COMMUNITY
EMERGENCY PLAN

CITY OF **YELLOWKNIFE**

April 2025

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RECORD OF AMENDMENTS AND REVIEW

List of all amendments and reviews of the CEP since inception.

Version Number	Effective Date	Authorized By (print)	Initials
1	September 16, 2024	Stephen Van Dine	*Approved on original*
2	May 30, 2025	Stephen Van Dine	*SVD*

FOREWORD

Community preparedness is essential to respond efficiently and effectively to unforeseen emergencies or disasters, as a community cannot predict when, or in what form, an emergency or disaster may strike.

This updated plan accounts for the lessons learned and subsequent recommendations from the 2023 wildfire season.

The City of Yellowknife is committed to providing leadership and coordination under the scope of the Northwest Territories (NWT) Emergency Management System to meet the challenges associated with community emergency management. This includes planning and preparation to safeguard the health, safety and well-being of its workers and residents, the City's assets, and protect infrastructure and the environment. The City follows the Government of the Northwest Territories principles and framework under the *Emergency Management Act,* S.N.W.T. 2018, c.17 (*Emergency Management Act*), and the *NWT Emergency Plan (April, 2024)*.

In addition to collaboration and support from the Government of the Northwest Territories, the City of Yellowknife reviewed and applied concepts from National Fire Protection Association *NFPA 1600: Standard on Continuity, Emergency, and Crisis Management* and Canadian Standards Association *CSA Z1600 – Emergency Management and Business Continuity Programs*, in addition to best practice information and concepts from Public Safety Canada.

Contents

1.0 CITY PROFILE

The City of Yellowknife (the City) is located in Chief Drygeese territory in the traditional land of the Yellowknives Dene First Nation on the northern shore of Great Slave Lake, about 400 kilometres south of the Arctic Circle, on the west side of Yellowknife Bay near the outlet of the Yellowknife River. The City is the capital of the Northwest Territories, serves as the seat of the Territorial government, and is the main government, commercial, and industrial service centre for the NWT. The majority of Territorial government staff and services are located in Yellowknife. Any emergency affecting the City is likely to have a substantial impact on the Territory as a whole and any major emergency in the territory will likely involve support and service from the City of Yellowknife.

The City's roots in the mining industry have shaped its development, while the geography presents challenges to emergency management. The distance between communities in the territory affects the availability of intercommunity supports, which means the City must often rely on the receipt of mutual aid resources from communities outside the territory for many incidents. The single highway access makes the community vulnerable to being isolated by significant incidents that affect this access route. The lack of any rail service requires goods to be transported primarily by road augmented by air transportation.

The City covers an area of 137 km^2 and is located on the Canadian Shield, which was scoured down to rock during the last ice age. The surrounding landscape is rocky, separated by muskeg common in arctic and boreal areas. The City is surrounded by many small lakes in addition to the larger Great Slave Lake. In the winter temperatures frequently drop below -40°C.
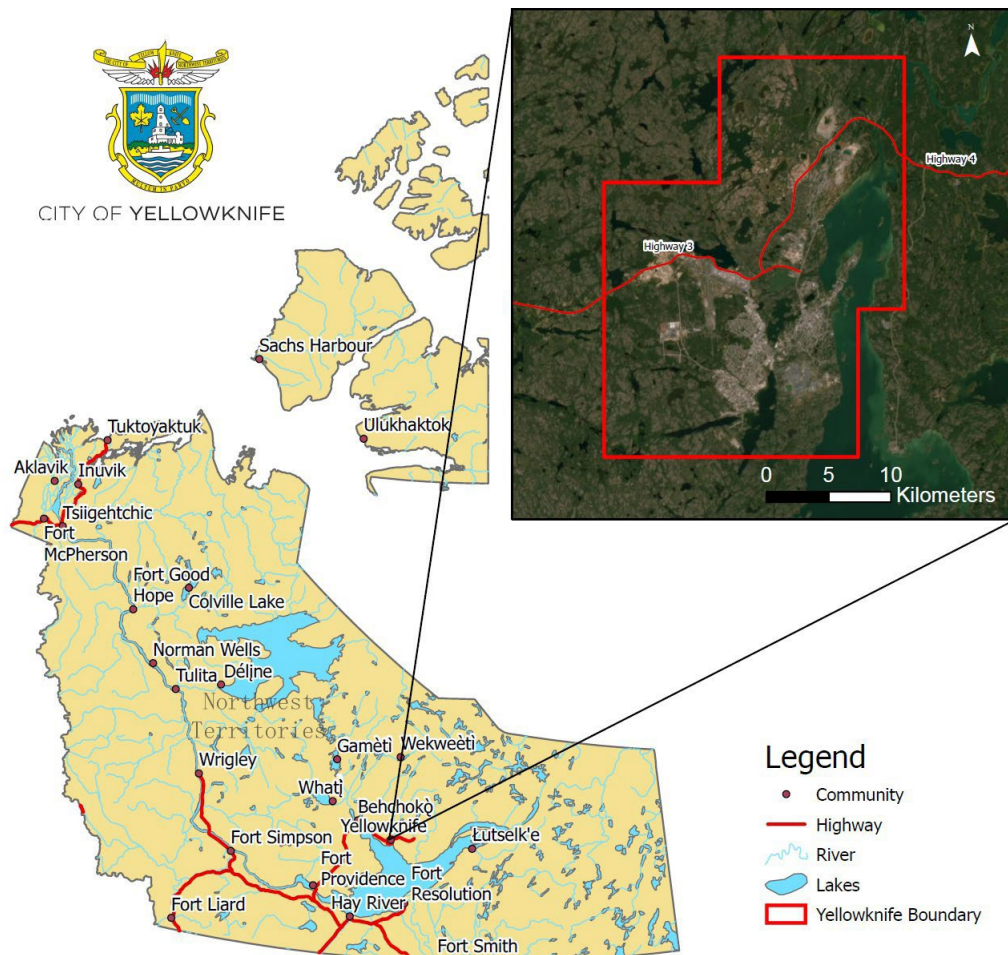
The City's location in the boreal forest setting has potential to affect the community due to wildland interface areas, with the majority of the population situated on the perimeter of an urbanized city core. The two primary wildfire risks are wildfires approaching the City from outside the municipal boundary spreading into interface areas and wildland urban interface fires starting within the municipal boundary.

Although wildfire poses the greatest risk, other hazards have the potential to affect the city. Additional hazards facing the City include, but are not limited to: power failure, telecommunications failure, water supply issues, human disease and epidemics, industrial emergencies, transportation incidents (road, air, marine), severe weather, and winter storms.

The City is home to more than 21,200 (*2024*) residents with over 4,700 dwellings and buildings ranging from low to high, and special risk usage; plus infrastructure, business, and government entities in a mix of the municipal setting. The City Emergency Program, through By-law No. 4996*, Emergency Management By-law*, provides incident support to a wide variety of emergency situations.

Several distinct residential areas within the City include Ndilǫ, Latham Island, Old Town, School Draw, Niven Lake, Trails End, Gitzel, Forrest Drive, Con Mine, Northlands, Frame Lake, Range Lake, Finlayson, Borden, and Grace Lake neighbourhoods.

The industrial zone is focused around the west side of Kam Lake and the Engle Business District. The development of Kam Lake has led to a mixture of residential occupancies with commercial and light industrial applications attached or detached to dwellings. The urbanized City core and downtown area has a mix of commercial and higher density high-rise residential buildings. The airport is situated on the western side of the City and composed of commercial and industry specific occupancies in the area. The small Indigenous community of Dettah, to which fire and emergency response services are provided from the City, is located to the southeast, across Yellowknife Bay and is accessible via Highway 4 (Ingraham Trail).

Residential construction has evolved over time. Long-established areas, such as Old Town, reflect building techniques and the Fire and Building Codes when built. Roads in Old Town, Latham Island, Northlands, Trails End, and the indigenous community of Ndilǫ are narrow and present significant access challenges for responses by emergency vehicles. More recently constructed buildings conform to the current Building Code requirements.

The water distribution system extends to a limited range within City limits, which complicates, limits capacity, and increases risk for capacity of structural and wildfire firefighting techniques due to lack of fire hydrants. Approximately half of the community is covered by the water supply infrastructure. Geographic challenges presented by the rocky terrain and permafrost make installing underground water infrastructure expensive and challenging. In areas without fire hydrants the City relies upon portable water tanks and water shuttle operations to move water from the nearest water source (hydrant or drafting from a static water source) in order to maintain a steady flow of water for firefighting.

The City has a significant vulnerable population who face many challenges related to a lack of affordable housing, addiction, and mental health issues.

The City is a key transportation and distribution hub for smaller or more remote communities that lack the ground transportation infrastructure for supply chain support, and a location where goods are stored and distributed to local retailers or customers. As a distribution hub, any emergency incident affecting the City has the potential to affect downstream supply chain operations thus creating critical situations in communities not directly impacted by the emergency incident.

2.0 LIST OF ACRONYMS AND DEFINITIONS

ACRONYM/PHRASE	DETAILS
CAF	Canadian Armed Forces
CANUTEC	Canadian Transport Emergency Centre
CEP	Community Emergency Plan
City	City of Yellowknife
Council	Municipal Council of the City of Yellowknife.
CRP	Community Recovery Plan
Disaster	An emergency caused by natural phenomenon of unusual proportion affecting a large area or number of people that threatens loss of life, injury, property damage, or economic disruption.
ECC	GNWT Department of Environment and Climate Change
Emergency	A current or imminent event that requires prompt coordination of action or special regulation of persons or property to protect the safety, health, or welfare of people, or to limit or prevent damage to property or the environment as set out in the *Emergency Management Act.*
EMO	Emergency Management Organization. Organization within the GNWT – Department of MACA that deals with emergency measures.
EOC	Emergency Operations Centre. A site from which civil officials and partner agencies coordinate, monitor, and direct emergency response activities during an emergency or disaster.
GNWT	Government of the Northwest Territories
HIRA	Hazard Identification Risk Assessment
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JTFN	Joint Task Force North
Local Coordinator	The City Manager or the City Manager's designate.
LEMO	Local Emergency Management Organization
MACA	GNWT Department of Municipal and Community Affairs
MED	City of Yellowknife Municipal Enforcement Division
NGOs	Non-Government Organization. An organization that functions independently of any government

NTPC	Northwest Territories Power Corporation
RCMP	Royal Canadian Mounted Police
REMO	Regional (North Slave) Emergency Management Organization
SAR	Search and Rescue
SOLE	State of Local Emergency. Provides community with extraordinary powers to deal with an emergency.
TEMO	Territorial Emergency Management Organization
TSOE	Territorial State of Emergency
YKDFN	Yellowknives Dene First Nation

3.0 PLAN ADMINISTRATION

This City of Yellowknife Community Emergency Plan (CEP) is a living document. Updates to the use and application of the CEP are guided through provision of the plan with the territorial department of MACA, engaging with community partners to identify potential needs, annual review and update, validation through discussion and operations-based exercising, and substantive review every five years. It is the responsibility of the Local Coordinator to initiate and administer the review and revision process, to solicit updates, and to maintain the relevancy of the CEP and content.

After any emergency in which the CEP is implemented, the City will debrief and review the CEP to make any necessary improvements or updates. Local Emergency Management Organization (LEMO) and community partner members may participate in the development of plans and procedures, training opportunities, and exercises to achieve and maintain a state of readiness.

Copies of the CEP are available:

- City of Yellowknife Emergency Operations Centre

- City of Yellowknife Fire Division

- Online at www.yellowknife.ca

While the CEP serves as the overarching program document, additional plans are created as companion documents, including the City of Yellowknife Evacuation Plan.

3.1 Purpose

The primary purpose of the City of Yellowknife CEP is to provide an overall guidance structure to plan and prepare for, respond to, and recover from an emergency or disaster.

This CEP is prepared with an all-hazards approach, and a wide scope, to allow a flexible response to any emergency. The CEP is intended to provide the foundation for which other detailed operational procedures and guidelines are correlated, including detailed response protocols normally handled by the appropriate responding Divisions and Departments. Divisions and Departments are expected to develop,

prepare, and practice their own plans and protocols in detail, specific to their roles, responsibilities, and expertise to support the City's actions during an emergency or a disaster. The CEP is developed with an understanding of the personnel and resources available to the community and recognition that additional expertise and resources may be called upon if required from the North Slave Regional and/or Territorial Emergency Management Organizations.

3.2 Assumptions

The CEP assumes that:

- Residents and businesses will take personal responsibility to reduce their risk of exposure to hazards and will take measures to respond within their means to an emergency that affects them.

- Emergency responders, either municipal or territorial, will respond to emergencies in accordance with their policies and procedures.

- Responders will request the support of the City to establish the Emergency Operations Centre (EOC) when an incident grows beyond their capacity or jurisdictional responsibility.

- The City will request the support of the North Slave Regional EMO when an incident affects the community beyond the City's capacity or jurisdictional responsibility.

- Additional emergency plans and hazard specific protocols that are integral and supplemental to this CEP will be created as companion documents.

- The City may temporarily alter or cease normal operations, programs, and/or services during an emergency or a disaster to minimize negative impacts from an incident and/or to re-direct City resources to manage the most urgent needs.

- The City will provide ongoing training and exercise opportunities to test and validate this CEP and other related internal emergency plans, and to strengthen the capacity of employees and responders to meet the needs during the response and recovery phases.

- This CEP and other annexed emergency plans are considered "living" documents and are subject to quality improvement and change from time to time.

4.0 EMERGENCY PROGRAM ROLES & RESPONSIBILITIES

Emergency management is a shared responsibility. The image below shows how the responsibility is shared. Emergencies are typically handled at the lowest possible level. Individuals who need assistance will look to their community groups and first responders for help. If their capacity is exceeded, the City of Yellowknife LEMO may assist. If the LEMO capacity is exceeded and assistance is requested, the REMO may assist. If the REMO capacity is exceeded and assistance is requested, the TEMO may assist. The TEMO may request assistance from the Federal Government once all capacity has been exhausted.

Figure 1. Levels of Responsibility in NWT Emergency Management
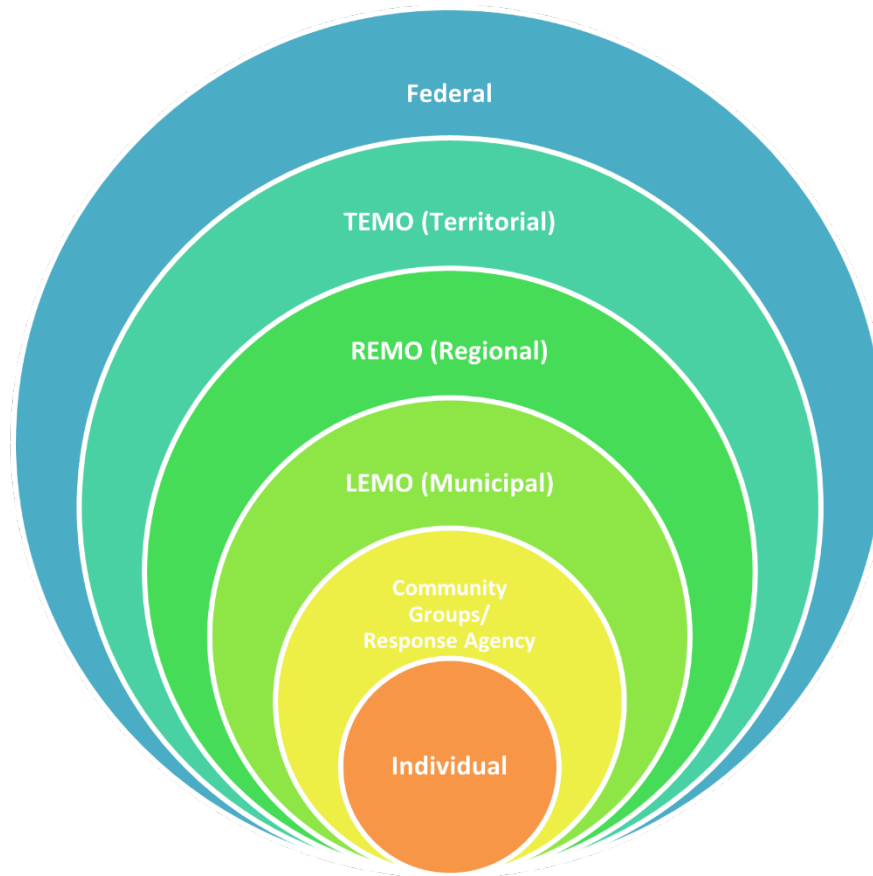
4.1 Individual Responsibilities

The emergency management program in Yellowknife, as with other NWT communities, relies on residents fulfilling their personal responsibilities for emergency preparedness. Residents of the City are encouraged to increase their resilience and reduce their vulnerability through personal preparedness for potential emergencies. Individuals are responsible to:

- Review the City's CEP and understand how and where the City will share emergency information;

- Have individual and household emergency plans that cover how to stay informed about emergencies, how to stay connected with loved ones, and how to care for pets during an emergency;

- Have individual and household emergency kits; and

- Act appropriately to protect themselves and their properties against known hazards, such as obtaining insurance.

4.2 Local Authority (Council)

As the policy group for the City, Council is responsible to:

- Declare and/or cancel a SOLE based on advice from the EOC and through the authorities flowing from the *Emergency Management Act*;

- Liaise with elected officials of other governments; and

- Coordinate with the LEMO to share information with community residents.

4.3 Local Coordinator

The City Manager is the Local Coordinator and head of the LEMO.

Under By-law No. 4996, *Emergency Management Bylaw*, the Local Coordinator is designated all of Council's powers and duties as the Local Authority under the Emergency Management Act, except for the authority to make a declaration of a State of Local Emergency.

The Local Coordinator is responsible to:

- Manage the LEMO in accordance with duties set out in By-law No. 4996, Emergency Management By-law;

- Develop, coordinate, and implement an Emergency Management Plan for the City;

- Test the Emergency Management Plan in cooperation with city departments and outside agencies;

- Ensure that the Emergency Management Plan is reviewed annually; and

- Develop information to educate the public on preparing for and dealing with emergencies.

4.4 Local Emergency Management Organization (LEMO)

The City LEMO is accountable to Mayor and Council through the Local Coordinator. The LEMO assists the Local Coordinator in the development, implementation, and administration of a local emergency management program and the establishment of other measures in respect to emergency management.

All emergency operations conducted under the CEP shall be coordinated and implemented by the LEMO.

The LEMO is responsible to:

- Investigate mitigation options for top hazards identified in the CEP;

- Prepare for and mitigate against known hazards *(e.g. investigate insurance, relocate hazardous materials and equipment outside of hazard zone)*;

- Recommend Council implement zoning by-laws and/or building code requirements in line with hazard risk mapping where appropriate;

- Develop and update the CEP annually as required by the *Emergency Management Act*;

- Practice and make improvements to the CEP via tabletop or live exercise;

- Issue public awareness and communications materials to residents ahead of high-risk periods;

- Monitor current or imminent risk conditions;

- Respond to the EOC located at the primary or alternate site as activated by the Local Coordinator or their alternate; and

- Staff the functional positions of the EOC to manage the emergency or disaster *(through the EOC management functions, information will be disseminated to Mayor and Council on developments in the emergency or actions taken to minimize the effects of the incident)*.

Within the EOC, the functional positions staffed by the LEMO may be required to:

- Notify MACA (via the MACA Regional Superintendent or the emergency line) of an emergency

incident or imminent emergency incident;

- Determine and conduct appropriate responses in line with this CEP;

- Advise on the Declaration of a SOLE;

- Support Council Declaration of a SOLE;

- Forward a copy of the declaration of a SOLE to the Head of the EMO (via REMO);

- Notify the public of the emergency and keep them informed throughout an emergency, including when it is safe to return home, if applicable;

- Forward information for the drafting and distribution of press releases and dissemination to the public;

- Request support from the GNWT or other partners and continue to communicate with other levels of government and groups as appropriate;

- Report to Council on the situation as required; and

- Assess safety and essential services prior to allowing access to the disaster zone.

4.4.1 LEMO Composition

The following City positions are members of the LEMO. Any one of these positions, or their acting delegates, are authorized to call a LEMO meeting under this CEP.

- Local Coordinator (City Manager);

- Director, Public Safety *(First to be called in the event of an emergency)*;

- Director, Community Services;

- Director, Corporate Services;

- Director, Economic Opportunities & Investments;

- Director, Governance & Legal Services;

- Director, Planning & Development;

- Director, Public Works & Engineering;

- Manager, Emergency Preparedness;

- Chief Human Resources Officer;

- Fire Chief; and

- City Clerk.

If none of the above positions or designates are available, the meeting can be called under the CEP by the most senior City representative and available City employees.

4.5 External Agencies

Large scale or widespread emergencies or disasters are not handled by a single agency. External agencies may be asked to participate in emergency preparedness and response activities as part of a broader local emergency management group where appropriate to increase community capabilities. In addition to site

response, agencies may have responsibilities as a cooperating agency (provides physical, financial, or people resources) and/or as a supporting agency (provides information and knowledge). The agencies referenced in the CEP are not an exclusive list, as involvement will depend on the incident.

Below is a list of partnerships the City has established with external organizations. This list will continue to evolve as partnerships are expanded. These partner organizations have emergency plans of their own. They may activate these emergency plans and establish their own EOCs during emergencies or disasters that affect their services.

Partner Organization	Agreement
GNWT Environment and Climate Change - Forest Management	Memorandum of Understanding
Giant Mine Remediation Project	Memorandum of Understanding
MACA	Ground Ambulance Highway Rescue Agreement
RCMP	Police Service Agreement, GNWT Department of Justice
YK Search and Rescue (Ground SAR)	As an adjunct of RCMP
YK Coast Guard Auxiliary	As an adjunct of RCMP
Yellowknife Airport Crash, Fire, Rescue Department	Memorandum of Understanding
Yellowknifes Dene First Nation	Memorandum of Understanding
Yellowknife Salvation Army	Memorandum of Understanding

Certain key partners have been identified as the key agency for specific hazards. The following are some of the more commonly occurring or known hazards and the corresponding key partners (in no particular order).

Hazards	Key Partner
Wildfires	GNWT Environment and Climate Change
Hazardous Materials Spills	GNWT Environment and Climate Change
Wildlife or Animal Disease and Epidemics	GNWT Environment and Climate Change
Transportation Incidents (air, road)	GNWT Infrastructure
Human Disease and Epidemics; Boil Water Advisories	GNWT Health and Social Services
Severe Weather Storms Notification	Environment and Climate Change Canada
Power Failure (Generation)	NWT Power Corporation (NTPC)
Power Failure (Transmission)	Naka Power

4.5.1 Territorial Agencies

GNWT departments and agencies have responsibilities for providing coordination and support for emergencies that fall within their specific mandates and for supporting territorial responses in accordance with the NWT Emergency Plan.

The following table provides a non-exhaustive list of department and agency-specific roles and responsibilities – see Section 2.1.5 and Appendix 2 of the Northwest Territories Emergency Plan for a full list of GNWT roles and responsibilities. Note, depending on the emergency event, each department may or may not be activated and a formal request for assistance to the GNWT may be required to receive support in relation to any of the actions/responsibilities listed.

Department / Agency	Responsibility
Education, Culture and Environment	• Provide for the evacuation of schools and the movement of students to safe areas as required.
Environment and Climate Change	• Provide technical personnel and advice to local authorities, REMOs/TEMO and other agencies respecting environmental protection matters. • Provide situational awareness and damage assessment of suspected and/or confirmed contamination on air, water, and land use due to an environmental emergency. • Provide estimated costs to conduct environmental assessments and remediation activities within areas of departmental interest. • Provide advice and technical expertise on dangerous goods management and response. • Provide advice and technical expertise for hazardous substances or wastes, including suspect substances. • Provide situational awareness of air, water, and land pollution monitoring, reporting and clean-up activities. • Provide technical advice and guidance to individuals and communities in wildfire prevention and preparedness, including Community Wildfire Protection Plans and FireSmart initiatives for communities, homes and cabins. • Lead agency wildfire prediction, monitoring and response. • Provide situational awareness to LEMOs, REMOs, TEMO, and communities on wildfire conditions, behavior, and risk, and recommend appropriate courses of action. • Provide advice or assistance in acquiring wildfire fighting special firefighting and safety equipment and other specialized materials and supplies in support of emergency response operations. • Provide technical assistance for groundwater, hydrology, and sewage problems during emergencies. • Provide technical personnel and advice to Local Authorities, REMOs/TEMO and other agencies respecting wildlife emergencies, risk, and impacts. • Provide personnel and resources to support remote area evacuations/notifications when required.

Department / Agency	Responsibility

Health and Social Services and Health and Social Services Authorities	• Ensure continuity of essential healthcare services.
	• Provide direction with respect to drinking water safety of domestic water supplies affected by the emergency.
	• During active emergencies, support the local authority with the delivery of essential social services, including the support for special assistance to meet unique human service demands.
	• Per section 7.1 and 7.2 of the NWT Emergency Plan, when required, assist NWT host communities in the delivery of emergency social services:
	    o Offer solutions for temporary care for dependent elderly.
	    o In consultation with the local authority, and in advance of a state of emergency, assist higher needs individuals in the community whose needs exceed the ability of the local authority to support.
	    o Provide guidance on functional assessments to identify individuals who are not physically suited to be billeted in group lodgings.
	    o Provide guidance on identifying family units or foster family units who are not suited to billeting in group lodgings.
	    o Provide or arrange for mental health assessments and supports.
	    o Assist with the navigation of healthcare needs (e.g., filling prescriptions, missed HSS appointments, facilitating regular care disrupted by the emergency, sourcing physiotherapeutic aids, etc.).
	• Per section 7.1 and 7.2 of the NWT Emergency Plan, when required, assist NWT host communities in meeting the needs of disaster victims by providing or arranging for:
	    o essential basic needs, which may include temporary lodging, food, clothing, incidentals such as hygiene and toiletries, and where required, emotional support, and health services
	    o victim registration, and inquiry services.

Infrastructure	• Provide situational awareness to REMO/TEMO and communities on fuel supply issues related to emergencies, where data is available, and recommend appropriate courses of action. • Provide specialized equipment and technical personnel and advice on environmental emergencies related to fuel distribution and storage. • Assist with the movement of emergency response personnel and equipment to/from the affected areas as requested and where possible. • Coordinate/contract transportation assets to evacuate affected persons from the risk area to a safe designated location. • Provide transportation equipment and operators when requested and when available. • Provide the use of airport facilities and services. • Provide damage assessments of public transportation facilities. • Provide/contract transportation of and/or arranging for the transportation of emergency materials and supplies. • Authorize the closure or restricted use of airports, highways, roads, and ferries when required during emergencies. • Provide situational awareness to REMO/TEMO and communities on highways and airports as it relates to impacts on the supply system during emergencies and recommend appropriate courses of action.

Department / Agency	Responsibility
Municipal and Community Affairs	• Provide assistance to Local Authorities when emergencies become too large or complex for them to manage by providing coordination and support to the affected community. • Provide public alerting services when requested. • Coordinate disaster assistance to communities and residents who have been impacted by widespread disaster. • Provide guidance and support to communities on maintaining essential services (i.e. water/sewer) during emergency events. • Administer the Disaster Financial Assistance program on behalf of the Federal government.
Housing NWT	• Support the provision of shelter and accommodation for evacuated people who cannot return to their homes for some time due to the nature of the emergency or impact, when required. • Provide advice to assist in the determination of appropriate options for longer-term emergency housing, when needed.
Justice	• Coordinate requests for the redeployment or temporary increase in strength of the Territorial Police Service. • Ensure the safety, protection, and security of persons in custody within correctional centres and coordinate evacuations if required. • Provide coroner services as required during emergencies.

4.5.2 Federal Agencies

If assistance is required, the City is expected to contact the North Slave REMO as a first contact. If the GNWT is unable to meet assistance needs, the GNWT will request support from other jurisdictions or federal assistance. It is the responsibility of the territorial government to submit Requests for Federal Assistance.

Agency	Responsibility
Canadian Armed Forces (CAF)	The Canadian Armed Forces is organized, equipped, and trained to defend Canada and, in cooperation with Canada's allies, protect and advance Canada's interests in the world community. While the CAF focuses on military tasks, the inherent flexibility of military units makes the CAF a potential source of assistance which may be called upon as a last resort to support Canadian civilian authorities during times of emergencies. Joint Task Force (North) (JTFN) is responsible for Canadian Armed Forces operations and administration in northern Canada, namely the Yukon, Northwest Territories and Nunavut. JTFN is headquartered in Yellowknife and is part of Canadian Joint Operations Command.
Canadian Transport Emergency Centre (CANUTEC)	CANUTEC is a major safety program delivered by Transport Canada to regulate the handling and transporting of dangerous goods in all modes of transportation and to ensure public safety. CANUTEC is a widely recognized source to provide chemical emergency response advice and information to support preparedness and response assistance over the phone or website to emergency responders dealing with dangerous goods and hazardous materials.

Agency	Responsibility
Public Safety Canada	Public Safety Canada is the federal department responsible for Canada's national security, emergency management, border strategies, and countering crime via law enforcement and policing. During an emergency, Public Safety Canada will consider all available federal assets and determine, through consultation, what support is appropriate.

4.5.3 Utilities

Naka Power and NorthwesTel are the largest utility companies serving the City of Yellowknife and surrounding areas. Telus Canada does not have telecom infrastructure in the NWT, but has a reciprocal service agreement with Bell Canada that allows them to operate on their network. Naka Power and NorthwesTel have emergency plans of their own and may activate these emergency plans and establish their own operation centers during emergencies or disasters that affect their services. There are vulnerabilities identified for each of these utility providers that may disrupt the continuity of service delivery to the community.

As the power utility distributor, Naka Power relies on hydroelectric power generation by the Northwest Territories Power Corporation (NTPC), which is supplemented with back-up diesel powered generators at Yellowknife's Jack Fish Lake Generating Station. Low water levels, mechanical failure of equipment, damage to transmission lines, and barriers to fuel access are all vulnerabilities that may affect power supply for City residents.

NorthwesTel provides long distance and local phone and internet services over a fiber-optic transmission line to southern Canada and a local cellular network for mobile devices. When the fiber-optic transmission line is impacted by emergencies (natural or manmade), the City may experience degraded or complete loss of connectivity to the internet, long distance and local calling, and the local cellular networks.

4.5.4 School Districts and Schools

School districts and schools within the City of Yellowknife operate under the *NWT Education Act.* Schools are required to prepare and practice school-based emergency scenarios and procedures.

4.5.5 Local Non-Government Organizations (NGOs)

NGOs include the private sector, church or faith-based groups, service clubs, volunteer organizations, companies with work camps, equipment and supply resources, and other agencies with resources and services that could be utilized during emergencies. NGOs can provide a wide range of skills, labour force, and equipment, and may have extensive expertise and connections with vulnerable populations.

NGOs are responsible for the development and implementation of their own organizational business continuity and emergency plans, obtaining appropriate insurance, and for the protection of property to minimize damage and loss during emergencies.

The Salvation Army, based on requests, may provide resources and emergency support services for emergencies and disasters in Yellowknife.

The Yellowknife SPCA, based on requests and permission of owners, may provide resources to assist in identification, extraction, transportation, reunification, food and watering, or coordinating with kennel services for sheltering.

Other NGOs within the City have key roles in a broader emergency response and recovery. The City seeks to enhance those relationships in continued preparedness, response, and recovery activities.

5.0 EMERGENCY MANAGEMENT FRAMEWORK

Emergency management is a shared responsibility. Everyone, including residents, NGOs, private businesses, commercial industries, crown corporations, social agencies, and all levels of government act to mitigate against, prepare for, respond to, and recover from disasters. A collaborative and integrated approach encourages engagement and empowerment, thus enhancing the community's capacity and capabilities in managing disasters, large or small. Continuous improvement is supported by the sharing of information, effective communications, research, education, training, and exercises, not only within the City, but also with stakeholders and the public.

5.1 Emergency Program Priorities

The City's emergency response priorities are guided by the following emergency program objectives:

1. Ensuring the health and safety of responders;

2. Saving lives;

3. Reducing suffering;

4. Protecting public health;

5. Protecting government infrastructure;

6. Protecting property;

7. Protecting the environment; and,

8. Reducing social and economic losses.

5.2 Components of Emergency Management

There are four inter-connected components within the emergency management framework. Activities in any of these four components will affect work in the others. The components may be implemented in sequence or at the same time. During prevention, preparedness, and mitigation, the goal is reducing effort and resources required during response and recovery. Under most circumstances the components overlap as emergency management activities frequently fall under more than one component, and the boundaries between components are rarely distinct. The components application and implementation may vary depending on program and situational needs.

5.2.1 Prevention and Mitigation

Prevention includes actions taken to stop an emergency or disaster from occurring. Such actions may include legislative controls, zoning restrictions, improved operating standards/procedures, or critical infrastructure management.

Mitigation includes actions taken to reduce the adverse impacts of an emergency or disaster that reasonably cannot be prevented. Any individual or organization can undertake mitigation strategies. Mitigation strategies are based on the results of a risk assessment and may include short-term and long-term plans and actions. More information on Prevention and Mitigation is available in section 6.

5.2.2 Preparedness

Preparedness ensures the ability to prevent, mitigate, respond to, and recover from an emergency.

To be prepared includes appropriately addressing all the other components of emergency management. More information on Preparedness is available in section 7.

5.2.3 Response

Response refers to measures taken immediately before, during, or immediately after an emergency for managing the consequences. This may require the implementation or activation of appropriate response plan(s) as well as the provision and pre-positioning of resources (such as personnel, services and/or equipment), the establishment and staffing of a response structure, the activation of information collection and sharing protocols, and the development of an incident-specific action plan to address the emergency. More information on Response is available in section 8.

5.2.4 Recovery

Recovery refers to the process of restoring an affected community to a pre-disaster or higher level of functioning. This may include the provision of financial assistance, rehabilitation of critical infrastructure and habitats, return of evacuees, restoration of the environment, or critical incident stress counseling. Recovery also involves introducing risk reduction components to encourage everyone involved to build back better. More information on Recovery is available in section 12.

6.0 PREVENTION AND MITIGATION

6.1 Hazard Identification Risk Assessment (HIRA)

The 2024 HIRA report for the NWT identified hazards and assessed the risks they pose to the people, property, environment, and economy of the NWT. It is intended to be used for preparedness programs, mitigation strategies, response plan exercises, and training. Understanding the factors that contribute to risk, vulnerabilities, resilience, and critical infrastructure allows for better planning and preparing for future emergencies.

The hazard types identified in the HIRA report were found to be comprehensive and no additional categories of community level hazard were identified for the City during the review process.

The 2024 NWT HIRA identified and then assessed the risk associated with the following 20 hazard types:

- Flood (Ice Jam/Freshet);

- Wildfire/Interface Fire;

- Critical Services – Power/Fuel Interruption;

- Transportation Incident – Road/Ice Road Closure;

- Human Disease - Pandemic/Epidemic;

- Severe Weather –Extreme Cold;

- Hazardous Materials – Spill;

- Severe Weather – Snowstorm/Windstorm;

- Structural Fire;

- Earth Movement – Erosion;

- Transportation Incident – Aircraft Incident;

- Snow Load Hazard;

- Earth Movement – Permafrost Degradation;

- Critical Services – Water Services Interruption;

- Hazardous Materials - Explosion;

- Public Safety – Cyber Security;

- Animal Disease;

- Public Safety – Social Action;

- Earth Movement – Earthquake; and

- Space Debris

6.2 Community Risk Assessment

Part of the process for evaluating risks to the City includes gathering a variety of information to create a community profile, which is used in conjunction with the NWT HIRA and other data collection to identify potential hazards for a community.

Once the hazards are identified, an analysis is conducted to identify the level of risk to enable the community to determine both the significance and urgency for mitigation action. The profile information is reviewed to identify hazards that would have a direct or indirect impact on the City.

Figure 2. Yellowknife Community Risk Assessment Components
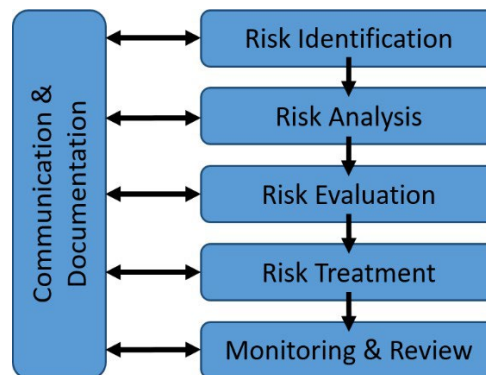
The application of the City of Yellowknife Risk Management Directive, through the Asset Management framework, resulted in the current City risk assessment ratings.

The City hazard risk assessment associated with each hazard type is summarized in Table 1.

The changes to the 2024 HIRA have not been captured in the City's Community Risk Assessment table.

Table 1. Yellowknife Community Risk Assessment 2022

Community Hazards	Definition	Type	Key Risk Analysis Considerations	Probability	Severity	Risk Level
Civil Unrest	People breaking the law in order to bring attention to their cause	Arctic security, terrorism, riot, demonstration, rampage	Potential to cause multiple injuries, deaths, property and infrastructure damage (especially explosion).	Rare	Major	Moderate
Critical Infrastructure Failure - Energy Crisis	Failure to provide energy required to meet basic human needs, sustain the economy, and protect public safety and security	Energy emergency, oil and propane shortage	Potential to cause multiple injuries, deaths, property, and infrastructure damage if complicated by weather (shortage combined with blizzard or extreme cold).	Possible	Serious	High
Critical Infrastructure Failure - Other	Failure of services that meet basic human needs, sustain the economy, and protect public safety and security	Loss of power supply feed line, telecommunications	Potential to cause multiple injuries, deaths, property, and infrastructure damage (especially structural collapse) Jackfish power plant provides backup power to Yellowknife; however, a loss of the power transmission line downstream of the plant would result in a power outage. Hospital failure. Loss of fibre or satellite connectivity for telephone, IT, internet	Possible	Catastrophic	Critical
Critical Infrastructure Failure - Water Contamination	Serious contamination of drinking water or loss of supply, that presents a danger to the general health of the public	Underground pipe failure, pump stations	Potential to cause multiple injuries, deaths. Loss of water for fire fighting	Possible	Serious	High
Earth Movement - Earthquake and Tsunami	A slip along a fault in the earth causing the ground to shake and/or the large wave caused by it	Earthquake, Tsunami	Potential to cause multiple injuries, deaths, property and infrastructure damage.	Rare	Serious	Low
Earth Movement - Other	Movement of the ground causing widespread damage not involving permafrost degradation or earthquake	Submarine slide, mass movements, landslide, debris avalanche, debris flow and torrent, riverbank collapse, snow avalanche, erosion, expansive soils, land subsidence and sink holes, volcano/falling ash	Potential to cause multiple injuries, deaths, property and infrastructure damage	Rare	Serious	Low
Earth Movement - Permafrost Degradation	Movement of the ground causing wide spread damage caused by loss of permafrost	Foundation damage, build collapse, loss of water system, electrical power loss	Potential to cause multiple injuries, deaths, property and infrastructure damage (due to building collapse).	Highly Likely	Serious	High
Falling Debris	Any object (such as a satellite) which survives its passage through the Earth's atmosphere and impacts Earth	Natural space object (asteroid), human made space object crash (satellite)	Potential to cause multiple injuries, deaths, property and infrastructure damage. Some historical experience in NWT	Rare	Serious	Low
Fire/Explosion	Uncontrolled burning and/or a sudden, violent release of gas under pressure which causes or threatens loss of life and property and environmental damage	Explosion, forest fire, grass, bush and brush fire, wild land/urban interface fire, peat fire, fuel tank explosion	Multi-story and single story dwellings, fuel tank farms, industrial and residential mixed use areas. Significant potential for multiple injuries and deaths, property and infrastructure damage.	Expected	Catastrophic	Critical
Flood	An overflow or surge of water which causes or threatens loss of life and property and environmental damage	Local flood, seiche, rain storm, snow melt, ice jam, storm surge, lake burst	Potential to cause multiple deaths. Old Town in Yellowknife designated as "elevated risk" of flooding by NWT DNR. Working to replace 8.5 km of underwater pipe to reduce risk of flooding. Great Slave Lake highest water levels recorded summer and fall of 2020	Possible	Moderate	Moderate
Food and Agriculture Emergency	Any emergency which affects food security, food quality or food safety for many people	Animal disease, food contamination, pest infestation (including rodents), plant disease and infestation	Potential to cause multiple deaths. Little historical experience in NWT	Not Likely	Moderate	Low
Human Disease	A grave or widespread illness that presents a danger to people's health	Epidemic, pandemic	Potential to cause multiple injuries, deaths. Potential infrastructure and essential services impacts due to staff shortages	Possible	Catastrophic	Critical
Ice Hazard	Formations or movements of ice which causes loss of life, property and/or environmental damage	Seabed gouging, ice override (ivu), ice flow, iceberg, ice island, sea ice	Potential to cause multiple injuries, deaths, property damage (especially to watercraft) and floating homes	Possible	Moderate	Moderate
Industrial Emergency	Emergencies involving businesses that handle dangerous goods, hazardous wastes or chemicals or engage in potentially hazardous activities	Mine emergency, oil spill, gas leak, contamination, hazardous material spill, radiological emergency	Potential to cause multiple injuries, deaths, property damage. Giant Mine arsenic, ENR Spills Potential environmental damage	Possible	Catastrophic	Critical
Snow Load Failure	Potential collapse of buildings due to the weight of built-up of drifting snow	Roof failure from excessive snow load that damages key structures or assembly occupancies	Potential to cause multiple injuries, deaths, potential damage to property and infrastructure	Possible	Moderate	Moderate
Transportation Accidents	All vehicle accidents which involve large loss of life and property damage	Ice road accidents, aircraft accident, motor vehicle accident (including animal collisions), marine accident, sonic boom, dangerous goods transportation	Potential to cause multiple injuries, deaths, property, and infrastructure damage. Airport closures.	Expected	Catastrophic	Critical
War / International Incident	An action or clash that results in a dispute between two or more nation-states	Local incidents whose cause is rooted in a war situation	Potential to cause multiple injuries, deaths, and significant property and infrastructure damage. No historical experience in NWT	Rare	Serious	Low
Weather - Other Extreme	All weather related hazards excluding winter storm and cold weather storms	Extreme cold, frost, drought, fog, geomagnetic storm, heat wave, lake effect storm, lightning and thunder storm, hail storm	Potential to cause multiple injuries, deaths, property, and infrastructure damage (especially lightning and extreme cold)	Possible	Moderate	Moderate
Weather - Wind Storm	Strong weather characterized by damaging movement of air	Wind storm, hurricane/cyclone, tornado and water spout, dust and sand storms, microburst	Potential to cause multiple injuries, deaths, property, and infrastructure damage. Airport closures. Down power lines, potential fires.	Possible	Moderate	Moderate
Weather - Winter Storm	Strong weather characterized by ice, snow and freezing rain	Polar low, snow storm, ice fog and ice storm, freezing rain, blizzard	Potential to cause multiple injuries, deaths, property, and infrastructure damage. Airport closures.	Highly Likely	Moderate	High

7.0 PLANNING AND PREPAREDNESS

The City is committed to continuation of municipal services to the best of its ability during and after any incident. If the community is directly impacted, the City's goal will be to resume or restore its operations and services as quickly and efficiently as possible.

7.1 Hazard Specific Plans

By developing hazard specific plans for the top hazards identified in Table 1, the City has established actions that may be taken to mitigate and prevent the hazards. Where appropriate, the City makes recommendations to Council as to the budget funding required to better understand and/or mitigate against a potential hazard.

7.2 Essential Services Continuity

In the event the City is significantly impacted by an incident, day-to-day resources may not be available or may be redeployed to focus on the mitigation of the incident. In these situations, non-essential City operations and services may be disrupted and temporary modifications or even stoppage may occur.

The City has established redundancies to maintaining City core services for community members at all times, understanding that continuity is at higher risk of disruption during emergencies. Each division and department determines the minimum staffing and resource requirements to continue its essential operation and services. This planning helps the City make decisions related to staff reassignments, resource redirections, and prioritizing service changes.

These core services include:

- Emergency Services (fire, rescue, ambulance);
- Public Works (water utility, sewer, waste collection);
- City Infrastructure (roads, facilities);
- Financial Services (tax payment, water utility payments);
- Telecommunications equipment and accessories (hardware and software for internet connectivity, web page and social media communications); and
- Procurement (logistics and supply chain support).

Through the City's Asset Management Framework, the City maintains an inventory of assets (equipment, facilities, and resources) used in the continuance of providing core services.

7.3 Individual Preparedness

The City encourages individual-level preparedness by providing personal preparedness resources to the public through the City's web pages, as handout materials available at events, and through campaigns such as the annual Emergency Preparedness Week. Individuals are encouraged to download the Voyent Alert! app, review preparedness materials, and create their own household emergency plan.

8.0 RESPONSE

Most emergencies are handled by individuals first with support from the local level through the City's emergency services with cooperation from other departments when required. The larger and more complex the emergency, the more there will be a need for partners within a community to support the LEMO.

The City uses an Incident Command System model as a leading practice in managing emergencies. Using
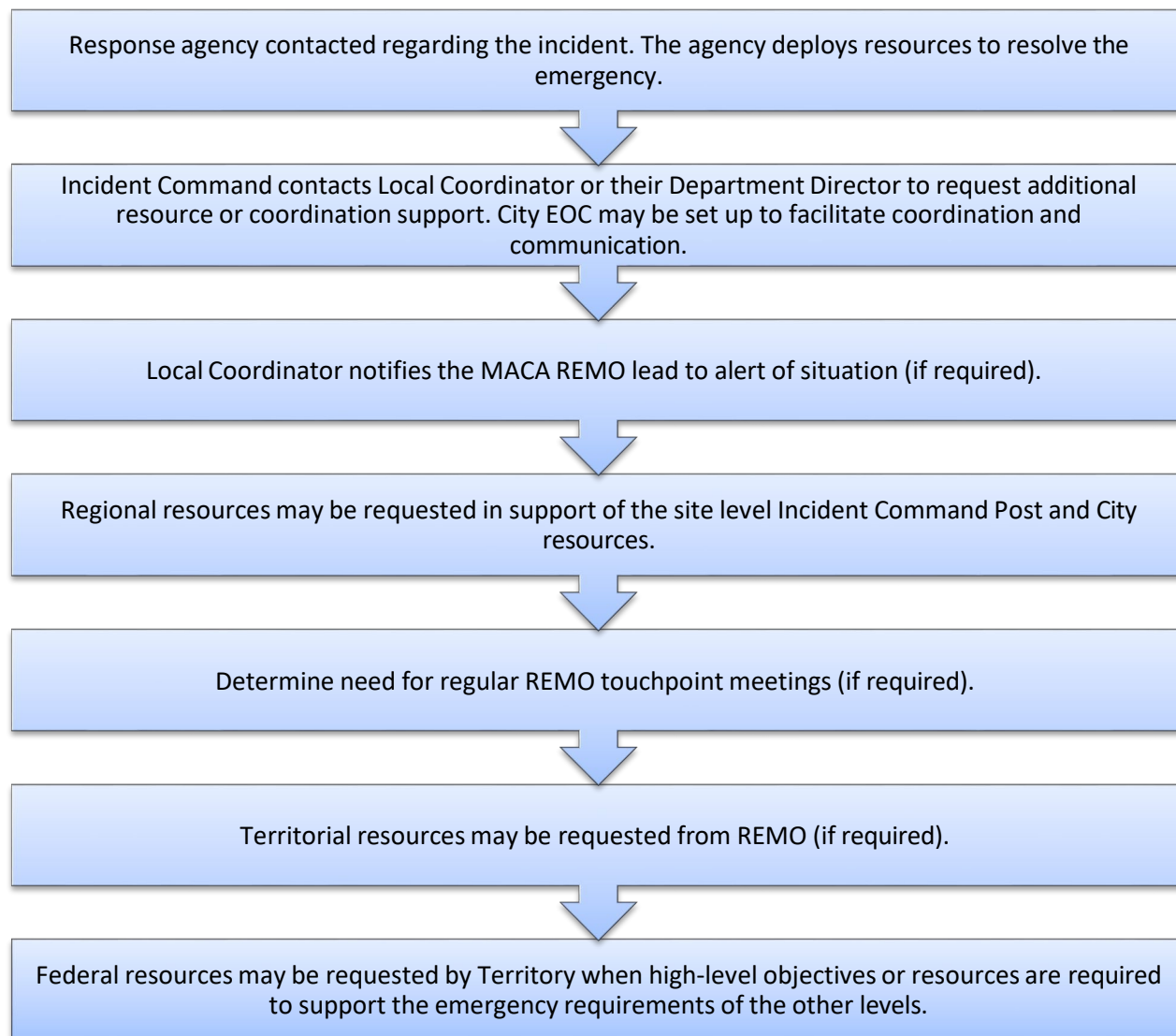
this model provides for the orderly and predictable division of labour, provides for overall safety at the incident level, and ensures work at the incident is completed efficiently and effectively.

8.1 Incident Response Structure

Within the NWT there are several tiers in the response structure to support an incident. These tiers build from the incident site level objectives up to the highest support within the emergency management system, federal support.

The following is the standardized response process used to action an emergency response.

Figure 3. Yellowknife Incident Response Process

Response agency contacted regarding the incident. The agency deploys resources to resolve the emergency.

↓

Incident Command contacts Local Coordinator or their Department Director to request additional resource or coordination support. City EOC may be set up to facilitate coordination and communication.

↓

Local Coordinator notifies the MACA REMO lead to alert of situation (if required).

↓

Regional resources may be requested in support of the site level Incident Command Post and City resources.

↓

Determine need for regular REMO touchpoint meetings (if required).

↓

Territorial resources may be requested from REMO (if required).

↓

Federal resources may be requested by Territory when high-level objectives or resources are required to support the emergency requirements of the other levels.

8.2 Site Level Response

At the site level, an Incident Commander (IC) is designated to establish incident objectives and actions from a single on-site incident command post (ICP). The IC may request the City to activate an EOC to provide site support.

An IC is usually a senior representative of the lead agency having authority over the incident. This could be the City Fire Division or Public Works Department, or may be another City Division and/or Department or external agency that has jurisdictional authority or technical expertise for a particular type of hazard. For example, in the event that the emergency is caused by criminal activity, the RCMP may be designated incident command. At the site level, a decision may be made to use Unified Command. This model is used when several responding agencies have shared responsibility or jurisdiction for the incident.

8.3 Site Level Support

When an incident increases in complexity, on-site responders may require additional resource support or coordination. When the Local Coordinator or any other LEMO member becomes aware of an imminent or actual emergency requiring an escalation of the site response operational supports, they will notify LEMO members.

Based on the type and seriousness of the incident, appropriate personnel are notified of the current or imminent situation and a meeting is held. An EOC may be activated and stood up to support a specific response objective or the entire site response effort.

8.4 Emergency Operations Centre (EOC)

The EOC is activated and staffed by the City to support emergency operations at the site-level, or on a broader community approach for any incident potentially affecting City operations or residents.

8.4.1 EOC Structure

The EOC structure provides direction and support for incident response coordination and comprehensive resource management. The organizational structure can be expanded or contracted according to the needs of the incident or the organization. When operational, the EOC team meets to establish a written EOC action plan through the management of objectives. The written EOC action plan focuses on objectives to ensure coordinated operations for the incident and as a central conduit for integrated communications. The EOC team continuously meets to share information and updates, to review status of incident objectives, and to determine how the EOC will provide site support to incident responders.

Not all EOC assignments in the below organization chart need to be activated and staffed. The EOC Director will assess the situation based on the scale or potential risk of the emergency to determine at what level the EOC should be activated.

Figure 4. Yellowknife EOC Organization Chart
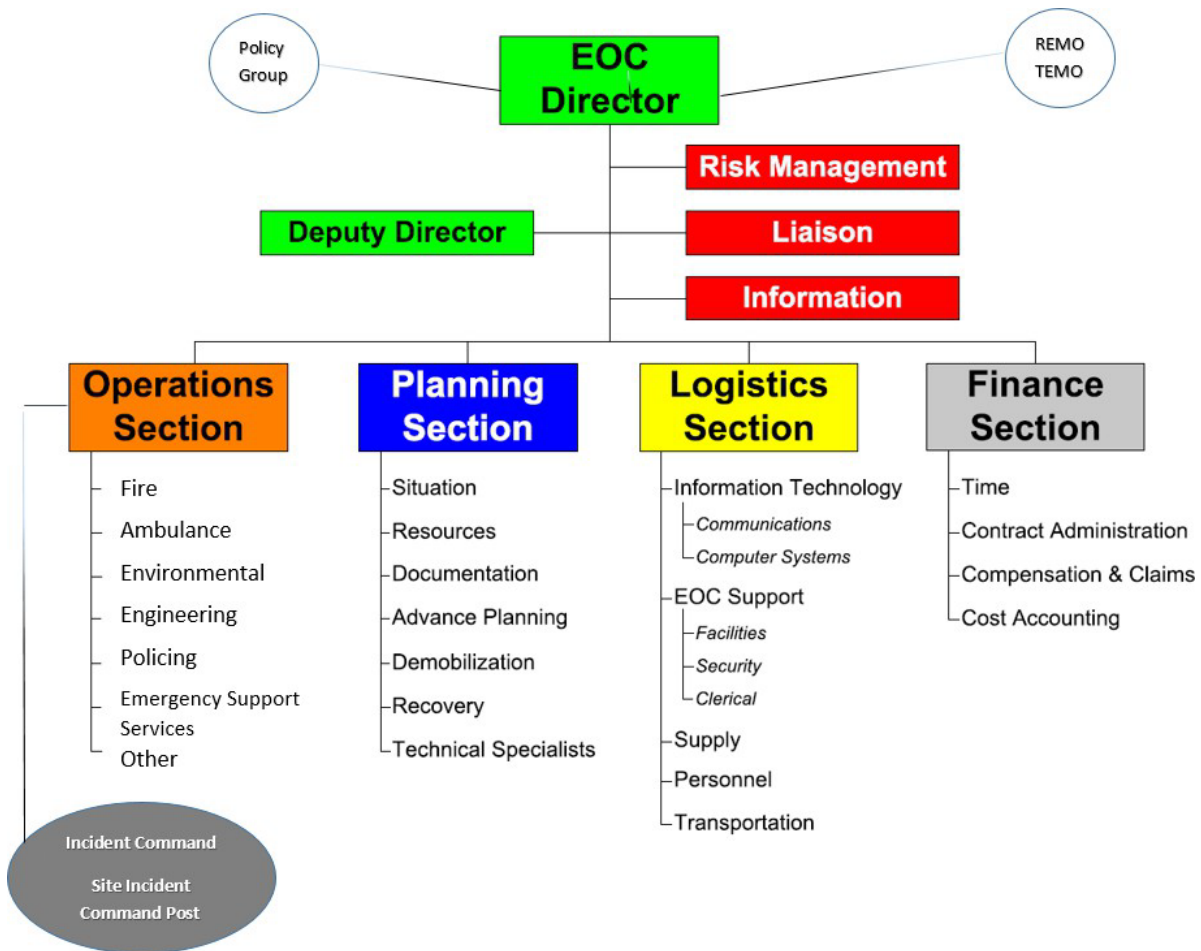
8.4.1.1 Policy Group

Upon activation of the EOC, the City may establish a policy group. This group would be comprised of the Mayor and/or Council who would provide the EOC Director with high-level strategic support and policy direction. This support is in the form of bylaw amendments and declaration of a SOLE. The policy group is not a functional component of the EOC nor has any operational role. This group would not be located in the EOC.

8.4.1.2 EOC Functional Roles

EOC functional roles are pre-assigned to the most qualified employees, based on training and experience (not necessarily the highest seniority), and will have backups for each of the management and general staff functions to ensure activated elements of the EOC are staffed.

The EOC Director, Risk Management, Liaison, Information, and Section Chief Functions are responsible for overall management and coordination of EOC objectives and activities.

8.4.2 EOC Activation Levels

Table 2. Yellowknife EOC Activation Levels

Activation Level	Description	Requirements
1	Routine incident which the City has the capability to manage and control by utilizing its own resources, expertise and standard procedures.	• Enhanced monitoring and support to site. • City response staff and subject matter experts activated to fulfill roles as needed. • Low impact and/or short in duration.
2	Large-scale incident requiring moderate City support for coordination of on-scene operations, with the potential for multi-agency coordination.	• EOC moderately staffed by city response staff and subject matter experts. • May include more than one site. • Moderate impact and duration.
3	A major or complex incident likely requiring resource and site support from multiple agencies. May include a SOLE.	• EOC staffed by city response staff and subject matter experts. • High impact on the City with an extended and/or undefined duration.

The EOC may be activated with or without a declaration of a SOLE; however, it <u>must</u> be activated once a declaration has been made.

8.4.3 EOC Activation

A Level 1 incident is neither an emergency nor a disaster, but rather a situation or threat that requires a greater level of public communication, monitoring, action, and may involve an increasing number of agencies. The EOC is not intended to direct response activities; however, the EOC may be activated for site level support if required outside of the normal management system.

The CEP may be implemented for Level 2 or 3 emergency conditions as follows:

- On receipt of a warning of a real or potential emergency the responding agency will contact the Local Coordinator or alternate. Upon receipt of a warning from the responding agency, the Local Coordinator or alternate may activate the Emergency Operations Centre completely or in part.

- On receipt of a warning, it is the responsibility of all City Departments and volunteer organizations to activate their internal emergency notification systems.

In the event that the emergency is caused by social unrest or criminal activity, the RCMP as the authority having jurisdiction may be designated site management and staff an EOC functional position. It is acknowledged that in many emergencies, two or more agencies may be in a supporting role to the responding agency and this may affect the provision of normal services while the emergency response is in effect.

8.4.4 EOC Termination

The EOC Director is responsible to terminate the EOC activity for an incident and notify all agencies involved. The EOC Director must consider the requirements of termination as a condition of the activation.

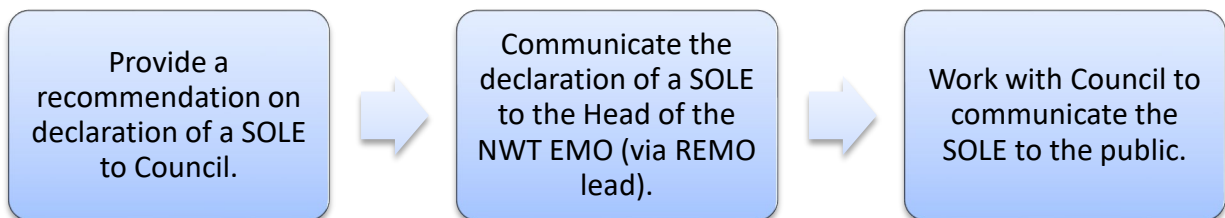Criteria that should be contemplated for the termination of the EOC include:

- Individual EOC functions are no longer required;
- Coordination of response activities and/or resources is no longer required;
- Incident has been contained and emergency personnel have returned to regular duties; and
- Declaration of a SOLE has been terminated.

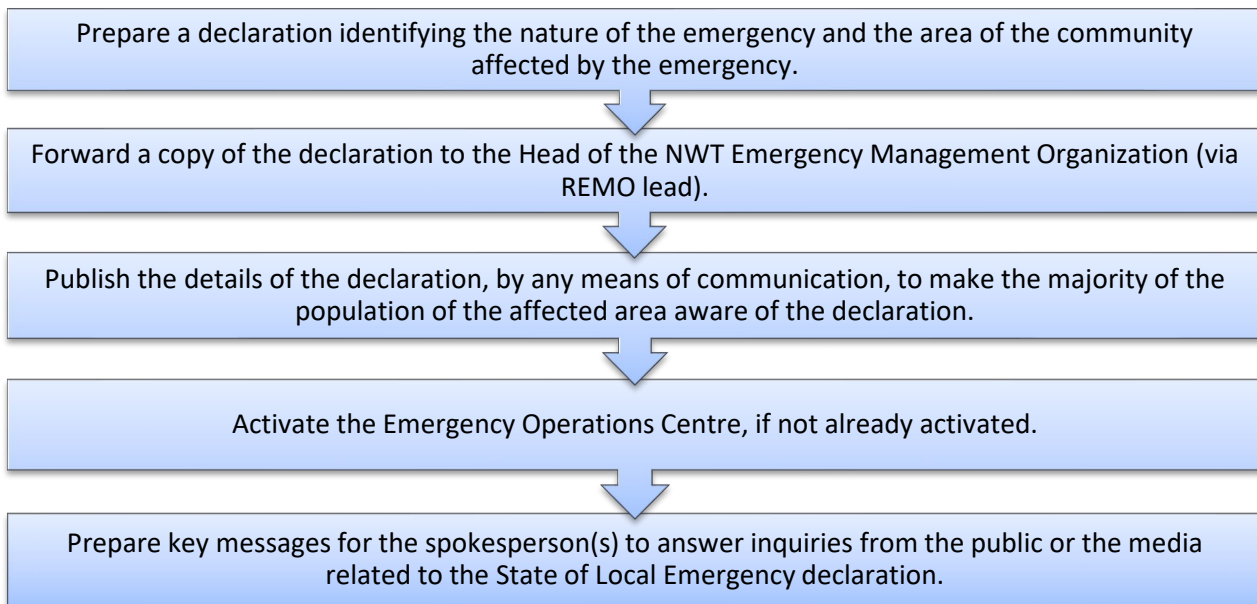## 8.5 State of Local Emergency (SOLE)

Under the *Emergency Management Act*, a local authority (Council), or the head of the local authority (Mayor) if Council is unavailable, is permitted to declare a state of local emergency and access a number of extraordinary powers. These declarations are made by City Council (policy group) and are used to give the LEMO special powers to enable them to respond to an incident. It is important to note, the City does NOT have to make a declaration in order to request assistance from the REMO and making a declaration does NOT give the City access to extra funding.

The EOC must be activated and staffed if a SOLE is declared.

The LEMO should work with Council to review the process for declaring a SOLE. In the event of an imminent or actual emergency where the LEMO and Local Coordinator require special powers as outlined in the *Emergency Management Act*, the Local Coordinator will:

Provide a recommendation on declaration of a SOLE to Council.	→	Communicate the declaration of a SOLE to the Head of the NWT EMO (via REMO lead).	→	Work with Council to communicate the SOLE to the public.

When a SOLE is to be declared, the City must, as soon as possible:

Prepare a declaration identifying the nature of the emergency and the area of the community affected by the emergency.

↓

Forward a copy of the declaration to the Head of the NWT Emergency Management Organization (via REMO lead).

↓

Publish the details of the declaration, by any means of communication, to make the majority of the population of the affected area aware of the declaration.

↓

Activate the Emergency Operations Centre, if not already activated.

↓

Prepare key messages for the spokesperson(s) to answer inquiries from the public or the media related to the State of Local Emergency declaration.

A SOLE will expire after seven days. Subject to approval by the Minister of MACA, the City may request a formal extension prior to the expiry of the SOLE. The process to request a renewal of a SOLE must be made through the same process as the original declaration, by forwarding a notice of renewal via the REMO lead and communicating to the public prior to expiry.

Early termination of the SOLE can occur if, in the opinion of the Local Coordinator, an emergency no longer exists in an area affected by a declaration of a SOLE.

To terminate a SOLE, similar paper work and the same notification process as above are required.

A renewal or termination of a declaration of a SOLE comes into force on the day specified in the renewal or termination, if a day is specified, or on the day the renewal or termination is made, if no day is specified.

8.6 Request for GNWT Assistance

The majority of emergencies are resolved at the local community level. In the event the City's capacity for management of the incident is exhausted in whole or in part, the City can request assistance from the REMO to provide support. While community response operations remain under the direction and control of the local authority, any REMO coordinated support under their direction is controlled by the REMO's lead.

If the resource capacity for the City has been exhausted, or the City does not have the required resources to facilitate a component of incident management, a request for assistance shall be issued to the REMO lead via phone (or via the Duty Phone if after hours), followed by an emailed formal request for GNWT assistance.

9.0 EVACUATION

Evacuation is a risk management strategy. An evacuation is defined as the process of removing people from an area where a present or imminent situation has or may result in loss of life or risk to the safety, health, and well-being of individuals. Damage to property or the environment may also trigger an evacuation if it poses a risk to the health and safety of individuals.

Every evacuation is, of necessity, a unique event. An evacuation may be limited to a single building, a group of buildings, a neighborhood, a geographic portion of the community, or whole community. The nature of the emergency will dictate the evacuation strategy. Part of evacuation is also the safe return of the population once the threat has been removed.

The *City of Yellowknife Evacuation Plan* is a companion document to this CEP and provides further details on the processes required for evacuation. An evacuation plan streamlines the evacuation process by providing an organized framework for the activities involved in coordinating and conducting an evacuation. Since emergencies are diverse in nature, it is difficult to create specific plans ahead-of-time. The goal is to provide the framework and guidance for identifying different needs and vulnerabilities to allow for a safe, effective, and coordinated evacuation of individuals from an emergency affected area.

9.1 Shelter-in-Place

Shelter-in-place should be considered the primary option for protecting residents from a threat when it is unsafe to be outdoors due to an environmental hazard. For the City, these hazards are primarily limited to human disease, severe weather, and hazardous materials release as a residence offers a limited level of protection. However, other hazards which constitute a health or safety risk such as wildlife (e.g. bears), significant impact to air quality (e.g. wildfire smoke), or social actions are also appropriate

It is not recommended to evacuate community members for wildfire smoke. Evidence shows no benefit for this and it can lead to increased health risks. Instead, residents are advised to shelter-in-place. If residents have underlying medical conditions exacerbated by wildfire smoke it is recommended to consider reaching out to healthcare practitioners.

Shelter-in-place is a direction for residents to stay within the building they are currently in or immediately find refuge in the closest safe building until the threat has passed**.** Shelter-in-place is not directing residents to a particular shelter or to be confused with a resident deciding not to evacuate after an Evacuation Order has been issued and direction has been given to leave the area.

9.2 Tactical Evacuation

A tactical evacuation is an evacuation resulting from an immediate hazard impact that requires immediate action and allows for little warning or preparation. The IC or any authorized first responder (Firefighter, RCMP, and Municipal Enforcement Officer) at the scene of the incident can order the tactical evacuation of persons with no formal documentation. Hazardous material incidents, fires, explosions, or structural damage/integrity are all examples of events that may require a tactical evacuation. This type of tactical evacuation, under the authority of the responding agency, is executed quickly to address immediate life safety concerns. The EOC may activate to support this type of evacuation.

The legal authority to order a tactical evacuation rests with a number of statutes depending on the type of hazard causing the evacuation. Under City By-law No. 4502, *Emergency Response and Fire Protection Services By-law, Section 4. (2) (d), when an incident is occurring to which the fire division has responded*, the Fire Chief, or his or her designate *"at his or her discretion, establishing boundaries or limits, ordering the evacuation of persons and keeping persons from entering the area within the prescribed boundaries or limits unless authorized to enter by him or her; and (e) directing officers to enforce restrictions on persons entering the boundaries or limits outlined in Section 4(2) (d).*

9.3 Shelter-in-Community Partial Evacuation

Given the remote and isolated nature of Yellowknife, impacts on highways and airports, and the nature of many emergencies, the City has planned for the possibility that an evacuation may be delayed or only partially possible or partially required depending on the circumstances. This contingency planning is based on supporting a section of the community with the greatest hazard threat.

The residents at greatest impact in the hazard zone may need to be sheltered in a safe zone in the community that can withstand the potential impacts of the incident. The requirement is a building that can accommodate a portion of the community for at least a couple of days. The building construction should be non-combustible or fire resistive with the potential added protection of backup power, communications, structural sprinklers, and air filtration.

There may be times when no evacuations or protective actions such as shelter-in-community are necessary, yet residents require support services to help them through a difficult time within the shelter-in-community model. Some examples of this type of incidents include warming centres during extreme cold weather events with prolonged power outages, or better air environment for wildfire smoke relief where their residence cannot provide this level of protection.

Sample shelter-in-community instructions are provided in the *City of Yellowknife Evacuation Plan.*

9.4 Community Evacuation

If a non-tactical evacuation is required, it must be done under the authority of the *Emergency Management Act.* Only the Minister of MACA has the authority to cause an evacuation and control the movement of people under that Act and such an order can only be made when there is a Territorial declaration of a state of emergency (*Emergency Management Act* s. 14(1), 17(1)(e) and 17(1)(h)). Therefore, if an evacuation of an area of the City (shelter-in-community) or the City as a whole is necessary, the City will request the Minister to declare a TSOE for the affected area and use their powers under section 17(1)(e) and 17(1)(h) to require the evacuation of residents. Once a TSOE is declared, the authority to deal with the incident rests with the Minister (s.16 (1)). At the Minister's discretion they can then direct the LEMO to continue to carry out its CEP and assist in carrying out any of the Minister's powers. Leading up to a possible evacuation the City will issue Evacuation Notices and Evacuation Alerts, however any Evacuation Order would be issued by the Minister.

Further detail on community evacuation is available in the companion document, *City of Yellowknife Evacuation Plan*.

9.5 Evacuation Roles and Responsibilities

The NWT Emergency Plan and the City CEP emphasize that all individuals and levels of government plan for and carry out evacuations. Personal preparedness and being ready to evacuate is the most important and primary responsibility for residents! The City will strive to encourage residents and provide advice on following these three simple, but important steps for personal preparedness:

- Make an emergency plan;

- Have an emergency kit; and

- Stay informed - know your community's plan and how information will be shared.

The role of the City as the Local Authority is limited in comparison to the authority provided to the GNWT within the *Emergency Management Act.* However, the City has worked to establish a plan that

acknowledges the capacity and resources available in Yellowknife to support a shelter-in-place or shelter-in-community scenario.

The City evacuation plan considers residents who are not able to evacuate on their own, see the *City of Yellowknife Evacuation Plan* for details.

10.0 HOSTING

The City hosting plan contemplates short-term temporary supports for individuals and families affected by emergencies or disasters in other NWT communities. This a territorial legislated community component for NWT emergency management programs.

As part of the City's hosting plan, the program components have been established and the capacity to deliver those components internally identified. The City has established the Multiplex and Fieldhouse facilities as the primary locations to facilitate any hosting of evacuees. Other community facilities, including the Yellowknife Community Arena, have been pre-identified and pre-planned for potential larger community requirements.

10.1 Emergency Support Services (ESS)

ESS encompasses the provision of short-term support to meet the immediate human needs of residents displaced by an emergency or disaster. This support may include food, lodging, clothing, emotional support, information about the emergency situation, and family reunification.

The management of convergent volunteers during an emergency is also key to ESS delivery in large-scale incidents.

When an Evacuation Order is issued, evacuees will be provided direction to the location of the applicable Reception Centre and City ESS responders will be activated to provide ESS to the evacuees. The nature or severity of the emergency may determine the level of support that people require or may be delivered, as well as which facility will be used.

The City has worked with response partners to confirm respective roles and responsibilities in providing support services when hosting evacuees from other NWT communities. The City provides safe, secure space, with cots and sleeping supports. Other partners arrange for food, amenities, financial supports, childcare, and any other needs of the evacuees. The nature or severity of the emergency may determine the level of support that people require or may be delivered.

10.2 Volunteers

The City does not have the capacity to organize, train, and manage volunteers during an emergency.

Volunteers must be adequately trained to do their job. While volunteers can be invaluable during an emergency, walk-in or spontaneous volunteers can also present many challenges and risks to themselves and to the overall response. It is therefore in every agency's best interest to assess the benefits versus risks of engaging walk-in or episodic volunteers who offer to help or 'self-deploy' to assist during an emergency without any training or overhead coordination of activities. Individuals who are interested in volunteering are encouraged to inquire with local groups or non-governmental agencies in advance of an

emergency in order to receive proper training and orientation.

If the City does call on volunteers, this does not guarantee that the volunteers will be identified as critical workers throughout the duration of the emergency. Spontaneous volunteers are not categorized as critical workers.

11.0 COMMUNICATIONS

11.1 Site Communications

The City has an established call-out process for City employees to support emergency situations. Site responders, such as Fire, MED, Public Works, and other City Departments will apply existing standard operating procedures for call-outs. This communication mechanism is supported through the City's Public Safety Communication Center and dispatch services.

11.2 Internal City Communications

The EOC will activate its call-out protocol depending on the circumstances, the level of EOC activation, and the required EOC functions. If additional support is required from the City's EOC, the City will use its capability to request extra staff support.

During response to emergency incidents, employees may be utilized to provide services outside the employees' traditional roles.

Depending on the circumstances, the EOC will use the following methods to stay in communications throughout the incident:

- VHF radio communications;
- Telephone;
- Satellite phone;
- Mobile devices (voice, app, and text message); and
- Email

11.3 Communications with REMO & External Agencies

The EOC Director is responsible for communicating with external agencies for emergency and disaster situations. If the EOC is activated, the Liaison Officer may be assigned to establish and maintain communications with the relevant external agencies and facilitate the sharing of approved information in a timely manner.

The Local Coordinator is responsible for maintaining the contact information of applicable external agencies.

Throughout any incident where the EOC is activated, the City will maintain communications with the REMO.

11.4 Public Communications

In the event of an imminent or actual community emergency requiring a response, residents will be notified as soon as possible and often throughout the duration of the emergency. Notification will be sent to all impacted or potentially impacted areas.

11.4.1 Public Communications Methods

For official and formal public communications, it is the responsibility of the Information Officer to prepare public and media information releases, prepare key messages for the City's spokespersons to use, coordinate and facilitate media interviews and public meetings, and to coordinate responses to media and public inquiries.

As needed, emergency instructions will be prepared and released in a written (media and public information releases) and a web-based format. As applicable, maps, photos and/or videos may be used to support the communications requirements.

The Information Officer position will work and coordinate information with the EOC team, City Manager, Mayor and Council, and Manager of Emergency Preparedness. Depending on the scope of the disaster, a partner response agency may also appoint a trained media relations officer to work in the EOC with the EOC Information Officer to answer inquiries from the media.

The EOC will use the following methods to communicate with the public:

- Voyent Alert! app;
- City of Yellowknife email push notifications to registered residents;
- City of Yellowknife website;
- City of Yellowknife social media;
- Local radio stations;
- Local media outlets; and
- Posted notifications at central City facilities (City Hall, Multiplex).

Under extreme circumstances or impacts to communication networks, the City has the capacity to activate a public announcement and notification process using City vehicles.

Public communications tools such as Emergency Notices, Alerts, and Orders will be used to inform the public of threats and actions.

If required the City will request, via North Slave REMO, to use NWT Alert (Canada's national emergency alerting system) to issue broadcast intrusive alerts in the event of immediate hazard threat to any part of the community.

12.0 RECOVERY

Recovery is often where the hardest work occurs after an emergency; however, it is not a clear systematic process.

The City has developed a Community Recovery Plan (CRP) to support the City's priority for recovery from large-scale emergency or disaster. The CRP establishes the framework to administer municipal recovery activities in support of local authority recovery, community restoration, community rehabilitation, and community resilience. These activities focus on the resumption of City services, the rebuilding of City infrastructure and the delivery of recovery support services. The LEMO will work together to assess damage and determine when it is safe for residents to return to the impacted area. Recovery activities will be carried out in consultation with MACA's Community Planning Guide for Re-Entry after an

Evacuation, available here:

https://www.maca.gov.nt.ca/sites/maca/files/resources/guide_community_planning_guide_re-entering_after_an_evacuation.pdf

12.1 Objectives

The following represents the general objectives within each phase of recovery.

Recovery Phase	Objective
Short-term	Stabilizing
Medium-term	Rebuilding and Rehabilitating
Long-term	Revitalizing and Resilience-building

Stabilizing objectives are recovery actions that occur in the first month of the incident and contemplate the unique needs of the affected populations as they re-enter their communities. Damage assessments and debris management are critical short-term recovery actions.

Rebuilding & Rehabilitating objectives are recovery actions that could occur for approximately the next six months to one year depending on the impact of the incident. These actions include housing strategies, re-establishment of business, economic development, and normalization of community activity.

Revitalizing & Resilience building are long term recovery initiatives which aim to reduce long term exposure to risk, identify legacy issues, and build community resilience. Long-term recovery will occur 18 months and beyond.

The City will provide leadership in support of the community recovery activities while seeking out opportunities to increase resilience by reducing community disaster risks.

12.2 Priorities and Activities

The following represents the broad priority activities that may be undertaken to achieve recovery objectives. The timelines and activities for each phase are applied as a general guideline and will be different for each incident. It is largely accepted that short-term local authority recovery activities will occur concurrently with, or be initiated during, response operations. This will support the stabilization of the situation and ensure that the resources and services are in place to stimulate immediate recovery of the impacted community. This is not a comprehensive list and is simply intended to provide a basic understanding of the common activities during each phase.

Recovery Phase / Objective	Potential Activities
Short-term (1 week to 1 month) Objective: Stabilizing	• Damage and needs assessments • Debris clearance, removal, and disposal • Supporting businesses impacted by infrastructure damage • Restoration of community services • Engaging GNWT to ensure sufficient capacity for Health & Social Services • Initiating financial recovery and insurance/claims tracking process • Identifying City staff needing emotional/psychosocial support • Mobilization of recovery organization and resources • Transition from EOC to Recovery Operations Centre
Medium-term (1 month to 18 months) Objective: Rebuilding and Rehabilitating	• Repairing and restoring infrastructure • Detailed building inspections • Demolition • Debris clearance, removal, and disposal • Environmental assessments • Providing support to re-establish businesses • Establishing partnerships and taskforces • Engaging GNWT to ensure sufficient capacity for Health & Social Services
Long-term (18 months and beyond) Objective: Revitalizing and Resilience-building	• Hazard mitigation and risk reduction • Rebuilding resilient infrastructure • Long-term economic revitalization • Risk-based regulatory and policy changes • Redevelopment planning • Reconstruction • City by-law and land-use changes

12.3 Guiding Principles

The City's recovery structure is intended to be adaptable to any incident. The structure can be scaled up or down based on the level of activity required to coordinate community and local authority recovery.

Successful recovery will:

- Focus on stabilizing, restoring, revitalizing, and enhancing the resilience of the community;

- Seek out opportunities to increase resilience, reduce or eliminate disaster risks, and align to sustainable development practices;

- Mobilize businesses, nonprofits, and faith-based organizations as well as other communities of place, interest, belief, and circumstance;

- Be based on an understanding of the community context;

- Acknowledge the complex and dynamic nature of emergencies and communities;

- Be responsive and flexible, engaging and empowering residents to move forward;

- Require a planned, coordinated, and adaptive approach based on continuing assessment of impacts and needs;

- Be built on effective communication with affected residents and other stakeholders;

- Recognize, support, and build on community, individual, and organizational capacity; and

- Consider the social, economic, environmental, and smart growth impacts.

13.0 TRAINING AND EXERCISES

13.1 Training

Any employees who take on roles in the EOC as part of the CEP will require training in order to familiarize themselves with the roles and become comfortable in the responsibilities.

Various training formats will be utilized based on the nature of training material to establish core competencies. All employees involved in the CEP execution will be oriented to the City's plans on a regular basis.

13.2 Exercises

Exercises simulate a portion of an incident or a full emergency incident in a no-fault environment to allow employees to practice the knowledge, skills, and tasks for which they may be expected to perform. Exercises are a core component to validating the emergency plan, completed training, and roles and responsibilities. After training has been completed, and on a regular basis, exercises will be used to validate expected actions, plans, policies and procedures.

There are a number of different types of exercises that may be used for validation:
- Seminars and workshops (discussion based);
- Tabletop exercises (discussion based);
- Interactive scenarios (discussion based);
- Functional exercises (operations based); and
- Full scale exercises (operations based).

Seminars and workshops are used to ensure employees have a level of operational understanding in a structured environment. Tabletop and interactive scenarios allow for the application of training, plans, policies, and procedures in the process of dealing with a specific components or stages of an emergency incident. Functional and full-scale exercises revolve around employee actions and have more real time applications. These exercises will assist employees to become comfortable and familiar with assigned emergency roles and responsibilities in a simulated mock incident.

14.0 LEGAL AUTHORITY

The CEP is issued under the authority of the Council of the City of Yellowknife in accordance with the *Emergency Management Act* as well as By-law No. 4996*, Emergency Management By-law*, which contains the duties and responsibilities of the Local Coordinator and the LEMO.

The authority for making decisions during an emergency rests with the Local Coordinator in consultation with the LEMO and through the City's emergency operations support. When the Local Coordinator is unavailable, the alternate will lead.

Local Coordinator	Alternate Local Coordinator
Name: **City Manager,** Stephen Van Dine	Name: **Acting City Manager**

14.1 Territorial Legislation

Under the *Emergency Management Act,* the Municipal Council of the City of Yellowknife is considered a 'local authority' and has the following powers under section 10(1):

a) May conduct or authorize the conduct of emergency operations outside of the community;

b) May conduct or authorize the conduct of emergency management activities inside the community; and

c) May authorize the temporary engagement of volunteers for carrying out those operations and activities referred to in paragraphs (a) and (b).

Council also has the following duties as a 'local authority' under section 10(2):

a) Shall establish and maintain a local emergency management organization to develop and implement local emergency plans and to establish other measures in respect of emergency management;

b) Shall appoint a local coordinator and establish duties of the coordinator, including the preparation and coordination of local emergency plans and programs for the local authority;

c) Shall prepare or cause to be prepared, adopt and maintain local emergency plans and programs;

d) Shall ensure that the Head of the Emergency Management Organization receives the most current version of the adopted local emergency plans; and

e) Shall review local emergency plans annually.

As set out in section 10(5), this CEP may be used regardless of whether a state of local emergency has been declared.

Unless specifically provided for in the *Emergency Management Act*, or the relevant legislation or by-law, all legislation continues to apply during an emergency event. Of particular note, private industries, organizations, and agencies are required to meet health and safety regulations and any Codes of Practice established by the Worker's Safety and Compensation Commission Northwest Territories and Nunavut (WSCC).

14.2 Emergency Management By-law

The City of Yellowknife By-law No. 4996, *Emergency Management By-law* provides the authority for the establishment of an emergency program and a Local Emergency Management Organization to assist the Local Coordinator in the development and implementation of a local emergency plan and other measures in respect to emergency management.

14.3 Power to Declare a State of Local Emergency

Section 18 of the *Emergency Management Act* authorizes the local authority (Council) to declare a SOLE and to use any of the extraordinary powers, set out in section 20, to manage an effective response, as required. If it is not possible for a local authority to declare a SOLE, the head of the local authority (the Mayor) may act on behalf of the local authority if they reasonably believe (a) a local emergency exists; and (b) the emergency requires immediate response (section 18(2)).

Declaration of a SOLE should not be made lightly, as ultimately it could affect civil liberties. A SOLE may be used for accessing authority to cause emergency plans and programs to be put into operation, to acquire and use real or personal properties, authorize or require a qualified person to render aid, and cause demolition or removal of environment or property to access and mitigate an emergency. A local authority may authorize any person, at any time, to exercise any power referred to in subsection 20(1) of the *Emergency Management Act* in the operation of an emergency plan or program, in relation to an area affected by a declaration of a state of local emergency.

A declaration of a SOLE is NOT required to activate or implement any emergency plans, to gain liability protection under the *Emergency Management Act*, or for a local authority to request assistance from the REMO. In addition, a declaration does not provide the local authority with access to extra funding. A declaration of SOLE is in place a maximum of seven days after it is made, or when the local authority or head of the local authority cancels the order. Renewal of the SOLE, subject to approval by the Minister of MACA, may be requested if the emergency continues, or is anticipated to continue, for more than seven days.

The Minister may cancel a declaration of a SOLE or its renewal at any time the Minister considers appropriate. If the Minister orders a declaration of a Territorial State of Emergency (TSOE) in respect of an area that is already affected by a declaration of a SOLE, the declaration of a SOLE is deemed to be cancelled.

The process for declaring a SOLE is detailed in Section 8.5.

For more details on the legislation affecting a SOLE see sections 18-20 of the *Emergency Management Act*.

14.4 Council of the City of Yellowknife

Council has the authority, as identified in the *Cities, Towns and Villages Act,* S.N.W.T. 2003, c.22*,* section 28, to call an emergency meeting if they consider that an emergency exists or may soon exist in the City. In addition, this authority is identified in By-law No. 4975, *Council Procedures By-law*.

The council member calling the meeting or the City Manager shall:
   a. notify as many council members as is possible in the circumstances of the time and place of the emergency meeting and the nature of the business to be transacted; and
   b. give as much public notice of the meeting as is possible in the circumstances.

Those council members attending an emergency council meeting constitute a quorum, and may only transact business relating to the emergency.

Council may, at an emergency meeting, make a declaration of a SOLE relating to all or any part of the municipality in accordance with the *Emergency Management Act*. Council approval of a declaration of a

SOLE authorizes the City of Yellowknife LEMO to carry out the powers as set out in section 20 of the *Emergency Management Act*.