

**NUNAVUT EMERGENCY MANAGEMENT**

**ANNUAL REPORT 2014/15**



**Nunavut Emergency Management  
2014-2015 Annual Report**

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## Foreword

As part of the Department's ongoing commitment to better service our clients and stakeholders the Deputy Minister implemented a Departmental program review. A consulting company was engaged to start the review and Protection Services met with the consultants for the first time in December of 2013. Over the course of the year an intensive review was done on all the functional processes of the division. The roles and responsibilities of each section and how these roles fit within the other divisions of the Department were mapped out. Each section of Protection Services, Emergency Management, Office of the Fire Marshal and Safety Section was engaged in the review at various times throughout the year.

As the review progressed, it became clear that changes needed to be made with the division structure to better align with the other functions of the department and to better serve our stakeholders. Each section of Protection Services had an Operation Manual developed and Policies were identified along with any changes or additions to legislation needed.

Consultants submitted to the Deputy Minister its recommendations on restructuring and based on the recommendation a cabinet proposal was submitted. The proposal was approved by cabinet in February 2015.

Nunavut Emergency Management (NEM) became a standalone division with its core function being Emergency Management and Search and Rescue. The work plan for 2015-16 is to complete all the Policies and implement the Standard Operating Procedures that have been developed for the restructured division.

Based on the DRPA report a business case will be developed to increase staff and to meet the recommendations for an enhanced Emergency Management Program for Nunavut. While the division has achieved many of its goals for the year, staffing and retention remained a major challenge. Retirement of another key employee and difficulty in getting qualified staff again left the division understaffed for part of the year.

## **Disaster Financial Assistance Arrangement**

In 2014 the Federal Government announced funding changes to the Disaster Financial Assistance Arrangement (DFAA). The changes place a larger financial burden on the Government of Nunavut should the need arise to file a claim in the future. Nunavut along with our partner Territories will continue to lobby the Federal Government to return to the original funding formula. Under the new arrangement it will triple the deductible amount which the Territory has to carry and reduce the amount for which we are able to claim during a natural disaster.

## **Emergency Management Training**

Training in the Incident Command System has been ongoing throughout the year. As we planned for Operation Nanook 2014, Protection Services along with our other partners that would participate in the Operation agreed that the command system for Op Nanook would be run on the Incident Command System. Staff within the division trained with Public Safety Canada and the Department of National Defense (the two Federal primary agencies) on using the command system during the coming operation.

## **Red Cross**

An agreement was reached with the Canadian Red Cross and instructors from the Red Cross have been training and certifying Nunavummiut as first aid instructors. This initiative and the resulting program came about after nearly eighteen months of discussions on how to implement such a program. Emergency Management is extremely proud of this achievement and wishes to thank the Deputy Minister for the support in allowing us to bring this forward.

The program was turned over to the Municipal Training Organization (MTO) and through relationships they have developed with the beneficiary organizations in Nunavut it is hoped that we will have certified first aid instructors in every community in the future.

The MTO and the Red Cross are now working on certifying a master instructor so that recertification and the training of new instructors can continue using Inuit instructors. The Department of Health has assisted in translating medical terms and the Red Cross has allowed us to translate the Red Cross first aid pocket guild into Inuktitut. Education offers the Red Cross First Aid program to students in Nunavut, and it is expected that the program will show great dividends in the future. We hope we can find additional funding so that we can make first aid training available in the communities to anyone that wishes to take it.

Brining government departments, beneficiary groups, and non-government organizations such as the Red Cross together to better serve the citizens of Nunavut has been one of the highlights of the year for Emergency Management staff and MTO.

## Operation Nanook 2014

After nine months of planning and meetings, Operation Nanook ran from August 22 to 29, 2014. The major portions of the exercise took place in York Sound and in Iqaluit.

The objective of the exercise was to give the Government of Nunavut Emergency Management team practice in leading a Whole of Government (WoG) response to a Consequence Management event. Emergency Management was the lead and had both on-site incident command and Emergency Operations Center command for the duration of the exercise. A team of three staff from NEM was on site in York Sound: an Incident Commander, Logistics Officer and a Safety Officer. The incident Commander implemented a Unified Command with the on-site Major from the Canadian Forces.



*EMO team being deployed in York Sound at the beginning of Op Nanook*

Federal agencies involved in the exercise were: Public Safety Arctic Region; Transport Canada; Transport Safety Board; Canadian Border Security Agency; Immigration Canada; Canadian Coast Guard; Aboriginal Affairs and Northern Development Canada; Environment Canada; RCMP 'V' Division; Canadian Armed Forces elements; Canadian Rangers (Nunavut); and staff from the Prime Minister's Office.

From the Government of Nunavut the following departments all played a major role; Department of Health, Regional Public Health, Justice (Nunavut Coroner's Office); Executive and Intergovernmental Affairs; Qikqtani General Hospital; Arctic Airports and Nunavut Environment.

The City of Iqaluit also participated with staff from their emergency response team and the Fire Department. Many other government departments and organizations were involved or part of the planning process. Over the course of 10 days there were 1500 people involved directly in Nunavut and countless others in Ottawa, Yellowknife and other locations working behind the scene in support.



*Yellow tent is Emergency Management Command center in York Sound*



*Canadian Rangers from across Nunavut acted as security on site in York Sound*

The main focus of the exercise was a large cruise ship that had hit an iceberg and they run aground, there were many casualties and a large number of people that had drowned.

The Royal Canadian Airforce deployed its Major Air Disaster kit which is an air dropped Hospital/Shelter for 300 people. This kit is the only one of its type in North America and the exercise in York Sound was the first time it had been

deployed in the Arctic. Search and Rescue Technicians then parachuted in to set up the kit and offer life support to the injured.



Major Air Disaster kit being deployed by a CF-130 Hercules aircraft.



*Search and Rescue Technicians parachuting into the drop zone.*

The Canadian Forces utilized personnel from the Canadian Forces training center as injured and deceased persons in York sound. The injured were transported by helicopter to Iqaluit where the Qikqtani General Hospital exercised its mass casualty procedures.

The Coroner's Office brought in Assistant Coroners from across the region to gain experience in handling such a large casualty event.

The remaining Forces personnel played the role of passengers who were transported to Iqaluit where a Deputy Incident Commander from Emergency Management along with staff from the City of Iqaluit, Department of Health,

Canadian Border Service Agency and Immigration Canada processed the passengers.

This was the largest and most detailed exercise that had been run in Nunavut, the training and experience gained by staff in all GN departments was priceless. The staff in Emergency Management learned many valuable lessons that will be taken forward and implemented in the future.

### **Municipal Emergency Response Iqaluit Dump Fire**

As many know, the summer of 2014 was unusual in the fact that the Iqaluit City Landfill caught fire in early May and continued to burn throughout the summer. The Director of Protection Services co-chaired a working group to study the various proposals and assist the City in its efforts to extinguish the fire.

The Chief Medical Officer of Health was brought in to give medical advice to the working group on the Hazards associated with the smoke and ash fall out. Working with Nunavut Environmental staff and the Federal Department of Environment air monitoring equipment was brought in and placed throughout the community of Iqaluit. For the duration of the fire the air quality was monitored and the Chief Medical Officer of Health issued advisories as needed.

To assist the City in its efforts to extinguish the fire Community and Government Services brought in three large pumps and over a kilometer of 4 and 6 inch line. These three pumps, hoses and fittings along with another pump (which was used during the Pangnirtung Emergency) were utilized to pump water onto the fire and as the burning material was doused it was removed from the pile and placed in another area.

On September 16<sup>th</sup> the dump fire was declared extinguished. Many lessons were learned in our understanding of large dump fires and the hazards that are contained in our landfills which pose a serious risk to human health and the environment.

Every effort should be taken to follow good management practices at landfill sites within Nunavut. The fire in Iqaluit was not the only landfill fire in 2014 but it had the greatest impact on both the citizens of Iqaluit and the environment. It is unfortunate but it is very likely to happen again, if not in Iqaluit than in another of our communities.

It is our recommendation that every community have an emergency plan specific to landfill hazards and fires and that these plans be continually tested and evaluated.



## **Municipal Emergency Response Pond Inlet Declaration of Local Emergency**

On February 11, 2015, the community of Pond Inlet declared a local emergency. Due to numerous mechanical break downs all of the community sewage trucks were unserviceable. This resulted in a serious health hazard and major inconvenience to the community members. Sewage tanks could not be pumped out and as a result tanks were overflowing and citizens could no longer run drinking water.

Emergency Management received the declaration and immediately brought together the Nunavut Emergency Response Team (NERT), a group that had been formed within Community and Government Services to respond to emergency situations.

While the community had requested that a new sewage truck should be airlifted into the community this was not feasible. The largest Hercules aircraft cargo door would not accommodate a sewage truck; the truck would have to be disassembled and shipped in sections which would require very large equipment or a crane to reassemble.

A heavy equipment mechanic (chartered in from Ottawa) immediately began assessing the equipment repairs. Logistics personnel in the NERT team spent hours on the phone locating replacement parts and expediting them into the community. The heavy equipment mechanic repaired other Municipal vehicles in the community. Some of the parts needed for repairs came from the southern United States and Mexico which were shipped as soon as they were located to Pond Inlet.

The local state of emergency ended on February 26.

**Table 1.0 Municipal Emergency Response Plan Status (as of March 31/15)**

| <b>Community</b>   | <b>Training Completed</b> | <b>Participants</b> | <b>Emergency Plan / By-Law Status</b> |
|--------------------|---------------------------|---------------------|---------------------------------------|
| Iqaluit            | Dec. 2008                 | 16                  | Completed/updated                     |
| Rankin Inlet       | March 2009                | 11                  | Completed                             |
| Cambridge Bay      | May 2009                  | 19                  | Completed                             |
| Taloyoak           | Oct. 2009                 | 14                  | Completed                             |
| Kugluktuk          | Oct. 2009                 | 14                  | Completed                             |
| Whale Cove         | Nov. 2009                 | 13                  | Completed                             |
| Baker Lake         | Nov. 2009                 | 12                  | Completed                             |
| Kugaaruk           | Jan. 2010                 | 9                   | <b>Pending</b>                        |
| Gjoa Haven         | Jan. 2010                 | 15                  | Completed                             |
| Repulse Bay        | Mar. 2010                 | 11                  | Completed                             |
| Arviat             | Mar. 2010                 | 10                  | Completed                             |
| Kimmirut           | Apr. 2010                 | 12                  | Completed                             |
| Cape Dorset        | May 2010                  | 14                  | Completed                             |
| Pond Inlet         | May 2010                  | 14                  | Outdated/Requested updating           |
| Igloolik           | May 2010                  | 14                  | Completed                             |
| Hall Beach         | Sept. 2010                | 12                  | Completed                             |
| Clyde River        | Sept. 2010                | 9                   | Completed                             |
| Coral Harbour      | Oct. 2010                 | 15                  | Completed                             |
| Chesterfield Inlet | Oct. 2010                 | 9                   | Completed                             |
| Sanikiluaq         | Dec. 2010                 | 12                  | Completed/Requested updating          |
| Arctic Bay         | Jan. 2011                 | 14                  | Completed                             |
| Grise Fiord        | Jan. 2011                 | 15                  | Completed                             |
| Resolute Bay       | Jan. 2011                 | 14                  | Completed                             |
| Pangnirtung        | Feb. 2011                 | 17                  | <b>Pending</b>                        |
| Qikiqtarjuaq       | Feb. 2011                 | 12                  | Completed                             |

## **Search and Rescue**

Search and Rescue continues to be a core function of Protection Service staff. We operate a 24/7 duty officer system to be able to respond to search and rescue calls. While we have seen a slight decrease in the number of taskings in 2014, the number is still very high and the total number of people that we have responded to is increasing.

Emergency Management received an increase to the search and rescue budget of \$300,000.00 for a total budget of \$350,000.00. This funding is to cover the costs of search and rescue operations within Nunavut.

In addition to the \$350,000.00 we have a budget of \$500,000.00 that is allocated to cover the costs of equipment, Spot Activation fees and the Satellite phone activation and usage fees. We have started a program to replace some of the older model Spot units and will in the future look at other communication equipment to see if we can utilize some of the new technology to assist our citizens when in need.

Working with the Search and Rescue Volunteer Association of Canada (SARVAC) we have completed the development of a national certification course for volunteers. This certification standard is the first of its kind in the world and is being considered by many countries as a standard to follow. We have now started the work on training criteria so that we can train our volunteers to meet this standard.

Nunavut and Nunavik did a presentation to over 200 people at the search and rescue convention in Niagara Falls. We focused on the need to expand the Coast Guard Axillary into the eastern Arctic and the need for dedicated air rescue support. Since the presentation both jurisdictions have been contacted by the Canadian Coast Guard to begin discussions talks on how to increase the Axillary and what assistance we can give if the Federal Government increases funding and the number of auxiliary units.

## **Training**

Again this year, Nunavut Emergency Management committed \$250,000 to the Municipal Training Organization (MTO) for Basic, Advanced and Coordinator search and rescue training. The communities and number of participants that were trained is detailed in the MTO annual report.

As noted in last year's report, the department is using a national data base for data collection. Issues have been encountered with the data base due to connectivity problems and an upgrade to the program that has limited our use. We are actively looking at other alternatives to capture our data and to move the data collection to the community level.

The total number of incidents and details of the incidents for the calendar year ending December 31, 2015 are as follows:

**Table 2.0 Search and Rescues Statistics**

| <b>Tasking</b>        | <b>Total</b> |
|-----------------------|--------------|
| Marine                | 43           |
| Hunting               | 97           |
| Camping               | 3            |
| Hiking                | 4            |
| Shore Fishing         | 2            |
| Car/Truck             | 2            |
| Other/Unknown         | 66           |
| <b>Total Taskings</b> | <b>217</b>   |
|                       |              |

Searches were conducted for over 450 individuals; 50% of the searches were the result of either running out of fuel or mechanical breakdown.

**Table 3.0 Incidents by Month**

| <b>Taskings by Month</b> | <b>Total</b> |
|--------------------------|--------------|
| January                  | 14           |
| February                 | 12           |
| March                    | 25           |
| April                    | 21           |
| May                      | 30           |
| June                     | 24           |
| July                     | 12           |
| August                   | 22           |
| September                | 14           |
| October                  | 13           |
| November                 | 12           |
| December                 | 17           |
| <b>Total Taskings</b>    | <b>217</b>   |

Spot devices or Personal Location Beacons (PLB) supplied by the GN were used in 89 of the incidents (approximately 41% of all total taskings).

**Table 4.0 Search and Rescue expenditures for fiscal 2014/15**

|  |                     |
|--|---------------------|
| <b>Budget</b>  | <b>\$300,000.00</b> |
| Air Charter for search and rescue  | \$63,835.54         |
| Community Contributions include cost by communities for searches and equipment such as radio, spot and GPS replacement | \$40,555.01         |
| <b>Total</b>   | <b>\$104,390.55</b> |

**Table 5.0 Search and Rescue Grants and Contribution expenditures for fiscal 2014/15**

|  |                     |
|--|---------------------|
| <b>Grants and contributions Budget</b> | <b>\$500,000.00</b> |
| Municipal Training Organization        | \$250,000.00        |
| Annual Spot activation fees            | \$ 56,243.75        |
| Community Satellite Phone fees         | \$ 56,848.49        |
| <b>Total</b>                           | <b>\$363,092.24</b> |

## **Volunteer Acknowledgement**

The department wishes to express its gratitude to the search and rescue volunteers for the countless hours spent searching, sometimes in extreme weather and during other dangers in every search. These volunteers have saved hundreds of lives through their dedication to search and rescue missions in Nunavut.