



NUNAVUT EMERGENCY MANAGEMENT

ANNUAL REPORT 2018/19

Introduction

In Nunavut, search and rescue (SAR) is a shared responsibility across all levels of government – federal, territorial, and municipal – and is delivered with the support of volunteer organizations. Maritime and aeronautical SAR is a federal responsibility, while the responsibility for ground and inland water SAR rests with the territorial government and municipalities, except when they occur on federal Crown lands and waterways.

Nunavut SAR involves coordinating and conducting marine, air, and ground searches for people in distress; providing and administering first aid at rescue locations; and transporting injured people to the hospital. This service and capability is provided through a ‘system of systems’ where resources of the federal, territorial, and municipal governments – along with volunteers – work together to respond to search and rescue emergencies.

Nunavut Emergency Management (NEM) within the Department of Community and Government Services (CGS) is responsible for search and rescue operations throughout Nunavut.

NEM provides overall advice, guidance, and ensures compliance with mandatory territorial and federal legislation and policy regarding emergency management. NEM supports government departments and communities to create emergency management plans.

Background

Canada is the second-largest country in the world (9,984,670km²) with three ocean borders (east, west and north) that comprise 243,791km of coastline. Nunavut alone accounts for approximately two million km², or about 1/5 of the land area of Canada.

In addition to the distances involved for those in the south who attempt to access Nunavut's communities and regions, the territory presents daunting challenges of topography, weather, seasonality, communications, access and logistics. Climate change is having a considerable impact on the ability to travel on the lands, creating an increased demand on search and rescue systems.

Canada's Search and Rescue Authorities

CANADA'S SAR RESPONSE AUTHORITIES	
Type of SAR Incident	Lead Authority
Aircraft incidents <ul style="list-style-type: none">Anywhere in Canada	Canadian Armed Forces
Maritime incidents <ul style="list-style-type: none">On the oceansCoastal waters and the Great Lakes/St. Lawrence River system	Canadian Coast Guard
Ground and Inland Water (GSAR) <ul style="list-style-type: none">On land (e.g. hikers, hunters, lost persons)On inland waterways (e.g. pleasure boaters, anglers, paddlers)	Provincial/territorial governments; usually delegated to the police force of jurisdiction.
SAR in National Parks, National Historic Sites and Marine Conservation Areas <ul style="list-style-type: none">On land (e.g. hikers, mountain bikers)On inland waterways (anglers, paddlers)	Parks Canada Agency

Source: Quadrennial Search and Rescue Review, Government of Canada, 2013

Canada's Search and Rescue Regions



Source: Canadian Coast Guard, Follow-up Questions from the Standing Senate Committee on Fisheries and Oceans on Maritime Search and Rescue in Canada, June 2016.

In Nunavut, ground search and rescue is covered under the Territorial Community Police Service Agreement.

On-the-land medivacs are the responsibility of the Department of Health. NEM's role is to assist in locating air and ground support as needed. This is covered in a MOU between the departments of Community and Government Services and Health.

Nunavut Emergency Management (NEM)

Nunavut Emergency Management (NEM) within the Department of Community and Government Services (CGS) is responsible for the Emergency Measures Organization (EMO) and the support of search and rescue operations throughout Nunavut.

Every year, NEM is required to table an Annual Report in the Legislative Assembly that includes information on NEM's:

- Search and Rescue Program;
- Search and Rescue Training;
- Community Emergency Response Plans; and
- Community Workshops

Search and Rescue Program

NEM's Search and Rescue (SAR) program includes policy and operations work to enhance community-based search and rescue capability and preparedness across Nunavut.

Policy

Funding is provided according to the [Search and Rescue Contribution Policy](#).

The policy is based on the following principles:

- CGS encourages the creation of local Search and Rescue Organizations (SAROs) in support of community-based search and rescue activities.
- A community-based search and rescue should be conducted under the authority of the [Emergency Measures Act](#).
- The GN is committed to Inuit Qaujimagatuqangit principles of Piliriqatigiinniq/Ikajuqtigiinniq (working together for a common cause) and Pilimmaksarniq/Pijariuqsarniq (development of skills through practice, effort and action) in the planning, conducting and reviewing of all search and rescue initiatives. In accordance with Inuit Societal Values, it is important to recognize the value of teaching and learning at all levels and from all sources.
- In accordance with Inuit Societal values, self-reliance will be supported by building on our strengths, respecting and highlighting the unique elements of our residents and our communities. Building the capacity of communities will strengthen Nunavut.

Operations

In Nunavut, search and rescue operations are classified into one of the following categories:

- Fire emergency
- Air search and rescue
- Marine search and rescue
- Ground search and rescue
- RCMP request for assistance
- Medivac
- Ground SPOT activations
- General request for assistance
- Ground search on ice
- Marine SPOT activations
- Ice SPOT activations

Supporting ground search and rescue work is the primary search and rescue activity that NEM engages in (see Appendix A). Ground search and rescues are often the result of people experiencing mechanical breakdown, running out of fuel, or becoming stuck.

In Nunavut, search and rescues require “tasking numbers” to be reimbursed for the cost of the search by the Government of Nunavut. These tasking numbers are created to enable the community search teams to purchase fuel and supplies for their ground searches.

NEM uses Emwerx emergency management software to manage search and rescue activity within the territory. This software is used nationwide by other emergency management and search and rescue groups.

Steps for search and rescue

Community members report the missing individual(s) to either the RCMP or local search and rescue coordinator. The coordinator will receive the required information from the complainant:

- who is being searched for
- what is the reason for the search
- where is their last known location
- when were they due back
- how prepared was the individual(s)

Once the coordinator has this information, they contact NEM on the 24-hour on call line at 1-800-693-1666.

The search coordinator provides the NEM Duty Officer on call with the required information.

Once the information is received, the Duty Officer provides the Search Coordinator the tasking number that is created on the Emwerx emergency management software.

This tasking number assists the community search and rescue group to purchase fuel and supplies.

Once the search is complete, the hamlet and search and rescue group must provide an invoice and a copy of receipts for all items purchased which is to be included in the search reports for the incident.

When this is received the hamlet is reimbursed any cost associated to the search and rescue by the government of Nunavut.

SPOT Devices

Other NEM operations also include providing training to municipal search and rescue organizations and assisting communities with the purchase of search and rescue equipment and communications systems. This includes the installation of new SPOT devices in communities.

In 2018, NEM placed 375 new spot devices throughout the territory. Each community received them with new sign-out books and pamphlets on how to use them. Posters were created and distributed to all communities showing what to take when going out on the land, what to take for safe

boating, as well as where to sign out spot devices. There has been a consistent increase in the use of tracking devices.

NEM also provides intergovernmental support for Public Safety Canada's Federal/Provincial/Territorial (FPT) Senior Officials Responsible for Emergency Management (SOREM). This work includes:

- Modernizing Canada's Search and Rescue Governance and Policy Framework
- Providing leadership for developing an Inventory of Indigenous Emergency Management capabilities for Canada
- Continuing to develop and roll out the National Public Alerting System
- Developing regional criteria for the Emergency Management Exemplary Service Awards (current criteria is heavily weighted to a national focus and so Nunavut is requesting changes that are more regionally focused)

Search and Rescue Training

NEM provides core funding annually to Nunavut's Municipal Training Organization (MTO) to deliver Northern-based emergency search and rescue training that meets national standards. The program has been tailored to emphasize the use of specific Garmin GPS products to respond to distress signals from persons lost, or broken down, on the land and in need of rescue.

In the course, students develop the skills, knowledge and understanding of the following as they relate to search and rescues:

- The Nunavut Ground Search and Rescue (GSAR) plan
- Jurisdictions
- Northern search team structures
- Overview of northern Lost Person Behaviour
- Initial response tactics
- Search tactics, with special emphasis on tracking
- GPS Navigation
- Telecommunications
- Documentation

NEM is also working with the MTO to develop a training program and materials to assist communities with developing high-quality Community Emergency Response Plans (CERP).

Community Emergency Response Plans

The *Emergency Measures Act* requires every municipality in Nunavut to have a Community Emergency Response Plan (CERP) in place. Plans are approved by Mayor, Hamlet Council and Chief Administrative Officer in the community and are supported through municipal bylaw.

NEM provides training and support to communities to develop and maintain their CERP. Each plan is developed using an “all hazards” approach. This means that the CERP approved by municipal councils must identify:

- Types of local hazards
- Consequences of those hazards
- Procedures to deal with said hazards
- Required actions, duties and responsibilities of the stakeholders
- Resources available in the community
- Detailed contact list of emergency response personnel including alternate contact details

Examples of critical infrastructure in communities include back-up power in schools, the protection of fuel storage facilities, power plants, and airports.

As of May 2019, all 25 communities in Nunavut have submitted their CERP to NEM. NEM continues to work with municipalities to provide training to ensure that their CERP is relevant to existing and emerging community hazards and responses.

Community Workshops

NEM workshops enhance the capacity of Nunavut’s communities to address critical community incidents. This includes the administrative aspects of searches, the roles and responsibilities of all shareholders, GPS and InReach application/usage with practical exercises, information regarding WSCC coverage, how to handle communications with media and

the general public, aircraft charter procedures, and critical incident stress debriefing (CISD).

NEM workshops also cover:

- The history of emergency measures in Nunavut
- Hazard identification and risk assessment
- Types of disasters
- Likelihood of an event
- Assessing the following:
 - Health and life safety issues
 - Security of assets
 - Business service delivery
 - Public confidence
 - Financial considerations
- Concept and principals of Emergency Management
 - Mitigation strategies
 - Preparedness strategies
 - Response strategies and plans
 - Recovery strategy
- Incident Command
 - History, theory, purpose, and benefits of incident command
 - Components and structure of incident command
 - Principals of incident command
- Emergency Operations Centre
 - Roles, responsibilities, functions while in the EOC
 - Operation cycle
 - Roles of EOC during recovery
- Table Top Exercise
 - Scenario given
 - Input throughout exercise
 - Challenging discussions
 - De-brief of table top exercise

During NEM community workshops, participants discuss how to organize, coordinate, and conduct searches. There is a focus on training and skills, response procedures, leadership, equipment, and inter-organization and inter-community cooperation.

APPENDIX A

Search and Rescue Statistics - 2018

Tasking	2017	2018
600-Unidentified Emergency	2	0
605-Fire Emergency	2	1
625-Air Search & Rescue	1	1
630-Marine Search & Rescue	25	26
635-Ground Search & Rescue	115	100
640-RCMP Request for Assistance	7	5
645-JRCC Request for Assistance	0	0
650-Medivac	7	5
655-Ground SPOT Activations	43	52
660- General Request for Assistance	4	4
670-Ground Search on Ice	12	5
675-Marine SPOT Activations	2	8
680-Ice SPOT Activations	13	9
Total	218	216

APPENDIX B

Tasking by Month - 2018

Tasking by Month	2015	2016	2017	2018
January	18	18	18	10
February	15	13	13	5
March	19	22	22	17
April	19	15	15	23
May	31	34	34	38
June	22	20	20	26
July	27	11	11	15
August	27	28	28	26
September	29	23	23	15
October	13	12	12	12
November	18	19	19	15
December	13	3	3	14
Total	251	218	218	216

APPENDIX C

Search and Rescue by Community - 2018

Community	2015	2016	2017	2018
Arctic Bay	11	12	8	7
Arviat	11	20	29	29
Baker Lake	12	28	17	8
Cambridge Bay	4	1	2	2
Chesterfield Inlet	5	8	3	4
Igloolik	16	39	14	15
Iqaluit	14	0	8	7
Kimmirut	1	3	2	2
Kinngait	9	5	4	10
Kugaaruk	4	6	11	5
Kugluktuk	2	0	0	1
Naujaat	9	6	4	7
Pangnirtung	17	8	1	2
Pond Inlet	17	8	11	11
Qikiqtarjuaq	3	1	2	2
Rankin Inlet	21	11	13	14
Resolute Bay	5	1	1	2
Sanikiluaq	7	21	15	9
Sanirajak	24	21	23	35
Total	192	199	168	172

APPENDIX D

Search and Rescue Grants and Contributions – 2018-19

Municipal Governments (11 Contributions) – Search and Rescue Facility Program – \$459,355.00

Municipal Training Organization – Search and Rescue Training – \$129,719.71

Roadpost Inc – Municipal Search and Rescue Satellite Phones – \$93,140.10

Spot Inc – Municipal Search and Rescue Satellite Phones – \$84,276.35

5550 Nunavut Ltd – Search and Rescue Equipment – \$26,260.00

Businesses Under \$5,000 – 6 Grants for Search and Rescue Equipment – \$16,859.48