

Canadian Association for Public Alerting and Notification

# Business Plan–Final Draft

[www.CAPAN.ca](http://www.CAPAN.ca)

With financial support from:



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## Introduction

This is the Business Plan for the Canadian Association for Public Alerting and Notification (CAPAN). It follows a strategic analysis and planning project.

This Business Plan is the product of public and private stakeholders, with local to national scopes of interest, from many parts of Canada. Team members include emergency management and communications officials from local, provincial, federal, aboriginal and campus governments, broadcast, internet and telecommunications companies, and academia.

The project to write this document was managed by Doug Allport, Allport Group Inc., and lead by Ernest MacGillivray, Director of the New Brunswick Emergency Measures Organization.

The project received financial support from GeoConnections ([www.GeoConnections.org](http://www.GeoConnections.org)), a national program initiative led by Natural Resources Canada. Philip Dawe was the GeoConnections liaison to the project.

The project was undertaken during the period February 2008 to March 2008.

This document has the following purposes:

1. Identify the resources and tasks required to achieve CAPAN's mission
2. Identify the costs of achieving the mission
3. Provide sufficient guidance to an interim Board, and their legal council, to create the association's initial bylaws
4. Provide direction for achieving the mission

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## Executive Summary

CAPAN's vision is that every Canadian will have the opportunity to be alerted to alerts/notices for their current location, and other locations of interest to them, through all common communications mediums. Further, our vision includes every Canadian having quick and easy access to all alerts/notices, and related information, for any Canadian location, or hazardous event. This will satisfy the needs of the public, as well as public safety officials who have situational awareness, mitigation and recovery communications responsibilities.

Our goal is to make it possible for public alerts/notices to flow through all communications mediums automatically. These mediums include email, text messaging (SMS), headline feeds (RSS), GeoRSS, web portals, desktop alerting applications, 511 information lines, automated telephone calls, indoor alerting devices, radio data systems (RDS), specialty television and radio channels, television crawlers, broadcast interrupt, sirens, public address systems, roadside signs, etc.

Recognizing that this vision and goal can only be achieved with the support of public and private stakeholders, we have given due consideration to all direct stakeholders needs, and the challenges currently precluding such an outcome.

Our plan includes the formation of the Canadian Association for Public Alerting and Notification (CAPAN). This new association will provide the public alerting and notification "industry" the leadership and oversight it needs to advance, and fulfill the key role of industry clearing house.

The term "industry" is one which has many meanings to the stakeholders involved in public alerting and notification. We have introduced the term to this group of stakeholders, recognizing that the advancement of public alerting and notification includes a very diverse group of public and private stakeholders, serving in roles of suppliers, distributors, and service providers. Together we form an industry, and together we must work to meet the needs of all Canadians.

To ensure that CAPAN meets the needs of all direct industry stakeholders, near term and long term, CAPAN is adopting the leadership and oversight model of many successful industries. It will be managed by an elected Board of Directors, with dedicated seats for key stakeholder groups. E.g.. Federal/provincial/territorial alert originators, local alert originators, distributors, suppliers. With this model, public and private stakeholders, with local to national scopes of interest, can be assured their needs are addressed at every step.

The Board of Directors will be supported by specialized committees. They will oversee Board Development and Nomination, Legal and Policy, Communications, Technical, and other key areas in need of focus, including CAPAN's Business Continuity Plan. One very important role to be fulfilled by our committees is the management of the industry's communication protocol; the Common Alerting Protocol (CAP) Canadian Profile (CAPCP).

As a non-profit corporation, which will only serve members directly, we have limited revenue opportunities. Membership dues will have to cover the costs of operations ongoing, and this will require a compelling value proposition.

## Background

People are coming to expect easy access to the information they want, when they want, from where ever they may be, using the communications tools they have at their service. This new paradigm is a combined outcome of the “Communications Age” and “Information Age”.

With breaking news, sports scores, stock price changes, celebrity watches, library book arrivals, etc. now available/distributed automatically and conveniently as they occur, it is only reasonable for people to expect the same for public alerts/notices.

To meet the growing demand for public alerts, notices and related information, the current trend is for government departments, utilities, schools, etc. to offer individuals the opportunity to subscribe to single purpose alerting/notification systems. This is a trend without a positive outcome, as it is impractical to expect every person to identify and subscribe to each alert/notice originators system. It is, however, practical for people to subscribe to alerts by location.

A key industry challenge is to distribute alerts/notices by location, using automated tools. Fortunately, broadcasters, telecommunications companies, news agencies, internet service providers, and government agencies are demonstrating their interest in fulfilling this role, with little to no cost to the alert/notice originators, or recipients. Why? In their race to build and maintain market share, and increase advertising exposures, they’ve discovered there is value in meeting the demand for content of interest, when, where, and how people want it. They also recognize that the perceived value of such services is far higher than the nominal costs of service delivery.

Before this will happen with public/alerts notices, however, there is one very significant industry challenge to overcome. The current cost to acquire public alerts/notices is far too expensive. Just as we’ve previously identified that it is impractical for each Canadian to interface with each of the thousands of alert/notice originators, these distributors cannot afford to do so either. We must move from telephone calls, emails, faxes, and website monitoring, to electronic capture and distribution of public alerts and notices.

Looking at many successful industries, we can find industry managed leagues (sports), markets (stocks), and clearing houses (news), collecting, authenticating, validating, and packaging their industry’s news and information to the satisfaction of broadcasters, news agencies, government agencies, etc. We can also find standards for sharing information, and all direct stakeholders having a say in the affairs of their industry.

With this as the background, a diverse group of public and private stakeholders, with local to national scopes of interest, came together to look at the challenge. We began by defining that which we want for the direct stakeholders. We then analysed our current situation, and how it came to be. To close the gap between the two, we concluded that:

1. We must move thousands of public alert/notice originating agencies to embrace the use of the Common Alerting Protocol (CAP) Canadian Profile (CAPCP). This will allow for the automated aggregation, authentication, validation, translation and distribution of public alerts/notices, by location, event type, urgency, severity, certainty, issuer, etc.
2. We need an industry clearing house to collect, authenticate, validate and translate (specific elements) all official public alerts/notices, and make them available to public safety officials, broadcasters, telecommunications companies, news agencies, internet service providers, etc. in a common format(s).
3. We need the industry leadership and oversight found in many successful industries; a non profit industry association, governed by an elected Board of Directors, representative of the industries direct stakeholders.
4. To win the support of thousands of originators, we must deliver a compelling value proposition to them.

Our strategic plan includes the creation of the Canadian Association for Public Alerting and Notification (CAPAN). This new association will serve in both an industry leadership/oversight role, and as the industry's clearing house. Membership will offer direct services, cost savings, and a direct say in how this industry moves forward.

Our strategic plan documents these objectives and conclusions.

## Project Team

The public alerting originators participating in this project are:

- Provincial
  - Ernie MacGillivray, New Brunswick Emergency Measures
  - April Diver, Alberta Emergency Management Agency
  - Colin Lloyd, Alberta Emergency Management Agency
  - Chris Pittens, Emergency Management Ontario
  - Bonnie Buckingham-Landry, Communications New Brunswick
  - Jason Humphrey, New Brunswick Department of Education
- Municipal
  - Alain Normand, City of Brampton, Ontario Emergency Managers Association
  - Cal Gardner, City of Sarnia Police Services
  - Brian Kayes, City of Brandon
  - Paul Grenier, City of Welland, Ontario Small Urban Municipalities
  - Yvonne Huntington, City of Saint John
- Aboriginal
  - Jim Maness, Aamjiwnaang First Nation
- Federal
  - Norm Paulsen, Environment Canada
- AMBER Alerts
  - Todd Chadwick, Miramichi Police Force
- University Campus
  - Philip Stack, University of Alberta

The public alerting distributors and service providers on this project are:

- Paul Temple, Pelmorex, The Weather Network
- David Parry, Telus Geomatics
- George Butters, InfoRadioCanada.com, JustFred.ca, Smartypants.com
- Originators who also distribute others content, including AB EPWS, Environment Canada Weather Radio, and City of Sarnia.

Advisors from the academic community include:

- David Townsend, University of New Brunswick Law
- Gordon Gow, University of Alberta Communications and Technology
- Dr. Darka Mioc, University of New Brunswick Geomatics
- Dr. Ali Ghorbani, University of New Brunswick Computer Science

Our GeoConnections liaison is Philip Dawe.

This project is managed by Doug Allport, Allport Group Inc., with oversight provided by Ernie MacGillivray, New Brunswick Emergency Measures.

## GeoConnections

This project has the financial support of GeoConnections ([www.GeoConnections.org](http://www.GeoConnections.org)), a national program initiative led by Natural Resources Canada.

*“GeoConnections and its program participants are working to enhance the Canadian Geospatial Data Infrastructure, an on-line resource that enables decision-makers to access, combine, and apply geographic information to gain new insights into social, environmental, and economic issues.”*

*“GeoConnections helps decision-makers use online location-based (or “geospatial”) information, such as maps and satellite images, to tackle some of Canada's most pressing challenges.”*

*“GeoConnections aims to improve “Canadians' quality of life by enhancing decision making, by helping make location-based data and technologies accessible and useful to decision-makers in public health, public safety and security, the environment and sustainable development, and Aboriginal matters, GeoConnections is contributing in numerous ways to a better quality of life for Canadians.”*

CAPAN aims to be a leading provider of time sensitive geo-referenced content to the CGDI. Public alerts and notices collected, authenticated, validated, translated and made available by CAPAN, will serve many purposes, and all Canadians. CAPAN’s services will be of significant value to public safety officials involved in situational awareness, mitigation, and recovery operations.

## Products and Services

The products and service offerings of CAPAN are categorized to the roles CAPAN will fulfill. They are as follows:

1. Industry leadership
2. Industry oversight
3. Clearing house functions
4. Other

## Industry Leadership Offerings

The products and services CAPAN will offer to fulfill its industry leadership role include:

1. Industry forums for the discussion and resolution of key industry issues, including:
  - a. Communications standards
  - b. Industry accepted practices
  - c. Defining the key issues of the industry to the benefit of our indirect stakeholders, such as the Parliament of Canada, and the Canadian Radio-Television and Telecommunications Commission (CRTC)
2. Industry education initiatives, including:
  - a. Conference presentations
  - b. Presence in industry tradeshows
  - c. Participation in other industry related forums
  - d. Statistical analysis of alerts/notices originated in Canada
  - e. Industry intelligence gathering and sharing (of a non-confidential nature)
  - f. White papers and other research documents pertaining to specific topics addressed by committees

## Industry Oversight Offerings

CAPAN's industry oversight offerings are to include:

1. Manage the Common Alerting Protocol (CAP) Canadian Profile (CAPCP), including:
  - a. Defining change management practices
  - b. Hosting meetings related to change management
  - c. Developing and maintaining translation tables for:
    - i. Event names
    - ii. Category names
    - iii. Location names (SGC: CSD, CD, Province, Territory)
    - iv. The standard terminology associated with CAP ratings for Urgency, Severity, Certainty, Message Type, Status, Scope, Category, and Response Type
  - d. Promotion and representation of the interests of CAPAN members to standards bodies, and other key stakeholders
2. Maintain a registry of CAPAN member originator rights profiles, which member alerts may be validated to. This is essential to the clearing house role. These profiles will include originator agency rights specific to:
  - a. Events
  - b. Locations
  - c. Ratings of Urgency, Severity, and Certainty
  - d. Response Type
  - e. Mutual aid arrangements
3. Maintain a registry of member originator security provisions, essential to the clearing house role.
4. Provide forums for the discussion of industry issues raised by the CAPAN membership.

## Clearing House Offerings

CAPAN's clearing house offerings include:

1. Automated collection of all official public alerts/notices that CAPAN can capture electronically, formatted in CAP, or able to be converted into CAP:
  - a. Directly from such sources as Environment Canada, by interfacing with their alert distribution tools
  - b. Directly from members
    - i. Using email
      1. XML forms
      2. Formatted text
    - ii. Through a web portal (TBD)
  - c. Indirectly from members and non-members, through Board recognized collection services. Ex. Provincial systems, EMnet
  - d. All other recognized sources, domestic and foreign
2. Provide members with automated access to all public alerts/notices collected in CAP.
3. Automated authentication of alerts/notices by member originators, using CAPAN managed security provisions.
  - a. Authentication is defined as matching an alert/notice with a member.
  - b. The use of one time use passwords (two factor authentication) is expected to be used, as it supports creating and forwarding of alerts through people and systems, without giving up reusable/confidential passwords.
4. Provide members with automated access to all public alerts/notices collected in CAP, which have passed CAPAN's authentication process.
5. Automated validation of alerts/notices by member originators, using CAPAN managed originating member rights profiles.

- a. Validation involves ensuring that the event name, location code, and other factors of an authenticated alert/notice, are within the issuing rights registered for the member originator.
6. Provide members with automated access to all public alerts/notices collected, which have passed CAPAN's authentication and validation processes, in CAPCP.
7. Provide members with access to all alert/notices, which have passed CAPAN's authentication and validation, in at least both official languages.
  - a. CAPAN will, as required, translate only the CAPCP alert data/metadata for which it maintains translation tables
  - b. CAPAN may also provide alerts/notices in specific formats. Ex. SMS, RSS headline
  - c. CAPAN may assign a GeoRSS center point for SGC's referenced to alerts which do not currently have them. (further discussion required)
8. Provide members with access to all alerts/notices collected which meet very specific criteria. Ex. Canalert level: Tornado alerts with an urgency greater than \_\_\_\_\_, severity greater than \_\_\_\_\_, and certainty greater than \_\_\_\_\_.

## Other Member Offerings

1. Automated website update application. As noted in the Strategic Plan, many originators are without the means to update their own website in a timely manner. This challenge, we believe, can be overcome with a Really Simple Syndication (RSS) type application, which sources its content exclusively from a CAPAN RSS type feed. This we believe can be done to the satisfaction of government communications and information technology departments.
2. An application which may be used to evaluate the compatibility of issuing tools created or procured by members.

## Member Value

The value proposition CAPAN offers its members includes:

### Originators:

1. The opportunity to issue an alert/notice once, and have it available to all who have a need/want to receive/access it.
2. The opportunity to cancel an alert/notice once, and have the cancellation available to all who have a need/want to receive/access it.
3. Faster delivery of their alerts/notices to the public they serve, through automation.
4. A positive paradigm shift of expectations of key stakeholders. Today, there is an expectation of the originator to find and tell all that need to know. This can be a significant challenge, given that many, if not most alerts are issued at times of peak demand, and limited resources to support such a duty. CAPAN's efforts will lead to the expectation that all with a need to know will have a duty to be alertable, and to monitor a source(s) for the information they need, or have a duty to know about. This approach is far more efficient, as the issuer need not build and maintain databases, or take the time to try to reach each agency, individual, etc. every time they issue a public communication to all.
5. Reduced demand for them to distribute information directly, perhaps eliminating the demand to continue doing so, for those that are.
6. Cost savings related to the previous points.
7. Cost savings for those now issuing alerts as press releases through news distribution organizations.
8. Service levels to their constituents well beyond that which they currently offer, and could possibly afford to offer themselves.
9. Services which will help address internal communications challenges. Ex. Use the associations managed rights process to limit what a department, or individual, may issue public alerts/notices for.
10. Services, which will help address external communications challenges. Ex. Application which will automate the posting of their alerts/notices to their own website.

11. A positive paradigm shift of public expectations. For most governments, we can expect they will come to be seen as a source of alerts/notices, and not a primary distributor of them.
12. Simple procedures for leveraging alert/notice mutual aid from other agencies. Ex. CAPAN will provide a registry of such agreements, and validate alerts to the agreements.
13. Automated situational awareness capabilities, well beyond what is possible today, and at little to no cost. Ex. The Google map application used with the San Diego wild fires, and The Weather Network road information service.
14. A direct voice in their industry's affairs. Today, as an example, municipal government does not have a direct say in national efforts lead by the federal government.
15. Education, training and learning opportunities

### **Distributors / Service Providers**

1. An inexpensive automated supply of authenticated/validated content of interest to their clients.
2. A clearly defined industry path, with key roles defined. This will eliminate much of the uncertainty that has stood in the way of industry innovation, investment, and return on investment.
3. An appreciation, and very positive positioning, of what their services have to offer the community of users.
4. A direct voice in industry's affairs.

### **Emergency Officials (Consumers)**

1. Inexpensive, easy access to all alerts/notices of interest to them. This will improve situational awareness, in support of mitigation, response and recovery efforts.

## Organization

### Organization Type

CAPAN is to be registered as a national non profit corporation.

It is a fee for membership organization, which will provide direct services exclusively to its members.

### Organization Structure

#### Members

Membership is to be with organizations. The member organization will identify a person to represent them, and may change the delegate fulfilling this role at their discretion.

There will be voting, and non-voting memberships. Voting membership will be open to recognized “originators”, “distributors” and “service providers” of “official public alerts and notices”. Non-voting memberships will be open to indirect stakeholders, at the Boards discretion.

A member organization may be one, two, or all of the above. Those belonging to more than one of the preceding groups will have a primary designation for the purpose of voting.

Member delegates will elect a Board of Directors (Board), and vote on Constitutional and Bylaw changes.

Member delegates may participate in any general membership committees.

We define “originators”, “distributors” and “service providers” as follows:

## *Originators*

1. Federal government departments.
2. Provincial and territorial governments and their departments.
3. Regional governments, as identified by Statistics Canada as a Census Division (CD), and departments of them. Statistics Canada has identified 288 CDs.
4. Local and aboriginal governments, as identified by Statistics Canada as a Census Sub-Division (CSD), and departments of them. Statistics Canada has identified 5,418 CSDs.
5. Crown corporations, approved by the Board, and departments of them having the approval of their senior management.
6. Universities, colleges, elementary and secondary school schools and school boards.
7. Regional health authorities.
8. National public service institutions, approved by the Board, and departments of them having the approval of their senior management. Ex. Canadian Blood Services, Red Cross, Salvation Army.
9. Non-government owned utilities, recognized by the Bylaws, or with the approval of the Board, including electrical and heating fuel distributors, telecommunications companies, cable and satellite broadcast distribution units.
10. Private transportation service providers, recognized by the Bylaws, and approved by the transportation department having oversight of them. These will include ferry operators, highway operators, and perhaps highway maintenance service providers.
11. Others, with the approval of the Board.

Originators are sub-classified for the purpose of member voting. These classifications are as follows:

1. Federal, Provincial and Territorial governments.
2. Census Division and Sub-Division, which includes Aboriginal, regional, county, city, town, township, etc. jurisdictions.
3. Others, including utilities and schools.

## ***Distributors***

Distributors are defined as entities which link originators and service providers with one another. They include:

1. Telecommunications companies, regulated and not regulated by the Canadian Radio-Television and Telecommunications Commission (CRTC).
2. Broadcast Distribution Units regulated by the CRTC, including cable companies and satellite service providers.
3. Internet Service Providers
4. News clearing houses
5. Government departments operating communications networks. Ex. RCMP
6. Others, yet to be defined

## ***Service Providers***

Service Providers are defined as entities which deliver, or make available, “official public alerts and notices” directly to the Canadian public, and public safety officials. They may include:

1. Telecommunications companies regulated, and not regulated, by the CRTC
2. Broadcasters
3. Internet service providers, search engines, portals, other services
4. News agencies
5. Government departments. Ex. Public Safety Canada Safe Canada
6. Private owners of sirens. Ex. A chemical company which will allow their sirens to be used for tornado alerts.
7. Others, yet to be identified

## ***Non-voting Members***

As stated previously, CAPAN membership will be open to Board approved non-voting organizations, and perhaps individuals. Ex. Retired Board member.

The list of such members is expected to be kept to a minimum, and especially until CAPAN is operational. The Board can be expected to approve funding organizations, academic advisors such as those participating in this project, and key stakeholders such as the RCMP National Amber Alert Coordination Office. Special interest groups may be accommodated at a later date.

Membership renewal for non-members will be subject to regular review and approval of the Board.

Non-voting members may participate in committees, but not chair them, or vote on resolutions.

## Board of Directors

CAPAN is to be governed by an elected Board of Directors. Until such time as it may elect one, an interim Board is to be named. This interim Board may add to itself as it chooses, perhaps to ensure all key stakeholder groups are represented.

The Board will have authority to amend and enforce policy, along with other decision making powers.

The Board will choose its Chair person.

The ratio of member classifications serving on the Board is to be weighted in favour of originators over distributors, and originators from smaller governments over larger ones. Each membership classification has a minimum of two seats, with staggered two year terms. This, we hope, will engage each of our members in the matters of the association, at least once per year.

The classifications, and number of representatives from each classification, are as follows:

1. Originator, Federal/Provincial/Territorial (4 positions)
2. Originator, Census Division and Census Sub-Division (7 positions)
3. Originator, Other (2 positions)
4. Distributor (4 positions)
5. Service Provider (4 positions)

An odd number was chosen to ensure the Chair has the deciding vote where there is a tie.

There will no limit to the number of terms a member may serve on the Board, or an Executive role.

## *Nominations and Voting*

Any voting member organization may put forth a candidate to run for a seat on the Board. They may do so for as a representative of their primary classification only. E.g. Originator, Service Provider.

Pending legal review, the association may choose to use slate voting, and perhaps only for the first elections. This process would include a Board Development / Nomination Committee, which is charged with recruiting and putting forth a proposed slate of candidates to fill all vacant Board positions.

With such a system, members might choose from the following:

1. Accept the entire slate proposed by the Board Development/Nomination Committee.
2. Reject the slate proposed by the Board Development/Nomination Committee.
  - a. If #2, they may be asked if they accept the slate proposed by the Board Development/Nomination Committee, except for the representatives of the classification of voter to which they belong.

Three possible outcomes of slate voting include:

1. The entire slate is accepted.
2. The slate is rejected.
3. All but the representative(s) of two or fewer classifications of voters are accepted.

If the outcome is #2, a second round of voting could take place by that/those classification(s) only. If the outcome is #3, a second round of voting could take place by all members, with each member voting for their classification representative only.

Vacant seats may be filled by the Board until the next election, by a member from the same classification. When a position becomes vacant, the Board will be expected to request a recommendation of the Board Development/Nomination Committee on the filling of vacant positions. Their recommendation may include leaving the position vacant until the next election, or filling it on an interim basis with a committee recommended person.

The guidance offered for the inaugural elected Board is suggested to be:

1. Originator, Federal/Provincial/Territorial
  - a. One is expected to be a Provincial Emergency Manager
  - b. One is expected to be from Environment Canada
  - c. One is expected to be from the Communications department of a Province or Territory
2. Originator, Census Division and Census Sub-Division
  - a. One is expected to come from an Aboriginal community
  - b. One is expected to come from community speaking each official language
  - c. One is expected to come from a Census Division (ex. region, county)
  - d. One is expected to come from a Census Sub-Division with a population exceeding 250,000 (ex. major city)
  - e. One is expected to come from a Census Sub-Division with a predominantly rural population of less than 20,000 (ex. Town, township)
3. Originator, Other
  - a. One is expected to come from an education campus
4. Distributor
  - a. One is expected to come from a member of the Canadian Association of Broadcasters
  - b. One is expected to come from a regulated telecommunications company, and preferably one which serves both wired and wireless customers
  - c. One is expected to be an internet service provider
5. Service Provider
  - a. One is expected to be a member of the Canadian Association of Broadcasters
  - b. One is expected to come from a regulated telecommunications company

## Executive Council

The Board of Directors will elect an Executive Council of five members, from the members serving on the Board of Directors.

The Executive Council will have the authority to make decisions pertaining to the daily operations of the organization, including proposed changes to membership fees and service charges; which will be subject to Board approval.

As most of the prospective members are not expected to be eligible for an honorarium, there will be none.

Executive Council members will be expected to meet twice annually, at the expense of the association. A comfortable location is expected to be chosen.

The Executive Council positions are as follows:

1. Chairman of the Board
  - a. Chairs Board meetings
  - b. Holds the deciding vote of the Executive, and the Board
  - c. Chairs the Business Continuity Planning Committee
2. Secretary
  - a. Chairs the Communications / Marketing Committee
3. Treasurer
  - a. Chairs the Board Development / Nominations Committee
  - b. Chairs the Board meeting in the absence of the Chair
  - c. Oversees the election process
  - d. Makes recommendations to the Executive Council regarding changes to membership dues or fees
4. Legal Advisor
  - a. Chairs the Policy / Legal Committee

## 5. Technical Advisor

### a. Chairs the Technical Committee

We note that the Legal Advisor need not be a lawyer, the Technical Advisor need not be an engineer, and the Treasurer need not be an accountant. They will be expected to leverage the expertise of their committees, and as the budget allows for, use specialized contractors to support their role.

## Member Committees

Specialized committees will be formed with the approval of the Board.

They will be open to any voting or non-voting member to participate in. They may make consensus recommendations to the Board, and such recommendations will identify any dissenting opinions.

Support services for their virtual meetings, such as teleconference and internet collaboration tools, will be covered by the association. When the budget allows for, they may also be provided with administrative support.

The committees are to include:

1. Board Development / Nomination Committee

This committee will be charged with recruiting persons from membership organizations to serve on the Board of Directors. It will put forth a slate of candidates for the membership to vote on, and make recommendations to the filling of vacated positions mid-term.

2. Policy / Legal Committee

This committee will be charged with the writing and maintenance of the organizations documented governance. It will put forth recommendations for Constitution, Bylaws and Regulations, and Policy changes. This it may do with the support of the organizations law firm, when and if the budget is approved for such support.

3. Technical Committee

This committee will manage the Common Alerting Protocol (CAP) Canadian Profile (CAPCP), follow the activities of standards organizations, hear member proposals for change, provide a forum for discussion of such changes, and bring decisions to the Board for final approval. Top priorities will be to create translation tables for events, locations, urgency, severity, certainty, etc., support for GeoRSS, and addressing GeoConnections concerns pertaining to a common GIS approach.

As well, this committee will make recommendations pertaining to the technical systems used by the organization. This it may do with the support of a third party consultant or auditor, when and if the budget is approved for such support.

#### 4. Business Continuity Planning Committee

This committee will define, test and maintain the organization's business continuity plan.

#### 5. Communications / Marketing Committee

Initially, this committee will have the recruitment of new members as its primary focus. Ongoing, it will review and comment on proposed marketing materials, display booth graphics, etc. It may do so with the support of a third party communications company, when and if the budget is approved for such support.

## Executive Director

An Executive Director will be hired by, and report to, the Executive Council.

At this time, the plan identifies the person as an employee of the association. However, should the Board decide to contract out all services, and there be no other employees of the association for the Executive Director to manage, this role may be filled by a contractor as well.

The person filling this role will manage the daily operations of the organization, and be the primary point of contact between the association and suppliers. As well, they may serve as a spokesperson for the organization, addressing media enquiries, delivering presentations at conferences, etc. If so, bilingualism will be considered in their selection.

If CAPAN has employees, the Executive Director will be responsible for making staff hiring, disciplinary, and dismissal proposals to the Executive Council. The Executive Council will have the final decision on such matters; however, the Executive Director will have the authority to temporarily suspend an employee from work, for cause, with pay.

The Director's compensation is to include a bonus. The bonus provisions are to be defined by the Executive Council, and serve as both an incentive for the Executive Director to achieve clearly defined goals, and to ensure that the Executive comes to consensus on the goals the Executive Director's performance will be measured against.

A comprehensive employment contract will be in place, specifying such things as the term of employment, reasonable expenses, early termination provisions, etc.

## Staff

Staff will report to the Executive Director, directly or to persons reporting directly to the Executive Director.

All staff will be employed under a comprehensive employment contract.

Positions planned for include:

### 1. Systems Manager

- a. Will have responsibility for the operational status of all systems used by the organization, and be on call 24/7 to support them.
- b. Will oversee the work of technical contractors and service providers, and report on their performance to the Executive Council Technical Advisor
- c. May define technical systems for the association
- d. May develop technical systems for the association

### 2. Office Manager

- a. Will manage member support staff, and serve as one when necessary
- b. Will manage office supplies, routing of the mail/general email, and perform basic bookkeeping tasks
- c. Will be fluently bilingual
- d. Will have proven management experience

### 3. Member Support Staff

- a. Will assist members with profile changes, use of the systems, etc.
- b. Will conduct training sessions
- c. Will issue authentication tokens
- d. Will perform accounts receivable activities, as time allows
- e. Will support member recruiting campaigns, as time allows
- f. Will be able to serve members in both official languages

## Contractors

The project team is open to outsourcing most, if not all, core functions. It will be up to the interim Board to decide which functions are outsourced.

CAPAN's contractors are expected to include:

1. Accountant
  - a. Support all accounting needs
  - b. Provide monthly bookkeeping services
  - c. Handle staff payroll
  - d. Complete annual tax return and filings
  - e. Provide advice to Treasurer
2. Financial Auditor
  - a. Audit the financial books of the company
3. Lawyer
  - a. Handle incorporation, including the drafting of the initial Constitution, Bylaws and Regulations
  - b. Handle annual reporting and documentation requirements
  - c. Write employment contracts
  - d. Provide advice to Executive Council Legal Advisor
4. Systems Hosting
  - a. Leased dedicated servers and database software
  - b. 24/7 operational support
  - c. Security provisions
5. Authentication Application Hosting
  - a. Turn-key service our applications will interface with

## 6. Systems Support

- a. Systems design
- b. Systems development
- c. Systems management
- d. 24/7 systems support
- e. Back up and support of staff (optional). Ex. Vacation, sick leave, transition, etc.
- f. Advice to Executive Council Systems Advisor

## 7. Systems Auditor

- a. System audits for Technical Committee

## 8. Promotional Services

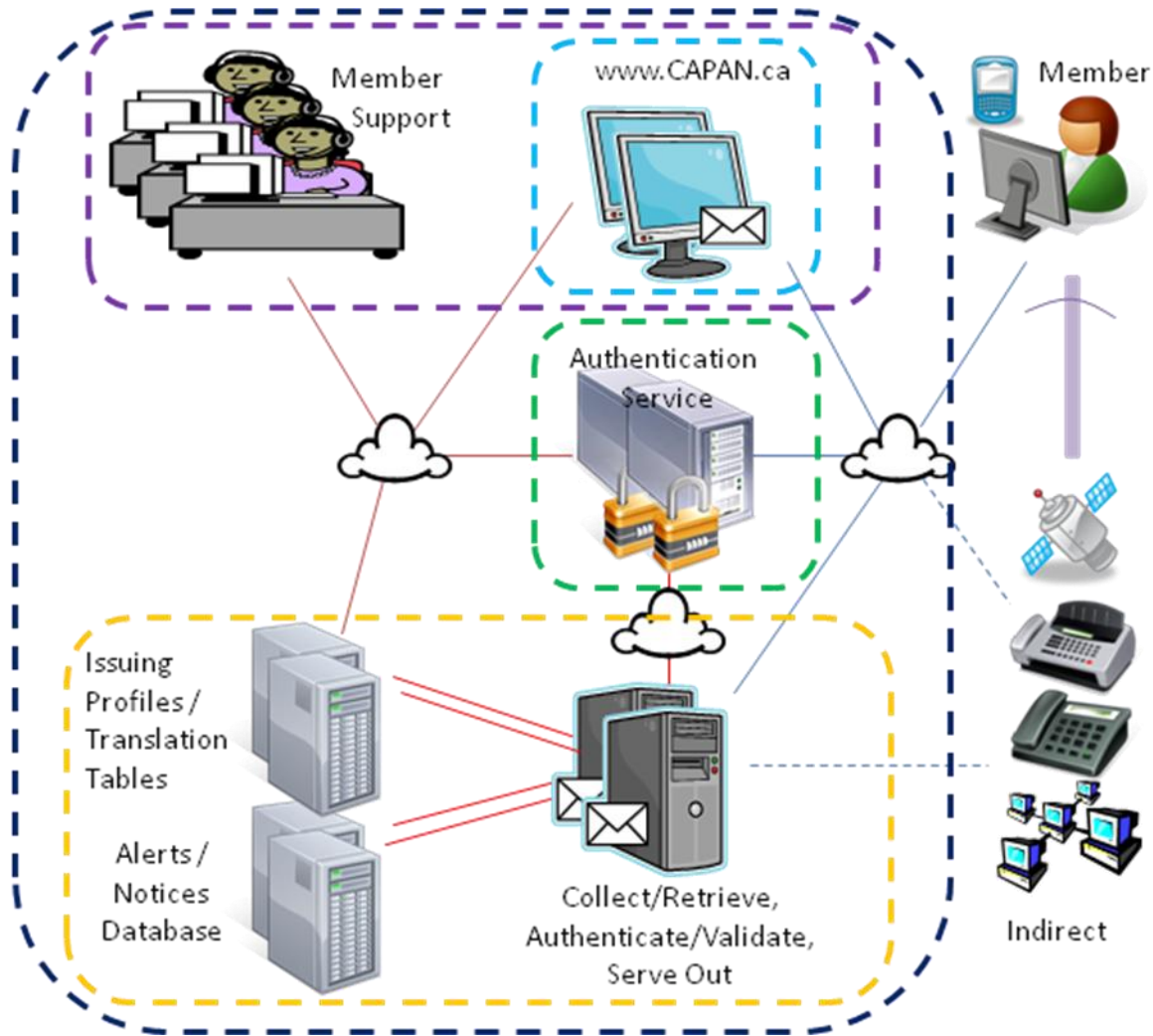
- a. Website design
- b. Graphic arts of logo, slide background, display booths, hand outs, etc.
- c. Copy writing of promotional materials

## 9. Translation Services

- a. CAPCP translation tables
- b. Promotional copy
- c. Reports, governance, etc.

## Service Functions / Contracting Opportunities (Illustration)

The following illustration highlights key functions of CAPAN, and the opportunities for outsourcing.



Legend:

- Light blue: Members only web portal
- Purple: Member support
- Green: Authentication service
- Yellow: Web services, databases, internal processes
- Dark blue: CAPAN's clearing house services

## Official Public Alerts and Notices

Official public alerts and notices are defined as communications directed to the public, which serve the following purposes:

1. Bring attention to a hazardous event which pose a risk to life, health, or property
2. Point to the source of additional information which will help mitigate the risk to life, health, property, suffering, network congestion, etc. associated with the aforementioned.
3. Bring attention to the disruption of public services, which may or may not pose a risk to life, health, or property, but which will cause significant disruption and inconvenience to people, and may be a factor in mitigating the impact of hazardous events.

In more generalized terms, our scope includes all public safety communications we have associated with the terms warning, watch and advisory, as well as service disruptions such as road closures, transit outages, public facility closures, power outages, and school closings. Further, it will include notices such as where a person can obtain bottled water, sand bags, blankets, etc. which relate to a hazardous event.

We note that CAPAN will be defining accepted practices for the issuing of alerts and notices. To demonstrate the importance of doing so, we offer the following example. Instead of issuing a notice for each location to obtain bottled water, we may define the accepted practice to be a single announcement of where the public can find a current list of the locations they can obtain bottled water. Alternatively, we may define the accepted practice to issue a single notice per event that identifies the websites, information numbers, and public locations where lists of all such supplies may be found in the community.

## Facilities

This business plan assumes CAPAN will employ a customer support team, and that it will have a facility for them to work from. Should CAPAN decide to outsource this function, it may not require any facilities at all.

## Head Office

Consistent with many national organizations, CAPAN plans to have a head office located within the Ottawa region. It is not expected to have regional offices.

The initial office space is expected to be moderately furnished, leased on a short term, scalable to mid term needs, and located in a suburb of Ottawa. Security provisions are expected to be moderate.

We note that:

1. We do not expect the CAPAN office to serve as a central meeting location
2. We do not expect the CAPAN office to be a showcase of the organization
3. CAPAN clearing house servers will not be located in the office
4. CAPAN staff will not have the authority to issue actual alerts (they will be able to issue test and administrative alerts)
5. Office space is less costly outside downtown
6. Travel time and costs can be far less for staff if the office is located out of downtown
7. Travel to meetings downtown is less than 30 minutes from most anywhere in the Ottawa region, other than during rush hour

Should CAPAN handle the distribution of authentication hardware, the preferred location will offer a higher level of security, suitable shipping and receiving facilities, and adequate storage facilities.

## Server Facilities

CAPAN will not house clearing house servers, and may not own them. The advantages of this approach will far out weigh the costs of added security, climate control, back-up power, 24/7 support, etc.

The leased facilities can be expected to be highly secured, offer 24/7 operational support, back-up power, redundant internet connections, access to CAPAN's Systems Manager and supporting contractor(s), etc..

We note that a potential vendor of authentication systems offers a hosted service, as do potential vendors of membership management tools.

## Processes

Two of the primary processes CAPAN will oversee are:

1. Member application and activation
2. Issuing and processing alerts/notices

### Member Application and Activation

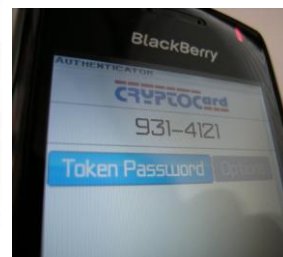
The process of making application for membership, having it approved, and then preparing to issue alerts/notices, is defined as follows:

1. Prospective member visits [www.capan.ca](http://www.capan.ca)
  - a. They will read through supporting documentation
  - b. They will complete a membership application which includes:
    - i. Contact information
    - ii. References for validation
    - iii. Issuer rights requests
    - iv. # of software and hardware authentication tokens they wish to purchase
2. Prospective member agrees to terms and conditions
  - a. Membership terms and conditions
  - b. Payment terms and conditions
3. Prospective member makes payment
4. Prospective member receives an automated email with the following:
  - a. Thank you
  - b. Next steps and expected timeline
  - c. The details of their application

5. CAPAN processes the application
  - a. Ensures organization qualifies as a member
  - b. Ensures representative has authority to represent organization, and meets CAPAN requirements to represent this organization
  - c. Ensures issuer rights requested are in line with CAPAN defined allowances
  - d. Ensures any mutual aid provisions have consent of other party
  - e. Updates issuing rights database
  - f. Issues confirmation email to prospective member, or requests more information, before next steps completed
  - g. Updates authentication administration database
  - h. Allocates and associates authentication software/hardware to member
6. Member receives:
  - a. Email from CAPAN
    - i. Welcome
    - ii. Next steps
    - iii. Administrative procedures, education and training opportunities, access to secured website (forums), etc.
  - b. Email from authentication host
    - i. Instructions to activate and manage tokens
  - c. Any hardware tokens ordered by mail or courier
7. Member logs into authentication service portal
  - a. Activates software/hardware tokens
8. Member receives email from authentication host with activation PIN
9. Member distributes software seed(s) and hardware token(s) internally

## Issuing and Processing Alerts/Notices

1. Originator creates CAPCP alert/notice using:
  - a. Current applications/networks, such as Telus SafetyNet<sup>tm</sup>, EMnet, police networks, etc.
  - b. Custom and future applications/networks, such as a National Public Alerting System (NPAS), provincial system, PSAP vendor application, etc.
  - c. CAPAN tools: email forms, web portal (TBD)
2. Members add return addresses for confirmation
  - a. Email and SMS addresses, telephone numbers (TBD)
  - b. Addresses within private systems, should we later interface with them directly. Ex. Telus SafetyNet<sup>tm</sup>, EMnet, police networks, etc.
  - c. To be added within CAP, or EDXL envelope (TBD)
3. Member originators add their user name and password. Note: This will not be required by Environment Canada and other issuers, with which CAPAN will interface directly.
  - a. To be added within CAP, or EDXL envelope (TBD)
  - b. Ex. Cryptocard offers two factor single use password authentication, with hardware, computer and Blackberry options. The issuer enters their personal identification number into the authentication tool to receive a one time use password.



See [www.Cryptocard.com](http://www.Cryptocard.com) for more information.

4. Originator sends alert/notice directly to CAPAN, indirectly through another network, or both.
5. CAPAN receives/retrieves CAP alerts/notices from all recognized sources, domestic and foreign, and adds them to the "All Alerts/Notices" database/stream/feed.

- a. Eliminate duplicates
4. CAPAN identifies member issued alerts/notices, and processes them. Processing includes:
  - a. Authenticating the one time user password with a user name, using the turnkey authentication service
  - b. Validating alert/notice data specifics with CAPAN's issuing rights database
5. If the alert passes CAPAN's authentication process and validation process it is added to CAPAN's authenticated/validated database/stream/feed. If it only passes the authentication process, it is added to the CAPAN authenticated only database. Ex. A tornado alert issued by police.
6. CAPAN sends confirmation to its members with process details. The confirmation(s) are expected to be sent as CAP messages, with the <scope> "Private", and message type "Ack" or "Error". At a later date confirmations might include an automated telephone call.

## Revenues

As a non-profit which serves its members only, CAPAN's revenue opportunities are somewhat limited.

Further, with an aim to be self-sufficient in the near to mid term, CAPAN must look to its membership dues to cover its ongoing operating costs.

CAPAN's revenue opportunities include:

1. Membership Dues
2. Membership Service Fees
3. Project Funding
4. Grant Funding (for start-up)
5. In-kind Contributions (for start-up)

## Membership Dues

We have identified that we wish to offer a single membership rate for all stakeholders. This we hope will demonstrate a level of respect and commitment to all members equally.

We note that a single membership rate for all stakeholders does not mean that each stakeholder will pay an equal amount. As each membership is associated with a single issuer profile, and many of our originating organization members will desire more than one profile, many stakeholders will find value in purchasing multiple memberships. As an example, a provincial government can be expected to purchase a membership/originator profile for each department which issues public alerts/notices directly.

As membership dues may be expected to have to pass the scrutiny of a geopolitical council vote, there is value in having a marketable fee. Ex. “\$1 per day”.

Changes to membership dues and service fees will be subject to a vote by the entire Board.

## Membership Service Fees

For many members, the only fee will be the annual membership dues.

Some will want to add authentication provisions for more than one person, or perhaps more than one method of issuing. In this case, there will be additional costs. If hardware based, there will also be shipping charges, which will be charged to the member.

Preventing abuse of customer support staff is a key cost management factor for service organizations. To combat such abuse, we are proposing to charge for services in addition to those offered by the membership dues. Pay per use will apply to:

1. Administrative requests exceeding a basic allotment. Ex. Two administrative assisted changes per year.
2. Priority service. For the most part, CAPAN administrative services will be performed on a first in first out basis. Should a member require immediate service, fees may apply.
3. Training sessions, other than the regularly scheduled webinar training sessions.
4. After hours service requests.

Additionally, we may put a price on having staff visit client sites to perform in house training.

## Project Funding

To begin with, we note that funding for the writing of our strategic and business plan has come from project funding. In addition to GeoConnections funding, we may find opportunities to conduct research, and write reports for others (public and private), in exchange for project funding. We note that the US Partnership for Public Warning (PPW) was able to leverage the goodwill of its volunteers to support such projects, which funded many of PPW’s expenses.

## GeoConnections

GeoConnections has funding to support projects which “ultimately account for, build and draw upon distributed sources of geospatial information over the Internet. Projects will address specific issues within one of three priority areas: **public health, public safety and security, and matters of importance to Aboriginal People**. Projects should access and make use of the policies, standards, technologies, services and datasets that comprise the Canadian Geospatial Data Infrastructure (CGDI) and facilitate information sharing in support of decision making. Furthermore, these projects should build capacity within user communities, and also promote, expand, and increase the use of the CGDI.”

At this time, GeoConnections presents us with the following project funding opportunities:

Project Type	Available Funding	GeoConnections Project Description	CAPAN Project Ideas
Capacity Building	\$70,000	Projects funded under this category support the building of internal, sustainable capacity to use geomatics (e.g. hardware/software, data, training) for decision-making within regional partnerships and support preparations to take advantage of the CGDI. See Appendix G for further details.	Core application(s), including databases (alerts/notices, issuer profiles), authentication and validation processes, receive/retrieve alerts/notices applications, etc.
User Needs Assessments	\$40,000	Projects funded under this category support the research of users’ needs for data, geospatial decision support systems, and	Survey direct stakeholders regarding their interface with CAPAN, directly and indirectly, as suppliers to and consumers of

		regional atlases that make use of standards endorsed by GeoConnections and technologies that form part of the CGDI. See Appendix H for further details.	CAPAN data/streams/feeds. Could survey pricing models at same time.
Publishing Thematic Data	\$75,000	Projects funded under this category support the publishing of geospatial data online through the CGDI by closest to source data suppliers. Projects must make use of standards endorsed by GeoConnections. See Appendix I for further details.	Creation of the CAPAN databases/streams/feeds. The tool to be offered to originators for automated publication of their alerts on their websites.
Thematic Data Standards	\$75,000	Projects funded under this category support thematic geospatial data content standards through the development of best practice guides, data exchange guides and/or data models. See Appendix J for further details.	Defining CAPCP change management practices, translation tables, center point files for each SGC in support of GeorSS, table of polygons for SGC
Regional Atlases for Community Awareness	\$100,00	Projects funded under this category support the collaborative development of online atlases that use the CGDI to enable access to integrated, distributed, regional-scale, inter-jurisdictional geospatial information as thematic views, relevant to specific end-users. Regional atlases will increase community awareness, and support the decision-making needs of actively engaged end-user communities. See Appendix K for further details.	Projects with The Weather Network, JustFred, province, etc. Partner would provide the output, with funding supporting the development of CAPAN capabilities required to support their doing so.

Geospatial Decision Support Systems	\$150,000	Projects funded under this category support the development of Geospatial Decision Support Systems that process and analyze essential data and information, including geospatial data and information that is required by decision makers. The systems must make use of standards endorsed by GeoConnections, and technologies which form part of the CGDI. See Appendix L for further details.	“Private” and “restricted” communications related to public alerts. Intelligence services for PSC, RCMP, provinces, etc., whereby CAPAN monitors alerts collected, raising the flag to specific patterns, criteria, anomalies, etc.
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CAPAN, or a CAPAN partner, may make application to GeoConnections for further funding once this project is complete. E.g. New Brunswick Emergency Measures made application for the project which funded the writing of CAPAN strategic and business plans.

GeoConnections funding requires the proponent to match their contribution, in cash or in-kind contributions. Projects may be combined in an application, presenting an opportunity to cover the costs of projects where in-kind support will be minimal.

There may also be opportunities to leverage GeoConnections funding to other agencies. As an example, a university might make application for funding with GeoConnections, and in turn supply core components or services to CAPAN as part of their project.

*Benefits to GeoConnections to fund CAPAN*

The benefits of funding CAPAN for GeoConnections include:

1. CAPAN aims to be a leading provider of time sensitive geo-referenced content to the CGDI. Public alerts and notices collected, authenticated, validated, translated and made available by CAPAN, will serve many purposes, and all Canadians. CAPAN’s services will be of significant value to public safety officials involved in situational awareness, mitigation, and recovery operations.

2. CAPAN is a high profile project, which will increase awareness for their mission, and offerings, to potential proponents of their services.
3. CAPAN's efforts will result in many highly visible spin off products and projects, which will highlight the value of the GeoConnections program.
4. CAPAN provides GeoConnections with a large scale project to invest program money, which must be spent by 2010 when their program comes to an end.

## Grant Funding

The simplest manner in which to fund CAPAN's start-up is grant funding.

Public Safety Canada (PSC) is a logical source of such funding, and we note that prior to the GeoConnections project funding, we were in discussions with PSC regarding just that. Service Canada may be another federal agency interested in supporting CAPAN's mission. Other sources include provincial governments, who may want to accelerate CAPAN to meet their deadlines.

Grant funding can take many forms, and come with many conditions. Each opportunity must be reviewed with respect to our mission, and our goal of self determination.

Some of the forms grant funding might take include:

1. **Start-up Funding:** Preferably, grant funding will be available to cover all start up activities identified in the business plan, regardless of what they might be. This is the most efficient to administer, and the one most desired.
2. **Membership Dues Matching:** A funding source might match the first year membership dues of a new member, which ensures them that the organization has the support of the stakeholders.
3. **Membership Dues Extensions:** A variation of membership dues matching is to cover a prospective member's second year dues when they purchase a one year membership. This two for one offer could accelerate membership sales, and advance cash flow.

## *Benefits Offered to Funding Agency*

Funding CAPAN offers many benefits to an organization like Public Safety Canada. They include:

1. A very positive press release for its minister. Key talking points can include:
  - a. Improved public safety for all Canadians
  - b. Value for all Canadians, leveraging the goodwill and assets of private partners
  - c. Value for all governments, large and small, and in every region of the country, through a collaborative approach
  - d. Positioning of their department as one which takes into consideration the advice of direct stakeholders, experts, etc.

2. Thousands of positive references in local press references. Just as GeoConnections requires CAPAN to include positive reference of it in CAPAN press releases, CAPAN can require its members to give credit to the funding agencies in their local press releases.
3. The opportunity to distance the department from any system failures. If the department does not own or manage a system, it will not be held accountable for any system shortcomings.
4. An opportunity to regain respect and trust it has lost with many industry stakeholders (see Strategic Plan).
5. A safe supplier choice for a National Public Alerting System (NPAS); effort formerly known as "Canalert". Just as CAPAN identified a non-profit organization type to be the one best suited to winning the support of all direct stakeholders, this can work to PSC's benefit as well. It is a much easier sell for PSC that would be the suggestion they do it themselves, or picking one of a number of competing private vendors.

## **In-kind Contributions**

This project, as an example, is benefiting from in-kind contributions. They come in the form of member contributions, teleconferencing and web collaboration services.

CAPAN may be able to leverage in-kind contributions through start-up for the following:

- Office space, furniture and supplies
- Staff telecommunications, internet services, etc.
- Teleconference and web collaboration services
- Translation services
- Server hosting and maintenance
- Software and software development

## ***Benefits Offered to In-kind Contributors***

In-kind contributor benefits will include:

1. Speed with which CAPAN may offer them, and others, the direct benefits of a functioning organization
2. The goodwill of other members

## Cash Flow Considerations

The following financial assumptions are based on CAPAN setting up an office and employing staff. There are other options, including outsourcing many to all core functions. Outsourcing has the potential to eliminate the need of CAPAN to have an actual office, or be an employer.

Once operational, CAPAN's monthly cash requirements are projected to be about \$80,000 per month. This cash demand can be met with new member additions of 150-200 members per month, with an initial membership fee of \$365 per year / \$1 per day. The range has to do with options chosen by the member, including the number of authentication tokens/software purchased, and the pricing of them. The membership fee has the potential of dropping over time.

To minimize cash demands, consideration can be given to the following measures:

1. Leverage in-kind suppliers for as many services as possible, including teleconference, web collaboration, meeting space, web hosting, etc.
2. Operate without office space for as long as possible, and perhaps ongoing.
3. Develop, demonstrate and test systems on computers owned by a stakeholder, taking advantage of their software licenses and infrastructure.
4. Enter into as few contracts as necessary through start-up.
5. Collect payment upon application for membership, using credit card payment as the only payment option.
6. Give priority in the near term to solution vendors which offer longer term variable cost options, over significant up front costs.
7. Give priority in the near term to solution vendors prepared to share in the risks of start-up. Many vendors will forego start-up costs, delay billing of some costs, or extend terms until such time as the organization can pay for them, in exchange for a long term contract.
8. Take advantage of supplier payment terms to their maximum term.
9. Contract all staff roles during the period in which start up funding options include project funding. Project funding often comes with terms which do not recognize the contributions of employees, and only contractors.

10. Speculative contract terms. As an example, the prospective Executive Director might be offered a contract option, perhaps with more lucrative pay rate, in exchange for working through the speculative period with the risk of not being paid for their time; until such time as the organization can do so, providing it can do so.

Financial details, by operational phase, are presented in the attached spreadsheet.

## Policy Considerations

It is imperative that CAPAN protect itself from the risks of perceived conflicts of interest, and the negative impact of giving one member more favourable treatment over another. With this in mind, we will implement the following policy immediately:

1. CAPAN will not promote its relationship with direct private service providers which happen to be members, or allow them (bylaws) to openly promote their supplier relationship with CAPAN. This, we hope, will minimize the potential for membership conflict, which might come from choosing one private supplier over another, from one of a number of members who might wish to supply a needed service. This approach leaves open the opportunity for a private member to support CAPAN through start-up, perhaps supplying core services without fee. Ex. Telecommunications, web-hosting, office space, hosted servers, etc.

## Communications

Communications are very important to the success of CAPAN.

### Objectives

Our communications objectives include:

1. Sell memberships
  - a. Public and private stakeholders, having...
  - b. Local, regional, provincial and national scopes of interest
2. Position CAPAN's role in any national system
3. Position CAPAN's fit with existing systems
4. Motivate potential financiers to part with their money
5. Recognize GeoConnections contribution
6. Identify potential Board members

### Communications Vehicles

We will use the following communications vehicles to deliver our message:

1. Website
2. Slide presentation
3. Viral marketing email(s)
4. Webinars
5. Copy
  - a. One liner
  - b. Sound bites
  - c. Viral marketing copy
  - d. 1 page executive summary
  - e. 2 page executive summary (1+1)
  - f. Stakeholder group benefit statements targeted to:
    - i. Local and regional government
    - ii. Provincial government

- iii. Federal government originators
- iv. Public Safety Canada and Industry Canada
  - v. Distributors
  - vi. Service providers
  - vii. News services
- viii. Media
- ix. GeoConnections

## Near Term Priorities

Our near term priorities are as follows:

1. Form an interim Board of Directors
2. Incorporate
3. Name an Executive Director
4. Formalize our implementation plan
5. Enter into contracts with service providers

## **Appendix:**

1. Financial Considerations (Spreadsheet)