

# Community Emergency Plan Template

Prepared for:  
Government of the Northwest Territories  
Department of Municipal and Community Affairs  
Yellowknife, NT

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**EXECUTIVE SUMMARY** (to be prepared after the completion of the emergency plan template)

The purpose of the Executive Summary is to have the most direct and relevant information available in easy reach for use by anyone.

The Executive Summary contains:

- The incident assessment figure and action guidelines
- The specific event guidelines (as determined by the community)
- The human resources contact list (as determined by the community)

The above information also forms part of the body of the Emergency Response Plan and the relevant appendices.

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Copies of the Community Emergency Plan are available at:

- The Administrative Centre (SAO Office)
- Fire Hall
- School
- RCMP Office
- Health/Social Services Centre
- Work Yard

(fill in as many as are appropriate)

## 1.0 Introduction

Any community is vulnerable to numerous hazards and emergencies. These can be human caused such as missing persons, technological such as those involving hazardous materials; infrastructure disruptions that could involve utility and power failures, and natural hazards such as severe weather.

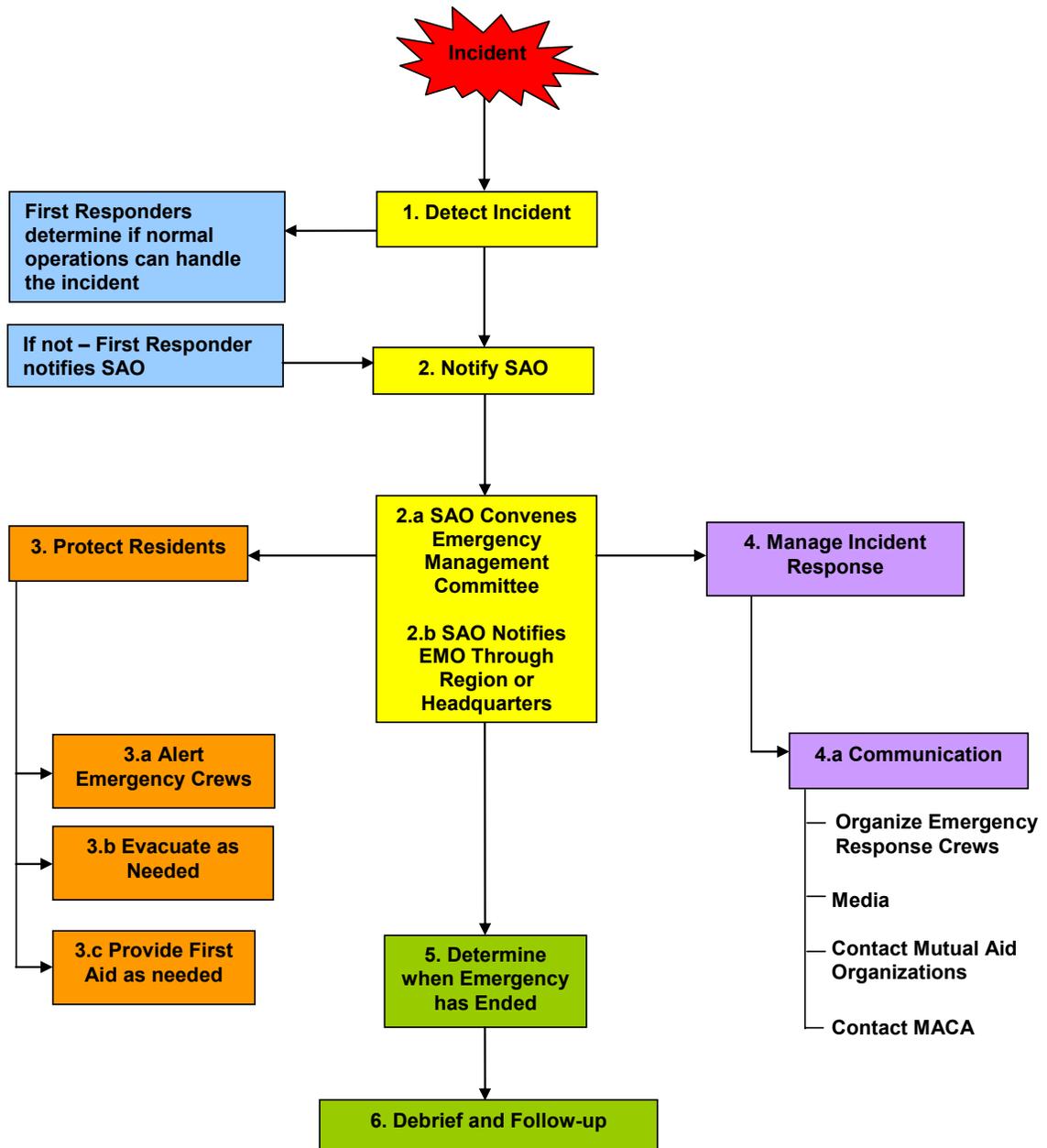
This (community) Emergency Plan establishes the framework that ensures (the community) is prepared to deal with any of these emergencies and hazards. It is the way through which (the community) will mobilize its resources in the event of an emergency, thereby restoring (the community) to a state of normalcy. It is designed to ensure that all agencies are fully aware of their respective roles and responsibilities during that emergency.

The Emergency Plan also makes provisions for the earliest possible coordinated response to an emergency, an understanding of the personnel and resources available to (the community) and recognition that additional expertise and resources can be called upon if required.

The following diagram outlines, in general terms, the activities that may need to be undertaken, and sequence for determining if and how an emergency response plan is implemented. Task 1 through 4 will usually happen in a very short timeframe.

Following Diagram 1 is an Immediate Action Guide, which provides information on actions or tasks required to be performed during an emergency situation. The Guide shows assignment of notification and communications tasks (for example, the SAO notifies the Council and, if necessary, Public Affairs contacts). In addition, it identifies actions needed to handle a variety of emergency situations in a community by designated personnel. The SAO (or designate) is responsible to ensure that all appropriate agencies and personnel are notified and engaged.

**Diagram 1: Incident Detection/Emergency Response**



**Immediate Action Guide**

<p><b>Condition</b></p> <p>One of the first line agencies or the Coordinator determines that an ‘<i>emergency</i>’, exists which requires extraordinary response management or resources.</p> <p><b>Notification</b></p> <p>First response agency advises</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinator/Deputy Coordinator</li> <li><input type="checkbox"/> Fire</li> <li><input type="checkbox"/> RCMP</li> <li><input type="checkbox"/> Ambulance</li> <li><input type="checkbox"/> Adjacent public at risk</li> </ul> <p>Coordinator notifies</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> SAO</li> <li><input type="checkbox"/> Appropriate EM Agency Representatives</li> <li><input type="checkbox"/> GNWT MACA Regional Superintendent</li> <li><input type="checkbox"/> Public warning</li> </ul> <p>Agency members notify</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Staff</li> <li><input type="checkbox"/> Resource sources</li> </ul> <p>SAO notifies</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Council</li> <li><input type="checkbox"/> Public Affairs contacts as needed</li> </ul> <p>Public Works/Services</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Advise utility agencies</li> <li><input type="checkbox"/> Advise construction resources</li> </ul> <p><b>Action</b></p> <p>Coordinator</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Determine need for an ESM</li> <li><input type="checkbox"/> Coordinate agency support to on-scene line managers</li> <li><input type="checkbox"/> Communicate with SAO and Council</li> <li><input type="checkbox"/> Activate plan in whole or in part</li> </ul>	<p>Coordinator (cont)</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Recommend a “<i>State of Local Emergency</i>” if required</li> <li><input type="checkbox"/> Disseminate information to all concerned</li> <li><input type="checkbox"/> Activate EOC as required</li> <li><input type="checkbox"/> Activate communications system</li> <li><input type="checkbox"/> Estimate duration of operation</li> <li><input type="checkbox"/> Determine need for evacuation</li> <li><input type="checkbox"/> Determine if support from other governments is needed</li> </ul> <p>RCMP, Fire &amp; Ambulance</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Take such action necessary to minimize the effect of the emergency on the public, property and the environment</li> <li><input type="checkbox"/> Update the Coordinator</li> <li><input type="checkbox"/> Identify support needs to the Coordinator</li> <li><input type="checkbox"/> Provide casualty count to the Coordinator</li> <li><input type="checkbox"/> Cooperate with the designated ESM</li> </ul> <p>Fire &amp; Ambulance</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate firefighting operations</li> <li><input type="checkbox"/> Identify DG support needed</li> <li><input type="checkbox"/> Coordinate on site casualty search</li> <li><input type="checkbox"/> Support evacuation</li> </ul> <p>Public Works/Services</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Mobilize equipment and suppliers</li> <li><input type="checkbox"/> Provide barricades</li> <li><input type="checkbox"/> Disconnect and restore services</li> </ul> <p>Health/Social Services</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Emergency Care</li> <li><input type="checkbox"/> Triage</li> <li><input type="checkbox"/> Critical Incidence Stress</li> <li><input type="checkbox"/> Identify Special Needs Population</li> <li><input type="checkbox"/> Evacuation Reception for evacuees</li> </ul>	<p>Emergency Management Agency</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Mobilize own resources</li> <li><input type="checkbox"/> Support on site agencies as needed</li> </ul> <p><b>Communications</b></p> <p>Radio net (on scene)</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> EOC</li> <li><input type="checkbox"/> Fire</li> <li><input type="checkbox"/> By-Law</li> <li><input type="checkbox"/> RCMP</li> <li><input type="checkbox"/> Ambulance</li> <li><input type="checkbox"/> ESM</li> </ul> <p>HF Radio Net</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> EOC</li> <li><input type="checkbox"/> MACA Regional Superintendent</li> <li><input type="checkbox"/> MACA Community Emergency Management</li> </ul> <p>Satellite Telephone</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> EOC</li> <li><input type="checkbox"/> MACA Regional Superintendent</li> <li><input type="checkbox"/> MACA Community Emergency Management</li> </ul> <p>Telephone</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> All others</li> </ul>
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## **1.1 Objectives of Emergency Management**

In establishing and maintaining an Emergency Response Plan, the Emergency Management Committee addresses the following **six** objectives of emergency management. Diagram 2 summarizes the objectives and their relative sequence of consideration.

### **Objective 1 – Assess Risks**

The objective of assessing risks through the Hazard Identification and Risk Analysis (HIRA) process helps set priorities, suggests protective measures, and ensures the greatest effort is devoted to the greatest need. A central task is to carry-out a vulnerability analysis to identify the vulnerable population (e.g. Senior Citizens Residence) that may require priority actions.

In order to determine what community resources are critical to the provision of essential community services, it is necessary to conduct a basic Business Impact Analysis (BIA). In the event a piece of infrastructure required for delivery of critical community services is lost (due to an emergency, natural disaster, or mechanical failure) the BIA will provide assistance in determining community response.

### **Objective 2 - Mitigate Risks**

Mitigation measures are designed to prevent or reduce the consequences of emergencies. Measures include building codes, land use management, public education, and insurance incentives. These fall generally under responsibilities of various legislative bodies and public safety agencies. The Emergency Response Plan plays an important role in drawing attention to potential hazards and lobbying for needed change. Disastrous events like floods and weather extremes that cannot be prevented demand efforts at mitigation, response, and recovery.

### **Objective 3 - Plan for Response**

In addition to developing the emergency plans there are several other planning tasks. These are: identification of vulnerable populations, identifying and designating emergency shelters and reception centres. Planning for response includes establishing emergency operations centres, identifying resources, preparing to issue warnings, and planning for evacuation. Primary measures are the development of emergency plans and resource inventories.

### **Objective 4 - Plan for Recovery**

Recovery includes the physical restoration and reconstruction following a disaster. Actions may include the re-introduction of displaced persons, economic impact estimates, counselling, financial assistance programs, temporary housing, and health and safety information.

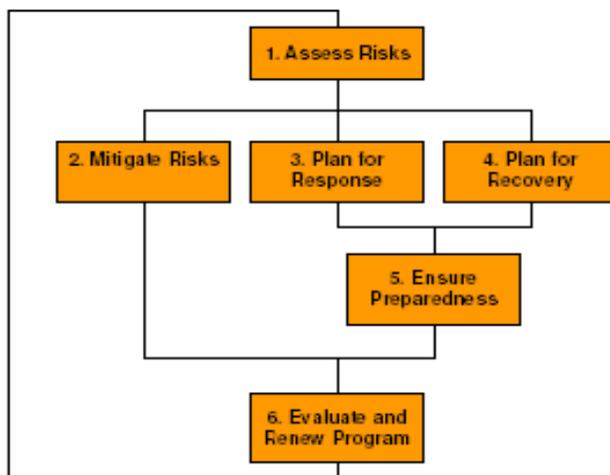
### **Objective 5 - Ensure Preparedness**

Preparedness actions ensure that individuals and both public and private agencies will be ready to react effectively in an emergency scenario. Primary measures include gathering equipment required to provide site support, individual and collective training, and exercising members of the Emergency Management Committee. Actions are wide-ranging with emphasis on coordination and training.

## Objective 6 - Evaluate and Renew the Program

Objective 6 calls for the Emergency Management Committee to periodically evaluate the entire Emergency Response Plan by measuring the performance of selected actions and the achievement of desired results.

*Diagram 2: Emergency Management Objectives*



The long line connecting Objectives 1 and 6 on the left side in Diagram 2 indicates this process is never-ending. There will always be a need to revisit each objective, to re-evaluate progress, and to improve services. Each major area will be re-examined and improved as necessary, at least once per year.

## **2.0 Response Management (Detailed Plan)**

The aim of (the community) Emergency Plan is to provide the framework within which extraordinary arrangements and measures can be taken to protect the health, safety, and welfare of the inhabitants of (the community) when faced with an emergency.

The plan unifies the efforts of community organizations for a comprehensive and effective approach for responding to and reducing the impacts of an emergency. It is intended to increase the emergency response capability of (the community) by establishing a plan of action to efficiently and effectively deploy emergency services.

### **2.1 Concept of Operations**

#### **General**

- Police, fire, and emergency medical service first responders handle many emergencies that occur on a day-to-day basis. As the magnitude of an emergency increases, so will the requirement for non-traditional support from within the community. In the event that the community resources and capabilities are overwhelmed, the community may call upon the Territorial government to provide additional resources necessary to deal when responding to emergency.
- Each section or agency director is in command of the overall operation of his or her organization.
- Use of assistance agreements for cooperative response should be entered into and maintained with neighbourhood communities, industry, and business organizations for the purpose of assistance in the event of an emergency. The SAO will maintain these agreements. All possible efforts should be made to ensure that all parties involved in these agreements are familiar with each others obligations and processes.
- Normal communications and reporting channels will be used to the maximum practical extent possible. Emergency communications systems should be obtained and kept fully operational and to be used in the event that commercial communications systems are disrupted, saturated, or otherwise unavailable.
- Day-to-day functions that do not contribute directly to the operations may be suspended for the duration of the emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task.

#### **Operational Levels**

There are three operational levels to identify the level of Emergency Management functioning and activity:

- Normal Operations
- Monitoring
- Activation

## **Normal Operations**

*Normal Operations* consist of the daily operations agencies must carry out, in the absence of an emergency situation, to ensure readiness. During the course of Normal Operations agencies should be engaging in preparedness training, and exercise activities to ensure continual readiness. Operations plans should be reviewed and equipment should be checked to ensure everything is ready to go, should the need arise.

## **Monitoring**

*Monitoring* indicates the potential of an event that could threaten life, property, or the environment. This indicates highly probable hazard conditions and strong potential for property damage, or loss of life. The Emergency Operations Centre (EOC) may be staffed by Emergency Management Committee representatives. During this operational stage, the full committee may be called in to attend the EOC in anticipation of an EOC/Emergency Plan activation.

## **Activation**

*Activation* indicates the escalation of an event to require the opening of the EOC. It indicates extremely hazardous conditions that are imminent of occurring. All members of the Emergency Management Committee are notified. The EOC may be partially or fully activated, depending upon the conditions of the emergency. All staff will be made available until such time as the Control Group determines to either scale back or stand-down EOC operations.

## **2.2 Authority**

The Emergency Plan is issued under the authority of the Council in accordance with the *Civil Emergency Measures Act* (R.S.N.W.T. 1988, c.C-9) as well as local Bylaw (insert #) dated (insert date), which contains the duties and responsibilities of Council, the Emergency Management Coordinator and the Emergency Management Agency.

Excerpts from the *Civil Emergency Measures Act* (R.S.N.W.T. 1988, c.C-9) are provided in Appendix A.

## **2.3 References**

MACA – Territorial Emergency Management:

[http://www.maca.gov.nt.ca/emergency\\_management/resource/index.htm](http://www.maca.gov.nt.ca/emergency_management/resource/index.htm)

Canadian Standards Association:

[http://www.csa.ca/standards/community\\_safety/default.asp?load=communitysafety&language=english](http://www.csa.ca/standards/community_safety/default.asp?load=communitysafety&language=english)

## **2.4 Situation**

Emergencies are situations that can adversely affect a significant number of persons, properties or areas. Many communities are vulnerable to numerous similar hazards. These can be human caused such as aircraft crashes, technological such as those involving hazardous materials, infrastructure disruptions that could involve utility and power failures, and natural hazards such as flood, wildfire, and severe weather. Most of the emergencies could be dealt locally by mobilizing existing community resources; however, when the magnitude of the hazard exceeds community's capacities to handle the situation, the request for additional assistance from the territorial government, neighbouring communities, and the private sector may be required.

## **2.5 Assumptions**

- During normal operations, routine or minor emergencies are within the response capabilities of the (name of community), with minimal need for GNWT assistance. A major emergency is any emergency that will likely overwhelm the community's capabilities and require outside assistance. A catastrophic disaster will require massive governmental assistance.
- A territorial emergency may occur with little or no warning, and may escalate more rapidly than response organizations can manage.
- An emergency may cause injury, possible fatalities, property loss, and disruption of essential public service. A large number of casualties, heavy damage to buildings and basic infrastructure, and the stopping of essential public services will overwhelm the capabilities of the community to meet the needs of the situation, and, therefore, require assistance of the GNWT.
- Achieving and maintaining effective resident and community preparedness reduces the immediate demands on response organizations. Public awareness and education programs are required to ensure community members will take appropriate advance actions to reduce their vulnerability especially during the first 72-hours after an emergency.
- Policies and procedures related to emergency management involving schools and students must be part of the public awareness and education programs. Unnecessary concerns could be avoided if parents know how school authorities respond to emergency situations.
- The community will use available public and private resources before requesting territorial or private assistance. When the community resources are overwhelmed additional resources will be requested through requests to the GNWT.
- The Community Emergency Operations Centre will be activated and staffed by the Emergency Management Committee, to manage emergency operations.
- Advance planning for these efforts and support will be based on pre-identification of resource shortfalls and contingencies.
- Each agency, (for example, RCMP, Fire, or HTA), will participate in the development of plans and procedures, training opportunities, and exercises in order to achieve and maintain a high state of readiness.
- The Emergency Response Plan will be tested annually.
- After any emergency in which the plan is implemented, the community Emergency Management Committee will meet with MACA for a debrief and plan re-assessment as quickly as possible. Ideally this will occur within 15 days.
- The human, facilities and physical resources inventories will be updated annually in conjunction with the plan testing.

## **2.6 Scope of Response**

An emergency may result from an existing danger or it may be a threat of an impending situation affecting property or the health, safety and welfare of the community. Its nature and magnitude requires a controlled and coordinated response by a number of agencies, both governmental and private, under the direction of the Emergency Management Control Group, as distinct from routine operations carried out by an agency or agencies, e.g. fire-fighting, police activities, normal medical activities.

There are four major categories of emergency that may pose a threat to the community or require a coordinated community response.

- **Natural Events** – severe weather, floods, tornadoes, forest fires caused by lightning strikes, food or human health emergencies.
- **Human-caused Events and Accidental Hazards** – incidents and accidents that harm public safety, property and security such as civil disorder, forest fires (set by human activity) and bomb threats.
- **Technological & Infrastructure Disruptions** – incidents involving hazardous materials, utility and power failures, transportation accidents, aircraft crashes, water supply failure and building or structural collapse.
- **Organized Searches** – the process of finding lost persons – hunters, fishermen whose return is overdue – or searching for children or adults who have wandered off and are lost in the area.

## **2.7 Plan Implementation Sequence**

The Community Emergency Response Plan is implemented in the order shown in Diagram 1 “Incident Detection/Emergency Response” and the “Immediate Action Guide”.

## **2.8 Plan Maintenance**

- The Emergency Response Plan will be tested annually.
- After any emergency in which the plan is implemented, the community Emergency Management Committee will meet with MACA for a debrief and plan re-assessment within 15 days.
- The human, facilities, physical and other potential community resources inventories<sup>1</sup> will be updated annually in conjunction with the plan testing. (**Examples** of these inventories are provided in Appendix C).
- Each agency, (for example, RCMP, Fire, or HTA), will participate in the development of plans and procedures, training opportunities, and exercises in order to achieve and maintain a high state of readiness.

## **2.9 Emergency Management Agency**

As per the *Civil Emergency Measures Act* (R.S.N.W.T. 1988, c.C-9) and local Bylaw (insert #) dated (insert date), the Emergency Management Agency represents the local authority. The persons holding the following positions could be members of the Agency:

- a. The SAO/CAO/City Manager/Town Manager/Village Manager
- b. The Chief Financial Officer;
- c. The Community Public Works Officer;
- d. The Community’s Solicitor;
- e. A representative of for all Community and Neighbourhood Associations;
- f. The Community Urban Development Officer;
- g. The Fire Chief;
- h. The By-Law Enforcement Manager;

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<sup>1</sup> The phone numbers and other contact information for individuals is confidential to the Emergency Management Committee. While it is integral to the Emergency Response Plan it is not available to the public.

- i. The Community Housing Manager;
- j. The Ambulance Service Manager;
- k. The local Hunters' and Trappers' Association;
- l. The Radio Society;
- m. A representative from NWT Power Corporation;
- n. A representative from Northlands Utilities;
- o. A representative from NorthwesTel;
- p. A representative of each natural gas or propane gas distribution company;
- q. A representative of St. John Ambulance;
- r. A representative of the Canadian Red Cross;
- s. A representative of each religious institution;
- t. A representative from any local road or marine transportation facility;
- u. A representative of the local airport;
- v. Representatives from applicable local business or business associations (e.g. Chamber of Commerce, Board of Trade);
- w. Representatives from Volunteer Associations (e.g. Hunters & Trappers Association);
- x. A representative from each resident GNWT department, in particular:
  - (1) Municipal and Community Affairs;
  - (2) Department of Transportation;
  - (3) Health and Social Services (The Senior Health Representative);
  - (4) Education, Culture and Employment (A representative of each School);
  - (5) Justice (The Senior RCMP Member);
  - (6) Public Works and Service; and
  - (7) The Housing Corporation

Anybody else who might serve a useful purpose in the preparation or implementation of the Emergency Response Plan.

This list provides examples only. Each community needs to identify the membership of its Emergency Management Agency. **Examples** of the responsibilities of some potential members of the Agency are provided in Appendix E.

## **2.10 Council**

The following are the actions that the elected officials are responsible for during the emergency situation:

- Chair the Emergency Management Committee
- Coordination of all services/functions
- Notification
- Evacuation orders
- Recommend declaration/cancellation of a state of emergency
- Implement plan
- Request an additional government support
- Liaison with other governments and industry associations
- Overall communications arrangements

## 2.11 Emergency Management Committee

Emergency Management Committee consists of Mayor, council members, and the SAO. It advises on the development of plans and programs. The Committee has a planning but not an operational role.

### Emergency Plan Chain of Command

It is essential that there always be a senior administrative staff person or political leader in a community with the authority to implement the plan. The SAO and mayor are usually the individuals charged with implementing the plan because they will have the legal authority to do so and to direct staff as required. However, there are occasions when the SAO and mayor may be away at the same time and therefore there must be someone else to be in charge. This individual should have sufficient knowledge of the legal authority to implement the plan and the knowledge of how the plan should be implemented.

It is critical that each community develop within the plan the section on continuity of command. What this means is that in the absence of the Mayor and/or SAO, it is pre-determined that one of the councilors and another senior ranking administrative official have the authority to carry out their responsibilities to implement the plan if it proves necessary. The continuity of command is presented in Table 1. If either the Mayor or SAO is away, there is a clearly identified designated alternate.

*Table 1: Emergency Plan Chain of Command*

ORDER IN COMMAND CHAIN	POLITICAL POSITION	NAME	ADMINISTRATIVE	NAME
1	Mayor/Chief /Band Leader		SAO	
2	Designated Alternate		Designate Alternate	

In the event of an emergency, the Emergency Management Committee convenes as it becomes reactive. Identified members of this group will convene into a Control Group responsible for managing and coordinating emergency operations and providing the personnel and resources needed to minimize the effects of the emergency on the community. Additional representation of organizations will be determined by the nature of the emergency; therefore, in addition to Mayor, Chief or Band Leader, and SAO, a Control Group will include the appropriate service providers.

The authority for making decisions in an emergency situation rests with the Mayor/Chief/ Band leader or the SAO or designate.

### External Organizations

Depending on the nature of the emergency, external agencies that are normally a part of the Emergency Management Agency, may be asked to send a representative to join the committee (i.e. airport, power plant operator) to assist in coordinating the response.

The Control Group (a branch of the Emergency Management Committee) will be notified by the Mayor/Chief/Band leader or the SAO and can be activated when emergency site personnel determine an emergency situation represents a threat which is beyond the ability of the agencies normally designated to handle such an emergency, or the emergency is of such a type as to threaten the well-being of the community in large parts or as a whole.

During an emergency, the Control Group has the authority and responsibility to activate, coordinate, direct and otherwise bring about the implementation of the Emergency Plan to the extent of the duties and powers conferred upon it by law.

### **2.12 Coordinator of the Emergency Management Agency**

According to the Civil Emergency Measures Act 7.(1)(c), “Each local authority shall appoint a coordinator of the community emergency measures agency and establish the duties of the coordinator including the preparation and co-ordination of emergency plans and programs for the community”. The Emergency Management Coordinator could be a full time community government employee, a retired public servant or military person or other individual with managerial experience and knowledge of the community’s resources or an appropriate council member.

The following are responsibilities of the Coordinator of the Emergency Management Agency:

- Management of the emergency measures program in accordance with duties set out in the local Bylaw (insert #) dated (insert date);
- Chairing the planning and operational activities of the Emergency Management Agency;
- Coordinating emergency services and resources used in an emergency.
- Arranging training for the members of the management system;
- Arranging for annual testing of the plan; and
- Developing and implementing public awareness and education activities.

### **2.13 Warning and Notification Procedures**

Upon notification of an imminent or actual public emergency, the SAO (or head of the Emergency Management Committee) will initiate the notification of key personnel and agencies. Based on the type and seriousness of the event, appropriate personnel are notified with essential elements of information outlining the scope of the incident.

Emergency Management Committee members may be notified to convene at the Emergency Operations Centre depending on the nature and severity of the emergency.

The public in the community will be warned by:

- First responders advising those at risk in the immediate proximity of the emergency
- Emergency Management Coordinator through access to TV and radio;
- Local radio station
- Community Television Channel
- Coordinator using vehicle mounted PA systems of the Fire Department; or
- Sounding of the community siren.

Initial notification will follow the procedures set out in the Immediate Action Guide on page 3.

## 2.14 Emergency Operations Centres (EOC)

The Community Emergency Operations Centre will be activated and staffed by the Emergency Management Committee, to manage emergency operations. The Emergency Management Committee will need to identify locations of Primary and Alternate centres.

## 2.15 Communications

Normal communications and reporting channels will be used to the maximum practical extent possible. Emergency communications systems should be obtained and kept fully operational and to be used in the event that commercial communications systems are disrupted, saturated, or otherwise unavailable. Depending on the need, the communications for an emergency may include telephone, UHF and HF Radio.

For **examples** refer to Appendix C “Resource Inventory” to the section “Available Human Resources Inventory”.

## 2.16 Coordination

Emergency information provides coordination for the community information function to expedite the community’s ability to help citizens prepare for respond to an emergency. This function also develops and delivers critical information to the media outlets, staff, Council members, businesses and residents, both during and immediately following an emergency.

Planning will be coordinated through the function of the Emergency Management Agency. Operational coordination of response will be managed by the Coordinator prior to the activation of the EOC. The Coordinator will collect information from responding agencies, analyse it and disseminate it to all responding and potentially effected members of the Emergency Management Agency and Council. When the EOC is activated its primary function is to coordinate operations. At that time the Coordinator will direct emergency operations. Community government and GNWT activities will be coordinated through the Regional Superintendent MACA.

For **examples** refer to Appendix E “Agency Responsibilities”

## 2.17 Response Levels

Table 2 provides information on four levels of emergency response. Each level represents an escalation in the needs for emergency response personnel and resources.

*Table 2: Emergency Response Levels*

LEVEL OF EMERGENCY RESPONSE	DESCRIPTION
LEVEL 1 – LOCAL CONTROL WITH NO GNWT SUPPORT	<ul style="list-style-type: none"> <li>• Low impact</li> <li>• Short duration (less than 12 hours)</li> <li>• Adequate resources</li> <li>• No state of emergency</li> <li>• No territorial support</li> </ul>
LEVEL 2A – LOCAL CONTROL WITH GNWT SUPPORT	<ul style="list-style-type: none"> <li>• Moderate to high impact</li> <li>• Medium to long duration (more than 12 hours)</li> <li>• Local state of emergency</li> <li>• Support from the GNWT is required</li> </ul>

LEVEL OF EMERGENCY RESPONSE	DESCRIPTION
<b>LEVEL 2B – GNWT CONTROL WITH LOCAL COORDINATION</b>	<ul style="list-style-type: none"> <li>• GNWT control</li> <li>• Local authorities manage their resources with the GNWT strategy</li> <li>• State of emergency is declared by the GNWT</li> </ul>
<b>LEVEL 3 – GNWT CONTROL WITH FEDERAL SUPPORT</b>	<ul style="list-style-type: none"> <li>• Major emergency</li> <li>• GNWT or Federal control</li> <li>• Resources of all levels of government are involved</li> <li>• Local authorities manage their resources within a joint government emergency management structure</li> </ul>

### **2.18 Escalation Guide**

Refer to Appendix I “Escalation Guide”

### **2.19 Declaration of State of Local Emergency**

- The Mayor or designate may declare that a local emergency exists in the community or in any part thereof and may take such action and make such orders as he/she considers necessary and are not contrary to law to implement the Emergency Plan and to protect property and the health, safety and welfare of the inhabitants of the emergency area.
- The Mayor, or designate, may declare that a local emergency has terminated.
- The Mayor shall ensure that the Minister of MACA is notified forthwith of a declaration of a state of local emergency. In addition, the media and the public shall be notified of the emergency as soon as possible.
- The Minister of MACA may at any time declare a state of emergency, or declare that state of local emergency (community) or state of emergency (territorial) has been terminated.

An Announcement must be made to the public in using a means commonly known to them in the community. A format for Declaration of a State of Local Emergency is in Appendix G.

A copy of the declaration must immediately be sent to the Minister via the MACA Emergency Management Office Fax # (867) 873-0309.

### **2.20 Volunteers**

This operational support function provides guidance on the community’s role in the management of volunteers. It provides an outline for a volunteer management program, which can be implemented in an emergency situation, and establishes a consistent framework for coordinating with the many volunteer organizations that would be required to support a response.

Volunteers registered with community government agencies are covered under GNWT Workers Compensation. They may be a standing arrangement as in firefighters or they can be registered at the time of an emergency by the Town/Village office. A registration format for the latter situation is contained at Appendix H. Registration is necessary in order to have the workers

covered under Workers Compensation, as well as for the GNWT to recover costs through the Emergency Service Workers Compensation agreements with Canada.

### **2.21 Emergency Site Management**

The Coordinator of the Emergency Management Agency may appoint an Incident Commander (IC) if one is not in place. The Incident Commander (IC) may be from the first response agency having the predominant role or may be an individual particularly suited to coordinate the diverse activities being undertaken. The role of the IC is to:

- establish a site command post;
- establish overall priorities for the on site response;
- establish the site perimeter and arrange for security with Bylaw officers or the RCMP;
- provide situational updates to the EOC;
- assign emergent tasks to response agencies;
- provide media information; and
- coordinate support to the responders.

Responding agencies on site will:

- cooperate with the IC;
- provide information on response activities, damage and casualties, and resource needs to the IC; and
- continue to receive functional direction from their parent organization.

#### **Incident Command System (ICS)**

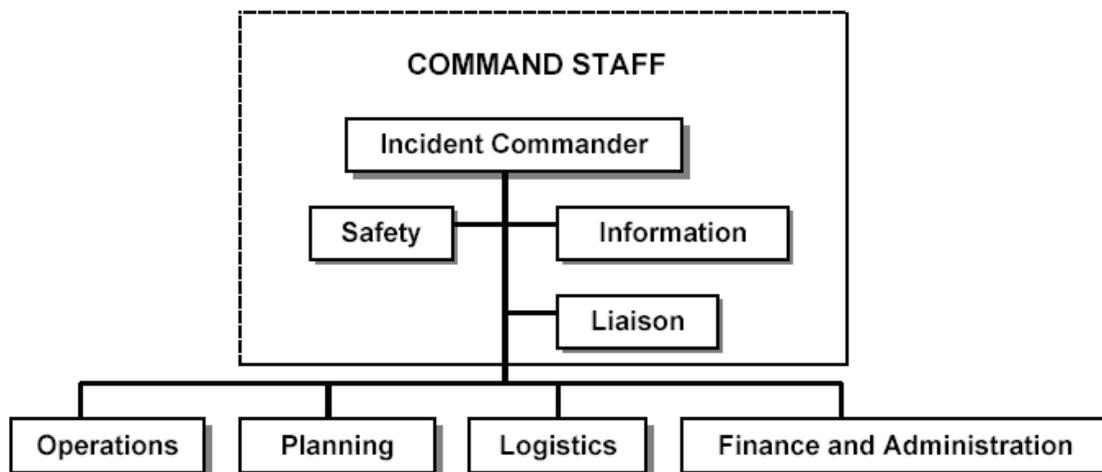
The Incident Command System (ICS) is a standardized, on-scene, all-hazard incident management concept in North America. It is a management protocol based upon a flexible, scalable response organization providing a common framework within which people can work together effectively. These people may be drawn from multiple agencies that do not routinely work together, and ICS is designed to give standard response and operation procedures to reduce the problems and potential for miscommunication on such incidents.

ICS is a system designed to be used or applied from the time an incident occurs until the requirement for management and operations no longer exist. It is interdisciplinary and organizationally flexible to meet the following management challenges:

- Meet the needs of incidents of any kind or size (expands or contracts)
- Allow personnel from a variety of agencies to meld rapidly into a common management structure with common terminology
- Provide logistical and administrative support to operational staff.
- Be cost effective by avoiding duplication of efforts.

An ICS enables integrated communication and planning by establishing a manageable span of control. It divides an emergency response into five manageable functions essential for emergency response operations: Command, Operations, Planning, Logistics, and Finance and Administration. Diagram 4 below shows a typical ICS structure.

Diagram 3: Incident Command System Structure



## 2.22 Positions Responding to and Managing Emergencies

The following list provides **examples** of individuals and agencies responsible for emergency management:

- Mayor/SAO/or designate
- Fire Chief
- RCMP Officer
- Hunters and Trappers Association
- School Principal/Superintendent
- Housing Authority Manager
- Senior Official in the Health Centre
- Public Workers Manager

For the list with information on responsibilities of agencies and persons refer to Appendix E.

## 2.23 Operational Support Functions

The following is a listing of various operational functions that may be needed in some communities. Each community Emergency Management Committee will determine which are relevant and appropriate and prepare plans.

### Notifications

The notifications function details the process in which members of the Emergency Management Committee are notified of an emergency situation. Upon indication of an imminent actual public emergency, the office of the SAO will initiate the notification of key personnel and agencies as outlined in the notification protocol.

### Emergency Information

This activity provides coordination for the community information function to expedite the community's ability to help citizens prepare for respond to an emergency. This function also

develops and delivers critical information to the media outlets, staff, Council members, businesses and residents, both during and immediately following an emergency.

Families of individuals involved in emergency response (including volunteers) should be aware and prepared for situations when they need to manage their households in the absence of the family member(s) dealing with emergency.

### **Evacuation**

The evacuation function describes how the public would be evacuated out of areas affected by an emergency situation that are deemed to be too hazardous for people to stay in place. Evacuation methods will be dependent on the incident, the evacuation process and procedures, along with the roles and responsibilities of the key agencies. Evacuation from one area of the community to another part of the community shall be organized and managed by the community. Evacuation of the community as a whole shall be organized and managed by the territorial government.

### **Logistics**

Logistics describes transportation resources (human, technical, information, equipment, facility, materials and supplies) to support the community's capacity to perform emergency transportation response missions in the event of an emergency. This function also serves as a coordination point for response operations and restoration of the transportation infrastructure.

### **Emergency Care**

This involves efforts to provide care and for needs to victims of an emergency. This may mean arranging for assistance from the GNWT. These services could also include providing shelter, food, emergency first aid assistance and providing assistance to special needs people impacted by an emergency.

### **Donation Management**

This operational support function provides guidance on the community's role in donation management. It will outline a donations management program for the community which can be implemented for a large-scale, high-visibility disaster, or for smaller-scale disasters, which also may generate a flow of unsolicited donated goods. This document indicates how the community will deal with both goods and monetary donations in the event of an emergency.

### **Casualties**

The casualty function provides direction for responding to casualty needs following an emergency. It provides for a coordinated and effective approach to providing health and medical assistance in the immediate aftermath of a mass casualty emergency that impedes routine health and medical services.

### **Fatalities**

This function outlines the process in which community services will coordinate with the Office of the Coroner and the RCMP to deal with fatalities after an emergency. This function must be developed with RCMP and the office of the coroner due to the legal responsibilities these organizations have.

## **2.24 Response and Recovery Operations**

### **Response Operations**

- The Emergency Management Committee Control Group is located at the Emergency Operations Centre and assumes operational responsibility for coordinating emergency operations by identifying needs and priorities.
- The Control Group convenes, with other affected members of the committee, to address management and policy issues related to the allocation and deployment of resources.
- Communications staff conduct briefings for media and staff as appropriate according to the communications plan.
- Once immediate response missions and lifesaving activities conclude, emergency teams are demobilized and the emphasis shifts from response to recovery operations. During response operations, a demobilization plan is developed.

### **Psychosocial Response and Recovery**

This function outlines the process specifically designed to prevent or mitigate the development of post-traumatic stress among emergency services professionals. Psychosocial response and recovery represents an integrated “system” of interventions which is designed to prevent and/or mitigate the adverse psychological reactions that so often accompany emergency services, public safety, and disaster response functions. These interventions are especially directed towards the mitigation of post-traumatic stress reactions.

Other operational support functions may include:

- Damage Assessment
- Debris Management
- Animal Protection

### **Demobilizing**

When the emergency has ended the centralized coordination is no longer required. Responsibilities are transferred back to the individual agencies. A period of recovery begins and is a process that draws upon existing resources.

### **Response and Recovery Costs Reimbursement**

Extraordinary costs incurred in responding to and recovering from a Natural Disaster of Civil Emergency may be reimbursable from the Government of the Northwest Territories. Special tracking of activities, personnel and expenses, and their associated limits, must be done in to ensure all eligible expenses are captured and documented in order to maximize the reimbursement of Community expenses.

It is essential that coordination with MACA be initiated from the onset of the Natural Disaster of Civil Emergency. MACA can provide the forms and procedures necessary to capture and report all required information and substantiating documentation.

Examples of costs which would be considered eligible for reimbursement would be: overtime costs for personnel manning the Community EOC; the provision of food to displaced community residents and Community EOC staff; rental costs for a generator required to protect a critical piece of community infrastructure; wages for Auxiliary Workers hired to provide security of

flooded residents that are inhabitable; and overtime costs for existing Community employees performing response or recovery work.

Examples of costs which are not eligible for reimbursement would be: wages for existing overtime costs for existing Community employees; food provided to existing Community employees during normal working hours; and honorariums for elected Officials.

Coordination with MACA is critical as some expenses will require special additional substantiation. Some expenses, which may appear to be eligible, will require special substantiation, and some other expenses, which may appear to be ineligible, would be reimbursable.

## 3.0 Specific Hazard Management

### 3.1 Hazard Identification and Risk Assessment (HIRA)

Hazard analysis is used to identify situations that have the potential for disrupting the community, causing casualties or destroying public and private property.

Hazard analysis determines:

- What might occur
- How often it is likely to occur
- The damage it is likely to cause
- How it is likely to affect the community
- How vulnerable the community is to the hazard.

Conducting the HIRA process will identify those hazards and disasters that are community specific and require particular response planning actions. To get a picture of the types of hazards that a community has faced historically it is helpful to contact long-time residents who may recall events that happened in the distant past.

If your community has an existing hazard analysis, the best way to begin is by reviewing it and identifying any changes that may have occurred since it was developed or updated last. Some possible changes within or near the community that could cause hazard analysis information to change over time include:

- New mitigation measures (e.g., stronger building codes, addition of roof or foundation braces)
- The opening or closing of facilities or structures that pose potential secondary hazards (e.g., hazardous materials facilities and transport routes)
- Local development activities
- Climatic changes
- Terrorist threats

There may be other long-term changes to investigate as well. These changes, such as climatic changes in average temperature or rainfall/snowfall amounts, are harder to track but could be very important to the hazard analysis.

In order to determine the risk level of a potential hazard and, therefore, priority of emergency response for each hazard refer for instructions provided in Appendix F.

When determining which of the hazards listed in Appendix F will affect them, communities may combine several hazards into one hazard plan. For example Civil or Political Disorder – Demonstration and Civil or Political Disorder – Strike or Lockout could be combined into one hazard plan.

Appendix D “Specific Event Guidelines” provides some **examples** of emergencies and the responses, rationale and actions.

### **3.2 Business Impact Analysis (BIA)**

BIA covers the following business practices conducted by the community:

- Loss of Community Office Building
- Loss of Community Maintenance Garage
- Loss of Water Plant
- Loss of Water delivery truck (if delivery is conducted by the community). If delivery is contracted, then request from the contractor general details for contract fulfillment.
- Loss of Septic Waste removal truck (if delivery is conducted by the community). If delivery is contracted, then request from the contractor general details for contract fulfillment.
- Loss of Garbage removal truck (if delivery is conducted by the community). If delivery is contracted, then request from the contractor general details for contract fulfillment.

Business Impact Analysis (BIA) must determine the loss of the asset and the methods of providing lost services. There also must be a communication plan to inform affected residents and businesses of the loss of service, the recovery efforts being implemented, and when full service will be restored.

### **3.3 Identified Hazard Plans**

(Select those that were identified in the HIRA)

Communities must develop a detailed **Evacuation Plan** that would be implemented as part of any Hazard Specific Plan.

**Evacuation Plan** procedures shall include:

- Condition. What are the conditions requiring a partial (evacuating part of the community to another part of the community) or full (evacuating all but essential personnel) evacuation.
- Warning. How would the community be warned to prepare for a possible evacuation.
- Action. What actions the community would take to evacuate its residents.
- Vulnerable Populations. What specific actions are necessary to evacuate the vulnerable populations.
- Collection Areas. Where are the Collection Areas within the community. These should be predetermined and advertised as a part of normal preparedness activities.
- Reception Centres. Where are the Reception Centres within the community. These must be predetermined and advertised as a part of normal preparedness activities.
- Transportation. How will the residents be moved from the Collection Areas to the Reception Centres, and how the residents will be moved from the Reception Centres to the airport.
- Security. What actions the community will take to ensure the security of the private property left behind during an evacuation.
- Public notice of evacuation. How would the community be told that a community evacuation is being implemented and what the residents are to do.

Communities must develop a detailed **Reception Plan** that would be implemented as part of any Hazard Specific Plan.

**Reception Plan** procedures shall include:

- Condition. What are the conditions requiring Reception Centres be established.
- Manager. Who would be the Managers of the Reception Centres. These persons, and their alternates, should be predetermined as a part of normal preparedness activities.
- Capacity. What is the capacity of each Reception Centre.
- Designated Areas. A basic floor plan should be established identifying the different areas within the Reception Centre. This floor plan would be used when setting up the Reception Centre and as a map to assist people seeking assistance from the Reception Centre.
- Reception and Inquiry Service. How will people register at the Reception Centre and how do people find out if their relatives or friends have been processed.
- Emergency Clothing Service. How will people get clothing if they have lost all their belongings. This should be predetermined as a part of normal preparedness activities.
- Emergency Food Service. How will people be fed if they have lost all their belongings. This must include feeding in shelters and possibly cohabitation expenses. This must be predetermined as a part of normal preparedness activities.
- Emergency Lodging Service. How will people be lodged in shelters and possibly cohabitation. This must be predetermined as a part of normal preparedness activities.
- Personal Services (Social Services). How will people get their personal problems resolved. This must be predetermined as a part of normal preparedness activities.
- Volunteer Services Mobilization. How will volunteers, both pre-registered and spontaneous, be notified that the Reception Centres are being established. This should be predetermined and advertised as a part of normal preparedness activities.
- Transportation. How will the residents be moved from the Collection Areas to the Reception Centres. This should mirror the Transportation section in the Evacuation Plan.
- Security. What actions the community will take to ensure the security of the private property left behind during an evacuation.
- Support from GNWT H&SS. What support from H&SS would be required. This must be predetermined as a part of normal preparedness activities.

# **COMMUNITY EMERGENCY PLAN**

## **INSTRUCTION MANUAL**

This Instruction Manual has been prepared to assist community leaders in preparing their specific Community Emergency Plan. This manual is to be used in conjunction with reviewing the generic Community Emergency Plan Template so that community leaders can customize a relevant and appropriate Emergency Plan for each community.

## **INTRODUCTION**

Any community is vulnerable to numerous hazards and emergencies. These can be human caused such as missing persons, technological such as those involving hazardous materials; infrastructure disruptions that could involve utility and power failures, and natural hazards such as severe weather.

An Emergency Plan establishes the framework that ensures a community is prepared to deal with any of these emergencies and hazards. It is the way through which the community will mobilize its resources in the event of an emergency, thereby restoring the community to a state of normalcy. It is designed to ensure that all agencies are fully aware of their respective roles and responsibilities during that emergency.

The Emergency Plan also makes provisions for the earliest possible coordinated response to an emergency, an understanding of the personnel and resources available to the community and recognition that additional expertise and resources can be called upon if required.

Having a Community Emergency Plan is required under NWT legislation – Civil Emergency Measures Act (R.S.N.W.T. 1988, c.C-9).

## **HOW TO DEVELOP YOUR COMMUNITY EMERGENCY PLAN**

The community emergency plan can be developed in 3 phases. Phase 1 consists of structuring the Emergency Management Committee, identifying and assessing hazard risks and documenting all available resources to use in an emergency. Phase 2 is the completion the formal Community Emergency Plan by following the NWT template. Phase 3 is the process of keeping the Plan up to date.



## PHASE 1 – DISCUSSION OF NEEDS AND ISSUES

The development of the Community Emergency Plan rests with the senior administrative officer (SAO) and the political leadership (Mayor, Band Leader, or Chief, etc.).

Municipal and Community Affairs (MACA) staff are available to provide advice and assistance.

The following are the key steps in developing the Community Emergency Plan.



1. The SAO and the Mayor/Chief identify membership for the Emergency Management Committee.
2. Call a meeting of the proposed Emergency Management Committee and confirm membership. Add to membership as the Committee deems appropriate.
3. Convene a workshop/meeting of the Emergency Management Committee (or a sub-committee) to do the Hazard Risk Assessment to identify the most probable emergency situations. To do this, follow the information provided in Section 3.1 and the forms provided in Appendix F of the GNWT Emergency Plan Template. For each potential hazard to your community identified in Appendix F (HIRA), develop an Evacuation Plan and Reception Plan using the information provided in Section 3.3.
4. Convene a workshop/meeting of the Emergency Management Committee (or a sub-committee) to prepare the Resource Inventories. Fill in the forms provided in Appendix C by choosing from the list those resources that are available in your community. Space has been left at the end of each form in order to allow you to add any additional resources that were not listed.
5. Convene a workshop/meeting of the Emergency Management Committee (or a sub-committee) to develop the specific event guidelines for those potential hazards to your community identified previously in Appendix F (HIRA). Follow the format for those hazards as shown in Appendix D. In each form fill in the last column "Action By" by using provided information as to the responsible individual or agency. The "Human Resource Inventory" from Appendix C (Resource Inventory) could be helpful.

Note: Steps 3, 4 and 5 might occur during a full day workshop setting or through a series of specific meetings.

## PHASE 2 – COMPLETING THE FORMAL COMMUNITY EMERGENCY PLAN

### GUIDE TO COMMUNITY EMERGENCY MANAGERS ON HOW TO FILL IN THE EMERGENCY RESPONSE PLAN TEMPLATE FOR THEIR COMMUNITIES

Having completed the steps in Phase 1, use this guide to help you with filling in the sections for your Community Emergency Response Plan (ERP). The guide follows the template's table of contents (section's title and number).

1. INTRODUCTION (Section 1.0)  
Fill in the name of your community.
2. AUTHORITY (Section 2.2)  
Insert the number of your community's bylaw and the date in was ratified. The full emergency measures bylaw template is in the Appendix B.
3. ASSUMPTIONS (Section 2.5)  
Fill in the name of your community (second line from the top)
4. EMERGENCY MANAGEMENT AGENCY (Section 2.9)  
Insert the number of your community's bylaw and the date in was ratified. Using the list provided in this section and Appendix E to identify the members of your community Emergency Management Agency.
5. EMERGENCY PLAN CHAIN OF COMMAND (Section 2.11)  
Identify individuals with the authority and responsibilities for the Plan
6. COORDINATOR OF THE EMERGENCY MANAGEMENT AGENCY (Section 2.12, first bullet)  
Insert the number of your community's bylaw and the date it was ratified.
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Prepare the bylaw as shown in Appendix B
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Insert the completed resources inventory in Appendix C
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Insert the completed specific event guidelines in Appendix D.
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Upon completion of the steps above, prepare your executive summary. On the bottom of the Executive Summary page list all places where copies of the Community ERP will be available.



### PHASE 3 – KEEPING THE PLAN UP TO DATE

1. The Coordinator of the Emergency Management Agency should ensure that the plan is tested annually. Preferably this is a simulation event but at least a “tabletop” paper exercise should be undertaken. MACA staff are available to provide advice and assistance.
2. The Emergency Plan should be updated annually to ensure the Resources Inventory is up to date and all members of the Emergency Management Committee are fully briefed.
3. In parallel with the development of the Community Emergency Plan, the Emergency Management Committee should provide information to each household to encourage individual and household preparedness.
4. In the event of an emergency, the Emergency Management Committee should meet with MACA within 15 days of the resolution of the emergency to review and modify the emergency plan as appropriate.



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