2015)</i>
	<i>Review of costing inputs and application process for wholesale high-speed access services, Telecom Notice of Consultation CRTC 2015-225 (Ottawa, 28 May 2015)</i>
	<i>* Call for comments – Participation by wireless service providers in the National Public Alerting System, Telecom Notice of Consultation CRTC 2016-115 (Ottawa, 29 March 2016)</i>
	<i>* Establishment of a regulatory framework for next-generation 9 1-1 in Canada, Telecom Notice of Consultation CRTC 2016-116 (Ottawa, 29 March 2016)</i>
	<i>Review of the Wireless Code, Telecom Notice of Consultation CRTC 2016-293 (Ottawa, 28 July 2016)</i>
	<i>* Review of the regulatory framework for text-based message relay services, Telecom Notice of Consultation CRTC 2017-33 (Ottawa, 2 February 2017)</i>



<i>Review of the regulatory framework for text-based message relay services, Telecom Notice of Consultation CRTC 2017-33 (Ottawa, 2 February 2017)</i>
<i>Review of the competitor quality of service regime, Telecom Notice of Consultation CRTC 2017-49 (Ottawa, 23 February 2017)</i>
<i>[Not a review, but a policy]: Implementation of the National Public Alerting System by wireless service providers to protect Canadians, Telecom Regulatory Policy CRTC 2017-91 (Ottawa, 6 April 2017)</i>
<i>Review of the reseller registration obligation, Telecom Notice of Consultation CRTC 2017-450 (Ottawa, 15 December 2017)</i>
<i>Review of the price cap and local forbearance regimes, Telecom Notice of Consultation CRTC 2018-214 (Ottawa, 26 June 2018)</i>
<i>Review of mobile wireless services, Telecom Notice of Consultation CRTC 2019-57 (Ottawa, 28 February 2019)</i>
<i>* Call for comments – Development of a regulatory framework to improve network reliability and resiliency – Mandatory notification and reporting about major telecommunications service outages, Telecom Notice of Consultation CRTC 2023-39 (Ottawa, 22 February 2023)</i>



APPENDIX D: Projected NAAD System Capital & Operating Costs 2018-2025

	Response to Question #7								
Request for Additional Information dated August 30, 2017	Application #2017-0586-5								
	CURRENT LICENCE								TOTAL
	2018	2019	2020	2021	2022	2023	2024	2025	FY18-25
System Administrator	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Headcount - Part time									
Service Desk Analyst (1)	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Service Desk Analyst (2)	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Service Desk Analyst (3)	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Headcount - Equivalent	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5	7.5
Average Salary	81,936	83,575	85,246	86,951	88,690	90,464	92,273	94,119	87,907



Appendix 7 CRTC Regulatory Plan to modernize Canada's broadcasting framework

CRTC's [Regulatory Plan to modernize Canada's broadcasting framework](#)

[accessed 16 January 2023]

...

This plan explains how the CRTC will work with Canadians to modernize Canada's broadcasting framework. Modernization will take place in three phases.

...

This plan explains how the CRTC will work with Canadians to modernize Canada's broadcasting framework. Modernization will take place in three phases.

...

Winter 2023-2024(upcoming)

Public consultations may include

...

- o Consultation on definitions of Canadian and Indigenous content: This consultation would review the definition of Canadian content and examine possible changes.
- o Consultation on tools to support Canadian music and other audio content: This consultation would assess tools to support Canadian audio content.
- o Consultation on programming and supports for video content: This consultation would assess tools to develop, support, and promote Canadian and Indigenous content on all platforms.
- o Consultation on local markets access and competition: This consultation would evaluate market access, news and local programming, and competitive behaviours.
- o Consultation on protecting Canadian consumers: This consultation would review ways to protect consumers and include broadcaster codes of conduct and mechanisms for complaints.³⁶⁷



Appendix 8 Archived Public Safety Messages

Accessed 23 March 2024

<https://alertsarchive.pelmorex.com/en.php>



Archived Public Safety Messages

All public safety messages will be archived and posted here, usually within minutes of it being issued. As per the policy adopted by the Pelmorex Alerting Governance Council, these messages will be posted in their original CAP-CP /XML format and made available for reference purposes.

In compliance with CAP-CP standard, each public safety message is given a unique <identifier>, a long string of numbers and letters to identify it from every other public safety messages. When archived here, all public safety messages will be listed by their <identifier> and set up in a directory format by year, month, week and day.

Daily Archived Public Safety Messages

Monthly Archived Public Safety Messages

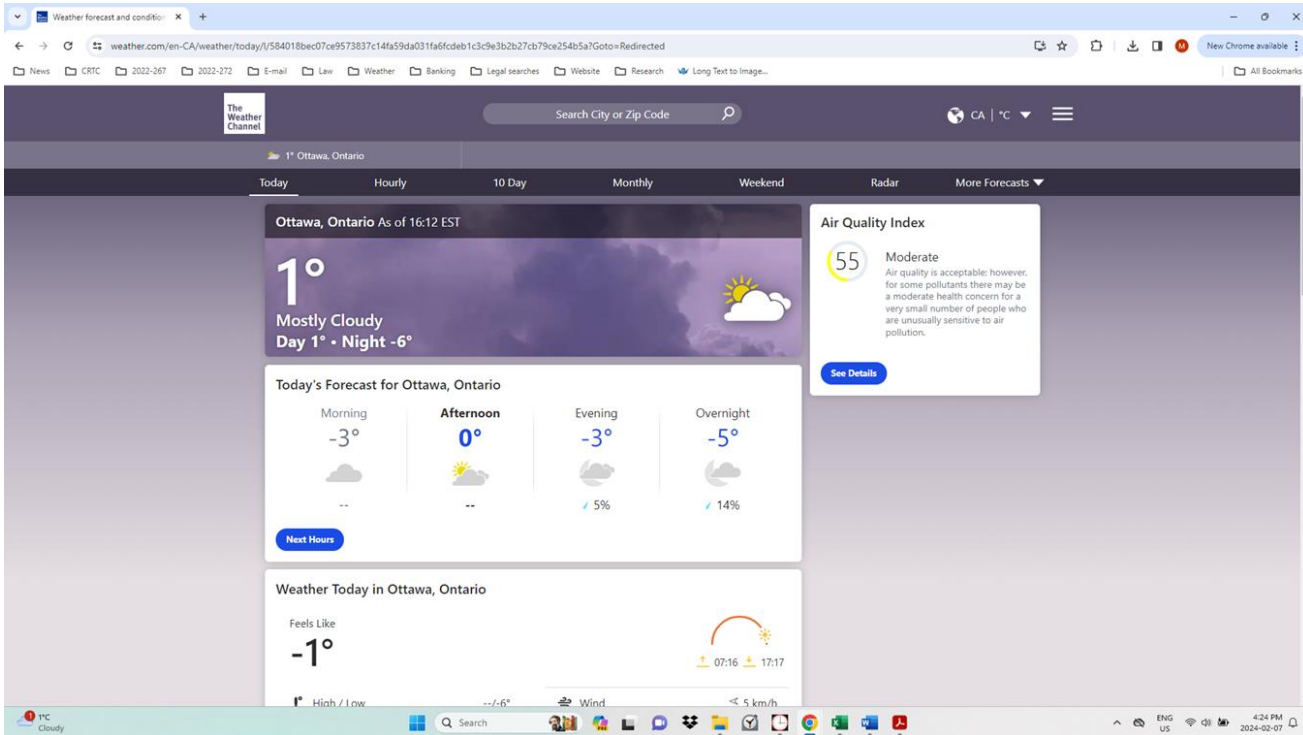
Please select a date on the calendar to see the public safety messages associated with that date.

Date:

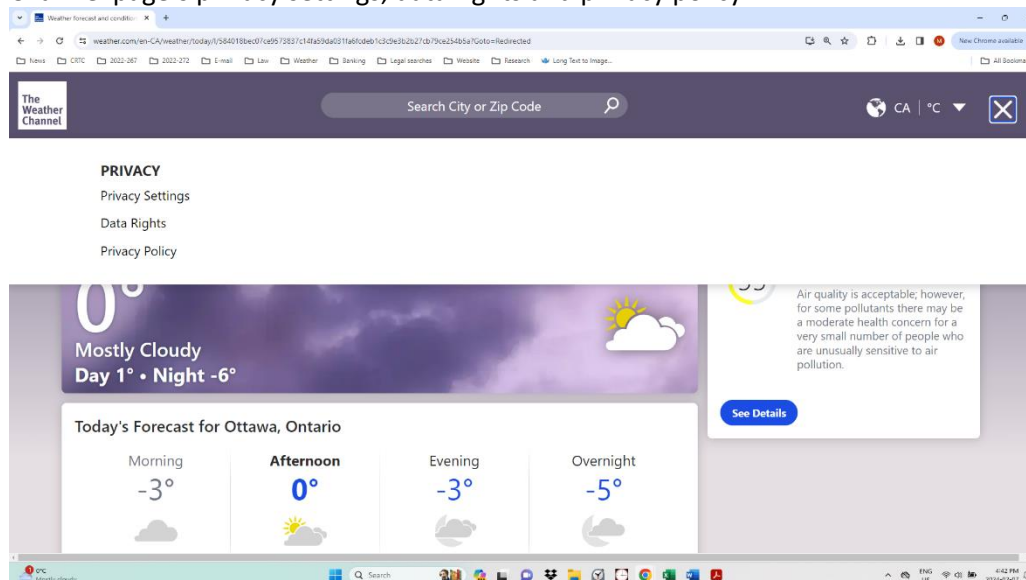


Appendix 9 Contacting The Weather Channel

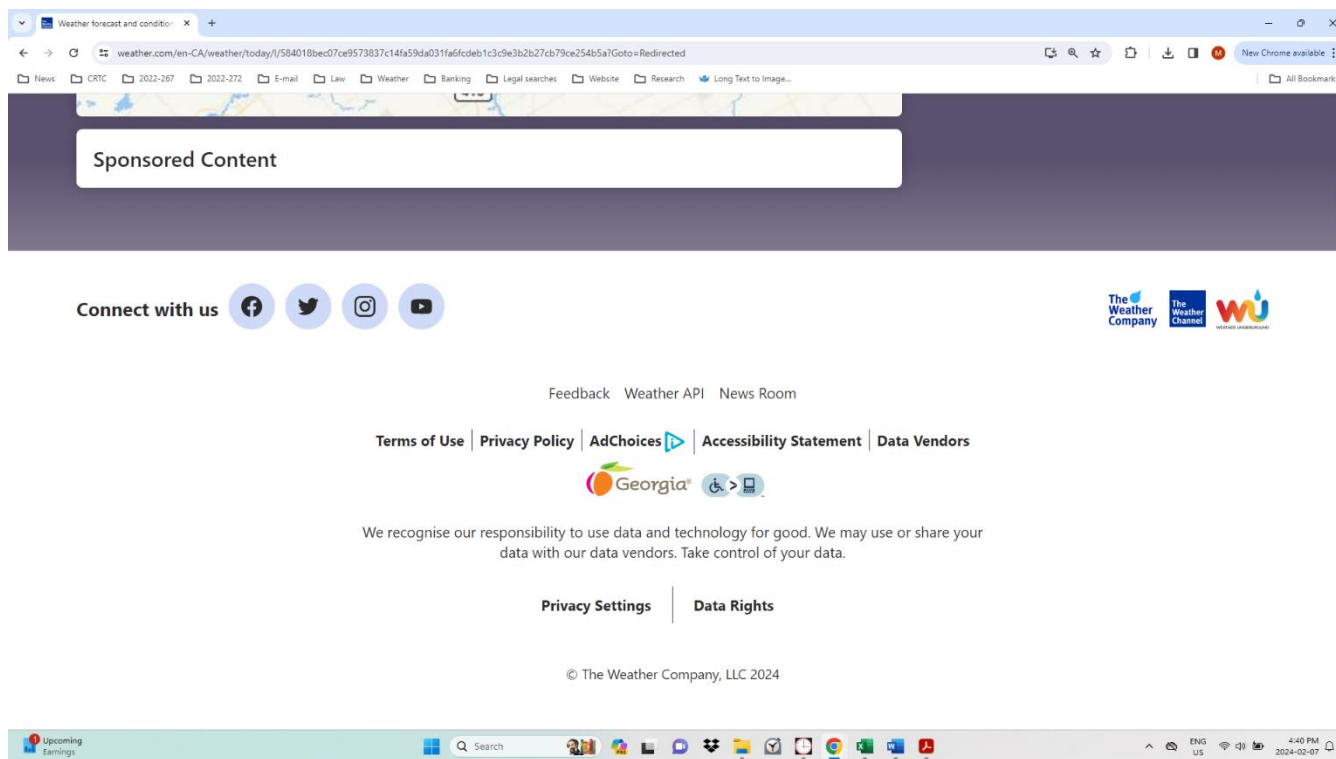
TWC Homepage (7 February 2024)



The three-bar menu at the top right of the homepage sets out links to The Weather Channel page's privacy settings, data rights and privacy policy.



The bottom of the home page provides buttons to The Weather Channel's social-media presence and a link to "Feedback" but does not otherwise set out a comment or complaint form.





Appendix 10 Ready alert tests from May 2018 to November 2023

	07-May-18	09-May-18	28-Nov-18	08-May-19	27-Nov-19	25-Nov-20	04-May-21	17-Nov-21	04-May-22	16-Nov-22	10-May-23	15-Nov-23	Total
Alberta		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM		1:55 PM	1:55 PM	1:55 PM			8
British Columbia		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	11
Manitoba		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM		1:55 PM	1:55 PM	1:55 PM	10
New Brunswick		6:55 PM	1:55 PM	10:55 AM	10:55 AM	1:55 PM	10:55 AM	10:55 AM	1:55 PM	1:55 PM	10:55 AM	10:55 AM	11
Newfoundland & Labrador		1:55 PM	1:55 PM	10:55 AM	10:55 AM	1:55 PM	10:55 AM	10:55 AM	1:55 PM	10:55 AM	10:55 AM	10:55 AM	11
Northwest Territories		1:55 PM	1:55 PM	1:55 PM	9:55 AM	1:55 PM		9:55 AM	1:55 PM	1:55 PM	9:55 AM		9
Nova Scotia		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM		1:55 PM		1:55 PM	1:55 PM	1:55 PM	9
Nunavut		1:55 PM	1:55 PM	1:55 PM				2:00 PM	1:55 PM	2:00 PM	2:00 PM	2:00 PM	8
Ontario	1:55 PM		1:55 PM		2:55 PM	1:55 PM		12:55 PM		12:55 PM	12:55 PM	12:55 PM	8
Prince Edward Island		1:55 PM	1:55 PM	12:55 PM	12:55 PM	1:55 PM	12:55 PM	12:55 PM	1:55 PM		12:55 PM	12:55 PM	10
Quebec	9:55 AM		2:55 PM		1:55 PM	1:55 PM		1:55 PM		1:55 PM		1:55 PM	7
Saskatchewan		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	11
Yukon		1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM	1:55 PM		1:55 PM	10
Total	2	11	13	11	12	12	7	13	9	12	10	11	123



Appendix 11 CRTC search results for "emergency alerts" "governance council"

Searched 2024 02 17

About 9 results for " "emergency alerts" "governance council" "

Sort by: [Relevance](#) | [Modified Date](#)

[Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC](#)

CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category:
Mandy Maier, Mount Saint Vincent University
<https://crtc.gc.ca/eng/acrtc/prx/2023maier.htm>

[ARCHIVED - Broadcasting Decision CRTC 2011-438 | CRTC](#)

ARCHIVED - APPROVED - The Weather Network/Météomédia - Licence renewal and extension of the mandatory distribution of the service
<https://crtc.gc.ca/eng/archive/2011/2011-438.htm>

[Broadcasting Decision CRTC 2018-342 | CRTC](#)

APPROVED - The Weather Network/MétéoMédia - Licence renewal and renewal of mandatory distribution order
<https://crtc.gc.ca/eng/archive/2018/2018-342.htm>

[Telecom Decision CRTC 2019-239 | CRTC](#)

Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule
<https://crtc.gc.ca/eng/archive/2019/2019-239.htm>

[Telecom Regulatory Policy CRTC 2017-91 | CRTC](#)

Implementation of the National Public Alerting System by wireless service providers to protect Canadians
<https://crtc.gc.ca/eng/archive/2017/2017-91.htm>

[Telecom Decision CRTC 2018-85 | CRTC](#)

CRTC Interconnection Steering Committee – Consensus report on a proposed wireless public alerting awareness and education campaign
<https://crtc.gc.ca/eng/archive/2018/2018-85.htm>

[Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448 | CRTC](#)

Emergency Alert Messages - Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages
<https://crtc.gc.ca/eng/archive/2014/2014-444.htm>

[ARCHIVED - Broadcasting Order CRTC 2009-340-1 | CRTC](#)

ARCHIVED - Extension of the mandatory distribution order for The Weather Network/Météomédia
<https://crtc.gc.ca/eng/archive/2009/2009-340-1.htm>

[Broadcasting Notice of Consultation CRTC 2014-85 | CRTC](#)

Call for comments on proposed amendments to various regulations, to the standard conditions of licence for video-on-demand undertakings, and to certain exemption orders – Provisions requiring the mandatory distribution of emergency alert messages
<https://crtc.gc.ca/eng/archive/2014/2014-85.htm>



Appendix 12 CRTC list of emergency alert distributors

[Emergency alert distributors](#)

Emergency alert distributors fall into four categories:

FM and AM radio stations
over-the-air television stations
subscription-based television providers
wireless service providers^{Footnote1}

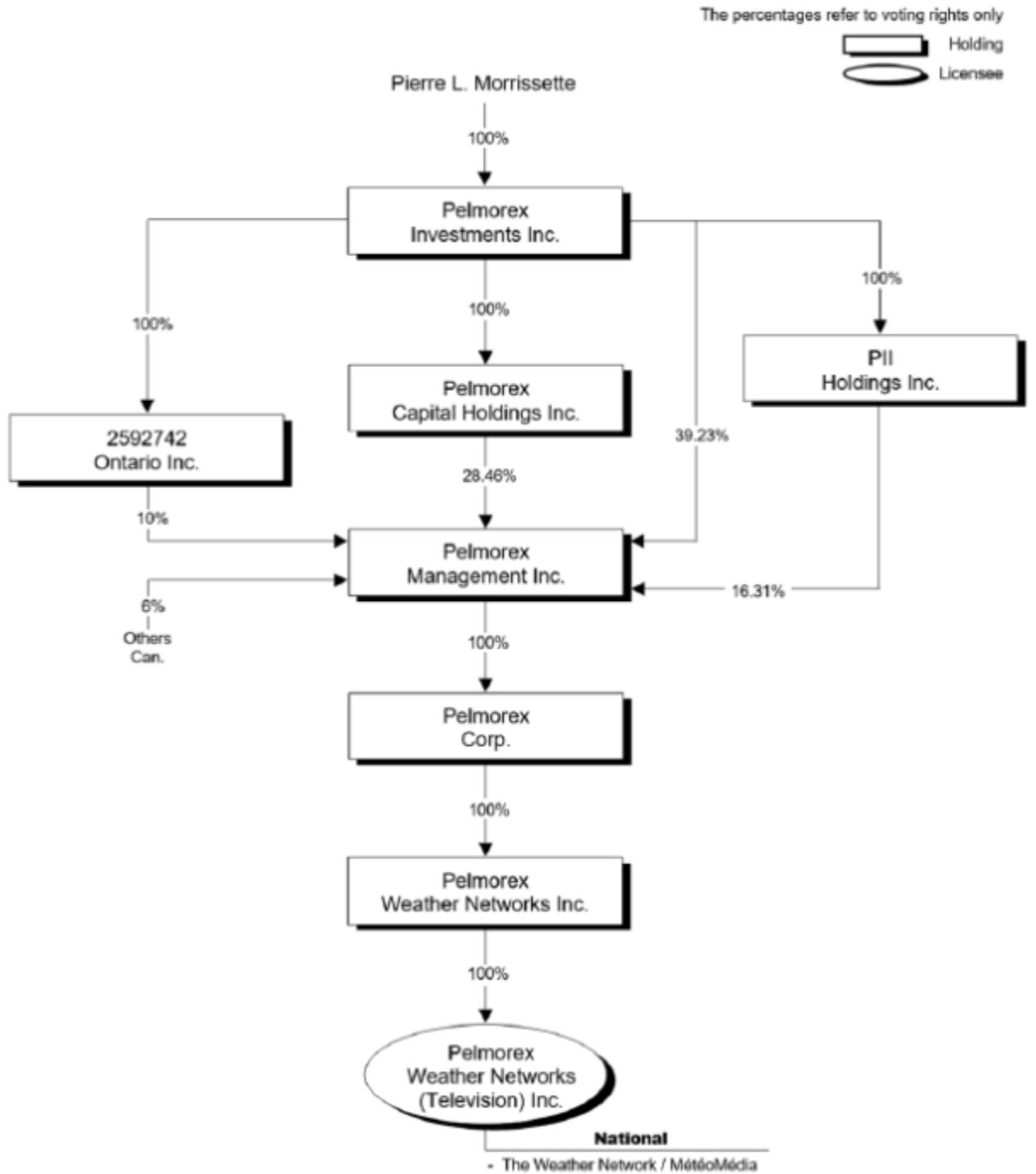
View list of participating subscription-based television providers

The following is a list of the subscription-based television service providers participating in the National Public Alerting System. This list is considered current as of November 30, 2022.

2251723 Ontario Inc.
Access Communications Co-operative Limited
Amtelecom Limited Partnership
Atop Broadband Corp.
Bell Canada
Bragg Communications Incorporated
Câblevision du Nord de Québec Inc.
Cogeco Connexion Inc.
Comwave Networks Inc.
CoopTel, coop de télécommunication
K-Right Communications Limited
La Coopérative de câblodistribution de l'Arrière-Pays
Northwestel Inc.
Persona Communications Inc.
Rogers Communications Canada Inc.
Saskatchewan Telecommunications
Shaw Cablesystems Limited
Sogetel inc.
TBayTel
TELUS Communications Inc.
Vidéotron ltée



Appendix 13 CRTC ownership chart 81 (5 March 2024)





OWNERSHIP

Pelmorex Investments Inc. is 100% held by Pierre L. Morrissette.

Pelmorex Investments Inc. holds

- 100% of Pelmorex Capital Holdings Inc.
- 100% of PII Holdings Inc. and
- 100% of 2592742 Ontario Inc.

Pelmorex Management Inc. is held as follows:

- 39.23% by Pelmorex Investments Inc.
- 28.46% by Pelmorex Capital Holdings Inc.
- 16.31% by PII Holdings Inc.
- 10.00% by 2592742 Ontario Inc. and
- 5.00% by other Canadian shareholders

Pelmorex Management Inc. holds 100% of Pelmorex Corp.

Pelmorex Corp. holds 100% of Pelmorex Weather Networks Inc.

Pelmorex Weather Networks Inc. holds 100% of Pelmorex Weather Networks (Television) Inc.

LICENSEE

Pelmorex Weather Networks (Television) Inc. is licensee of:

- The Weather Network / MétéoMédia, a national English and French language discretionary service



Appendix 14 "What is the CRTC doing about cell phone and Internet outages?"

The screenshot shows the CRTC website header with navigation menus for Phone, Internet, TV & Radio, Business, and Accessibility. The main content area features a heading, a paragraph about network outages, a list of expectations for providers, a link to a consultation, interim reporting requirements, future examination topics, and a mention of the Broadband Fund. A feedback form is at the bottom.

Canadian Radio-television and Telecommunications Commission

Canada

Phone ▾ Internet ▾ TV & Radio ▾ Business ▾ Accessibility ▾

Home → Contact us → Support Center

Go Back to Support Center

What is the CRTC doing about cell phone and Internet outages?

Telecommunications networks can go down, causing an outage. When this happens, you may not be able to access the Internet. Outages can also affect cellular phones, home phones, and other services.

The CRTC expects telecommunications providers to:

- prevent outages
- reduce the length and impact of outages
- improve service reliability
- maintain an adequate level of access to emergency services during an outage

As a first step, the CRTC held [a consultation about what phone and internet service providers should be required to do when reporting a major service outage](#).

In the interim, the CRTC is directing all service providers to notify the CRTC within two hours of when they become aware of a major outage. They must also file a report with the CRTC no later than 14 days after an outage.

In the future, the CRTC may examine other issues, such as:

- how to make networks more resilient
- accessing emergency services during an outage
- how providers communicate with users during an outage
- compensating users due to an outage
- the impact of outages on accessibility services
- imposing penalties on providers due to an outage

The CRTC's [Broadband Fund](#) is also being used to improve network resiliency in Canada. The Broadband Fund provides money for projects that improve Internet access and cell phone service in underserved areas.

Did you find this answer helpful?



Appendix 15 References to 'emergency messages' during debates on C-10 and C-11

House of Commons Standing Committee on Canadian Heritage Patrimoine canadien

5 February 2021

14:50 ET

...

Friends of Canadian Broadcasting, Executive Director Daniel Bernhard

Thank you.

I have to agree with Professor Geist that thresholds are very important. The new law, according to the minister's comments, would force or compel companies like Netflix that have substantial operations in Canada to invest their fair share in the production of original Canadian content, but the law doesn't do that. The law clarifies that the CRTC has the option to impose these types of contributions, but it doesn't compel them to exercise that option, and as Professor Geist said, that's extremely problematic.

We would like the bill to clarify that once a digital broadcaster exceeds a certain threshold, whether that is by users or revenue appropriate to their unique business model, the regulation and obligation to contribute become mandatory, because as the law is currently written, the CRTC could continue doing exactly what it is doing today and still be in compliance with the law. We find that problematic.

The second point that I'll end on is about social media, which I mentioned earlier. The law has a categorical exception for social media sites, and this is hugely problematic. The idea that we should not force little Timmy, uploading videos from his bedroom, to have a broadcasting licence is, of course, one that we support, but Facebook and little Timmy are not on the same level. These companies should be responsible for the content they broadcast. They should be responsible for rules around political advertising, advertising standards, **emergency alerts** and all other measure of rules and regulations that are subject in the act.

I'll give you an example of why. Mr. Chan last week again said that Facebook takes a great measure to take down content that is illegal. He should tell that to Chris Trottier from Vancouver who opened his phone in March of 2019 to Facebook and saw 51 people being murdered in real time in New Zealand right in front of him. Mr. Chan says that Facebook doesn't choose what you see. You connect to it, and it's your choice. I promise you, Mr. Trottier did not ask to see that. It was pushed to him. It was promoted to him. That would be illegal for any other Canadian company to do, and Facebook should be no exception.

[8 March 2021](#)

12:55 ET

...

Ms. Heather McPherson. MP:

One of my concerns is that we are in a potential election situation. Bill C-10 may be one of the only bills that is passed in this Parliament. How are we going to make sure that problematic content....You talk about bringing forward other legislation, but we may not have that opportunity. The Broadcasting Act deals with political advertising. It deals with Canadian content financing, **emergency alerts**....

Why are Facebook and YouTube exempt from those standards?

22 March 2021

....

Friends of Canadian Broadcasting, Executive Director Daniel Bernhard

When I heard that statement, I was prompted to pull my hair out, but as you can see, there's not much left to extract, so I had to express my frustration in other ways.

As I said, this is a very misleading statement. For the minister to say that companies like Facebook and YouTube are not exempt and that they'll only be regulated when they behave as broadcasters is very misleading, because, as I said in my opening remarks, if they were not behaving like broadcasters, then there would be no need for the exemption in the first place. They are broadcasters according to the law.

The question is, how do we regulate this properly? Our view is very simple: Remove this exemption for social media. Remove all that. Instead, just say that if you're too small, you will not be regulated, and if you're bigger, you will be. That leaves it open for new formats to emerge. It means that if you're Grumpy Cat, maybe there are certain standards or applications that will apply to you, but not to Mr. Guilbeault's uncle with his cat videos, which, we presume, are not very well viewed, according to the minister's comments.

For him to say they are not exempt from the law is extremely misleading, because clause 4.1 clearly says that they are exempt from the law. We have to ensure that not just the content but also the infrastructure is governed. Should it be in French? Are there rules about discoverability? What about **emergency alerts**?

I found the minister's answer unsatisfying, and I hope that the committee will improve the bill in the ways that I just mentioned.

[26 April 2021](#)

11:35 ET

...

Mr. Thomas Owen Ripley:

My view is that the spirit of them is the same. As the committee is aware, in the conventional world, licences had to be renewed at a maximum of seven years.

Bill C-10 as tabled did not have a cap on the length of orders and conditions of service, and I am aware that the committee heard from stakeholders who expressed concern about that.

As Mr. Olsen highlighted, the government recognizes that there are certain very important elements that will be done through orders. If you look at the kinds of things that are listed in proposed section 9.1, we talk about presentation of Canadian programming and certain things along those lines, and it will be important that those things have an opportunity to be reviewed on a periodic basis and that stakeholders have an ability to provide input on that.

If you also look, there are more administrative things. I would point out to you, for example, the carriage of **emergency messages**. The spirit of the government's amendment that Ms. Dabrusin alluded to gives the CRTC some flexibility to, again, tease out the issues that stakeholders want to engage on and let those orders that are more administrative in nature not be subject to a process whereby it will be more burdensome for both the CRTC but also the stakeholder community that would be expected to engage on those processes. The spirit was to tease out those things where there is strong interest in them being reviewed but acknowledge that there are going to be orders that are more administrative in nature.

The amendment before the committee right now would subject all orders to having to be renewed every seven years, regardless of their administrative nature or not.

[24 November 2021](#)

Debates of the House of Commons

...

21:35 ET

Marc Dalton Pitt Meadows—Maple Ridge, BC

Mr. Speaker, congratulations on your appointment. You look good in the chair.

I want to express my appreciation to all members in the House and all parties for taking the time and agreeing to have this emergency debate. This afternoon, when we heard different members speaking about the crisis and the flood in British Columbia, I was struck that we gave each other standing ovations. All of us here really do care for the people of British Columbia and the province.

...

I want to move onto the challenges, current and future.

One challenge is the clarity and timeliness of information. Those same people in Hope, with all their positive stories, also raised valid complaints about accessing information. The information they received was from word of mouth. They wondered, as did I, why they received no information via **emergency alerts** on their cellphones. It seems pretty simple.

A simple message with the details of which radio station or website people could get information from would have gone a long way to help locate emergency supports. If we can inform people province-wide about a missing person or about a potential tsunami, then certainly we can inform them of how they can get help in a natural disaster. This needs to be discussed further so it does not happen again.



7 December 2022
Senator Manning
16:33 ET

...

The brief [of the Digital Media Association] pointed out that clause 9 of Bill C-11 would allow the CRTC to impose “must carries” and force online streaming services to carry **emergency messages**. These potential regulations fail to take into account the practical and technical problems in doing so, not the least of which is the global nature of streaming services and the relevant technologies. For example, streaming services do not collect location data granular enough to actually target emergency messages to relevant recipients — nor should they.

....



Appendix 16 Property losses from weather-related events

Costs associated with weather-related emergencies, 2019-2023												
	2011	2012	2013	2014	2016	2018	2019	2020	2021	2022	2023	Total (\$M current)
Number of events:	2	1	2	7	1	3	8	9	12	7	9	61
Type of event												
Derecho										\$1,000		\$1,000
Windstorm				\$ 13		\$2,113		\$88	\$ 152			\$2,366
Hurricane							\$ 105		\$25	\$ 800		\$930
Tornadoes	\$ 110			\$ 48		\$ 300			\$ 100			\$558
Rain				\$160								\$160
Storm		\$1,456					\$ 250	\$ 361	\$ 409	\$ 190	\$ 640	\$3,306
Flooding			\$3,418	\$140			\$ 208	\$1,686	\$ 515	\$60	\$ 170	\$6,197
Fire	\$1,740											\$1,740
Wildfire				\$ 20	\$5,261				\$ 179		\$ 945	\$6,405
Bomb Cyclone										\$ 180		\$180
Cold snap											\$ 720	\$720
Hail				\$537			\$ 181	\$2,600	\$1,800		\$ 140	\$5,258
Ice storm			\$ 120								\$ 330	\$450
Winter storm							\$ 272			\$80		\$352
Total (millions)	\$1,850	\$1,456	\$3,538	\$918	\$5,261	\$2,413	\$1,016	\$4,735	\$3,180	\$2,310	\$2,945	\$29,622
Annual average, 2014-2019: \$1,846.1 million												
Yellow highlighting:	Years from 2014 to 2023 when losses exceeded average over that period											

Sources: <https://www.abc.ca/news-insights/news/severe-weather-in-2022-caused-3-1-billion-in-insured-damage-making-it-the-3rd-worst-year-for-insured-damage-in-canadian-history>; <https://globalnews.ca/news/2539904/storms-floods-to-cost-900m-a-year-over-next-5-years-report/>, <https://www.canada.ca/en/public-safety-canada/news/2021/10/government-of-canada-assists-northwest-territories-with-2014-wildfire-costs.html>, <https://www.canadianunderwriter.ca/claims/much-ottawa-gatineau-tornadoes-cost-insurers-1004138373/>, <https://www.cbc.ca/news/canada/british->



[columbia/insurance-bureau-canada-wildfire-costs-1.7078021](https://www.cbc.ca/news/canada/new-brunswick/storm-arthur-relief-claims-still-being-processed-by-province-1.7078021), <https://www.cbc.ca/news/canada/new-brunswick/storm-arthur-relief-claims-still-being-processed-by-province-1.3052983>, <https://www.ibr.ca/news-insights/news/calgary-toronto-2013-floods-started-national-conversation-on-the-insurance-protection-gap>, <https://www.ibr.ca/news-insights/news/severe-weather-caused-1-3-billion-in-insured-damage-in-2019>, <https://www.ibr.ca/news-insights/news/severe-weather-caused-2-4-billion-in-insured-damage-in-2020>, <https://www.ibr.ca/news-insights/news/severe-weather-in-2021-caused-2-1-billion-in-insured-damage>, <https://www.ibr.ca/news-insights/news/severe-weather-in-2022-caused-3-1-billion-in-insured-damage-making-it-the-3rd-worst-year-for-insured-damage-in-canadian-history>, <https://www.ibr.ca/news-insights/news/severe-weather-in-2023-caused-over-3-1-billion-in-insured-damage>



Appendix 17 CRTC's search engine results of "pelmorex 'governance council' report"

[accessed 12 February 2024]

The screenshot shows the CRTC website's search interface. At the top, there is a navigation bar with the Government of Canada logo and the text 'Canada.ca | Services | Departments | Français'. Below this is the CRTC logo and a navigation menu with options like 'Phone', 'Internet', 'TV & Radio', 'Business', and 'Accessibility'. The search bar contains the query 'pelmorex "governance council" report'. Below the search bar are filters for 'Search in:', 'Filter results by type:', 'Filter results by subject:', and 'Filter results by year:'. The search results section shows 'About 7 results for " pelmorex "governance council" report "' and lists several results with their titles, descriptions, and URLs.

Government of Canada / Gouvernement du Canada | Canada.ca | Services | Departments | Français

Canadian Radio-television and Telecommunications Commission | Canada

Phone | Internet | TV & Radio | Business | Accessibility

Home

Search

pelmorex "governance council" report [Reset] [Q]

Search in: All fields | Filter results by type: All types | Filter results by subject: All subjects | Filter results by year: All years

Search Resources | You may also Search all of Government of Canada websites

About 7 results for " pelmorex "governance council" report "

Sort by: **Relevance** | Modified Date

Broadcasting Decision CRTC 2018-342 | CRTC
APPROVED - The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order
<https://crtc.gc.ca/eng/archive/2018/2018-342.htm>

Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC
CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category: Mandy Maier, Mount Saint Vincent University
<https://crtc.gc.ca/eng/acrtc/prx/2023maier.htm>

Telecom Decision CRTC 2018-85 | CRTC
CRTC Interconnection Steering Committee – Consensus report on a proposed wireless public alerting awareness and education campaign
<https://crtc.gc.ca/eng/archive/2018/2018-85.htm>

ARCHIVED - Broadcasting Order CRTC 2009-340-1 | CRTC
ARCHIVED - Extension of the mandatory distribution order for The Weather Network/MétéoMédia
<https://crtc.gc.ca/eng/archive/2009/2009-340-1.htm>

Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448 | CRTC
Emergency Alert Messages - Amendments to various regulations, the standard conditions of licence for video on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages
https://crtc.gc.ca/eng/archive/2014/2014-444.htm?_ga=2.166712765.2070459129.1613396296-1624042065.1572440702

Telecom Regulatory Policy CRTC 2017-91 | CRTC
Implementation of the National Public Alerting System by wireless service providers to protect Canadians
<https://crtc.gc.ca/eng/archive/2017/2017-91.htm>

Telecom Decision CRTC 2019-239 | CRTC
Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule
<https://crtc.gc.ca/eng/archive/2019/2019-239.htm>

Share your feedback to improve your search experience

Date modified: 2023-01-23



Appendix 18 *Emergency Measures Act*

Emergency Management Act, S.C. 2007, c. 15

Interpretation

Marginal note:Definitions

2 The following definitions apply in this Act.

emergency management means the prevention and mitigation of, preparedness for, response to and recovery from emergencies. (gestion)

emergency management plan means a program, arrangement or other measure

(a) for dealing with an emergency by the civil population; or

(b) for dealing with a civil emergency by the Canadian Forces in accordance with the National Defence Act. (plan de gestion des urgences)

government institution means any department, branch, office, board, agency, commission, corporation or other body for the administration or affairs of which a minister of the Crown is accountable to Parliament. (institution fédérale)

Minister means the Minister of Public Safety and Emergency Preparedness. (ministre)

provincial emergency means an emergency occurring in a province if the province or a local authority in the province has the primary responsibility for dealing with the emergency. (urgence provinciale)

Minister's Responsibilities

Marginal note:Ministerial responsibilities — general

3 The Minister is responsible for exercising leadership relating to emergency management in Canada by coordinating, among government institutions and in cooperation with the provinces and other entities, emergency management activities.

Marginal note: Responsibilities — Canada

4 (1) The Minister's responsibilities under section 3 include

(a) establishing policies, programs and other measures respecting the preparation, maintenance, testing and implementation by a government institution of emergency management plans;

(b) providing advice to government institutions respecting the preparation, maintenance, testing and implementation of emergency management plans;

(c) analysing and evaluating emergency management plans prepared by government institutions;

(d) monitoring potential, imminent and actual emergencies and advising other ministers accordingly;

(e) coordinating the Government of Canada's response to an emergency;

(f) coordinating the activities of government institutions relating to emergency management with those of the provinces — and supporting the emergency management activities of the provinces — and through the provinces, those of local authorities;

(g) establishing arrangements with each province whereby any consultation with its lieutenant governor in council with respect to a declaration of an emergency under an Act of Parliament may be carried out effectively;

- (h) coordinating the provision of assistance to a province in respect of a provincial emergency, other than the provision of financial assistance and the calling out of the Canadian Forces for service in aid of the civil power under Part VI of the National Defence Act;
- (i) providing assistance other than financial assistance to a province if the province requests it;
- (j) providing financial assistance to a province if
 - (i) a provincial emergency in the province has been declared to be of concern to the federal government under section 7,
 - (ii) the Minister is authorized under that section to provide the assistance, and
 - (iii) the province has requested the assistance;
- (k) participating, in accordance with Canada's foreign relations policies, in international emergency management activities;
- (l) establishing the necessary arrangements for the continuity of constitutional government in the event of an emergency;
- (m) establishing policies and programs respecting emergency management;
- (n) conducting exercises and providing education and training related to emergency management;
- (o) promoting a common approach to emergency management, including the adoption of standards and best practices;
- (p) conducting research related to emergency management;
- (q) promoting public awareness of matters related to emergency management; and
- (r) facilitating the authorized sharing of information in order to enhance emergency management.

Marginal note:Other responsibilities

(2) The Minister has any other responsibilities in relation to emergency management that the Governor in Council may specify.

Marginal note:Responsibilities — United States

5 In consultation with the Minister of Foreign Affairs, the Minister may develop joint emergency management plans with the relevant United States' authorities and, in accordance with those plans, coordinate Canada's response to emergencies in the United States and provide assistance in response to those emergencies.

Ministers' Responsibilities

Marginal note:Ministers' responsibilities

6 (1) The emergency management responsibilities of each minister accountable to Parliament for a government institution are to identify the risks that are within or related to his or her area of responsibility — including those related to critical infrastructure — and to do the following in accordance with the policies, programs and other measures established by the Minister:

- (a) prepare emergency management plans in respect of those risks;
- (b) maintain, test and implement those plans; and
- (c) conduct exercises and training in relation to those plans.

Marginal note:Contents of emergency management plans

(2) Each minister shall include in an emergency management plan



- (a) any programs, arrangements or other measures to assist provincial governments and, through the provincial governments, local authorities;
- (b) any federal-provincial regional plans;
- (c) any programs, arrangements or other measures to provide for the continuity of the operations of the government institution in the event of an emergency; and
- (d) in the case of war or other armed conflict, the programs, arrangements or other measures that
 - (i) support the overall defence effort,
 - (ii) support the Canadian Forces and the armed forces of Canada's allies in the conduct of military operations,
 - (iii) contribute to meeting Canada's military and civil wartime obligations to its allies, and
 - (iv) mitigate the effects of foreign armed conflict on Canada.

Marginal note: Provincial emergencies

(3) A government institution may not respond to a provincial emergency unless the government of the province requests assistance or there is an agreement with the province that requires or permits the assistance.

....



Appendix 19 Published reports listed by CRTC and CRTC search-engine results

Annual and biennial reports filed with the CRTC since 2003

Pelmorex Communications Inc.

- **Cultural diversity**
Decision CRTC [2001-668](#)

Reporting years:
[2003](#) | [2004](#) | [2005](#) | [2006](#) | [2007](#) | [2008](#) | [2009](#) | [2010](#) | [2011](#) | [2012](#) | [2013](#) | [2014](#) | [2015](#) | [2016](#) | [2017](#) | [2018](#) | [2019](#) | [2020](#) | [2021](#) | [2022](#)

Related document:
2004-11-24: [Commission Letter](#)

- **Closed captioning – Reports on quality and accuracy rate**
Broadcasting Regulatory Policies CRTC [2011-741-1](#) and CRTC [2012-362](#) (standard 4)

Reporting years:
[2014](#) | [2016](#) | [2020](#) | [2021](#) | [2022](#) | [2023](#)

[top](#)

39 search results for “emergency alert reports Pelmorex”

1. Broadcasting Regulatory Policy CRTC 2019-308 | CRTC
English-language closed captioning mandatory quality standards relating to the accuracy rate for live television programming
<https://crtc.gc.ca/eng/archive/2019/2019-308.htm>
2. Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC
CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category: Mandy Maier, Mount Saint Vincent University
<https://crtc.gc.ca/eng/acrtc/prx/2023maier.htm>
3. Telecom - Staff letter addressed to the various parties interested in the Rogers Canada-wide service outage of July 2022 | CRTC
Staff letter - 8000-C12-202203868 - Subject: Procedural Requests related to Rogers Canada-wide service outage of July 2022 - 22 February 2023
<https://crtc.gc.ca/eng/archive/2023/lt230222c.htm>
4. Telecom - Commission letter addressed to Kurt Eby (Pelmorex Corp) | CRTC
Commission letter - 8000-C12-202203868 - Subject: Emergency Alerting during the Rogers Canada-wide service outage of July 2022 - 4 August 2022
<https://crtc.gc.ca/eng/archive/2022/lt220804.htm>



5. Decisions 2007 | CRTC
Decisions 2007: Broadcasting, Telecommunications
<https://crtc.gc.ca/eng/8045/d2007.htm>
6. Broadcasting Decision CRTC 2020-241 | CRTC
APPROVED - CHCO-TV St. Andrews – Licence renewal
<https://crtc.gc.ca/eng/archive/2020/2020-241.htm>
7. Commission Letters 2018 | CRTC
Commission Letters 2018: Broadcasting, Compliance, Telecommunications
<https://crtc.gc.ca/eng/8045/lc2018.htm>
8. Telecom Decision CRTC 2019-239 | CRTC
Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule
<https://crtc.gc.ca/eng/archive/2019/2019-239.htm>
9. Decisions 2018 | CRTC
Decisions 2018: Broadcasting, Compliance, Telecommunications
<https://crtc.gc.ca/eng/8045/d2018.htm>
10. WPA Public Awareness Ad-hoc Working group (WPWG) | CRTC
CISC - WPA Public Awareness Ad-hoc Working group (WPWG)
<https://crtc.gc.ca/cisc/eng/cisf6af.htm>
11. Telecom Commission Letter Addressed to Distribution List | CRTC
<https://crtc.gc.ca/cisc/eng/cLet/wpl181003.htm>
12. Broadcasting Decision CRTC 2018-342 | CRTC
APPROVED - The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order
<https://crtc.gc.ca/eng/archive/2018/2018-342.htm>
13. Broadcasting Decision CRTC 2018-270 | CRTC
APPROVED - Various terrestrial broadcasting distribution undertakings – Licence renewals and imposition of requirements relating to a set-top box audience measurement system
<https://crtc.gc.ca/eng/archive/2018/2018-270.htm>
14. Commission Letter Addressed to Paul Temple (Pelmorex Weather Networks (Television) Inc.) | CRTC
<https://crtc.gc.ca/cisc/eng/cLet/wpl180517a.htm>
15. Telecom Decision CRTC 2018-108 | CRTC
CRTC Interconnection Steering Committee – Consensus reports on a proposed wireless public alerting test alert schedule and methodology

<https://crtc.gc.ca/eng/archive/2018/2018-108.htm>

16. Telecom Decision CRTC 2018-85 | CRTC
CRTC Interconnection Steering Committee – Consensus report on a proposed wireless public alerting awareness and education campaign
<https://crtc.gc.ca/eng/archive/2018/2018-85.htm>

17. Telecom Regulatory Policy CRTC 2017-91 | CRTC
Implementation of the National Public Alerting System by wireless service providers to protect Canadians
<https://crtc.gc.ca/eng/archive/2017/2017-91.htm>

18. Telecom Notice of Consultation CRTC 2016-115 | CRTC
Call for comments - Participation by wireless service providers in the National Public Alerting System - Deadline for submission of interventions: 30 May 2016
<https://crtc.gc.ca/eng/archive/2016/2016-115.htm>

19. Broadcasting Regulatory Policy CRTC 2015-86 | CRTC
Let's Talk TV - The way forward - Creating compelling and diverse Canadian programming
<https://crtc.gc.ca/eng/archive/2015/2015-86.htm>

20. Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448 | CRTC
Emergency Alert Messages - Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages
<https://crtc.gc.ca/eng/archive/2014/2014-444.htm>

21. The CRTC's Genre Protection Policy - A 2013 Discussion Paper
Report on the issue of genre protection and its potential relaxation or elimination in the future
<https://crtc.gc.ca/eng/publications/reports/rp140315.htm>

22. Decisions 2004 | CRTC
Decisions 2004: Broadcasting, Telecommunications
<https://crtc.gc.ca/eng/8045/d2004.htm>

23. Decisions 2001 | CRTC
Decisions 2001: Broadcasting, Telecommunications
<https://crtc.gc.ca/eng/8045/d2001.htm>

24. Notices of Consultation 2007 | CRTC
Notices of Consultation 2007: Broadcasting, Notices of Public Hearing, Telecommunications
<https://crtc.gc.ca/eng/8045/n2007.htm>

25. Notices of Consultation 2000 | CRTC
Notices of Consultation 2000: Broadcasting, Notices of Public Hearing, Telecommunications
<https://crtc.gc.ca/eng/8045/n2000.htm>

26. ARCHIVED - Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 | CRTC
ARCHIVED - APPROVED - Canadian Broadcasting Corporation – Licence renewals
<https://crtc.gc.ca/eng/archive/2013/2013-263.htm>

27. Broadcasting Regulatory Policy CRTC 2012-362 | CRTC
Quality standards for English-language closed captioning
<https://crtc.gc.ca/eng/archive/2012/2012-362.htm>

28. ARCHIVED - Broadcasting Order CRTC 2009-340-2 | CRTC
ARCHIVED - Amendments to the mandatory distribution order for The Weather Network/Météomédia – Distribution of appropriate regional feeds
<https://crtc.gc.ca/eng/archive/2009/2009-340-2.htm>

29. ARCHIVED - Broadcasting Notice of Consultation CRTC 2012-115 | CRTC
Call for comments on proposed amendments to the mandatory distribution order for The Weather Network/Météomédia – Distribution of appropriate regional feeds - Deadline for submission of comments: 26 March 2012
<https://crtc.gc.ca/eng/archive/2012/2012-115.htm>

30. Broadcasting Regulatory Policy CRTC 2011-741-1 | CRTC
Quality standards for French-language closed captioning – Enforcement, monitoring and the future mandate of the French-language Closed Captioning Working Group
<https://crtc.gc.ca/eng/archive/2011/2011-741-1.htm>

31. ARCHIVED - Broadcasting Order CRTC 2009-340-1 | CRTC
ARCHIVED - Extension of the mandatory distribution order for The Weather Network/Météomédia
<https://crtc.gc.ca/eng/archive/2009/2009-340-1.htm>

32. Broadcasting Regulatory Policy CRTC 2011-741 | CRTC
Quality standards for French-language closed captioning
<https://crtc.gc.ca/eng/archive/2011/2011-741.htm>

33. ARCHIVED - Broadcasting Order CRTC 2009-340 | CRTC
ARCHIVED - APPROVED - Mandatory distribution order for The Weather Network and Météomédia
<https://crtc.gc.ca/eng/archive/2009/2009-340.htm>



34. ARCHIVED - Broadcasting Notice of Consultation CRTC 2009-2-2 | CRTC
ARCHIVED - Notice of hearing - 31 March 2009 in Gatineau, Quebec - Addition of an application - The deadline for submission of interventions/comments, for this application only, is 6 March 2009
<https://crtc.gc.ca/eng/archive/2009/2009-2-2.htm>
35. ARCHIVED - Broadcasting Decision CRTC 2008-234 | CRTC
ARCHIVED - APPROVED - Various cable broadcasting distribution undertakings in western Canada - Short-term licence renewals and licence amendments
<https://crtc.gc.ca/eng/archive/2008/db2008-234.htm>
36. ARCHIVED - Broadcasting Decision CRTC 2007-246 | CRTC
ARCHIVED - New digital specialty described video programming undertaking; Licence amendments; Issuance of various mandatory distribution orders
<https://crtc.gc.ca/eng/archive/2007/db2007-246.htm>
37. ARCHIVED - Broadcasting Notice of Public Hearing CRTC 2006-3 | CRTC
ARCHIVED - Public hearing - 1 May 2006 in Gatineau, Quebec - Various applications - All Channel Alert (ACA) Service
<https://crtc.gc.ca/eng/archive/2006/n2006-3.htm>
38. ARCHIVED - Broadcasting Public Notice CRTC 2007-20 | CRTC
ARCHIVED - In this public notice, the Commission sets out its approach to the establishment of emergency alert services in Canada
<https://crtc.gc.ca/eng/archive/2007/pb2007-20.htm>
39. 2008-06-10 - 8665-C12-200807943 - Unresolved issues related to the accessibility of telecommunications and broadcasting services to persons with disabilities | CRTC
Public Notice Schedule, List of Related Documents
https://crtc.gc.ca/PartVII/eng/2008/8665/c12_200807943.htm



21 March 2024 CRTC search engine results for " report naad ": 42 results

Broadcasting Decision CRTC 2024-31 | CRTC
APPROVED - CKDQ Drumheller - Conversion to the FM band

Broadcasting Decision CRTC 2024-28 | CRTC
APPROVED - English-language commercial speciality (Religious music) FM radio station in Oromocto

Broadcasting Decision CRTC 2023-375 | CRTC
APPROVED - CFTV-DT Leamington - Licence renewal

Broadcasting Decision CRTC 2023-407 | CRTC
APPROVED - Terrestrial broadcasting distribution undertakings serving various locations in British Columbia and in Alberta - Licence renewals

Broadcasting Decision CRTC 2023-380 | CRTC
APPROVED - CHVC-TV Valemount and its transmitter CHVC-TV-1 Valemount - Licence renewal

Broadcasting Decision CRTC 2023-344 | CRTC
APPROVED - Low-power, Indigenous FM radio station in Woodstock First Nation

Broadcasting Decision CRTC 2023-266 | CRTC
APPROVED - CIMM-FM Ucluelet - Licence renewal

Broadcasting Decision CRTC 2023-261 | CRTC
APPROVED - CJVN-FM Ottawa - Licence renewal

Broadcasting Decision CRTC 2023-250 | CRTC
APPROVED - CKUA-FM Edmonton and its transmitters - Licence renewal

Broadcasting Decision CRTC 2023-221 | CRTC
APPROVED - CHMB Vancouver - Licence renewal

Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC
CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category:
Mandy Maier, Mount Saint Vincent University

Briefing book for Chairperson, Vice-Chairpersons and Commissioners - Appendix | CRTC
<https://crtc.gc.ca/eng/acrtc/transition/eatrides23.htm>

Telecom - Staff letter addressed to the various parties interested in the Rogers Canada-wide service outage of July 2022 | CRTC; Staff letter - 8000-C12-202203868 - Subject:



Procedural Requests related to Rogers Canada-wide service outage of July 2022 - 22 February 2023

Telecom - Staff Letter addressed to Chris Kellett (CRTC CISC - Emergency Services Working Group) and Richard Polishak (CRTC CISC – Network Working Group) | CRTC
Staff letter - 8621-C12-01/08 - Subject: Requesting recommendations from CRTC Interconnection Steering Committee (CISC) regarding network resiliency, outage mitigations and notification - 22 February 2023

How to comply with the requirements related to your radio licence | CRTC
How to comply with the requirements related to your radio licence

Telecom - Commission letter addressed to Kurt Eby (Pelmorex Corp) | CRTC
Commission letter - 8000-C12-202203868 - Subject: Emergency Alerting during the Rogers Canada-wide service outage of July 2022 - 4 August 2022

Telecom - Commission letter addressed to Ted Woodhead (Rogers Communications Canada Inc.) | CRTC
Commission letter - 8000-C12-201909780 - 8000-C12-202203868 – Subject: Rogers Canada-wide service outage of July 2022 - 12 July 2022

Telecom - Commission letter addressed to Ted Woodhead (Rogers Communications Canada Inc.) | CRTC
Commission letter - 8000-C12-202203868 - RE: Rogers Canada-wide service outage of July 2022 - 5 August 2022

Telecom - Commission letter addressed to the Distribution List | CRTC
<https://crtc.gc.ca/eng/archive/2020/lt200526.htm>

Telecom Decision CRTC 2019-239 | CRTC
Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule; Telecom Commission Letter Addressed to Distribution List | CRTC

Broadcasting Decision CRTC 2018-342 | CRTC
APPROVED - The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order

Commission Letter Addressed to Paul Temple (Pelmorex Weather Networks (Television) Inc.) | CRTC

Telecom Decision CRTC 2018-108 | CRTC
CRTC Interconnection Steering Committee – Consensus reports on a proposed wireless public alerting test alert schedule and methodology

Telecom Decision CRTC 2018-85 | CRTC; CRTC Interconnection Steering Committee – Consensus report on a proposed wireless public alerting awareness and education campaign

Telecom Regulatory Policy CRTC 2017-91 | CRTC
Implementation of the National Public Alerting System by wireless service providers to protect Canadians

Broadcasting Decision CRTC 2016-464 | CRTC
APPROVED - Licensing of new radio stations to serve Surrey and Vancouver, and addition of a transmitter in Surrey

Telecom Notice of Consultation CRTC 2016-115 | CRTC
Call for comments - Participation by wireless service providers in the National Public Alerting System - Deadline for submission of interventions: 30 May 2016

ARCHIVED - Broadcasting Decision CRTC 2015-569 | CRTC
ARCHIVED - Star Choice Television Network Incorporated, MTS Inc., Bell ExpressVu Inc. (the general partner) and Bell Canada (the limited partner), carrying on business as Bell ExpressVu Limited Partnership - Licence amendments

ARCHIVED - Broadcasting Decision CRTC 2015-122 | CRTC
ARCHIVED - APPROVED - National direct-to-home broadcasting distribution undertaking and related video-on-demand service - Extension of deadline for the distribution of emergency alert messages

ARCHIVED - Broadcasting Decision CRTC 2015-121 | CRTC
ARCHIVED - APPROVED - Video-on-demand service serving Eastern Canada and terrestrial broadcasting distribution undertakings serving locations in Ontario, Quebec and the Atlantic Provinces - Extension of deadline for the distribution of emergency alert messages

ARCHIVED - Broadcasting Decision CRTC 2015-120 | CRTC
ARCHIVED - DENIED - National direct-to-home broadcasting distribution undertaking - Extension of deadline for the distribution of emergency alert messages

ARCHIVED - Broadcasting Decision CRTC 2015-119 | CRTC
ARCHIVED - DENIED - Terrestrial broadcasting distribution undertakings serving Saint-Paulin and Saint-Liboire, Quebec, video-on-demand service serving the Province of Quebec, and exempt broadcasting distribution undertakings in Quebec- Extension of deadline for the distribution of emergency alert messages

ARCHIVED - Broadcasting Decision CRTC 2015-118 | CRTC



ARCHIVED - DENIED - Terrestrial broadcasting distribution undertaking serving Winnipeg and surrounding areas - Extension of deadline for the distribution of emergency alert messages

Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448 | CRTC
Emergency Alert Messages - Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages

ARCHIVED - Broadcasting Decision CRTC 2013-533 | CRTC
APPROVED - English-language FM radio station in Portage La Prairie

ARCHIVED - Broadcasting Decision CRTC 2013-314 | CRTC
APPROVED - English-language FM radio station in Steinbach

ARCHIVED - Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 | CRTC
ARCHIVED - APPROVED - Canadian Broadcasting Corporation – Licence renewals

ARCHIVED - Broadcasting Order CRTC 2009-340-2 | CRTC
ARCHIVED - Amendments to the mandatory distribution order for The Weather Network/MétéoMédia – Distribution of appropriate regional feeds

ARCHIVED - Broadcasting Notice of Consultation CRTC 2012-115 | CRTC
Call for comments on proposed amendments to the mandatory distribution order for The Weather Network/MétéoMédia – Distribution of appropriate regional feeds - Deadline for submission of comments: 26 March 2012

ARCHIVED - Broadcasting Order CRTC 2009-340-1 | CRTC
ARCHIVED - Extension of the mandatory distribution order for The Weather Network/MétéoMédia

Broadcasting Regulatory Policy CRTC 2011-741 | CRTC
Quality standards for French-language closed captioning



Appendix 20 CRTC Communications Monitoring Reports and emergencies

CRTC Communications Monitoring Reports – mentions of “emergency”		
Year	Broadcast emergency alert messages	Telecom emergency services
2003*	None	[Not applicable; does not address broadcasting]
2004*	None	
2005*	None	
2006*	None	
2007*	None	
2008	None	25: consumer rights 27-28: 9-1-1 FN 58: 9-1-1 report FN 59: VoIP emergency service
2009	67: accessibility – access to emergency services	25: consumer rights 27-28: 9-1-1 FN 61: 9-1-1 FN 62: 9-1-1 FN 63: VoIP emergency service
2010	None	None
2011	None	None
2012	None	None
2013	5: “The CRTC also works to ensure that Canadians have access to emergency communication services, such as 911 services and public alerting systems.”	
2014	5: “By promoting and enforcing compliance with legislation and regulatory measures, the CRTC strengthens the participation of communications service providers in offering safety-enhancing and emergency services to Canadians”	
2015	None **	166: basic service objective 170: local telephone service
2016	None *	225: basic service objective 230: local telephone service
2017	None **	236: 9-1-1
2018	None	None
2019	None **	None
2020***	None	None
2021	[14: refers to Canada Emergency Wage Subsidy]	[not applicable]
2022*	None	
Total, 2003-22	No references to number of broadcast emergency alert messages	
* <i>Broadcasting Policy Monitoring Report, “Annual Highlights of the broadcasting sector 2020-2021”</i>		
** Mentions exclusion of “emergency radio services” from numbers of radio services authorized to broadcast		
*** This report does not include the year in its title		



Appendix 21 CRTC Television Regulations – program descriptions

SCHEDULE I

(Sections 2 and 10)

Key Figures

[Program Categories, subsection 6]

- 6 Categories
- Information:
- (1) News
 - (2) (a) Analysis and interpretation
 - (b) Long-form documentary
 - (3) Reporting and actualities
 - (4) Religion
 - (5) (a) Formal education and preschool
 - (b) Informal education/Recreation and leisure
- Sports:
- (6) (a) Professional sports
 - (b) Amateur sports
- Music and entertainment:
- (7) Drama and comedy (include the appropriate Commission drama credit if applicable)
 - (a) Ongoing dramatic series
 - (b) Ongoing comedy series (sitcoms)
 - (c) Specials, mini-series or made-for-TV feature films
 - (d) Theatrical feature films aired on TV
 - (e) Animated television programs and films
 - (f) Programs of comedy sketches, improvisation, unscripted works, stand-up comedy
 - (g) Other drama
 - (8) (a) Music and dance other than music video programs or clips
 - (b) Music video clips
 - (c) Music video programs
- (9) Variety
 - (10) Game shows
 - (11) (a) General entertainment and human interest
 - (b) Reality television
- Other:
- (12) Interstitials
 - (13) Public service announcements
 - (14) Infomercials, promotional and corporate videos



Appendix 22 CRTC Radio Regulations – program descriptions

SCHEDULE 1

(Clauses 8(1)(c)(iv)(D) and (E))

[Codes Indicating Origin, Language, Type and Group of Programming and Non-Canadian Programming](#)

...

C. Code Indicating Type

	Column I	Column II
Item	Code	Description
1	Type A	A program the spoken word content of which is in a language other than French, English or a language of the aboriginal peoples of Canada
2	Type B	A program the spoken word content of which is in French or English and that is directed toward a distinct ethnic group the mother tongue or common language of which in its country of origin is French or English
3	Type C	A program the spoken word content of which is in French or English and that is directed toward a distinct ethnic group the mother tongue of which is included in Type A
4	Type D	A bilingual program the spoken word content of which is in French or English as well as a language other than French, English or a language of the aboriginal peoples of Canada and that is directed toward a distinct ethnic group
5	Type E	A program the spoken word content of which is in French or English and that is directed toward ethnic groups or the general public and that depicts Canada's cultural diversity through services that are multicultural, cross-cultural or inter-cultural
6	Type X	Where the licensee is not required by a condition of licence to broadcast prescribed levels of Type A, B, C, D or E programming, an ethnic program.



Appendix 23 Alerting Governance Council – meetings from 2019-2023

Meeting date	Highlights	No. of pages excl’g title page	Published
8 Oct 2019	Redesign of users’ interface for issuing public safety messages (p. 3)	2	22 Oct 2019
16 Jun 2020	Unknown	1.25	30 Jul 2020
1 Oct 2020	Unknown	1.3	30 Oct 2020
24 Mar 2021	Test message formats of NAAD System (p. 2) Yearly test moved one week ahead to avoid US Black Friday and Thanksgiving & higher data traffic volume (p. 2)	2	28 Apr 2021
13 Oct 2021	Unknown Received “Update on Alert Ready Communications Activities” from “[t]he Pelmorex Audience Relations team that manages the Alert Ready and En Alerte websites and social media accounts”: included table summarizing types of complaints (see Part III, section B(2(a)))	2.3	12 Nov 2021
30 Mar 2022	“Pelmorex seeks direction from the Council and Senior Officials Responsible for Emergency Management (SOREM) on development priorities for 2022-23.” Received “Update on Alert Ready Communications Activities”, noting “413 inquiries from the public between September 1, 2021 and February 28, 2022”: included table summarizing types of complaints	3	28 Apr 2022
23 Jun 2022	“SOREM amends Broadcast Immediate (BI) Even List to include ‘Silver Alert’ event code type.” (p. 2) [No #s on inquiries] [No Figure]	1.1	28 Jul 2022
5 Oct 2022	“Council members reviewed feedback received from stakeholders and the public following the issuance of emergency alerts in 2022.” (p. 3) “The Council reviewed the proposal to create an alert incident reporting process where Council members can submit a report for review and remedy.” (p. 3) 530 inquiries from public from 1 Mar/22 to 22 Sept/22 – “complaints were mainly related to users having received multiple alerts and the use of the system for AMBER alerts.” (p. 3) [No Figure]	3	28 Oct 2022
25 Apr 2023	“Future NAAD System enhancements will be reviewed and brought to Senior Officials Responsible for Emergency Management (SOREM) for prioritization and decision-making.” (p. 3) 400 inquiries from public from September 2022 to March 2023: “Complaints were mainly related to users having received multiple alerts, the desire for users to opt out and the tone of the alert.” (p. 3) [No Figure]	2	28 Apr/23
25 Oct 2023	“Several emergency management officials” raised concerns about the CAP-CP location references, based on Statistics Canada May 2010 update to its 2006 Standard Geographical Classification; SOREM’s public alerting working group was to identify issues, a process and next steps (p. 4)	3	28 Dec/23



	460 inquires from public from April to September 2023: "Complaints were mainly related to users having received multiple alerts, the desire for users to opt out and the tone of the alert." (p. 4) [No Figure]		
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Appendix 24 Mobile subscription levels, 2013-2019

Subscriber penetration rates as a percentage of total population (%), 2013-2019

Type	2013	2014	2015	2016	2017	2018	2019
Top 3 (incl. flankers -see CRTC notes)	71.5%	72.2%	73.7%	75.4%	77.8%	79.6%	80.2%
Other providers	7.3%	8.2%	8.3%	9.4%	8.5%	9.6%	10.8%
Flanker brands	N/A	N/A	20.1%	21.6%	23.3%	24.2%	26.2%
Source: CRTC data collection							
Total (calculated):	78.8%	80.4%	82.0%	84.8%	86.3%	89.2%	91.0%

CRTC Notes:

[1] Starting in 2019, "flanker brands" includes the flanker brand, Fizz (Vidéotron). Prior to 2019, "flanker brands" included only the flankers from the Top 3.

[2] "Top 3" includes Bell, Rogers, TELUS and their flankers.

Source: Open Data, CRTC (<https://crtc.gc.ca/eng/publications/reports/PolicyMonitoring/cmdr.htm>), "Data – Mobile and broadband availability", data-mobile-and-broadband-availability.xlsx: Tab C-T3 (Table 3).



Appendix 25 Rogers' Hurricane-Fiona social-media & other Internet-based messages

Rogers Communications Canada Inc, <i>Response to Requests for Information</i> , CRTC File No. 8000-C12-201909780 (Rogers(CRTC)28Sep2022-1f, Appendix 1. (7 October 2022))			
<u>Date - Time</u>	<u>Type</u>	<u>Example Content</u>	<u>Example link, if applicable</u>
22-Sep	Social Media – Twitter - Rogers	Our teams stand ready to respond as Hurricane Fiona makes landfall in Atlantic Canada. Our preparations include fueling our vehicles and generators in advance to keep our customers connected as much as possible. Please follow the latest updates from Environment Canada. Stay safe!	https://mobile.twitter.com/RogersHelps/status/1573094130439290883
23-24 Sep	Social Media – Twitter + Facebook - Rogers + Fido	Response to Requests for Information	https://mobile.twitter.com/RogersHelps/status/1573491983057829911
23-Sep	Website banner - Rogers & Fido	Our teams stand ready to respond as Hurricane Fiona makes landfall in Atlantic Canada. Our preparations include fueling our vehicles and generators in advance to keep our customers connected as much as possible. Please follow the latest updates from Environment Canada. Stay safe!	-
23-24 Sep	Customer comms - Email/SMS - Rogers + Fido	Dear Valued Customer, just like you, we are closely monitoring the evolution of Hurricane Fiona that is expected to make landfall in Atlantic Canada sometime Saturday. Our entire teams across the organization are getting ready so we can continue to be there for you in these exceptional circumstances. We will be available 24/7, all-hands-on-deck, with support from our colleagues in neighbouring provinces, committed to restoring service as quickly as possible, when it's safe to do so. We will update you with more information when relevant and we invite you to visit our website or follow us on Twitter @RogersHelps for service updates. We urge you to make sure you and your loved ones stay safe.	-
24-Sep	IVR & Pre-chat virtual assistant - Rogers	"Thank you for calling / contacting <Rogers Ignite / Hi-Speed / Home Phone / Cable TV /Wireless> Technical Support. Wait times are longer than usual as we help our customers and employees in the Atlantic region impacted by Hurricane Fiona. We're committed to restore service as quickly as possible. If your home phone service is impacted, you can still make 911 calls from your wireless device even without a SIM card. If you're able to connect to the internet on your wireless device, please chat with our virtual assistant Anna at rogers.com/outage or under the Support tab in your MyRogers app to check if there's a	-



Rogers Communications Canada Inc, <i>Response to Requests for Information</i> , CRTC File No. 8000-C12-201909780 (Rogers(CRTC)28Sep2022-1f, Appendix 1. (7 October 2022)			
<u>Date</u> - <u>Time</u>	<u>Type</u>	<u>Example Content</u>	<u>Example link, if applicable</u>
		service interruption in your area and get a text or email notification once your service is back up and running. Please continue to hold only if you're unable to self-serve."	
24-Sep	Community Forums - Rogers	Service Interruption in Atlantic Region. You may currently have trouble using some of your services due to severe weather caused by Hurricane Fiona in Atlantic Canada. Our teams are aware and already hard at work to get your services back up and running as soon as possible. We know how important it is to stay connected and are sorry for the interruption. We'll update this page with new information as it becomes available between 8 am and 12 am (ET), 7 days a week. Once your service is fully restored, we'll remove the content from this table.	-
24-Sep	IVR & Pre-chat virtual assistant - Fido	"Thank you for calling / contacting <Fido Home Internet> Technical Support. Wait times are longer than usual as we help our customers and employees in the Atlantic region impacted by Hurricane Fiona. We're committed to restore service as quickly as possible. If you're able to connect to the internet on your mobile device, please chat with our virtual assistant ASKJACK at fido.ca/outage or under the Support tab in your Fido My Account app to check if there's a service interruption in your area and get a text or email notification once your service is back up and running. Please continue to hold only if you're unable to self-serve."	-
24-Sep	Social Media – Twitter - Rogers	(1/2) We are aware of power outages impacting services in parts of Atlantic Canada due to Hurricane Fiona. Our local crews will work safely and quickly as possible to get services back up and running.	https://mobile.twitter.com/RogersHelps/status/1573688153550065671
24-Sep	Social Media – Twitter - Rogers	(2/2) We are also proactively giving eligible customers an extra 50 GB of mobile data to use between Sept. 24 - Sept. 28 and waiving fees for long-distance calls within Canada.	https://mobile.twitter.com/RogersHelps/status/1573688285599305730
24-Sep	Social Media – Twitter - Rogers	As Hurricane Fiona makes its way across Atlantic Canada, we are committed to restoring services as soon as it is safe to do so. We have teams of technicians coming in from Ontario and Quebec to help support local efforts. We hope you and your loved ones stay safe!	https://mobile.twitter.com/RogersHelps/status/1573752917013807113
24-Sep	Social Media - Twitter - Rogers	(1/2) Our hearts go out to the people of Atlantic Canada as a result of Hurricane Fiona. To support efforts on the ground, we're donating \$50K to @redcrosscanada https://about.rogers.com/news-ideas/supporting-disaster-relief-in-atlantic-canada-and-keeping-our-customers-connected/ .	https://twitter.com/AboutRogers/status/1573719551870656513



Rogers Communications Canada Inc, <i>Response to Requests for Information</i> , CRTC File No. 8000-C12-201909780 (Rogers(CRTC)28Sep2022-1f, Appendix 1. (7 October 2022)			
<u>Date</u> - <u>Time</u>	<u>Type</u>	<u>Example Content</u>	<u>Example link, if applicable</u>
	Social Media - Twitter - Rogers	(2/2) We're also giving eligible customers an extra 50GB of mobile data to use between Sept.24-28 & waiving fees for LD calls within Canada.	https://twitter.com/AboutRogers/status/1573719553565130752
24-Sep	Website banner - Rogers & Fido	We are aware of power outages impacting services in parts of Atlantic Canada due to Hurricane Fiona and are proactively giving eligible customers an extra 50 GB of mobile data to use between Sept. 24-Sept. 28 and waiving fees for long-distance calls within Canada.	-
24-Sep	Customers comms - SMS - Rogers	We hope you and your loved ones are staying safe as we closely monitor the effects of Hurricane Fiona. To help you stay connected during this period, we are providing you with 50GBs of additional data which you can access through a Speed Pass. The Speed Pass can be added at no charge until the end of your bill cycle. Please add Speed Pass once prompted via text messages. Our local crews will work safely and as quickly as possible to get services back up and running. We are here to support you. For more information, please visit rogers.com	-
24-Sep	Customers comms - SMS - Rogers	We hope you and your loved ones are staying safe as we closely monitor the effects of Hurricane Fiona. To help you stay connected during this period, we are providing you with 50GBs of additional data at no charge. When you have reached your plan's data allotment you can continue to use your additional data for the remainder of your bill cycle. Our local crews will work safely and as quickly as possible to get services back up and running. We are here to support you. For more information, please visit rogers.com	-
24-Sep	Customers comms - SMS - Fido	We hope you and your loved ones are staying safe as we closely monitor the effects of Hurricane Fiona. To help you stay connected during this period, we are providing you with 50GBs of additional data at no charge until the end of your bill cycle. Please add additional data once prompted via text message. Our local crews will work safely and as quickly as possible to get services back up and running. We are here to support you. For more information, please visit fido.ca	-
24-Sep	Customers comms - SMS - Fido	We hope you and your loved ones are staying safe as we closely monitor the effects of Hurricane Fiona. To help you stay connected during this period, we are providing you with 50GBs of additional data at no charge. When you have reached your plan's data allotment you can continue to use your additional data for the remainder of your bill cycle. Our local	-



Rogers Communications Canada Inc, <i>Response to Requests for Information</i> , CRTC File No. 8000-C12-201909780 (Rogers(CRTC)28Sep2022-1f, Appendix 1. (7 October 2022))			
<u>Date</u> = <u>Time</u>	<u>Type</u>	<u>Example Content</u>	<u>Example link, if applicable</u>
		crews will work safely and as quickly as possible to get services back up and running. We are here to support you. For more information, please visit fido.ca	
25-Sep	Social Media – Twitter - Rogers + Fido	(1/2) We are working closely with provincial hydro & EMOs to restore services for our customers following Hurricane Fiona. Critical services are up and we have teams of technicians travelling from Ontario & Quebec to support wireless & wireline restoration.	https://mobile.twitter.com/RogersHelps/status/1574062035192750080
25-Sep	Social Media – Twitter - Rogers + Fido	(2/2) Wireless towers are powered by hydro & default to battery back-up during an outage. We have deployed generators to cell sites to charge batteries until power is restored. With downed trees & power lines, our crews will access cell sites & fibre lines once possible to do so.	https://mobile.twitter.com/RogersHelps/status/1574062287681646597
25-Sep	Social Media – Twitter - Rogers	(1/7) As we continue working closely with hydro & provincial EMOs to restore services following Hurricane Fiona, here are some self-serve & safety tips for our Atlantic Canadian customers that may help answer questions about their Rogers Internet or cable services.	https://mobile.twitter.com/RogersHelps/status/1574097070285275138
25-Sep	Social Media – Twitter - Rogers	(2/7) If power is out & you see a Rogers fibre or Coax drop that is down, please contact our tech support team to report the address of the hazard. Our crews will address these as they are found & reported. We will restore services once power is back & it is safe for our crews	https://mobile.twitter.com/RogersHelps/status/1574097071954694144
25-Sep	Social Media – Twitter - Rogers	(3/7) Legacy - if power is back but service is down: unplug all equipment (digital box, modem, Emta) for 10 sec, plug back in, wait 5 min for equipment to boot up. If issues persist, call Rogers Tech Support as there may be exterior cable damage that we'll repair once safe.	https://mobile.twitter.com/RogersHelps/status/1574097073623949314
25-Sep	Social Media – Twitter - Rogers	(4/7) Ignite – if power is back but service is down: unplug modem & set top box, plug power back into the modem and wait for the light to go solid white in 1-2 min. Speed test: http://rogers.com/customer/support/article/internet-speedtest/... and power cycle any set top boxes.	https://mobile.twitter.com/RogersHelps/status/1574097075226165248
25-Sep	Social Media – Twitter - Rogers	(5/7) Fibre – if power is back but service is down: unplug the modem, power off ONT for 10-15 sec, power on & wait for it to come back online with power, network & mgmt lights. Speed test out of the ONT. Plug power back into modem & wait for the light to go solid white (1-2 min)	https://mobile.twitter.com/RogersHelps/status/1574097077000437760
25-Sep	Social Media – Twitter - Rogers	(6/7) Once the modem has a solid white light, test speeds and power cycle any set top boxes. Rogers Technical Support is available if you need any support. Please call 1-888-764-3771 or visit: https://rogers.com/contact/technical-support...	https://mobile.twitter.com/RogersHelps/status/1574097078581698560



Rogers Communications Canada Inc, <i>Response to Requests for Information</i> , CRTC File No. 8000-C12-201909780 (Rogers(CRTC)28Sep2022-1f, Appendix 1. (7 October 2022)			
<u>Date</u> - <u>Time</u>	<u>Type</u>	<u>Example Content</u>	<u>Example link, if applicable</u>
25-Sep	Social Media – Twitter - Rogers	(7/7) Thank you so much for your patience as we work to get all of our customers connected.	https://mobile.twitter.com/RogersHelps/status/1574097080259383298
25-Sep	Social Media – Twitter - Rogers + Fido	(1/2) The safety of our customers and our teams is our top priority as we work as fast as possible to restore service in impacted areas of Atlantic Canada.	https://mobile.twitter.com/RogersHelps/status/1574127391680733184
25-Sep	Social Media – Twitter - Rogers + Fido	(2/2) Follow these 4 easy safety measures: 1. Don't attempt to handle downed lines 2. Be aware of trees touching or tangled up in overhead lines 3. Keep off the road unless necessary 4. Keep your distance from crews working on the scene as the area may be dangerous	https://mobile.twitter.com/RogersHelps/status/1574127395988185095
26-Sep	Social Media – Twitter - Rogers + Fido	(1/2) Remember that we are your neighbours & are in your local communities. Many of our Rogers retail stores in Atlantic Canada are open for anyone needing to charge their devices or get warm following Hurricane Fiona. We are here to support you!	https://mobile.twitter.com/RogersHelps/status/1574413710923268096
26-Sep	Social Media – Twitter - Rogers + Fido	(2/2) For a list of locations & addresses per province, please visit: https://about.rogers.com/news-ideas/supporting-disaster-relief-in-atlantic-canada-and-keeping-our-customers-connected/	https://mobile.twitter.com/RogersHelps/status/1574413714475913219
26-Sep	Social Media – Twitter - Rogers + Fido	(1/2) Our local teams across Atlantic Canada are working around the clock to restore services as safely and quickly as possible to our customers who experienced service disruptions due to Hurricane Fiona.	https://mobile.twitter.com/RogersHelps/status/1574459555525771264
26-Sep	Social Media – Twitter - Rogers + Fido	(2/2) Over 95% of services have now been restored and as impacted areas continue to be cleared from downed lines or trees, our teams will continue to gradually restore services. Thank you for your patience.	https://mobile.twitter.com/RogersHelps/status/1574459560106102786



Appendix 18 Published reports listed by CRTC and CRTC search-engine results

Annual and biennial reports filed with the CRTC since 2003

Pelmorex Communications Inc.

- **Cultural diversity**
Decision CRTC [2001-668](#)
- Reporting years:
[2003](#) | [2004](#) | [2005](#) | [2006](#) | [2007](#) | [2008](#) | [2009](#) | [2010](#) | [2011](#) | [2012](#) | [2013](#) | [2014](#) | [2015](#) | [2016](#) | [2017](#) | [2018](#) | [2019](#) | [2020](#) | [2021](#) | [2022](#)
- Related document:
2004-11-24: [Commission Letter](#)
- **Closed captioning – Reports on quality and accuracy rate**
Broadcasting Regulatory Policies CRTC [2011-741-1](#) and CRTC [2012-362](#) (standard 4)
- Reporting years:
[2014](#) | [2016](#) | [2020](#) | [2021](#) | [2022](#) | [2023](#)

[top](#)

39 search results for “emergency alert reports Pelmorex”

40. Broadcasting Regulatory Policy CRTC 2019-308 | CRTC
English-language closed captioning mandatory quality standards relating to the accuracy rate for live television programming
<https://crtc.gc.ca/eng/archive/2019/2019-308.htm>
41. Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC
CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category: Mandy Maier, Mount Saint Vincent University
<https://crtc.gc.ca/eng/acrtc/prx/2023maier.htm>
42. Telecom - Staff letter addressed to the various parties interested in the Rogers Canada-wide service outage of July 2022 | CRTC
Staff letter - 8000-C12-202203868 - Subject: Procedural Requests related to Rogers Canada-wide service outage of July 2022 - 22 February 2023
<https://crtc.gc.ca/eng/archive/2023/lt230222c.htm>
43. Telecom - Commission letter addressed to Kurt Eby (Pelmorex Corp) | CRTC
Commission letter - 8000-C12-202203868 - Subject: Emergency Alerting during the Rogers Canada-wide service outage of July 2022 - 4 August 2022
<https://crtc.gc.ca/eng/archive/2022/lt220804.htm>

44. Decisions 2007 | CRTC
Decisions 2007: Broadcasting, Telecommunications
<https://crtc.gc.ca/eng/8045/d2007.htm>
45. Broadcasting Decision CRTC 2020-241 | CRTC
APPROVED - CHCO-TV St. Andrews – Licence renewal
<https://crtc.gc.ca/eng/archive/2020/2020-241.htm>
46. Commission Letters 2018 | CRTC
Commission Letters 2018: Broadcasting, Compliance, Telecommunications
<https://crtc.gc.ca/eng/8045/lc2018.htm>
47. Telecom Decision CRTC 2019-239 | CRTC
Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule
<https://crtc.gc.ca/eng/archive/2019/2019-239.htm>
48. Decisions 2018 | CRTC
Decisions 2018: Broadcasting, Compliance, Telecommunications
<https://crtc.gc.ca/eng/8045/d2018.htm>
49. WPA Public Awareness Ad-hoc Working group (WPWG) | CRTC
CISC - WPA Public Awareness Ad-hoc Working group (WPWG)
<https://crtc.gc.ca/cisc/eng/cisf6af.htm>
50. Telecom Commission Letter Addressed to Distribution List | CRTC
<https://crtc.gc.ca/cisc/eng/cLet/wpl181003.htm>
51. Broadcasting Decision CRTC 2018-342 | CRTC
APPROVED - The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order
<https://crtc.gc.ca/eng/archive/2018/2018-342.htm>
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53. Commission Letter Addressed to Paul Temple (Pelmorex Weather Networks (Television) Inc.) | CRTC
<https://crtc.gc.ca/cisc/eng/cLet/wpl180517a.htm>
54. Telecom Decision CRTC 2018-108 | CRTC
CRTC Interconnection Steering Committee – Consensus reports on a proposed wireless public alerting test alert schedule and methodology

<https://crtc.gc.ca/eng/archive/2018/2018-108.htm>

55. Telecom Decision CRTC 2018-85 | CRTC
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56. Telecom Regulatory Policy CRTC 2017-91 | CRTC
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58. Broadcasting Regulatory Policy CRTC 2015-86 | CRTC
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59. Broadcasting Regulatory Policy CRTC 2014-444 and Broadcasting Orders CRTC 2014-445, 2014-446, 2014-447 and 2014-448 | CRTC
Emergency Alert Messages - Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages
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60. The CRTC's Genre Protection Policy - A 2013 Discussion Paper
Report on the issue of genre protection and its potential relaxation or elimination in the future
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61. Decisions 2004 | CRTC
Decisions 2004: Broadcasting, Telecommunications
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62. Decisions 2001 | CRTC
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63. Notices of Consultation 2007 | CRTC
Notices of Consultation 2007: Broadcasting, Notices of Public Hearing, Telecommunications
<https://crtc.gc.ca/eng/8045/n2007.htm>

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65. ARCHIVED - Broadcasting Decision CRTC 2013-263 and Broadcasting Orders CRTC 2013-264 and 2013-265 | CRTC
ARCHIVED - APPROVED - Canadian Broadcasting Corporation – Licence renewals
<https://crtc.gc.ca/eng/archive/2013/2013-263.htm>
66. Broadcasting Regulatory Policy CRTC 2012-362 | CRTC
Quality standards for English-language closed captioning
<https://crtc.gc.ca/eng/archive/2012/2012-362.htm>
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73. ARCHIVED - Broadcasting Notice of Consultation CRTC 2009-2-2 | CRTC
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<https://crtc.gc.ca/eng/archive/2008/db2008-234.htm>

75. ARCHIVED - Broadcasting Decision CRTC 2007-246 | CRTC
ARCHIVED - New digital specialty described video programming undertaking; Licence amendments; Issuance of various mandatory distribution orders
<https://crtc.gc.ca/eng/archive/2007/db2007-246.htm>

76. ARCHIVED - Broadcasting Notice of Public Hearing CRTC 2006-3 | CRTC
ARCHIVED - Public hearing - 1 May 2006 in Gatineau, Quebec - Various applications - All Channel Alert (ACA) Service
<https://crtc.gc.ca/eng/archive/2006/n2006-3.htm>

77. ARCHIVED - Broadcasting Public Notice CRTC 2007-20 | CRTC
ARCHIVED - In this public notice, the Commission sets out its approach to the establishment of emergency alert services in Canada
<https://crtc.gc.ca/eng/archive/2007/pb2007-20.htm>

78. 2008-06-10 - 8665-C12-200807943 - Unresolved issues related to the accessibility of telecommunications and broadcasting services to persons with disabilities | CRTC

Public Notice Schedule, List of Related Documents

https://crtc.gc.ca/PartVII/eng/2008/8665/c12_200807943.htm



Appendix 19 CRTC Communications Monitoring Reports and emergencies

CRTC Communications Monitoring Reports – mentions of “emergency”		
Year	Broadcast emergency alert messages	Telecom emergency services
2003*	None	[Not applicable; does not address broadcasting]
2004*	None	
2005*	None	
2006*	None	
2007*	None	
2008	None	25: consumer rights 27-28: 9-1-1 FN 58: 9-1-1 report FN 59: VoIP emergency service
2009	67: accessibility – access to emergency services	25: consumer rights 27-28: 9-1-1 FN 61: 9-1-1 FN 62: 9-1-1 FN 63: VoIP emergency service
2010	None	None
2011	None	None
2012	None	None
2013	5: “The CRTC also works to ensure that Canadians have access to emergency communication services, such as 911 services and public alerting systems.”	
2014	5: “By promoting and enforcing compliance with legislation and regulatory measures, the CRTC strengthens the participation of communications service providers in offering safety-enhancing and emergency services to Canadians”	
2015	None **	166: basic service objective 170: local telephone service
2016	None *	225: basic service objective 230: local telephone service
2017	None **	236: 9-1-1
2018	None	None
2019	None **	None
2020***	None	None
2021	[14: refers to Canada Emergency Wage Subsidy]	[not applicable]
2022*	None	
Total, 2003-22	No references to number of broadcast emergency alert messages	
* <i>Broadcasting Policy Monitoring Report, “Annual Highlights of the broadcasting sector 2020-2021”</i> ** Mentions exclusion of “emergency radio services” from numbers of radio services authorized to broadcast *** This report does not include the year in its title		



Appendix 20 CRTC Television Regulations – program descriptions

SCHEDULE I

(Sections 2 and 10)

Key Figures

[Program Categories, subsection 6]

- 6 Categories
- Information:
- (1) News
 - (2) (a) Analysis and interpretation
 - (b) Long-form documentary
 - (3) Reporting and actualities
 - (4) Religion
 - (5) (a) Formal education and preschool
 - (b) Informal education/Recreation and leisure
- Sports:
- (6) (a) Professional sports
 - (b) Amateur sports
- Music and entertainment:
- (7) Drama and comedy (include the appropriate Commission drama credit if applicable)
 - (a) Ongoing dramatic series
 - (b) Ongoing comedy series (sitcoms)
 - (c) Specials, mini-series or made-for-TV feature films
 - (d) Theatrical feature films aired on TV
 - (e) Animated television programs and films
 - (f) Programs of comedy sketches, improvisation, unscripted works, stand-up comedy
 - (g) Other drama
 - (8) (a) Music and dance other than music video programs or clips
 - (b) Music video clips
 - (c) Music video programs
- (9) Variety
- (10) Game shows
- (11) (a) General entertainment and human interest
- (b) Reality television
- Other:
- (12) Interstitials
 - (13) Public service announcements
 - (14) Infomercials, promotional and corporate videos



Appendix 26 Alertready news releases about alerts

10 May 2018	<p>Wireless Test Update</p> <p>...</p> <p>The intent of these tests is to validate all components of the Alert Ready system before an actual emergency. By running these tests, all Alert Ready partners get valuable information and feedback that will help improve the system. Canadians can feel confident the alerts will continue to be delivered via TV and radio.</p>
28 Nov/18	<p>https://www.alertready.ca/news/november-28-2018-public-awareness-test/</p> <p>...</p> <p>Please note, not all mobile devices will have received the test message. For general device compatibility, you can refer to the Alert Ready website here. We recommend that you contact your wireless service provider with specific inquiries regarding public alerting services and device compatibility. Your provider will be best able to answer specific compatibility questions.</p> <p>If you experienced any issues on television or radio, please contact your broadcast service provider.</p>
8 May/19	<p>https://www.alertready.ca/news/test-of-the-alert-ready-emergency-management-system/</p> <p>...</p> <p>It is important to note that not all Canadians will receive the test alert on their wireless device. This may occur for a variety of reasons, including device compatibility, connection to an LTE network, cell tower coverage, device software and settings.</p> <p>Testing of any public alerting system provides an opportunity to validate and improve the end to end performance and reliability of the system to ensure it operates as it is intended to.</p> <p>We would like to hear about your experience with the recent Alert Ready test that was completed on May 8th, 2019 by having you complete this short survey from a third party representative.</p> <p>We thank you in advance for your input.</p>
25 Nov/20	<p>https://www.alertready.ca/news/test-of-alert-ready-canadas-public-alerting-system-scheduled-for-november-25-2020/</p> <p>...</p> <p>Testing of Alert Ready across the country, and on a regular basis, is an important and necessary part of any public alerting system. It provides an opportunity to validate and improve the performance and reliability of the system and to ensure it operates as it is intended in the event of an imminent life-threatening situation.</p> <p>Alert Ready is designed to deliver critical and potentially life-saving alerts to Canadians, including but not limited to tornadoes, flooding, fires and AMBER alerts. As of November 23rd, Alert Ready has enabled government authorities to deliver more than 170 emergency alerts since January 1, 2020.</p> <p>Alert Ready was developed in collaboration with federal, provincial, and territorial government agencies, Pelmorex, the broadcasting industry and wireless service providers.</p>

	<p>“Pelmorex operates the technical infrastructure of the Alert Ready system,” says Martin Belanger, Director of Public Alerting at Pelmorex. “Pelmorex receives alerts from authorized alert issuers who consist of provincial, territorial and federal authorities and makes those alerts available to alert distributors which include television, radio, satellite, cable and wireless service providers.”</p> <p>Given the importance of warning Canadians of an imminent threat to life, Canadians do not have the option to opt-out of this essential life-saving service.</p>
4 May/21	<p>https://www.alertready.ca/news/alert-ready-test-scheduled-for-may-5-2021/</p> <p>...</p> <p>Alert Ready was developed in collaboration with federal, provincial, and territorial government agencies, Pelmorex, the broadcasting industry and wireless service providers. Testing of the system provides an opportunity to:</p> <ul style="list-style-type: none"> • Educate the public by demonstrating what an emergency alert will look and sound like in the event of a life-threatening situation. • Validate the performance and reliability of the system to ensure it operates as it is intended from end to end as each stakeholder has a unique and important role to play in the Alert Ready process. <p>While Alert Ready may be most known in some provinces for the distribution of AMBER Alerts to the public, it is also designed to deliver other critical and potentially lifesaving, including but not limited to tornado, flooding, fire, and civil emergency warnings. A comprehensive list of alert types can be found here.</p> <p>...</p>
15 Nov/21	<p>On November 17, 2021, Alert Ready will conduct a Canada-wide test of the National Public Alerting System. Canadians will receive one test message from their respective provincial or territorial emergency management organization over television, radio, and compatible wireless devices at the times indicated below.</p> <p>...</p> <p>Tests are conducted twice a year, during Emergency Preparedness Week in May and the third week of November. “Conducting regular tests allows us to better educate Canadians about the Alert Ready system and it provides an opportunity to validate that the system is working end to end” says Martin Bélanger, Director of Public Alerting at Pelmorex Corp., operator of the technical infrastructure of Alert Ready known as the National Alert Aggregation and Dissemination System.</p> <p>Alert Ready allows provincial, territorial, and federal public safety officials to issue critical safety alerts to the public. Given the importance of warning Canadians of imminent threat to the safety of life or property, Canadians do not have an option to opt-out of the test or actual alerts distributed through Alert Ready. Those who would like to check their device compatibility prior to Wednesday’s test can do so by contacting their wireless carrier or by visiting alertready.ca.</p>



Appendix 27 Public Safety Canada & broadcast emergency preparedness information



Public Safety
Canada

Sécurité publique
Canada

269 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Your file - Votre référence

Our file - Notre référence

A-2023-00394 / MRV

November 27, 2023

Monica Auer
2658 Flannery Drive
Ottawa, Ontario K1V 8M2

Dear Monica Auer:

This is further to your request under the *Access to Information Act* for:

“Please provide copies of all documents held by the department (excluding those now posted on public pages of its website) that discuss, provide information about or that provide empirical information (such as data) regarding emergency preparedness in Canada's broadcasting system.”

A thorough search was conducted and Public Safety Canada was unable to locate any records responding to your request.

Please be advised that you are entitled to complain to the Information Commissioner concerning the processing of your request within 60 days after the day that you become aware that grounds for a complaint exist. In the event you decide to avail yourself of this right, your notice of complaint should be addressed to:

Office of the Information Commissioner of Canada
30 Victoria Street
Gatineau, Quebec K1A 1H3
Telephone: 1-800-267-0441

You may obtain additional information on the complaint process by visiting the website of the Office of the Information Commissioner of Canada at www.oic-ci.gc.ca.

Should you require additional information, please contact Mathieu Richer Vane at 343-542-9058 or by e-mail at mathieu.richervane@ps-sp.gc.ca.

Sincerely,



Manager, Access to Information and Privacy

Canada



Appendix 28 CRTC News Releases in 2024

Accessed 24 February 2024:

The screenshot shows the CRTC website's news section. The page title is "Canadian Radio-television and Telecommunications Commission" with the "Canada" logo. The navigation menu includes "Phone", "Internet", "TV & Radio", "Business", and "Accessibility". The main content area is titled "News" and includes a sub-section for "News Releases" with a list of years from 2019 to 2023. The "2024" link is highlighted. Below this, the "News Releases, Speeches and Statements 2024" section lists three items:

- [Bram Abramson to the annual conference of the Canadian Association of Wireless Internet Providers](#) (Speech) February 14, 2024
- [Steven Harroun to the Standing Committee on Access to Information, Privacy and Ethics](#) (Speech) February 8, 2024
- [Leila Wright to the Standing Committee on Public Safety and National Security](#) (Speech) February 8, 2024

Below these, there is a link for [Bram Abramson to the Digital Media at the Crossroads Conference](#) (Speech) dated January 20, 2024. The page footer indicates "Date modified: 2024-02-14". The browser's taskbar at the bottom shows the date and time as 2:15 PM on 2024-02-24.



End Notes

¹ "Office of the Provincial Security Advisor, Ministry of the Solicitor General, Ontario, *Investigation into the emergency alerts sent on January 12, 2020: Report*, (Toronto, 20 October 2021; Updated: 19 January 2024 => note, however, that online news articles dated 27 February 2020 referred to the Report's findings), "Creating an alert".

² Alerts.pelmorex.com, "CAP Rules", (accessed 7 March 2024).

³ Public Safety Canada, [Canadian Profile of the Common Alerting Protocol \(CAP-CP\) Introduction and Rule Set Beta 0.3](#), (6 May 2009) at 1, "Purpose of this Document".

⁴ National Public Alerting System, "CAPAN CAP Event Location Layer", <https://npas.ca/clf/capan-event-location-layer/> (accessed 12 March 2024):

The Canadian Association for Public Alerting and Notification (CAPAN) became the Canadian Public Safety Operations Organization (CanOps) on September 30 2014. CAPAN had voluntarily served the public safety community since July 2008, by developing, incubating, studying and supporting numerous specifications, products and services; including the Canadian Profile of the Common Alerting Protocol (CAP-CP) and the international Common Alerting Protocol (CAP), Emergency Management Symbology (and taxonomy), the Canadian Emergency Management Communications Specification – Change Management Process (CMP), the national and New Brunswick Multi-Agency Situational Awareness Systems (MASAS), the National Public Alerting System (NPAS), and the National Alert Aggregation Dissemination (NAAD) System. CanOps continues to do so.

....

⁵ Federal / Provincial / Territorial Public Alerting Working Group of Senior Officials Responsible for Emergency Management, *National Public Alerting System: Common Look and Feel Guidance*, Version 2.0 (29 March 2018), at 3.

⁶ Public Safety Canada, *Emergency Management Strategy for Canada: Toward a Resilient 2030*, [Cat. No. PS9-11/2019E](#) (Ottawa, 2019).

⁷ Government of Canada, *Get Prepared, Emergency management organizations*, <https://www.getprepared.gc.ca/cnt/rsrscs/mrgnc-mgmt-rgnztns-en.aspx>.

⁸⁸⁸ Federal / Provincial / Territorial Public Alerting Working Group of Senior Officials Responsible for Emergency Management, *National Public Alerting System: Common Look and Feel Guidance*, Version 2.0 (29 March 2018), at 6.

⁹ Pelmorex Response to the Commission's Request for additional information in regard to the application filed by Pelmorex to renew the licence of The Weather Network/MétéoMédia – Application # 2017-0586-5, page 8, Answer to CRTC question 8.

¹⁰ Public Safety Canada, [National Public Alerting System](#) [accessed 3 March 2024].

¹¹ Public Safety Canada, [National Public Alerting System](#) [accessed 3 March 2024].

¹² *Ibid.*

¹³ [Department of Public Safety and Emergency Preparedness Act](#), section 4(1) and

Appendix 18 Published reports listed by CRTC and CRTC search-engine results

Annual and biennial reports filed with the CRTC since 2003



Pelmorex Communications Inc.

- **Cultural diversity**
Decision CRTC [2001-668](#)

Reporting years:
[2003](#) | [2004](#) | [2005](#) | [2006](#) | [2007](#) | [2008](#) | [2009](#) | [2010](#) | [2011](#) | [2012](#) | [2013](#) | [2014](#) | [2015](#) | [2016](#) | [2017](#) | [2018](#) | [2019](#) | [2020](#) | [2021](#) | [2022](#)

Related document:
2004-11-24: [Commission Letter](#)

- **Closed captioning – Reports on quality and accuracy rate**
Broadcasting Regulatory Policies CRTC [2011-741-1](#) and CRTC [2012-362](#) (standard 4)

Reporting years:
[2014](#) | [2016](#) | [2020](#) | [2021](#) | [2022](#) | [2023](#)

[top](#)

39 search results for “emergency alert reports Pelmorex”

1. Broadcasting Regulatory Policy CRTC 2019-308 | CRTC
English-language closed captioning mandatory quality standards relating to the accuracy rate for live television programming
<https://crtc.gc.ca/eng/archive/2019/2019-308.htm>
2. Public Warning: A Critical Juncture for Canada's National Public Alerting System | CRTC
CRTC Prize for Excellence in Policy Research - 2023 winning papers - Master's category: Mandy Maier, Mount Saint Vincent University
<https://crtc.gc.ca/eng/acrtc/prx/2023maier.htm>
3. Telecom - Staff letter addressed to the various parties interested in the Rogers Canada-wide service outage of July 2022 | CRTC
Staff letter - 8000-C12-202203868 - Subject: Procedural Requests related to Rogers Canada-wide service outage of July 2022 - 22 February 2023
<https://crtc.gc.ca/eng/archive/2023/lt230222c.htm>
4. Telecom - Commission letter addressed to Kurt Eby (Pelmorex Corp) | CRTC
Commission letter - 8000-C12-202203868 - Subject: Emergency Alerting during the Rogers Canada-wide service outage of July 2022 - 4 August 2022
<https://crtc.gc.ca/eng/archive/2022/lt220804.htm>
5. Decisions 2007 | CRTC
Decisions 2007: Broadcasting, Telecommunications
<https://crtc.gc.ca/eng/8045/d2007.htm>



6. Broadcasting Decision CRTC 2020-241 | CRTC
APPROVED - CHCO-TV St. Andrews – Licence renewal
<https://crtc.gc.ca/eng/archive/2020/2020-241.htm>
7. Commission Letters 2018 | CRTC
Commission Letters 2018: Broadcasting, Compliance, Telecommunications
<https://crtc.gc.ca/eng/8045/lc2018.htm>
8. Telecom Decision CRTC 2019-239 | CRTC
Senior Officials Responsible for Emergency Management – Application to modify the wireless public alerting visible test schedule
<https://crtc.gc.ca/eng/archive/2019/2019-239.htm>
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<https://crtc.gc.ca/eng/archive/2015/2015-86.htm>

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<https://crtc.gc.ca/eng/archive/2014/2014-444.htm>

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Report on the issue of genre protection and its potential relaxation or elimination in the future
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Decisions 2004: Broadcasting, Telecommunications
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<https://crtc.gc.ca/eng/archive/2012/2012-115.htm>

30. Broadcasting Regulatory Policy CRTC 2011-741-1 | CRTC

Quality standards for French-language closed captioning – Enforcement, monitoring and the future mandate of the French-language Closed Captioning Working Group

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36. ARCHIVED - Broadcasting Decision CRTC 2007-246 | CRTC
 ARCHIVED - New digital specialty described video programming undertaking; Licence amendments; Issuance of various mandatory distribution orders
<https://crtc.gc.ca/eng/archive/2007/db2007-246.htm>

37. ARCHIVED - Broadcasting Notice of Public Hearing CRTC 2006-3 | CRTC
 ARCHIVED - Public hearing - 1 May 2006 in Gatineau, Quebec - Various applications - All Channel Alert (ACA) Service
<https://crtc.gc.ca/eng/archive/2006/n2006-3.htm>

38. ARCHIVED - Broadcasting Public Notice CRTC 2007-20 | CRTC
 ARCHIVED - In this public notice, the Commission sets out its approach to the establishment of emergency alert services in Canada
<https://crtc.gc.ca/eng/archive/2007/pb2007-20.htm>

39. 2008-06-10 - 8665-C12-200807943 - Unresolved issues related to the accessibility of telecommunications and broadcasting services to persons with disabilities | CRTC
 Public Notice Schedule, List of Related Documents
https://crtc.gc.ca/PartVII/eng/2008/8665/c12_200807943.htm

Appendix 19 CRTC Communications Monitoring Reports and emergencies

CRTC Communications Monitoring Reports – mentions of “emergency”		
Year	Broadcast emergency alert messages	Telecom emergency services
2003*	None	[Not applicable; does not address broadcasting]
2004*	None	
2005*	None	
2006*	None	
2007*	None	
2008	None	25: consumer rights 27-28: 9-1-1 FN 58: 9-1-1 report FN 59: VoIP emergency service
2009	67: accessibility – access to emergency services	25: consumer rights



		27-28: 9-1-1 FN 61: 9-1-1 FN 62: 9-1-1 FN 63: VoIP emergency service
2010	None	None
2011	None	None
2012	None	None
2013	5: "The CRTC also works to ensure that Canadians have access to emergency communication services, such as 911 services and public alerting systems."	
2014	5: "By promoting and enforcing compliance with legislation and regulatory measures, the CRTC strengthens the participation of communications service providers in offering safety-enhancing and emergency services to Canadians"	
2015	None **	166: basic service objective 170: local telephone service
2016	None *	225: basic service objective 230: local telephone service
2017	None **	236: 9-1-1
2018	None	None
2019	None **	None
2020***	None	None
2021	[14: refers to Canada Emergency Wage Subsidy]	[not applicable]
2022*	None	
Total, 2003-22	No references to number of broadcast emergency alert messages	
* <i>Broadcasting Policy Monitoring Report, "Annual Highlights of the broadcasting sector 2020-2021"</i>		
** Mentions exclusion of "emergency radio services" from numbers of radio services authorized to broadcast		
*** This report does not include the year in its title		

Appendix 20 CRTC Television Regulations – program descriptions

SCHEDULE I

(Sections 2 and 10)

Key Figures

[Program Categories, subsection 6]

- 6 Categories
- Information:
- (1) News
 - (2) (a) Analysis and interpretation
 - (b) Long-form documentary
 - (3) Reporting and actualities
 - (4) Religion
 - (5) (a) Formal education and preschool
 - (b) Informal education/Recreation and leisure
- Sports:
- (6) (a) Professional sports
 - (b) Amateur sports
- Music and entertainment:
- (7) Drama and comedy (include the appropriate Commission drama credit if applicable)



- (a) Ongoing dramatic series
- (b) Ongoing comedy series (sitcoms)
- (c) Specials, mini-series or made-for-TV feature films
- (d) Theatrical feature films aired on TV
- (e) Animated television programs and films
- (f) Programs of comedy sketches, improvisation, unscripted works, stand-up comedy
- (g) Other drama
- (8) (a) Music and dance other than music video programs or clips
- (b) Music video clips
- (c) Music video programs
- (9) Variety
- (10) Game shows
- (11) (a) General entertainment and human interest
- (b) Reality television
- Other:
- (12) Interstitials
- (13) Public service announcements
- (14) Infomercials, promotional and corporate videos

¹⁴ 1991 *Broadcasting Act*, s. 6.

¹⁵ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018), at paragraph 3.

¹⁶ Canada's first telegraph company incorporated in 1846 (the Toronto, Hamilton & Niagara ElectroMagnetic Telegraph Company). Robert E. Babe, *Telecommunications in Canada: Technology, Industry and Government* (University of Toronto Press: Toronto, 1990) at 37.

¹⁷ *An Act to provide by one General Law for the Incorporation of Electric Telegraph Companies*, S.C. 1852, c. 10, 16 Vict., section X: it became mandatory for telegraph operators to give precedence to the transmission of telegrams related to “the Administration of Justice, arrest of criminals, the discovery or prevention of crime, and Government Messages ... if required by persons connected with the Administration of Justice, or by any person thereunto authorized by the Provincial Secretary.”

¹⁸ Deputy Minister of Marine and Fisheries, “Marconi wireless telegraph system”, Report, appendix 1, *Sessional Papers* No. 21 (1st Sess. 10th Parl.), 12 December 1904, 114-115, reproduced in Roger Bird, *Documents of Canadian Broadcasting*, (Ottawa, Carleton University Press, 1988), at 15 (Document 4).

¹⁹ Department of Marine and Fisheries, *License to use Radio*, (18 April 1923: Public Archives of Canada, RG 97, Vo. 149, 6206-72-1 – reproduced in Roger Bird, *Documents of Canadian Broadcasting*, (Ottawa, Carleton University Press, 1988), Document 7, 31-36 at 32, s. 10:

(l) If and whenever any department of the Government shall require the licensee, his servants or agents to transmit by means of the licensed apparatus, any message on His Majesty's Service, such messages shall have priority over all other transmissions and the licensee, his servants and agents, shall, as soon as reasonably may be, transmit the same, and shall, until transmission thereof suspend all other transmission.

²⁰ CRBC, *Rules and Regulations*, PC 535 (15 April 1933), Part V (Programs), section 96: “The licensee shall, upon request of the Commission give right-of-way to such programs in in the judgment of the Commission are of national interests. In such event neither the licensee nor the Commission shall incur any liability for compensation or damages.” Reproduced in Roger Bird, *Documents of Canadian Broadcasting*, (Ottawa, Carleton University Press, 1988), 158-166 at 165, Document 21.

Canadian Broadcasting Corporation, *Regulations for broadcasting stations made under the Canadian Broadcasting Act, 1936*, Chapter 24, S. 22, CBC Pamphlet (Ottawa, 1937);

²¹ 1936 *Canadian Broadcasting Act*, as am in 1951, s. 17: “Stations shall upon request of the Corporation give right of way to such Corporation or other programs as the Corporation shall designate. In such event neither the station nor the Corporation shall incur any liability for compensation or damages.”

²² David McConnell, *The Story of Emergency Preparedness Canada 1948-1998*, <https://davescoldwarcanada.com/home/documents-references/history-of-civil-defence-emergency-preparedness-in-canada/>, 1998.

²³ In 1941 “air raid sirens were positioned throughout” Rossland, British Columbia, to be “activated during a blackout”. Rossland Museum, *Air Raid Precautions (ARP): Rossland Civilian Defence During the Second World War*, “In Rossland” (accessed 5 February 2024).

²⁴ Dominion Bureau of Statistics, *Canada Yearbook 1940* at 721.

²⁵ Statistics Canada – historical household equipment statistics.

²⁶ Civil Defence Museum, *Canadian National Attack Warning Siren System*, <https://civildefencemuseum.ca/canadian-national-attack-warning-siren-system>.

²⁷ Public Safety Canada, “[Canadian Emergency Management College History](#)”, (15 December 2015) [accessed 15 November 2023].

²⁸ Civil Defence Museum, Canadian National Attack Warning Siren System <https://civildefencemuseum.ca/canadian-national-attack-warning-siren-system>.

²⁹ Public Safety Canada, “[Canadian Emergency Management College History](#)”, (15 December 2015) [accessed 15 November 2023].

³⁰ *Broadcasting Act*, 7 Eliz. 2, c. 22 (6 September 1958), s. 11(f).

³¹ Previously the responsible federal department had licensed broadcasters, sometimes on the recommendation of the regulators.

³² 1968 *Broadcasting Act*, s. 17(1)(a).

³³ Subsection 2(d):

It is hereby declared that

...

the programming provided by the Canadian broadcasting system should be varied and comprehensive and should provide reasonable, balanced opportunity for the expression of differing view son matters of public concern, and the programming provided by each broadcaster should be of high standard, using predominantly Canadian creative and other resources;

....

³⁴ Section 21: “The Commission may make rules respecting the procedure for making ... complaints [wording in the original] he Commission”

³⁵ 1973 *Radio (A.M.) Regulations and Radio (F.M.) Regulations*, s. 15(11).

³⁶ *Amendments to the Radio Regulations, 1986*, [Public Notice CRTC 1991-89](#) (Ottawa, 30 August 1991)

...

The Commission has decided to retain in the regulations the clause permitting simultaneous broadcasts that are necessitated by public emergency.

...

[underlining and italics added]

³⁷ For example, the CRTC’s 1975 *Cable Television Regulations*, SOR/75-664 (17 November 1975), effective 1 April 1976 (published by the CRTC on 14 November 1975), s. 18 explicitly prevented cable licensees from “altering” any signals they distributed unless required or authorized by the CRTC (through its licence or the regulations).

³⁸ Environment and Climate Change Canada, [Timeline: Major milestones of Environment and Climate Change Canada](#), 50th Anniversary (accessed 29 January 2024).

³⁹ In 1984 and 1985 *Louis-Georges Paradis*, [Decision CRTC 84-1061](#) (Ottawa, 27 December 1984).



- ⁴⁰ *Avalon Cablevision Limited*, Broadcasting [Decision CRTC 85-175](#) (Ottawa, 12 April 1985): “The licensee is authorized to continue to distribute the CBC Parliamentary Television Network (English-language), Broadcast News, an automated weather and time service, Weather Radio Canada and educational programming. ...”
- ⁴¹ *Amendment to the Television Broadcasting Regulations, 1987; Amendment to the Cable Television Regulations, 1986*, [Public Notice CRTC 1990-66](#) (Ottawa, 5 July 1990).
- ⁴² *MeteoMedia Inc.*, [Decision CRTC 87-899](#) (Ottawa, 1 December 1987)
- ⁴³ “Optional-to-basic” – see *INTRODUCTORY STATEMENT TO DECISIONS CRTC 87-895 TO 87-906: CANADIAN SPECIALTY AND PAY TELEVISION SERVICES*, [Public Notice CRTC 1987-260](#) (Ottawa, 30 November 1987), (II (ii) “Optional-to-basic”).
- ⁴⁴ *MeteoMedia Inc.*, [Decision CRTC 87-899](#) (Ottawa, 1 December 1987).
- ⁴⁵ 1991 *Broadcasting Act*, subsections 9(1)(b), 3(1)(p), 3(1)(t) and 9(4), respectively.
- ⁴⁶ *Ibid.*, subsection 18(3).
- ⁴⁷ *PROPOSED EXEMPTIONS FROM LICENSING REQUIREMENTS*, [Public Notice CRTC 1992-5](#) (Ottawa, 17 January 1992).
- ⁴⁸ *Ibid.*
- ⁴⁹ *POLICIES FOR LOCAL PROGRAMMING ON COMMERCIAL RADIO STATIONS AND ADVERTISING ON CAMPUS STATIONS*, [Public Notice CRTC 1993-38](#) (Ottawa, 19 April 1993).
- ⁵⁰ The Commission may have raised these matters in its written exchanges with Pelmorex or at the public hearing it held in Moncton following which it granted Pelmorex’ licence – these materials are not available from the CRTC’s public website. (Public hearing transcripts from before 1998 are not available on the [CRTC’s website](#).)
- ⁵¹ *Review of the Commission’s Policies for Commercial Radio*, [Public Notice CRTC 1997-104](#) (Ottawa, 1 August 1997).
- ⁵² *Commercial Radio Policy 1998*, [Public Notice CRTC 1998-41](#) (Ottawa, 30 April 1998), paragraphs 199 to 203.
- ⁵³ *BROADCASTING DISTRIBUTION REGULATIONS*, [Public Notice CRTC 1997-150](#) (Ottawa, 22 December 1997), s. 1 (“Interpretation”).
- ⁵⁴ *Ibid.*
- ⁵⁵ *Ibid.*
- ⁵⁶ *Commercial Radio Policy 1998*, [Public Notice CRTC 1998-41](#) (Ottawa, 30 April 1998), paragraph 203.
- ⁵⁷ *Exemption order respecting public emergency radio undertakings*, [Public Notice CRTC 2000-11](#) (Ottawa, 24 January 2000), paragraph 6.
- ⁵⁸ *Proposal for an “All Channel Alert” system - Denied*, Decision CRTC [2001-123](#), 23 February 2001 (Decision [2001-123](#)) [Public Notice CRTC 2000-71](#) (Ottawa, 31 May 2000), at paragraph 2.
- ⁵⁹ *Ibid.* at paragraph 2.
- ⁶⁰ *Ibid.*, at paragraph 16.
- ⁶¹ *Ibid.*, at paragraph 17.
- ⁶² *Ibid.*, at paragraphs 6 and 20.
- ⁶³ *Ibid.*, at paragraphs 10-13.
- ⁶⁴ *Ibid.*, at paragraph 7.
- ⁶⁵ *Ibid.*, at paragraph 21.
- ⁶⁶ *Ibid.*, at paragraph 8.
- ⁶⁷ Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, Turning the Tide Together: [Final Report of the Mass Casualty Commission, Volume 4, Community](#), Chapter 5 (“Public Warning Systems”), page 167.
- ⁶⁸ [Broadcasting Notice of Public Hearing CRTC 2006-3](#), (Ottawa, 2 March 2006), Item 1, Pelmorex Communications Inc., Application No. 2004-1260-2. Pelmorex proposed to “broadcast alerts and

messages related to imminent or unexpected threats to life or property caused by severe weather disturbances, natural disasters or other emergencies in local, regional and national areas of Canada for distribution on the licensee's services and on the other channels offered by BDUs that distribute the licensee's services."

⁶⁹ *Emergency alert services*, [Broadcasting Public Notice CRTC 2007-20](#) (Ottawa, 28 February 2007) Paragraphs 2 and 3.

⁷⁰ *Call for applications to provide an all channel alert (ACA) service*, Broadcasting Public Notice CRTC [2005-38](#), (Ottawa, 22 April 2005).

⁷¹ [Broadcasting Notice of Public Hearing CRTC 2006-3](#), (Ottawa, 2 March 2006), Items 1 (Pelmorex Communications Inc.), 2 (CBC) and 3 (Bell ExpressVu Inc. (the general partner), and BCE Inc. and 4119649 Canada Inc. (partners in BCE Holdings G.P., a general partnership that is the limited partner), carrying on business as Bell ExpressVu Limited Partnership (ExpressVu).

⁷² CRTC, *TRANSCRIPT OF PROCEEDINGS BEFORE THE CANADIAN RADIO-TELEVISION AND TELECOMMUNICATIONS COMMISSION*, Vol. 2 ([Gatineau, 2 May 2006](#)) at paragraphs 12200-12205.

⁷³ *Ibid.*, paragraphs 12211-12214.

⁷⁴ *Ibid.*, paragraphs 12215-12220.

⁷⁵ *Ibid.*, paragraph 12219.

⁷⁶ CRTC, *TRANSCRIPT OF PROCEEDINGS BEFORE THE CANADIAN RADIO-TELEVISION AND TELECOMMUNICATIONS COMMISSION*, Vol. 2 ([Gatineau, 2 May 2006](#)) at paragraphs 12174 -12176.

⁷⁷ *Ibid.*, paragraph 12237.

⁷⁸ *Ibid.*, paragraphs 12344.

⁷⁹ *Ibid.*, paragraph 12353.

⁸⁰ *Ibid.*, paragraph 12181.

⁸¹ *Emergency alert services*, [Broadcasting Public Notice CRTC 2007-20](#) (Ottawa, 28 February 2007).

⁸² *Ibid.*, paragraph 17.

⁸³ Chairperson, CRTC, *Transcript of Proceeding*, ([Gatineau, 31 March 2009](#)), at paragraphs 12-13:

...

9 We will also examine an application by Pelmorex Communications, under paragraph 9(1)(h) of the Broadcasting Act, requesting:

10 (a) the mandatory distribution of The Weather Network and MétéoMédia as part of digital basic service; and

11 (b) to be approved as the national aggregator and backbone network distributor of emergency alerts using the Common Alerting Protocol-Canadian Profile.

12 In February 2007, the Commission challenged the broadcasting industry to work together to build and operate an emergency alert system, and come up with a solution by February 2009.

13 Unfortunately, no such solution was found and, therefore, the Commission commenced the current proceedings.

...

⁸⁴ *Emergency alert services*, [Broadcasting Decision CRTC 2007-20](#) (Ottawa, 28 February 2007), at paragraph 91.

⁸⁵ *Pelmorex emergency alert service*, [Broadcasting Decision CRTC 2007-72](#), paragraph 14.

⁸⁶ *Amendments to the Broadcasting Distribution Regulations-Emergency Alert Messages*, [Public Notice CRTC 2007-83](#) (Ottawa, 17 July 2007, paragraphs 13-14).

⁸⁷ *ExpressVu emergency alert service*, [Broadcasting Decision CRTC 2007-74](#), paragraph 2.

⁸⁸ [Broadcasting Notice of Public Hearing CRTC 2006-3](#), (Ottawa, 2 March 2006).

⁸⁹ *Emergency Alert Services*, [Broadcasting Decision CRTC 2007-73](#) (Ottawa, 28 February 2007), paragraph 2.

⁹⁰ [CBC National Alarm Centre Warehouse Addition](#), Phase 3, Drawing No. A-00 (23/09/2020).

⁹¹ *Pelmorex emergency alert service*, [Broadcasting Decision CRTC 2007-72](#), paragraph 16.

92 *Ibid.*, paragraph 19.

93 *Various cable broadcasting distribution undertakings in western Canada -Short-term licence renewals and licence amendments*, [Broadcasting Decision CRTC 2008-234](#) (Ottawa, 28 August 2008), at paragraphs 10-11. During the renewal of Shaw's cable BDUs an intervener set out concerns that these had failed to carry extreme weather warnings in Manitoba; Shaw sent the intervener a copy of its response that the CRTC later described as not responding directly to the concerns the intervener raised: "[a]lthough Shaw copied the intervener in its reply, it did not address this issue specifically."

94 *Mandatory distribution order for The Weather Network and Météomédia*, [Broadcasting Order CRTC 2009-340](#) (Ottawa, 11 June 2009), paragraph 11.

Vice-Chairperson Katz dissented; among other things, he wrote that "the evidence indicated that during the five-year mandatory carriage period, TWN/MM would be guaranteed greater than \$260 million in revenue while the cost of developing and maintaining AADS over the same period is under \$12 million."

95 *Ibid.*

96 *Ibid.*, paragraph 14 and Appendix.

97 CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraph 2670 (hearing secretary).

98 *Ibid.*, paragraph 2964 (Mr. Temple).

99 *Ibid.* paragraph 2968 (Mr. Temple).

100 *Ibid.*, paragraphs 2969-2979:

2969 THE CHAIRPERSON: Okay.

2970 What about the alternate scenario, the public service, for reasons of their own whatever they are, says "No, we actually wanted to -- we will proceed and we will do a total system including broadcasting, et cetera, and we designate you, but we designate you only as long and until such time as the Public Safety system is up and running", which may be three years, maybe 10 years, maybe never, I have no idea what they are -- I'm just trying to ensure maximum flexibility.

2971 Is it necessary to designate you permanently or can we do it on a conditionality? Obviously we would have to put a sufficient time period in, until let's say the Public Safety system is up and running and has been there for one year, et cetera, before your designation ends.

Interim or temporary or "ten years"

2972 [Pelmorex] MR. TEMPLE: I guess we have concerns with that. I mean I think everyone understands that nothing is forever. Having said that, if this system is viewed as some kind of interim measure or temporary measure, first of all the risk to us then is significantly increased.

2973 Now, I can let Alysia talk about bankers and things of that nature, but just the whole message that that sends out to everyone who is going to be involved, because this does involve a lot of people, I think it's just the wrong message. It's almost ensuring that it will -- that there will be problems.

2974 THE CHAIRPERSON: Okay. Rather than a temporary system -- rather than a provisional system which I can see what you are saying in terms of giving you financing costs, would it be possible to do it for a fixed timeframe and say "We will review it then in light of developments which are taking place?"

2975 I mean as you point out in your own submissions national alert has been on the table for 20 years and nothing has happened. It's within our power to do this one piece, it doesn't cover everything but at least this one we can get up and running and will cover 90 percent of Canadians who have cable or satellite access.

2976 And we would say "Well, okay, we will do this, we will do it for a period of, let's say 5 years, 10 years and we will review it then in light of what the situation is at that point in time."

2977 MR. TEMPLE: Ten years is certainly a lot more interesting than five years.

2978 THE CHAIRPERSON: Than five, yes, I think so.

--- Laughter

2979 MR. TEMPLE: The point -- I mean, as I said, nothing is forever and we understand that. We don't, as I think Pierre far more eloquently than I did, explained that we think the merits of the order do not rest solely on our provisioning of an alerting service, that we warrant distribution on basic regardless. We are quite happy to do this and, you know, if -- but just making it -- having a sunset type of provision or review because of something else happening just adds significantly to our risk.

¹⁰¹ *Mandatory distribution order for The Weather Network and Météomédia*, [Broadcasting Order CRTC 2009-340](#) (Ottawa, 11 June 2009) at paragraphs 16-17.

¹⁰² Consisting of CRTC Chairperson von Finckenstein, Commissioner Peter Menzies and Commissioner Michel Moring: CRTC, *Transcript* ([Gatineau, 8 February 2011](#)).

¹⁰³ *Mandatory distribution order for The Weather Network and Météomédia*, [Broadcasting Order 2009-340](#) (Ottawa, 11 June 2009), dissenting opinion by Commissioner Leonard Katz. Among other things, Commissioner Katz was concerned that subscribers to The Weather Network/MétéoMédia would be funding Pelmorex' Alert Aggregation and Distribution System (AADS):

...
I base this on a comparison of its own submissions in this application relative to the previous application filed by Pelmorex in Broadcasting Notice of Public Hearing 2007-1-1, where in return for mandatory carriage, Pelmorex was prepared to reduce the monthly rate for the service from \$0.23 to \$0.20 by 2010. This \$0.03 monthly reduction translates into \$3.8 million annually when one considers there are 10.7 million subscribers today paying for this service and \$19 million over the five-year mandatory carriage period granted in today's decision. In comparison, the record of this proceeding indicates that the capital costs to develop AADS by TWN/MM is approximately \$2 million over the first two years and \$2 million annually in operating costs for a total of \$12 million over the same five-year period. As a result, Pelmorex seems to benefit from a further \$7.0M in revenues – all coming from the additional \$0.03 per month per subscriber that Pelmorex proposed to retain under this application rather than reducing the rate as was proposed under the previous application, where Pelmorex did not offer to construct and maintain a NPAS. The only conclusion I can reach therefore is that Pelmorex has chosen to fund the enhancement from the \$0.03 that it had proposed to decrease in return for a mandatory distribution order in 2007.

....
¹⁰⁴ *The Weather Network/Météomédia – Licence renewal and extension of the mandatory distribution of the service*, Broadcasting Decision CRTC 2011-438 (Ottawa, 22 July 2011), paragraph 34.

¹⁰⁵ *Ibid.*, at paragraph 36.

¹⁰⁶ *Ibid.*, at paragraph 38.

¹⁰⁷ *Ibid.*, at paragraph 40.

¹⁰⁸ *Call for comments on proposed amendments to various regulations, to the standard conditions of licence for video-on-demand undertakings, and to certain exemption orders – Provisions requiring the mandatory distribution of emergency alert messages*, [Broadcasting Notice of Consultation CRTC 2014-85](#) (Ottawa, 27 February 2014), at paragraph 8.

¹⁰⁹ *Ibid.*, at paragraph 14.

¹¹⁰ *Ibid.*, at paragraph 9.

¹¹¹ *Ibid.*, at paragraph 14.

¹¹² *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), paragraph 9.: "Given that holding a broadcasting licence is a privilege, broadcasters and BDUs have a duty to inform the public of imminent perils."

It is unclear why the Commission distinguished between broadcasters and BDUs as subsection 2(1) in the 1991 *Broadcasting Act* defined broadcasting undertakings to include distribution undertakings:



“broadcasting undertaking’ includes a distribution undertaking, a programming undertaking and a network;”

¹¹³ *Call for comments on proposed amendments to various regulations, to the standard conditions of licence for video-on-demand undertakings, and to certain exemption orders – Provisions requiring the mandatory distribution of emergency alert messages*, [Broadcasting Notice of Consultation CRTC 2014-85](#) (Ottawa, 27 February 2014), italics in original.

¹¹⁴ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), paragraph 9.

¹¹⁵ *Ibid.*, at paragraph 14.

¹¹⁶ *Ibid.*, at paragraphs 15-16 and 23.

¹¹⁷ *Ibid.*, at paragraph 24.

¹¹⁸ *Ibid.*, at paragraph 101.

¹¹⁹ *Ibid.*, at paragraph 4, italics in the original text.

¹²⁰ *Ibid.*, at paragraph 2.

¹²¹ *Ibid.*

¹²² *Ibid.*, at paragraph 81.

¹²³ *Ibid.*

¹²⁴ DM#2966519 Pelmorex, *Response to the Commission’s Request for additional information in regard to the application filed by Pelmorex to renew the licence of The Weather Network/MétéoMédia – Application # 2017-0586-5* (11 September 2017), at page 13:

[CRTC question] a) Please indicate which BDUs, if any, does not currently offer both of your services.

Pelmorex Response:

More correctly, BDUs serving the vast majority of subscribers, carry both our services. Specifically, BDUs operating approximately 287 systems serving 8.6M subscribers do carry both our services. However, BDUs operating 725 systems serving 2.25M households do not carry both our services, even though there is no extra fee to carry the second service. The predicament arises not in the carriage of either or both services, but in communities with significant Official Language Minority Communities (“OLMC”) populations not having access to both TWN and MM or having to pay extra to receive our service in the official language of their choice. As far as Pelmorex is aware, there is no official Commission list of markets with significant OLMC populations, so one option explored was to require all BDUs to carry both services on the basic service.

Pelmorex recognizes this solution might be difficult or place an onerous obligation on every BDU, regardless of the OLMC population in the communities they serve. TWN/MM are open to any practical solution that would ensure there are clear rules governing the carriage of both TWN and MM so that OLMCs have access to both our services on the same terms and conditions.

¹²⁵ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018).

¹²⁶ “Federal gov’t looking to expand emergency alerts to online platforms, devices” *The Wire Report* (25 November 2020 10:42 AM EST).

¹²⁷ Public Safety Canada, [Emergency Management and Programs Branch Overview](#), “Branch Background” (accessed 24 March 2024).

¹²⁸ Public Safety Canada, [National Public Alerting System](#) [accessed 4 March 2024].

¹²⁹ Emergency Management and Programs Branch, Public Safety Canada, [Committee of the Whole: Binder for the Minister of Public Safety and Emergency Preparedness - July 22, 2020](#), (20 July 2020).

¹³⁰ Public Safety Canada, [National Public Alerting System](#) [accessed 4 March 2024]:

Alert Ready is Canada's emergency alerting system. Alert Ready delivers critical and potentially life-saving alerts to Canadians through television, radio and LTE-connected and compatible wireless devices. The Alert Ready system was developed with many partners, including federal, provincial and territorial emergency management officials, Environment and Climate Change Canada, Pelmorex, the broadcasting industry and wireless service providers. Together, these partners work to ensure Canadians receive alerts immediately and know when to take action to stay safe.

[Alertready.ca](https://alertready.ca), accessed 7 February 2024

¹³¹ Public Safety Canada, [National Public Alerting System](#) [accessed 4 March 2024].

¹³² Emergency Management and Programs Branch, Public Safety Canada, [Committee of the Whole: Binder for the Minister of Public Safety and Emergency Preparedness - July 22, 2020](#), (20 July 2020).

¹³³ Public Safety Canada, [Emergency Management and Programs Branch Overview](#), "Branch Background" (accessed 24 March 2024).

¹³⁴ *Ibid.*

¹³⁵ *Ibid.*

¹³⁶ *Ibid.*

¹³⁷ FEDERAL, PROVINCIAL TERRITORIAL SENIOR OFFICIALS RESPONSIBLE FOR EMERGENCY MANAGEMENT, *LIST OF EVENT CODES FOR EMERGENCY PUBLIC ALERT**, *BROADCAST IMMEDIATE EVENTS*, VERSION 2.1, ([Amended 26 May 2022](#)), page 2, footnote.

¹³⁸ Federal / Provincial / Territorial Public Alerting Working Group of Senior Officials Responsible for Emergency Management, *National Public Alerting System: Common Look and Feel Guidance*, Version 2.0 (29 March 2018), at 5.

¹³⁹ *National Alert Aggregation & Dissemination System: Last Mile Distributor – User Guide*, [Release 10.0](#), Pelmorex Communications Inc., (Oakville, June 2021), at page 34 of 47:

The Urgency, Severity and Certainty codes listed below are the values that must exist in an information block in a Common Alerting Protocol (CAP) message for that information block to be considered Broadcast Immediate. Note: All three values must be jointly present to satisfy the criteria of Broadcast Immediate.

¹⁴⁰ Emergency Management and Programs Branch, Public Safety Canada, [Committee of the Whole: Binder for the Minister of Public Safety and Emergency Preparedness - July 22, 2020](#), (20 July 2020).

¹⁴¹ In 2020 the province of Ontario mentioned that it "has a User Agreement with Pelmorex as an alert issuer." Office of the Provincial Security Advisor, Ministry of the Solicitor General, Ontario, [Investigation into the emergency alerts sent on January 12, 2020: Report](#), (Toronto, 20 October 2021; Updated: 19 January 2024 (Note that online news articles dated 27 February 2020 referred to the Report's findings), "Alert Ready – Emergency Alert system" [no page or paragraph numbers].

¹⁴² Pelmorex, FAQs, "Who can issue an alert within the Government Agencies?", <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024):

Who can issue an alert within the Government Agencies?

Each province or territory will decide the level of authority it wants to delegate within its jurisdiction. For example, one province may decide that only one organization such as the provincial Emergency Management Office will have authority to issue an alert whereas another province may decide to allow local authorities such as, regional or municipal emergency management staff, police or fire departments to issue certain types of alerts. Certain federal authorities such as Environment Canada also access the NAAD System to distribute their weather warnings.

¹⁴³ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraph 3035 (Mr. Temple).

¹⁴⁴ Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, Turning the Tide Together: [Final Report of the Mass Casualty Commission, Volume 4, Community](#), Chapter 5 ("Public Warning Systems"), page 171:

An alert is issued only by trained, authorized individuals within Alert Ready partner organizations. Alert issuers have several responsibilities related to formatting the alert

message: selecting the type, the language (English and/or French, plus a third option, chosen from Cree, Dene, inuinnaqtun, and inuktitut), and the target geographic broadcast area

¹⁴⁵ Pelmorex, "NAAD System Governance Council Update: Public Summary of the June 16, 2020 Meeting", alerts.pelmorex.com, "NAAD System Governance Council Update (summary for LAST-MILE DISTRIBUTOR)" <https://alerts.pelmorex.com/>, "Public Summary of the June 16, 2020 Meeting", p. 1:

Since December 2019, authorized alert issuers who access the NAAD System alert interface to issue an emergency alert now have the ability to select the broadcast channels for the distribution of the alert. By default, an emergency alert will be sent intrusively to TV, radio and wireless devices. Issuers can now choose to send an alert only to wireless devices or alternatively only to television and radio services.

¹⁴⁶ Secretary General, CRTC, CRTC, [Telecom - Secretary General Letter addressed to the Distribution List – Re: Government of Alberta intention to issue an out-of-schedule visible public alert test on 1 March 2023](#), (Ottawa, 28 February 2023).

¹⁴⁷ *Call for comments on proposed amendments to various regulations, to the standard conditions of licence for video-on-demand undertakings, and to certain exemption orders – Provisions requiring the mandatory distribution of emergency alert messages*, [Broadcasting Notice of Consultation CRTC 2014-85](#) (Ottawa, 27 February 2014), footnote 1 and paragraph 11.

¹⁴⁸ Pelmorex, FAQs, "... Are all alerts signed?", <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024):

The NAAD System supports SSL. Every alert sent through the system will always have 1 or 2 signatures:

First one is a digital signature produced by the Issuer (AGA) allowing verification to Alerts as being genuine to that specific Issuer and not tampered with. This signature is optional and is at the discretion of the Issuer's organization. So it may or may not be present.

Second one is the NAAD System's digital signature in the alert message in addition to the Issuer's signature. It will always be present in alerts disseminated by NAAD System. It may be used by LMD's to confirm that the Alert Messages are received from the NAAD System. When an Alert is received, the Last Mile Distributor has the option of checking either or both of the signatures to validate that the Alert did originate from NAADS system (i.e. not tampered in internet transmission after issuing) and also validate that the original Alert Message from the issuer is genuine and intact.

For more details, please refer to the LMD user guide available on our Public Alerting website.

¹⁴⁹ Pelmorex, FAQs, "What type of alerts will be issued?", <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024):

What type of security is in place so that I know the alerts are being sent by an authorized agency?

The NAAD System and government authorities take security very seriously. In addition to the security measures that government agencies take every day to ensure access to their system is by authorized personnel only, additional login passwords and user identification is needed to access the NAAD System. Separately, Pelmorex's NAAD System has measures to prevent unauthorized access by hackers or others. Finally, each individual message issued over the NAAD System will have a unique digital certificate to ensure its authenticity.

¹⁵⁰ Pelmorex, "NAAD System Governance Council Update: Public Summary of the October 8, 2019 Meeting", alerts.pelmorex.com, "NAAD System Governance Council Update (summary for LAST-MILE DISTRIBUTOR)" <https://alerts.pelmorex.com/>, "Public Summary of the October 8, 2019 Meeting".

¹⁵¹ Pelmorex, "NAAD System Governance Council Update: Public Summary of the April 25, 2023 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, p. 3.

¹⁵² Pelmorex, "NAAD System Governance Council Update: Public Summary of the October 25, 2023 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, p. 2.

- ¹⁵³ *Ibid.*, at page 4.
- ¹⁵⁴ Federal/Provincial/Territorial Communications Interoperability Working Group, Public Safety Canada, [Canadian Profile of the Common Alerting Protocol CAP-CP](#) (accessed 7 March 2024).
- ¹⁵⁵ *Ibid.*
- ¹⁵⁶ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraph 3000 (Mr. Temple for Pelmorex).
- ¹⁵⁷ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), at paragraph 4.
- ¹⁵⁸ Pelmorex, FAQs, “What type of alerts will be issued?”, <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024):
What types of alerts will be issued?
The NAAD System allows Authorized Government Agencies to issue a wide range of public safety messages. Typically however, an alert will be issued if there is imminent danger to persons or property. The scope is quite large and can cover things such as tornados, train derailments, industrial fires, water contamination, missing persons; the list is endless and is not limited to weather or environmental warnings.
- ¹⁵⁹ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), paragraph 2936 (Paul Temple, Pelmorex):
... The principle is that the authorized agency takes responsibility for the content of the message and that is the principle and the agreement that we already have with the four provinces that we are working with now.
Office of the Provincial Security Advisor, Ministry of the Solicitor General, Ontario, [Investigation into the emergency alerts sent on January 12, 2020: Report](#), (Toronto, 20 October 2021; Updated: 19 January 2024 => note, however, that online news articles dated 27 February 2020 referred to the Report’s findings).
- ¹⁶⁰ Pelmorex, FAQs, “Will an ‘all-clear’ be issued after the alert is ended?”, <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024):
“Will an ‘all-clear’ be issued after the alert is ended?”
Government authorities must set an expiry time for every alert they issue. In addition they may cancel an alert anytime they wish if the situation is “all-clear” prior to the expiry of the alert.
- ¹⁶¹ WORLD FEDERATION OF THE DEAF and WORLD ASSOCIATION OF SIGN LANGUAGE INTERPRETERS, *Guidelines on Access to Information in National Sign Languages During Emergency Broadcasts*, (Version date: 6.1.2021), https://wfdeaf.org/wp-content/uploads/2021/01/WFD-WASLI-Guidelines-on-Access-to-Information-in-SL-During-Emergency-Broadcasts_Final.pdf:
Key points:
• In all official events and broadcasts that provide health and emergency information, it is essential that qualified national sign language interpreters, with nationally or internationally recognised qualifications are engaged.
• Audiovisual media services related to health and emergency information should be accessible. In this way, deaf people have equal access to emergency information as others regardless the platform or service used.
• Sign language interpreters should be present and visible on the screen next to the presenter making the announcements. This ensures that deaf people using national sign languages have timely access to health and emergency information alongside other viewers.
• Live/real time captions/subtitles¹ should be provided and produced either in an open or closed format in line with quality-of-service requirements. This will ensure optimal and equal access to all viewers.
- ¹⁶² Assistant Deputy Minister, Emergency Management and Programs Branch, Public Safety Canada (also Co-Chair, Federal, Provincial Territorial Senior Officials Responsible for Emergency Management (SOREM), *Presentation to the Canadian Radio-television and Telecommunications Commission (CRTC) re:*

CRTC 2017-365, *Application by Pelmorex Weather Networks (Television) Inc.*, (Gatineau, 2 May 2018), at p. 5.

¹⁶³ Pelmorex, “NAAD System Governance Council Update: Public Summary of the October 13, 2021 Meeting”, alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 3 (footnote 1).

¹⁶⁴ alertready.ca, *Your phone has the power to save a life.*, “Alert Tone” (accessed 4 March 2024).

¹⁶⁵ Pelmorex, “NAAD System Governance Council Update: Public Summary of the October 8, 2019 Meeting”, alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 3.

¹⁶⁶ Pelmorex, “NAAD System Governance Council Update: Public Summary of the October 25, 2023 Meeting”, alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 4.

¹⁶⁷ Public Safety Canada described this process as follows:

NPAS alerts are aggregated and disseminated by Pelmorex Corporation, which owns and operates NPAS’ “central technical infrastructures”.

Public Safety Canada, [National Public Alerting System](#) [accessed 7 November 2023].

¹⁶⁸ Pelmorex, FAQs, “What’s the relationship between the alerting system and The Weather Network/MétéoMédia”, <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024): “The NAAD System was designed and is operated by Pelmorex Communications Inc. which is the parent company that also owns and operates The Weather Network and MétéoMédia.”

¹⁶⁹ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), at paragraph 5.

¹⁷⁰ Pelmorex, FAQs, “What’s the relationship between the alerting system and The Weather Network/MétéoMédia”, <https://alerts.pelmorex.com/frequently-asked-questions/> (accessed 5 March 2024).

¹⁷¹ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraph 3035 (Mr. Temple).

¹⁷² FEDERAL, PROVINCIAL TERRITORIAL SENIOR OFFICIALS RESPONSIBLE FOR EMERGENCY MANAGEMENT, *LIST OF EVENT CODES FOR EMERGENCY PUBLIC ALERT**, *BROADCAST IMMEDIATE EVENTS*, VERSION 2.1, ([Amended 26 May 2022](#)).

¹⁷³ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraphs 3107-3108 (Mr. Temple).

¹⁷⁴ *Ibid.*, at paragraph 3016 (Mr. Temple).

¹⁷⁵ National Public Alerting System, “Broadcast Immediate Events List”, <https://npas.ca/clf/broadcast-immediate-events-list/> [accessed 10 March 2024] – see also FEDERAL, PROVINCIAL TERRITORIAL SENIOR OFFICIALS RESPONSIBLE FOR EMERGENCY MANAGEMENT, *LIST OF EVENT CODES FOR EMERGENCY PUBLIC ALERT**, *BROADCAST IMMEDIATE EVENTS*, VERSION 2.1, ([Amended 26 May 2022](#)). The * is addressed on page 2:

“Emergency Public Alert” is defined in the NAAD System Authorized User Agreements as an “Alert Message issued by an Authorized Government Agency or an Authorized User in respect of an imminent or unexpected threat to life caused by severe weather disturbances, natural disasters or other emergencies that meets the criteria for immediate distribution in the Standards.”

¹⁷⁶ CRTC, *Transcript*, ([Gatineau, 2 April 2009](#)), at paragraphs 3041-3044 and paragraphs 3062-3069.

¹⁷⁷ *Ibid.*, at paragraph 2964 (Mr. Temple).

¹⁷⁸ *Ibid.*, at paragraph 3069 (Mr. Temple).

¹⁷⁹ FEDERAL, PROVINCIAL TERRITORIAL SENIOR OFFICIALS RESPONSIBLE FOR EMERGENCY MANAGEMENT, *LIST OF EVENT CODES FOR EMERGENCY PUBLIC ALERT**, *BROADCAST IMMEDIATE EVENTS*, VERSION 2.1, ([Amended 26 May 2022](#)), at 2:

It is important for all distributors of emergency alert messages to undertake a triage of ALL incoming CAP messages, regardless of whether they are flagged as “Broadcast Immediate” or not. This is because CAP messages which are issued to end active Broadcast Immediate alerts will not be flagged with Broadcast Immediate status. As such,

if distributors were to only take action for Broadcast Immediate flagged alerts, they may continue to distribute an alert to the public after it has been cancelled by the alert issuing authority. Furthermore, multiple Broadcast Immediate alerts may be issued for a single emergency event, as the geographic area affected by the emergency may change or expand with time. In such a case, the existing Broadcast Immediate alert may be updated and a CAP message issued with additional geographic areas added. These updates contain no new information for the public in geographic areas that have been previously alerted; hence a given updated Broadcast Immediate CAP message may not be pertinent for a particular distributor (e.g. if new geographic areas are added outside the distributors' geographic range), underlining the importance that distributors undertake a triage of all incoming CAP messages, regardless of their frequency or Broadcast Immediate status.

¹⁸⁰ CRTC, [Location of Broadcast and Wireless Emergency Alert Distributors](#), CRTC map of broadcast and wireless emergency alert distributors (4 January 2024):

Emergency alert distributors fall into the following categories:

- FM and AM radio stations
- over-the-air television stations
- subscription-based television service providers^{Footnote1}
- wireless providers
- Interactive map

The map below shows the location of AM and FM radio stations, over-the-air television stations and subscription-based television service providers. It is considered current as of November 30, 2022.

The map also includes a layer showing the aggregated distribution of LTE wireless coverage across Canada. It is current as of May 2023.

How data is gathered and why some providers may not be listed

Each year, the CRTC distributes a survey to update the data. These surveys are sent to AM and FM radio and over-the-air television stations and to subscription-based service providers that hold a broadcasting licence issued by the CRTC. Under certain conditions, no licence is required; in that case, the provider will not appear on the map.

In addition, if a provider started distributing emergency alerts after the survey cut-off date, it will not appear on the map.

¹⁸¹ CRTC, [Emergency Alert Implementation Report Form](#).

¹⁸² President and CEO, Pelmorex Cor. "[WE ARE BACK: THANK YOU FOR YOUR SUPPORT AND PATIENCE](#)" (Toronto, 3 October 2023).

¹⁸³ CBC News, "CBC Radio service restored after Canada-wide technical issues: Major technical issue impacted ability to produce, broadcast content across country", <https://www.cbc.ca/news/canada/london/cbc-radio-outage-1.7079314> (Ottawa, 10 January 2024).

¹⁸⁴ Assistant General Counsel, Bell, Request for Information regarding major telecommunications service disruptions resulting from hurricane Fiona – Bell responses, Letter to CRTC (Abridged), Reference 8000-C12-201909780, at paras. 4 and 26.

¹⁸⁵ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), at paragraph 82.

¹⁸⁶ See Decisions CRTC 2023-167, 2023-230, 2023-245, 2023-284 and 2023-299.

- ¹⁸⁷ *Various television programming services and networks, and broadcasting distribution undertakings – Administrative renewals*, [Broadcasting Decision CRTC 2023-245](#) (Ottawa, 8 August 2023), Appendix 4.
- ¹⁸⁸ *Change to the processing time for applications and complaints relating to radio undertakings*, [Broadcasting Information Bulletin CRTC 2023-278](#) (Ottawa, 22 August 2023).
- ¹⁸⁹ S. 18(3).
- ¹⁹⁰ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), at paragraph 83: “The Commission considers that it would be appropriate to monitor compliance via complaints, results of system tests, results of actual emergency alert message distribution and information provided by the industry and alert issuers in the reports outlined below. ...”
- ¹⁹¹ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018), paragraph 9.
- ¹⁹² CRTC: “Connect with us by phone or chat and our dedicated team will be ready to assist you with any queries or concerns you may have.”
- ¹⁹³ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018) at paragraph 3.
- ¹⁹⁴ CBCS, “ABOUT US: What is the Canadian Broadcasting Standards Council?” (accessed 7 February 2024).
- ¹⁹⁵ Pelmorex, “NAAD System Governance Council Update: Public Summary of the March 30, 2022 Meeting”, alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 4.
- ¹⁹⁶ Kantar, *Exploring attitudes towards Wireless Public Alerting System in Canada: Final Report*, (15 January 2021) at 5.
- ¹⁹⁷ *Ibid.*
- ¹⁹⁸ *Ibid.*, at 8. Appendix B (Survey Instrument), question 4 asked, “Do you have your own cell phone, smartphone or other wireless device that is connected to a Wireless Service Provider?”. Those who answered no or don’t know were excluded from the survey.
- ¹⁹⁹ *Ibid.*, at 8 and 19.
- ²⁰⁰ *Ibid.*, at 19 (Table 4.2.1.a. Recall of Alerts Received in Past 12 Months).
- ²⁰¹ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), at paragraph 82.
- ²⁰² *Ibid.*, at paragraph 78.
- ²⁰³ *Ibid.*, at paragraph 77.
- ²⁰⁴ *Ibid.*, at paragraph 81:
The Commission is of the view that the effectiveness of the regulatory measures should be measured by a number of factors including the general level of industry compliance, transmission effectiveness, alert quality, availability of emergency alert messages to Canadians, as well as the success of system tests and actual emergency alert message distribution. Given that the Pelmorex Alerting Governance Council has representation from alert issuers and the broadcasting industry, it also finds that the Pelmorex Alerting Governance Council is best positioned to provide a holistic view of the effectiveness of the regulations and that Pelmorex, in consultation with the Pelmorex Alerting Governance Council, should provide this information in an annual report to the Commission to be filed by 31 May of each year, starting in 2016.
- ²⁰⁵ Pelmorex Corp, [National Test of Alert Ready, Canada’s Emergency Alerting System, Scheduled for November 28, 2018](#), (Oakville, 19 November 2018).
- ²⁰⁶ Testing of the Alert Ready system provides the opportunity to:

- Increase public awareness about the system and spark emergency preparedness conversations, so that Canadians can be ready and prepared in the event of an actual emergency.
- Validate the effectiveness and reliability of the system to ensure it operates as intended from end to end.
- Provides an opportunity for Emergency Management officials to practice sending alerts to the public [sic]

Pelmorex, [9 May 2023](#) news release.

²⁰⁷ Accessibility Standards Canada, *Roadmap to 2014: A plan to go guide the work of Accessibility Standards Canada*, Cat. No. AS4-25/2021E-PDF (Ottawa, 2021) at 18 and 26 of 33.

²⁰⁸ *Internet retransmission: Report to the Governor General in Council pursuant to Order in Council P.C. 2002-1043*, [Broadcasting Public Notice CRTC 2003-2](#) (Ottawa, 17 January 2003), at para. 80: the Commission said its practice was “to review exemption orders approximately every five years” The CRTC announced its intention to review the TVSP Code “five years after the date of implementation”: *Television Service Provider Code*, Broadcasting Regulatory Policy CRTC 2016-1 (Ottawa, 7 January 2016), at para. 150.

²⁰⁹ CRTC, [“What is the CRTC doing about cell phone and Internet outages?”](#) (accessed 19 February 2024).

²¹⁰ Federal/Provincial/Territorial Ministers Responsible for Emergency Management, *An Emergency Management Framework for Canada*, Third Edition (Ottawa, May 2017).

²¹¹ *2023 Broadcasting Act*, bold font in original:

34.01 Regulations and orders

34.01 (1) Every seven years the Commission shall consult with all interested persons with respect to orders made under section 9.1 and regulations and orders made under section 11.1 and shall publish, on the Internet or otherwise, a report on the consultations that also lists the orders and regulations that the Commission proposes to review as a result of the consultations and sets out its plan for conducting the review.

Publication of report

(2) The Commission shall publish the first report within seven years after the day on which this subsection comes into force and, subsequently, within seven years after the day on which the most recent report is published.

Tabling of reports

(3) The Minister shall cause a copy of all reports published under subsections (1) and (2) to be tabled before each House of Parliament.

²¹² Public Safety Canada, [National Risk Profile: A national emergency preparedness and awareness tool, First Public Report – May 2023](#) (Revised in January 2024), (Ottawa, May 2023) Cat. No.: PS1-27E-PDF.

²¹³ *Ibid.*, at 3.

²¹⁴ Natural Resources Canada, “Wildland Fire Evacuations” <https://natural-resources.canada.ca/climate-change/impacts-adaptations/climate-change-impacts-forests/forest-change-indicators/wildland-fire-evacuations/17787>.

²¹⁵ David Phillips, Environment and natural resources, [Canada's top 10 weather stories of 2023](#) [date accessed: 16 January 2024].

²¹⁶ Ian Austen, [“As ‘Zombie Fires’ Smolder, Canada Braces for Another Season of Flames: A government forecast suggests that there could be even more wildfires this season than during last year's exceptional fire period”](#) *New York Times* (4 March 2024).

²¹⁷ Nick Graetz, PhD; Peter Hepburn, PhD and Carl Gershenson, PhD, “Examining Excess Mortality Associated with the COVID-19 Pandemic for Renters Threatened With Eviction”, *Journal of the American Medical Association* 2024, [331\(7\): 592-600](#):

...

Results:

Expected cumulative age-standardized mortality among threatened renters during this 20-month period of the pandemic was 116.5 (95% CI, 104.0-130.3) per 100 000 person-months, and observed mortality was 238.6 (95% CI, 230.8-246.3) per 100 000 person-months or 106% higher than expected. In contrast, expected mortality for the population living in similar neighborhoods was 114.6 (95% CI, 112.1-116.8) per 100 000 person-months, and observed mortality was 142.8 (95% CI, 140.2-145.3) per 100 000 person-months or 25% higher than expected. In the general population across the study area, expected mortality was 83.5 (95% CI, 83.3-83.8) per 100 000 person-months, and observed mortality was 91.6 (95% CI, 91.4-91.8) per 100 000 person-months or 9% higher than expected. The pandemic produced positive excess mortality ratios across all age groups among threatened renters.

- ...
- 218 https://en.wikipedia.org/wiki/2011_Slave_Lake_wildfire.
- 219 Pelmorex, "NAAD System Governance Council Update: Public Summary of the March 24, 2021 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 2.
- 220 Greg Mechbach, "[What historical insured catastrophe losses really mean](#)" (4 November 2020), using IBC data.
- 221 David Phillips, Environment and natural resources, [Canada's top 10 weather stories of 2023](#) [date accessed: 16 January 2024].
- 222 Public Safety Canada, [National Risk Profile: A national emergency preparedness and awareness tool, First Public Report – May 2023](#) (Revised in January 2024), (Ottawa, May 2023) Cat. No.: PS1-27E-PDF, at 3.
- 223 *Canadian Broadcasting Corporation – Various audio and audiovisual services – Licence renewals, Broadcasting Decision CRTC 2022-165* (Ottawa, 22 June 2022) at paragraph 493.
- 224 *Ibid.*
- 225 Director, Dispute Resolution & Regulatory Implementation, Telecommunications Sector, CRTC, *Request for information regarding access to French language services during a 9-1-1 call, Telecom - Staff Letter addressed to Simon-Pierre Olivier (Rogers Communications Canada Inc.)*, (Ottawa, 22 January 2024).
- 226 Alert Ready, *Alert Count* (For [2019, 2020, 2021, 2022 and 2023](#)).
- 227 *Broadcasting Act*, subsection 5.2(1).
- 228 Accessibility Standards Canada, [Accessible communication during COVID-19 and other emergencies: A guideline for federal organizations](#), [date modified: 2022-04-29].
- 229 CRTC, *Accessibility Progress Report 2023*, [Cat. No. BC9-40E-PDF](#) (Ottawa, 2023), at 12 ("Accessibility at the CRTC").
- 230 N. Lulham et. al, [Canada in a Changing Climate: Synthesis Report](#), (Ottawa, Government of Canada: 2023), at 22.
- 231 *Ibid.*, at 19.
- 232 *Ibid.*, at 21.
- 233 Chief Accessibility Officer, *Everyone's Business: Accessibility in Canada*, "About federally regulated entities (FREs)" at 11.
- 234 [Canadian Radio-television and Telecommunications Act](#), subsection 13(2)(b), (d) and (f).
- 235 [Emergency Management Act](#), sections 2 and 3.
- 236 *Order Designating the Minister of Public Safety and Emergency Preparedness to be the Minister Referred to in Federal Public Sector Labour Relations and Employment Board Act and as the Minister for the Purposes of the Federal Public Sector Labour Relations Act*, [P.C. 2023-1142](#) (Ottawa, 23 November 2023), Canada Gazette, Part II, Vol. 158, No. 1.
- 237 [Department of Public Safety and Emergency Preparedness Act](#), section 4(1).
- 238 S. 9.1:



(1) The Commission may, in furtherance of its objects, make orders imposing conditions on the carrying on of broadcasting undertakings that the Commission considers appropriate for the implementation of the broadcasting policy set out in subsection 3(1), including conditions respecting

...

(o) the provision to the Commission, by persons carrying on broadcasting undertakings, of any other information that the Commission considers necessary for the administration of this Act, including

...

(ii) information related to programming,

....

239 S. 34.4(1):

Subject to a regulation made under paragraph 34.995(a), a person commits a violation if they

(a) contravene a regulation or order made under Part II;

....

240 S. 34.4(1)

Subject to a regulation made under paragraph 34.995(a), a person commits a violation if they

....

(f) fail to submit information in accordance with a notice issued under section 34.996 to a person designated under paragraph 34.7(a) that the designated person requires by the notice;

241 [Broadcasting Act](#), S.C. 1991, ch. 11 (22 June 2023), 2(1):

online undertaking means an undertaking for the transmission or retransmission of programs over the Internet for reception by the public by means of broadcasting receiving apparatus; (*entreprise en ligne*)

242 [Online Undertakings Registration Regulations, and exemption order regarding those regulations, Broadcasting Regulatory Policy CRTC 2023-329 and Broadcasting Order CRTC 2023-330](#) (Ottawa, 29 September 2023).

243 CRTC, [Communications Market Reports - Open Data](#): "Data-Retail fixed Internet" Tab N-F4 and "Data-BDU", Tab U-T8.

244 CRTC, [Public Hearing Transcript \(Gatineau, 1 May 2006\)](#), paragraph 1211.

245 BRP 2014-444, paragraph 81.

246

247 Chief Consumer Officer and Executive Director, Consumer Affairs and Strategic Policy, CRTC, [Re: Implementation of Wireless Public Alerting – Visible test alerts \(Ottawa, 17 May 2018\)](#).

248 *Ibid.*,

249 [Television Broadcasting Regulations, 1987](#), s. 10:

10 (1) Subject to any condition of licence, a licensee shall

(a) keep, in a form acceptable to the Commission, a program log or a machine readable record of its programming;

...

(c) cause to be entered in the log or record each day the following information:

...

(v) in relation to each program broadcast,

...

(B) subject to subsection (4), the key figure set out in Schedule I describing the program,

....

(4) Where more than one subitem of Schedule I applies to a program, a licensee may, in respect of that program, cause to be entered in its program log or machine readable record

(a) the key figures indicating the subitems that apply to each segment of the program, in the order in which the segments are broadcast; and

(b) the start time and duration of each segment of the program..

....

Schedule I enables TV broadcasters to identify "(1) News".

²⁵⁰ The 1973 *Radio (A.M.) and Radio (F.M.) Regulations*, section 4:

(1) Each station shall maintain a program log, in a form acceptable to the Commission, and shall cause to be entered therein each day the following information:

...

(2) For the purpose of making entries in logs, all programs are to be classified into one of the subclasses as set forth in Schedule A and the key letters or figures set forth in Schedule A are to be used to identify each program in the log.

...

Schedule "A"

...

I Information and Orientation:

(1) News and news commentaries including newscasts, news reviews and road, weather and market reports.

....

²⁵¹ CRTC, *Response* (release package) to A-2023-00024 (11 July 2023).

²⁵² <https://npas.ca/about/>, accessed 24 March 2024, 11:44 AM EDT.

²⁵³ See PEASI, "[Terms and Conditions](#)" (accessed 24 March 2024).

²⁵⁴ PEASI, "RANGE OF USE Emergency alerts and daily notifications, government and business, wide and local, we do it all," <https://peasi.com/emergency-alert> (accessed 24 March 2024).

²⁵⁵ Shari Romeril, "[Alert Ready System Test Results: November 17, 2021](#)", PEASI.com/blog (25 November 2021)

²⁵⁶ *Supra*, note 4.

²⁵⁷ *The Weather Network/MétéoMédia – Licence renewal and extension of the mandatory distribution of the service*, [Broadcasting Decision CRTC 2011-438](#) (Ottawa, 22 July 2011), Appendix, condition of licence 13.

²⁵⁸ *Ibid.*, at paragraphs 37-38.

²⁵⁹ *Ibid.*, at paragraphs 44-47.

²⁶⁰ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018), paragraph 74, 75 and 79.

²⁶¹ *Ibid.*, Appendix, condition of licence 15.

²⁶² *Ibid.* at paragraph 76.

²⁶³ *Ibid.*, at paragraph 83.

²⁶⁴ *Ibid.*, at paragraph 85.

²⁶⁵ Office of the Provincial Security Advisor, Ministry of the Solicitor General, Ontario, [Investigation into the emergency alerts sent on January 12, 2020: Report](#), (Toronto, 20 October 2021; Updated: 19 January 2024 => note, however, that online news articles dated 27 February 2020 referred to the Report's findings), "Sequence of events that occurred in relation to the alert issued on January 12, 2020".

²⁶⁶ Pelmorex, "NAAD System Governance Council Update: Public Summary of the October 8, 2019 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 2.

²⁶⁷ Pelmorex, "NAAD System Governance Council Update: Public Summary of the June 16, 2020 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 2.

²⁶⁸ *Ibid.*

²⁶⁹ *Ibid.*

²⁷⁰ *The Weather Network/MétéoMédia – Licence renewal and renewal of mandatory distribution order*, [Broadcasting Decision CRTC 2018-342](#) (Ottawa, 31 August 2018), at paragraph 100.

²⁷¹ Colin Freeze, "[Canada's emergency alerts are being used more often, but their funding model is shrinking](#)" *The Globe and Mail* (29 August 2023; updated 30 August 2023):

Cable-television subscribers will continue to fund Canada's life-saving alerting system for at least three more years after the CRTC chose not to adjust an arrangement that government officials have suggested is unsustainable and which was criticized by the commission looking into the 2020 mass shooting in Nova Scotia. ...

²⁷² *Emergency alert services*, [Broadcasting Public Notice CRTC 2007-20](#) (Ottawa, 28 February 2007), at paragraph 49.

²⁷³ *Implementation of the National Public Alerting System by wireless service providers to protect Canadians*, [Telecom Regulatory Policy CRTC 2017-91](#) (Ottawa, 6 April 2017), at paragraph 63.

²⁷⁴ In 2023 Bell noted that "it is not always clear whether a wireless customer is not receiving service because they are within range of a tower that is off-line or because their wireless device has run out of power and the customer is not able to recharge it due to the electrical outage", because "there was no power to the wire centre serving the customer's premises; or the wire to the customer's premises was damaged in the storm." Assistant General Counsel, Bell, *Request for Information regarding major telecommunications service disruptions resulting from hurricane Fiona – Bell responses*, Letter to CRTC (Abridged), Reference 8000-C12-201909780, at paras. 4 and 26

²⁷⁵ Electricity Canada, [Build it: The state of the Canadian electricity industry 2023](#) (Ottawa, Ontario), at page 11.

²⁷⁶ David Phillips, Environment and natural resources, [Canada's top 10 weather stories of 2023](#) [date accessed: 16 January 2024].

²⁷⁷ Frédéric Tomesco, "[Quebec companies could face energy shortages for next 10 years: Fitzgibbon - Energy availability has emerged as a major issue as Quebec tightens approval criteria amid soaring industrial demand](#)" *The Gazette*, montrealgazette.com (15 March 2024), last updated 15 March 2024.

²⁷⁸ *Ibid.*

²⁷⁹ TELUS Communications Inc., *Response to Request for Information Hurricane Fiona*, at 1 of 13 (TELUS(CRTC)28Sept22-d)

²⁸⁰ *Ibid.*

²⁸¹ *Ibid.*

²⁸² Pelmorex, Re: Reference 8000-C12-202203868: Emergency Alerting during the Rogers Canada-wide service outage of July 2022, (Oakville, 31 August 2022), page 2, answer to Q IV.

²⁸³ Jean-François Mezei, Re: Rogers Communications Inc. – Wireless and Internet Outage – *Call for Inquiry and Public Notice*, [Reply](#) (Pointe Claire, 12 July 2022).

²⁸⁴ TELUS Communications Inc., *Response to Request for Information Hurricane Fiona*, at 1 of 13 (TELUS(CRTC)28Sept22-d)

²⁸⁵ TELUS Communications Inc., *Response to Request for Information Hurricane Fiona*, Appendix A, Communications to Customers and Public, at 1, 4 and 5 of 6 ([General Information - Service Outages: 8000-C12-201909780](#)).

²⁸⁶ Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, [Turning the Tide Together: Final Report of the Mass Casualty Commission, Volume 5, Policing](#), Volume 5 ("Public Warning Systems"), at 33.

²⁸⁷ Due primarily to the Cabinet direction that prohibited and prohibits the CRTC from licensing non-Canadian broadcasting services operating in whole or in part in Canada: *Direction to the CRTC (Ineligibility of Non-Canadians)*, (SOR/97-192) [P.C. 1997-486](#) (8 April 1997).

²⁸⁸ Ontario Association of Chiefs of Police, [RESOLUTION 2020-01: National Public Alerting System](#).

²⁸⁹ Office of the Provincial Security Advisor, Ministry of the Solicitor General, Ontario, [Investigation into the emergency alerts sent on January 12, 2020: Report](#), (Toronto, 20 October 2021; Updated: 19 January 2024 => note, however, that online news articles dated 27 February 2020 referred to the Report's findings), "Sequence of events that occurred in relation to the alert issue don January 12, 2020": a "Pelmorex employee advised non-intrusive alerts will not be distributed directly to the public by

television, radios or mobile devices [and] advised against sending a second alert and to allow alert distributors to handle messaging to the public.”

²⁹⁰ *Ibid.*

²⁹¹ Pelmorex, “NAAD System Governance Council Update: Public Summary of the June 16, 2020 Meeting”, alerts.pelmorex.com, “NAAD System Governance Council Update (summary for LAST-MILE DISTRIBUTOR)” <https://alerts.pelmorex.com/>, at 3.

²⁹² Death Review Panel, *Extreme Heat and Human Mortality: A Review of Heat-Related Deaths in B.C. in Summer 2021*, [Report to the Chief Coroner of British Columbia](#) (7 June 2022),

²⁹³ *Ibid.*, at 4.

²⁹⁴ *Ibid.*, at 5.

²⁹⁵ Federal/Provincial/Territorial, [Emergency Management Strategy for Canada: Toward a Resilient 2030](#), (Ottawa, 2019) at 2.

²⁹⁶ *Ibid.*, at p. 5.

²⁹⁷ The alerts issued in June 2021 are archived online: <https://alertsarchive.pelmorex.com/en.php>.

According to these data Environment Canada issued 464 actual (not test) alerts about extreme or severe heat that was likely to occur from 24 to 29 June 2021, including 164 in British Columbia. None was distributed by wireless or broadcast distributors (“Neither”) – see table that follows:

Archived Public Safety Messages , 24-29 June 2021, by province			
Severity:	Extreme or severe		
Status:	Actual (not test)		
Event:	heat		
Province Urgency (Immediate or future) Distributed BI,WI, both or neither Sender	Certainty:		Total
	Likely	Unknown	
BC	164		164
Future	164		164
Neither	164		164
Environment Canada	164		164
AB	60	1	61
Future	60		60
Neither	60		60
Environment Canada	60		60
Immediate		1	1
Neither		1	1
Environment Canada		1	1
SK	114		114
Future	114		114
Neither	114		114
Environment Canada	114		114
MB	20		20
Future	20		20
Neither	20		20
Environment Canada	20		20
QC	24		24
Future	24		24
Neither	24		24
Environnement Canada	24		24
NB	16		16
Future	16		16
Neither	16		16



Environment Canada	16		16
NWT	48		48
Future	48		48
Neither	48		48
Environment Canada	48		48
YK	18		18
Future	18		18
Neither	18		18
Environment Canada	18		18
Total	464	1	465

²⁹⁸ *Ibid.*, at 25.

²⁹⁹ The Public Safety messages issued from January to December 2023 are archived online:
<https://alertsarchive.pelmorex.com/en.php>.

<u>Archived Public Safety Messages: January to December 2023</u>				
Urgency: Expected or immediate				
Severity: Severe or extreme				
Certainty: Likely or observed				
Status: Actual				
How issued:	Broadcast and Wireless Immediate (BI and WI)	Wireless immediate but not Broadcast Immediate	Neither BI nor WI	Total
Event:				
911 Service	2			2
911 Service Inoperative	2			2
air quality	3		286	289
AMBER Alert	14		2	16
Biological Hazard	1			1
blizzard			6	6
Civil Emergency	39		8	47
CivilEmergency	2		1	3
Dam Overflow	6			6
Dangerous Animal		1		1
Drinking Water	2	2		4
extreme cold			159	159
Flash Flood	29	2		31
Forest Fire	17	1		18
heat			128	128
rainfall			9	9
Silver Alert	2	1		3
snowfall			5	5
squall			1039	1039
thunderstorm	29	46	1568	1643
tornado	175	572	118	865
Wildfire	184	32	135	351



winter storm			212	212
Total	507	657	3676	4840

³⁰⁰ Colin Freeze, "Canada's emergency alerts are being used more often, but their funding model is shrinking", *Globe and Mail* ([29 August 2023, updated 30 August 2023](#)).

The CRTC responded that given its new responsibilities under the upcoming Online Streaming Act, it probably would skip in-depth hearings and just renew cable television licences, including those that involve the national public-alerting system.

³⁰¹ *Ibid.*

³⁰² Pelmorex, *Re: Reference 8000-C12-202203868: Emergency Alerting during the Rogers Canada-wide service outage of July 2022*, (Oakville, 31 August 2022), page 2, answer to Q V:

Between 4:00 am and 11:59 pm EDT on

July 8 the NAAD System validated and processed 42 emergency alert messages that included either a Broadcast Immediately ("BI") or Wireless Immediately ("WI") flag, or both. All of the alerts were issued in Saskatchewan by either the Saskatchewan RCMP or by Environment and Climate Change Canada ("ECCC"). The issued alert messages included:

- One Civil Emergency (dangerous person) alert for Langham, Saskatchewan at 9:40 am EDT, issued by SK RCMP, and followed by one BI/WI update;
- Four Tornado alerts for areas northwest through to the east of North Battleford, Saskatchewan beginning at 6:05 pm EDT, issued by ECCC, and accompanied by a total of 38 update messages. Six of the updates were issued with both BI/WI flags and the remainder were issued as WI only.

³⁰³ Joint Federal/Provincial Commission into the April 2020 Nova Scotia Mass Casualty, *Turning the Tide Together: Final Report of the Mass Casualty Commission*, Volume 5: Policing, p. 19.

³⁰⁴ *Ibid.*, page 225.

³⁰⁵ *Ibid.*, Volume 4: Community, page 153.

³⁰⁶ *Ibid.*, page 194.

³⁰⁷ Testing of the Alert Ready system provides the opportunity to:

- Increase public awareness about the system and spark emergency preparedness conversations, so that Canadians can be ready and prepared in the event of an actual emergency.
- Validate the effectiveness and reliability of the system to ensure it operates as intended from end to end.
- Provides an opportunity for Emergency Management officials to practice sending alerts to the public [*sic*]

Pelmorex, [9 May 2023](#) news release.

³⁰⁸ Pelmorex, "NAAD System Governance Council Update: Public Summary of the October 25, 2023 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, pp. 2-3:

Some broadcasters with older Sage equipment firmware are not airing the entire emergency alert message on the radio and on television. Also, the same equipment is not downloading properly the Text-to-Speech (TTS) audio file that is generated by the NAAD System and included in the alert message.

As per technical notices sent by both Pelmorex and the CRTC respectively in August and September, Broadcasters who utilise a Sage ENDEC that has not been upgraded yet are requested to contact their vendor in order to upgrade their equipment. Updating to the latest version of the Sage firmware will ensure that broadcasters can start using the Broadcast Text parameter and properly download the TTS audio file of an emergency alert. This issue is not impacting broadcasters using alerting equipment provided by other vendors.

³⁰⁹ *Ibid.*, p. 3.

³¹⁰ Patricia D’Cunha, “[Alert Ready admits not everyone received emergency system test in Ontario](#)”, Toronto City News (15 May 2024 7:52 am, last updated 16 May 2024 7:51 am).

³¹¹ Melissa Ridgen, “[‘Highway out was on fire’: Calls for inquest grow into ‘slow’ N.W.T fire response](#)” globalnews.ca (5 February 2024, accessed 20 February 2024).

³¹² Liny Lamberink, “[‘Perfect storm’ credited for knocking out telecom infrastructure in the North: Kwanlin Dūn First Nation Chief wants more redundancies in northern telecom systems](#)”, CBC.ca (12 May 2024 3:29 PM EDT last updated 12 May 2024).

³¹³ Public Safety and Emergency Preparedness Canada, “[FEDERAL, PROVINCIAL, AND TERRITORIAL MINISTERS MET TO DISCUSS EMERGENCY MANAGEMENT](#)” News release (Ottawa, 21 February 2024).

³¹⁴ Public Safety Canada, [Emergency Management and Programs Branch Overview](#), “Branch Background” (accessed 24 March 2024).

³¹⁵ *Ibid.*

³¹⁶ CRTC, *Public Hearing Transcript* ([Gatineau, 1 May 2006](#)), at paragraph 1216 (Commissioner Pennefather).

³¹⁷ *Ibid.*

³¹⁸ Charity Intelligence Canada, [Wisdom Gained: Lessons from Slave Lake’s Recovery](#) (13 May 2016, accessed 18 February 2024):

... Pallets of items arrived in the town, truckloads of clothes, furniture and household items. Sorting and storing these goods was very labour intensive. This created an enormous burden on Slave Lake when energy was needed elsewhere. Around 75% of the goods that arrived could not be used. Slave Lake, already in a cash-flow crunch (municipal infrastructure like fire hydrants and side walks were not covered by insurance, disaster relief funding had not yet arrived), had to pay the unexpected additional disposal cost of getting rid of these donations.

Ironically, while Slave Lake was awash in donated stuff, its local charities suffered during the recovery. “Regular donations to the Salvation Army, food bank and the Friendship Centre were down drastically during this time as the focus was on those affected by the disaster.” The town’s volunteers were all in high demand (maybe sorting stuff?). This made it harder for Slave Lake’s most vulnerable to get help

³¹⁹ *Ibid.*

³²⁰ *Ibid.*

³²¹ In April 2021 “[a] widespread Rogers outage on Friday interrupted wireless, cable and internet services across the country. It also affected emergency services and payment systems, causing far-reaching disruptions to transportation, education, retail and more.” Michelle Da Silva and Mathilde Austin, “[The Rogers outage disrupted services across Canada. A list of what was affected](#)” *The Globe and Mail* (8 July 2022; updated 28 November 2022).

In 2023 the Commission published Call for comments – Development of a regulatory framework to improve network reliability and resiliency – Mandatory notification and reporting about major telecommunications service outages, [Telecom Notice of Consultation CRTC 2023-39](#) (Ottawa, 22 February 2023), “Summary”

³²² “[Voice Tracking Explained](#)”, radio.co (accessed 9 February 2024).

In 2006 CJWV-FM told the Commission it used “voice tracking” to ensure that its announcers met the required minimum level of Canadian musical selections: *CJWV-FM Winnipeg - Issuance of mandatory orders*, [Broadcasting Decision CRTC 2007-37](#) (Ottawa, 29 January 2007), at paragraph 33.

³²³ Wikipedia, “[Centralcasting](#)” (accessed 9 February 2024).

³²⁴ Part 1 application 2022-0986-6 (DM#4371207, 2 June 2023).

³²⁵ Sammy Hudes (Canadian Press), “Bell cutting 1,300 positions, closing or selling 9 radio stations”, financialpost.com ([14 June 2023](#)).

³²⁶ *Ibid.*

³²⁷ Bell Media, Part 1 Application to Amend Certain Conditions of Licence Applicable to Bell Media's English- and French-Language Television Stations, Application 2023-0380-9 (14 June 2023).

³²⁸ Sammy Hudes, "[Bell to cut 4.8K jobs, sell 45 radio stations in major shake-up](#)", Canadian Press (8 February 2024 8:34 am updated 8 February 2024 11:21 pm).

³²⁹ Standing Committee on Canadian Heritage/Patrimoine canadien, House of Commons, *Evidence*, [44th Parl., 1st Sess., No. 100](#) (23 November 2023).

³³⁰ Standing Committee on Canadian Heritage, *Evidence* (Unedited Copy) 30 January 2024), Barbara Williams, Executive Vice-President of CBC, (approx. 18:05)

My last point is that the emergency service piece of what we offer when there's a flood, a fire, or a huge storm, there's nothing like CBC to ensure that people are getting the accurate information they need in the moment. That's where something like radio still really is one of the most prominent services that we can offer to support Canadians in their times of need.

³³¹ *Revised Commercial Radio Policy*, [Broadcasting Regulatory Policy CRTC 2022-332](#) (Ottawa, 7 December 2022), paragraph 403.

³³² *Ibid.*, paragraph 411.

³³³ Hon. Dominic LeBlanc, Minister of Public Safety, Democratic Institutions and Intergovernmental Affairs and Hon. Harjit S. Sajjan, President of the King's Privy Council for Canada and Minister of Emergency Preparedness and Minister responsible for the Pacific Economic Development Agency of Canada, [Public Safety Canada's 2024 to 2025 Departmental Plan](#), Date modified: 2024-03-12 (accessed 14 March 2024).

³³⁴ *Ibid.*, "Advancing National Critical Communication Capabilities" (accessed 14 March 2024):

Canada's [National Public Alerting System](#) (NPAS) is a key emergency response capability that protects the lives of Canadians, supporting strengthened governance, coordination and integration across all hazards. In 2024 to 2025, the Department will collaborate with PTs to strengthen the overall use, sustainability, continuity of service and governance of the NPAS.

The GOC will also continue to develop federal capability to notify Canadians of emergencies through the NPAS, with priority on testing of the Missile Warning Protocol, and leverage the FPT Senior Officials Responsible for Emergency Management table to develop solutions. This initiative helps Canadians respond to and mitigate the impacts of dangers through timely notifications to the public

³³⁵ Public Safety Canada, *Departmental Plans*:

2018-19	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2018-19/index-en.aspx	p. 27
2019-20	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2019-20/dprtmntl-pln-2019-20-en.pdf	p. 25
2020-21	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2021-22/dprtmntl-pln-2021-22-en.pdf	p. 54
2021-22	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2021-22/dprtmntl-pln-2021-22-en.pdf	p. 44
2022-23	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2022-23/dprtmntl-pln-2022-23-en.pdf	p. 53
2023-24	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2023-24/dprtmntl-pln-2023-24-en.pdf	p. 67
2024-25	https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/dprtmntl-pln-2024-25/index-en.aspx	Table 6

³³⁶ Public Safety Canada, "[Government of Canada launches targeted engagement on advancing a civilian response capacity in Canada](#)", News release (Ottawa, 1 February 2024).

³³⁷ *Ibid.*

³³⁸ Denise Paglinawan and Shantaé Campbell, “‘A time of crisis’: Here’s what you need to know about the Bell Canada layoffs - BCE will be cutting its workforce by 9%, which is approximately 4,800 positions” *Financial Post* ([8 February 2024, last updated 9 February 2024](#)).

³³⁹ Andy Takagi, “CTV cancelling most noon and weekend newscasts as Bell cuts 4,800 jobs. Here's what shows are coming to an end”, *Toronto Star* ([8 February 2024](#)):

[Bell's CEO Mirko] Bibic told staff the company estimated the cuts could save BCE up to \$250 million a year. He also said that the company's news operations are losing roughly \$40 million a year and ad revenues had fallen by \$140 million in 2023, compared with a year earlier. Bell's cuts also follow CBC and Radio-Canada's move to layoff 600 workers and end some of its programming in December to help meet a \$125-million budget shortfall.

...

- Weekday noon broadcasts will end at all CTV stations except in Toronto
- CTV's weekend 6 p.m. to 11 p.m. newscasts are ending for all stations except in Toronto, Montreal and Ottawa
- CTV's evening programs — The Debate, This Hour and Top 3 Tonight — are all being shut down and being replaced by a weekday nightly news broadcast
- BNN Bloomberg's weekday daytime programming is also being "streamlined," to "reduce the number of separate broadcasts"

....

³⁴⁰ “Consultation sur l'accès aux marchés locaux et la concurrence”.

³⁴¹ “Consultation sur la protection des consommateurs canadiens”.

³⁴² Federal/Provincial/Territorial Alerting Working Group of Senior Officials Responsible for Emergency Management, *National Public Alerting System: Common Look and Feel Guidance*, version 2.0 (29 March 2018), at 4:

...

The CLF guidance provided applies to all media (broadcast, wireless, etc.) unless specifically noted. Guidance for media not yet supported, such as social media and other new and emerging distribution mediums, is not included in this version, but can be expected to be included in future versions.

....

³⁴³ Public Safety Canada, *Consultations*, (accessed 24 March 2024):

- Targeted engagement on advancing a pan-Canadian civilian response capacity (Open)
- Invitation to participate in a flood awareness consultative engagement (Open)
- Consulting with Canadians on Countering Foreign Interference (Closed)
- Engagement to review Public Safety's Evaluation Process (Closed)
- Consultation on a foreign influence transparency registry (Closed)
- Targeted Engagement in support of the Implementation Plan for the Federal Framework to Reduce Recidivism (Closed)
- Share your thoughts: proposed pricing model for the assault-style firearms buyback program (Closed)
- Consulting on Canada's Approach to Cyber Security (Closed)
- Targeted Stakeholder Engagement on the Automated Sequestering of Criminal Records (Closed)
- Let's Talk Critical Infrastructure (Closed)
- Targeted Engagement on National Risk Profile (Open)
- Co-Development of First Nations Police Services Legislation (Closed)
- Consultation - Economic-based threats to national security (Closed)
- Proposed Amendments to the Secure Air Travel Regulations (Closed)
- Targeted Stakeholder Engagement on potential Implementation Models for a Public Safety Broadband Network in Canada (Closed)

- Potential amendments to the Corrections and Conditional Release Regulations to support the proposed amendments in Bill C-83 (Closed)
- Strengthening Canada's Counter-Proliferation Framework (Closed)
- Reducing violent crime: A dialogue on handguns and assault weapons (Closed)
- Engagement on the Way Forward to End Human Trafficking in Canada (Closed)
- Online Consultation on Countering Radicalization to Violence (Closed)
- Countering Online Child Sexual Exploitation: Sharing Knowledge, Enhancing Safety (Closed)
- Online Consultation on the Review of Record Suspensions (Closed)
- Engagement on Indigenous Policing (Closed)
- Consultation on National Security (Closed) [and]
- Consultation on Cyber Security (Closed)

³⁴⁴ Commissioner Timothy Denton, Inquiry Officer, [A Report on Matters Related to Emergency 9-1-1](#), (Ottawa, 5 July 2013)

³⁴⁵ In *La Presse inc. v. Quebec*, [2023 SCC 22](#) (CanLII), a case involving an automatic publication ban both before and after empanelling a jury, the Court held as follows at para. 7: There is no irreconcilable conflict between the open court principle and trial fairness. They both serve to instill public confidence in the justice system. The public can understand the work of the courts, and thus come to trust the judicial process and its outcomes, only if informed of “*what a judge decides*” and “*why the particular decision is made*” (*Toronto Star Newspapers Ltd. v. Canada*, 2010 SCC 21, [2010] 1 S.C.R. 721, at para. 65 (emphasis [italics] in the original)).

³⁴⁶ Civil Defence Museum, *Canadian National Attack Warning Siren System*, <https://civildefencemuseum.ca/canadian-national-attack-warning-siren-system> (accessed 4 February 2024); s.a. “The Canadian Federal Warning and Reporting (CFWRS) System”, <https://davescoldwarcanada.com/home/civil-defence/the-canadian-federal-warning-and-reporting-cfwrs-system/> (accessed 4 February 2024).

³⁴⁷ Stephen Harris, “Civil Defence” <https://www.thecanadianencyclopedia.ca/en/article/civil-defence> (6 February 2006, last edited 4 March 2015).

³⁴⁸ *Licence renewal for MétéoMédia/The Weather Network*, [Decision CRTC 94-664](#) (Ottawa, 18 August 1994).

³⁴⁹ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, [Broadcasting Regulatory Policy CRTC 2014-444](#) (Ottawa, 29 August 2014), paragraph 66.

³⁵⁰ *Licence renewal for MétéoMédia/The Weather Network*, [Decision CRTC 94-664](#) (Ottawa, 18 August 1994).

³⁵¹ Public Safety Canada, “[Canadian Emergency Management College History](#)”, (15 December 2015) [accessed 15 November 2023].

³⁵² *Ibid.*

³⁵³ Stephen Harris, “Civil Defence” <https://www.thecanadianencyclopedia.ca/en/article/civil-defence> (6 February 2006, last edited 4 March 2015).

³⁵⁴ Industry Canada, [Canadian Profile of the Common Alerting Protocol \(CAP-CP\) Introduction and Rule Set Beta 0.3](#), “Canada’s needs” (Ottawa, 2009).

³⁵⁵ Pelmorex Corp., “Our story: Timeline” <https://www.pelmorex.com/en/our-story/> [date accessed: 10 November 2023].

³⁵⁶ Lionel Eshlemann (TELUS Geomatics), Ron Martin (City of Vancouver) and Dorit Mason (City of Coquitlam), *Public Alerting In Canada: A British Columbia Perspective on Emergency Notification*, PowerPoint presentation, Slide 6.

³⁵⁷ Pelmorex Corp., “Our story: Timeline” <https://www.pelmorex.com/en/our-story/> [date accessed: 10 November 2023].

³⁵⁸ Parliament of Canada, "Public Safety and Emergency Preparedness (2005-04-04 -)", Parlinfo [accessed 15 November 2023].

³⁵⁹ See *Call for applications to provide an all channel alert (ACA) service*, Broadcasting Public Notice CRTC [2005-38](#), (Ottawa, 22 April 2005).

³⁶⁰ Public Safety Canada, "[Canadian Emergency Management College History](#)", (15 December 2015) [accessed 15 November 2023].

³⁶¹ Canadian Interoperability Technology Interest Group (CITIG), *CITIG: A Partnership that Works, About CITIG* (accessed 24 January 2024):

Background

When first responders can't communicate during an emergency or major event, lives can be in jeopardy. In 2007, the Canadian Interoperability Technology Interest Group (CITIG) was created to improve Canadian public safety communications interoperability. At the time, CITIG was a responder-driven, federally-funded activity, led by Canadian Police Research Centre (CPRC) that brought together responders, academia, industry and government stakeholders who shared a common interest in enhancing Canada's communications interoperability and are dedicated to improving the safety and security of first responders, and the people and critical infrastructure of Canada.

That tradition continues, and as of 2012, CITIG is now managed in partnership by the Canadian Association of Chiefs of Police (CACP), the Canadian Association of Fire Chiefs (CAFC) and Paramedic Chiefs of Canada (PCC).

Today, CITIG is made up of more than 1,900 volunteers from the responder community, all orders of government, non-governmental organizations, associations, academia and industry.

³⁶² *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, Broadcasting Regulatory Policy CRTC 2014-444 (Ottawa, 29 August 2014, at paragraph 5; National direct-to-home broadcasting distribution undertaking - Extension of deadline for the distribution of emergency alert messages, [Broadcasting Decision CRTC 2015-120](#) (Ottawa, 31 March 2015)

³⁶³ *Amendments to various regulations, the standard conditions of licence for video-on-demand undertakings and certain exemption orders - Provisions requiring the mandatory distribution of emergency alert messages policy*, Broadcasting Regulatory Policy CRTC 2014-444 (Ottawa, 29 August 2014, at paragraph 34, citing Broadcasting Decision CRTC 2011-438.

³⁶⁴ *Ibid.*, paragraph 25.

³⁶⁵ Public Safety Canada, [Emergency Management Strategy \(EMS\) for Canada, Ministerial briefing materials](#) (Date modified: 2020-03-18).

³⁶⁶ Pelmorex, "NAAD System Governance Council Update: Public Summary of the April 25, 2023 Meeting", alerts.pelmorex.com, <https://alerts.pelmorex.com/>, at 3.

³⁶⁷ [By letter dated 17 November 2023 the Secretary General](#) advised that this proceeding will include publication and consideration of the Part 1 application filed on 26 October 2023 by CIPPIC, Consumers Council of Canada FRPC, option consommateurs, the Public Interest Advocacy Centre, the Public Interest Law Centre and union des consommateurs, asking the CRTC to enact regulations to provide financial support to the Broadcasting Participation Fund (BPF), Inc./Le fonds de participation à la radiodiffusion (FPR).