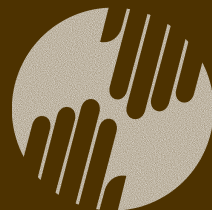


NWT SAR PREVENTION STRATEGIC PLAN



**SEARCH
AND
RESCUE**



**RECHERCHE
ET
SAUVETAGE**

FUNDED BY THE
National Search and Rescue Secretariat

—

ORGANIZED BY
Emergency Services Division
MACA, GNWT

—

PREPARED BY
Ile Royale Enterprises Ltd.

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EXECUTIVE SUMMARY

The objective of this initiative was to prepare a Search and Rescue (SAR) Prevention Framework for a Territorial consultation process to lead to a Territorial Search and Rescue Prevention Strategic Plan. A further objective was to develop this Strategic Plan with extensive consultation and participation in the work from community leaders, SAR providers, Territorial SAR authorities and other public sector stakeholders.

This process would ensure a product which is not only relevant to northern conditions but which can be readily implemented and has the support of communities and regional authorities in the Northwest Territories (NWT).

The work to develop a Territorial Strategy occurred within a national SAR prevention framework. The National Search and Rescue Secretariat (NSS) created the National Framework for Search and Rescue Prevention Programming in collaboration with its national search and rescue stakeholders.

The NWT was the first jurisdiction in Canada to follow this National Framework by hosting a conference in 2001 to establish a NWT framework to guide the development of a Territorial SAR Prevention Strategy. The NWT Framework mirrored the work completed in the National Framework and was adopted as a national “Best Practice”.

The work during the 2001 NWT conference achieved unanimous consensus on the three core elements of a strategic plan:

VISION STATEMENT

To prevent SAR incidents and enhance survivability.

MISSION STATEMENT

To motivate all people both to acquire and use the knowledge, information, skills, equipment, supplies and programs necessary to avoid or reduce the severity of incidents associated with Northern life.

CATEGORIES OF ENABLING STRATEGIC THEME:

Education, Enforcement, Engineering/Infrastructure, Data Collection, and Partnerships and Collaboration.

These core elements served as a Search and Rescue Prevention Strategic Framework for six regional workshops hosted by MACA under this NIF project in 2001 and 2002. The core elements also guided the subsequent completion of the NWT Strategic Plan for Search and Rescue Prevention in 2003.

The development of both the NWT SAR Prevention Framework and the SAR Prevention Strategic Plan were developed based on extensive stakeholder and community consultations. In all, there were over 100 stakeholders consulted during this project from organizations representing all regions of the Northwest Territories and the Territory as a whole.

Approximately 250 strategies were recommended in regional workshops. Similar or identical recommendations were consolidated into 150 strategies. Each of these strategies were evaluated and ranked by key criteria. This evaluation resulted in short list of priority strategies to implement for each enabling strategic theme.

The completed Territorial SAR Prevention Strategic Plan will be presented to communities and territorial SAR authorities and organizations for final review.

The finalized NWT Search and Rescue Prevention Strategic Plan will support future Government of the Northwest Territories (GNWT) funding proposals and initiatives to advance northern prevention programs. This Strategic Plan will also guide the delivery of specific northern prevention programming by all stakeholder agencies to reduce the incidence and severity of search and rescue events across the north.

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BACKGROUND

In the 1990's search and rescue prevention emerged as the preferred approach to reduce the incidence of search and rescue events in Canada. The NSS championed this prevention theme through creation of the National Framework for Search and Rescue Prevention Programming.

Within this national framework, provinces and territories were encouraged to develop a search and rescue prevention framework and strategic plan to address their unique circumstances.

The NWT was the first jurisdiction to participate in development of a SAR Prevention Plan using the National Framework. In 2000 the Department of Municipal and Community Affairs (MACA) applied for and received project funding from NSS to develop a NWT search and rescue prevention strategic framework. The funds were provided under the New Initiatives Fund (NIF).

The project commenced with a Territorial Planning Conference to establish a NWT Search and Rescue Prevention Framework. The conference participants were selected invitees from community government and aboriginal organization leaders, GNWT and Federal Government departments, and Territorial SAR authorities.

The objective of the Planning Workshop was to provide an initial forum to develop a framework for advancing discussions on territorial prevention activities. This framework would help the GNWT prepare for future consultations on developing the SAR Prevention Strategic Plan with regions and communities.

The 2001 Territorial Planning Conference arrived at a unanimous consensus on the three core elements of a strategic plan: the vision statement; the mission statement; and enabling strategic themes to achieve the mission and vision. These elements served as a Search and Rescue Prevention Strategic Framework for community consultations in the development of the NWT's SAR Prevention Strategic Plan.

The NWT Territorial Framework was presented at the "Building Prevention Information Capacity" national conference. It was adopted as a National "Best Practice" by NSS.

During 2002, six regional workshops were held to identify NWT search and rescue prevention strategic options within the NWT Search and Rescue Prevention Framework. In February 2003, a Territorial Conference was held to consolidate the input from all of the regional meetings to create a NWT Search and Rescue Prevention Strategy.

The Prevention Strategy will be implemented in the short term through a focus on implementing the recommendations of the Strategic Plan that are achievable and affordable, and that can have the greatest impact in preventing northerners and visitors from becoming lost or stranded.

DATES AND LOCATIONS OF WORKSHOPS AND CONFERENCE

DATE	REGION	COMMUNITY	MEETING TYPE
MARCH 2001	NORTHWEST TERRITORIES	YELLOWKNIFE	TERRITORIAL PLANNING CONFERENCE
MARCH 2002	SOUTH SLAVE	HAY RIVER	REGIONAL CONSULTATION
MARCH 2002	INUVIK	INUVIK	REGIONAL CONSULTATION
MAY 2002	SAHTU	NORMAN WELLS	REGIONAL CONSULTATION
JUNE 2002	DEH CHO	FORT SIMPSON	REGIONAL CONSULTATION
AUGUST 2002 *	YELLOWKNIFE	YELLOWKNIFE	REGIONAL CONSULTATION
SEPTEMBER 2002	NORTH SLAVE	YELLOWKNIFE	REGIONAL CONSULTATION
JANUARY 2003	NORTHWEST TERRITORIES	YELLOWKNIFE	TERRITORIAL FINAL CONFERENCE

** Note: Yellowknife was treated as a region separate from the North Slave.*

STRUCTURE OF WORKSHOPS AND CONFERENCES

2001 TERRITORIAL SEARCH AND RESCUE PREVENTION PLANNING CONFERENCE

The 2001 Territorial Search and Rescue Prevention Planning Conference was held March 8th and 9th, 2001. There were 25 attendees from 20 organizations representing all regions of the NWT.

Selected background material, including the National Search and Rescue Prevention Framework was sent to participants in advance to ensure a common understanding of the background and framework. Additional topical reading material was provided on arrival for reading during the evening.

The first day focused on presentations by stakeholder organizations which informed the participants of their operational mandates and current SAR prevention activities. The objective of these presentations was to provide background and context to participate in the development of the framework for the NWT SAR Prevention Strategic Plan on the second day.

A classical strategic planning process to develop: a vision statement, a mission statement and enabling strategic themes was used employing a series of break out groups followed by consensus building plenary sessions. The break-out groups were organized to ensure the widest possible amalgam based on geography, government levels, and Aboriginal and organization representation in each of the break-out groups.

REGIONAL WORKSHOPS

Six, one day workshops to seek regional consultation on the NWT (draft) Search and Rescue Prevention Framework and input to the NWT Search and Rescue prevention programming were held between March 2002 and September 2002 at regional centers across the NWT. A package of preparatory material was sent to each participant in advance.

Each workshop sought feedback on the NWT (Draft) Search and Rescue Prevention Framework which was the output of the Territorial Planning Conference in March 2001 and sought regional input to a NWT Search and Rescue Prevention Strategic Plan.

As the average workshop had 10 participants from a number of different communities and groups in each region the facilitator employed a round table method. Each workshop addressed each of the enabling strategic themes within the NWT Search and Rescue Prevention Framework. In all some 266 strategies were recommended. After combining strategies which were recommended by more than one region there were 150 strategies to consider.

Within each enabling strategic them these recommendations were sorted by frequency (the number of regions which brought forth a similar recommendation). All recommendations were maintained. Those which were brought forth by the most regional workshops moved to the top of list.

TERRITORIAL CONFERENCE

The Department of Municipal and Community Affairs hosted a Territorial Conference in Yellowknife on January 21 - 22, 2003, at the Canadian Forces Northern Area Headquarters. Thirty seven attendees representing a broad regional and organizational cross section of 23 Search and Rescue authorities and stakeholders with varying expertise and roles participated in the Territorial Conference

The purpose of the Territorial Conference was to consolidate input from the regional sessions and the 2001 Territorial Search and Rescue Prevention Planning Conference into a NWT SAR Prevention Strategy.

As was the case in the initial 2001 Territorial Search and Rescue Prevention Planning Conference the National Search and Rescue Secretariat participated. A consolidation of the prevention strategies suggested during the regional workshops together with the NWT Search and Rescue Prevention Framework were distributed to each participant in advance.

The Territorial Conference opened with a review of national developments and best practices relating to Search and Rescue Prevention Strategies. This was followed by a review of the process to date and the outcomes to the 2001 Territorial Search and Rescue Prevention Planning Conference and the Regional Workshops.

METHODOLOGY

The bulk of the conference focused on consolidating and prioritizing the regional recommendations for each of the enabling strategic themes into a strategic plan.

For each enabling strategic theme the conference as a whole determined the three most important criteria to prioritize the regional consolidation of recommendations relating to each enabling strategic theme. Examples of criterion are: universal application; greatest ability to implement and sustain; maximize search and rescue prevention; acceptability to public, operators and politicians; availability and affordability; ease of program delivery and sustainability; potential audience and receptiveness.

Each participant then independently selected the top third of strategies from the regional consolidation of preventions strategies for each of the three criteria identified for the enabling strategic theme under consideration. Each criterion was given equal weight. These results were then tabulated, ranked and presented back to the conference for each enabling strategic themes. The conference then discussed the resulting ranking to make sure it made sense and to reduce duplication. The conference identified a number of similar or “nearly identical” strategies and gave direction to the facilitator to combine these in the final report.

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OBJECTIVES

The overall objective is the development of a Territorial Search and Rescue Prevention Framework and an effective and implementable Territorial Search and Rescue Prevention Strategic Plan that has the support of the regions of the NWT within a national framework.

* The objective of the 2001 Territorial Search and Rescue Prevention Planning Conference was to provide a territorial forum to develop plans and a territorial framework to advance territorial prevention activities in preparation for consultation with the regions and communities.

* The objectives of the regional consultation workshops were to seek feedback on the NWT (draft) Search and Rescue Prevention Framework; and to soliciting regional input into the development of a NWT Search and Rescue Prevention Strategic Plan.

* The objective of the 2003 Territorial Conference was to consolidate input from the regional sessions and the 2001 Territorial Search and Rescue Prevention Planning Conference into a NWT SAR Prevention Strategy.

Each of these objectives was achieved.

Ultimately the completed Search and Rescue Prevention Framework and Strategic Plan will initiate the delivery of NWT specific SAR prevention programming to reduce the incidence and severity of lost persons in the North.

STAKEHOLDER AND COMMUNITY CONSULTATIONS

Both the NWT Search and Rescue Prevention Framework and the NWT Search and Rescue Strategic Plan were developed base on extensive stakeholder and community consultations. In all there over 100 stakeholders were consulted form ___ organizations representing all regions of the Northwest Territories.

The 2001 Territorial Search and Rescue Prevention Planning Conference was attended by 25 persons from all regions of the NWT. Among the 20 organizations represented were Municipal and Community Affairs (GNWT), Yellowknife Fire Department, National Search and Rescue Secretariat, Royal Canadian Mounted Police, Deline First Nation, Canadian Forces

Northern Area, Coast Guard Auxiliary Hay River, Coast Guard Auxiliary Yellowknife, NWT Coroner's Office, Arctic Weather Office, Parks Canada, Canadian Air Search and Rescue Association, SAR Volunteer Association of Canada, Salt River First Nation, Department of Transport (GNWT), Rae-Edzo Search and Rescue Society, Yellowknife Search and Rescue Society, Fort Smith Search and Rescue Society, and Fort Resolution Fire Department.

Six workshops were held, one in each region of the Northwest Territories. The Municipal and Community Affairs Superintendent from each region helped to select participants. In all 70 persons participated in the regional workshops representing some __ communities and __ regional organizations. Participating communities and organizations included

Thirty seven attendees representing a broad regional and organizational cross section of 23 Search and Rescue authorities and stakeholders with varying expertise and roles participated in the Territorial Conference.

At each stage of the process there were press releases and interviews to ensure the widest possible community awareness. The National Search and Rescue Secretariat participated in both the 2001 Territorial Planning Conference and the 2003 Territorial Conference.

NEXT STEPS

The completed Territorial Search and Rescue Prevention Strategic Plan will be presented to communities and territorial search and rescue authorities and organizations for review. The finalized Territorial Search and Rescue Prevention Strategic Plan will support future territorial funding proposals to advance Northern prevention programs and will guide the delivery of specific prevention programming to reduce the incidence and severity of search and rescue events.

FUNDERS AND ORGANIZERS OF THE WORKSHOP

The process to develop the NWT Search and Rescue Prevention Framework and Strategic Plan was funded by the National Search and Rescue Secretariat.

The conferences and workshops were organized by the Emergency Services Division, the Department of Municipal and Community Affairs, the Government of the Northwest Territories with the assistance Ile Royale Enterprises Ltd. a management consulting firm based in Yellowknife NWT.

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NWT SEARCH AND RESCUE PREVENTION STRATEGIC PLAN

VISION STATEMENT

The vision is to prevent Search and Rescue incidents and enhance survivability in the NWT.

MISSION STATEMENT

The mission is to motivate all people both to acquire and use the knowledge, information, skills, equipment, supplies and programs necessary to avoid or reduce the severity of incidents associated with Northern life.

ENABLING STRATEGIC THEMES

The enabling strategic themes to achieve the mission are:

- * Engineering and Infrastructure
- * Enforcement and Legislation
- * Data Collection
- * Education
- * Partnerships and Collaboration

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STRATEGIES

Some 250 strategies were recommended by regional workshops. Similar or identical recommendations were consolidated into 150 strategies. Each of these strategies were evaluated and ranked by key criteria. This evaluation resulted in shortlist of priority strategies to implement for each enabling strategic theme.

The following pages present the strategies which when measured against key criteria have the most potential for each of the strategic themes.

ENABLING STRATEGIC THEME – ENGINEERING AND INFRASTRUCTURE

Three criteria were selected by the 2003 NWT Territorial Search and Rescue Prevention Conference to prioritize the consolidation of the Engineering and Infrastructure strategies which were recommended by the regional workshops. The evaluation criteria were the strategies:

- * With the most universal applications
- ** With the greatest ability to implement and sustain
- *** That maximize search and rescue prevention and enhanced response potential

ENGINEERING AND INFRASTRUCTURE	*	**	***	TOTAL
COMMUNITY ASSESSMENTS OF SAR PREVENTION AND RESPONSE CAPABILITIES AND RESOURCES	38	33	32	103
PROVIDE SUPPORT TO COMMUNITIES TO IMPROVE SAR PREVENTION AND RESPONSE: PLANNING, CAPABILITIES, AND INFRASTRUCTURE	25	16	18	59
EXPAND EXISTING COMMUNICATIONS NETWORKS AND CELLULAR AND SATELLITE TELEPHONE USAGE	24	19	26	69
STANDARDIZATION OF SAR PREVENTION PROGRAMS AND INFRASTRUCTURE	25	27	15	67
CONDUCT REGULAR COMMUNITY SAR EXERCISES	12	11	19	42
EXPANSION OF WEATHER RADIO NETWORK AND TRANSMITTERS	4	12	16	41

EVALUATION CRITERIA

*	THE MOST UNIVERSAL APPLICATIONS
**	THE GREATEST ABILITY TO IMPLEMENT AND SUSTAIN (FISCAL TIMELINESS ETC)
***	MAXIMIZE SAR PREVENTION AND ENHANCED RESPONSE POTENTIAL

ENABLING STRATEGIC THEME – ENFORCEMENT AND LEGISLATION

Three criteria were selected by the 2003 NWT Territorial Search and Rescue Prevention Conference to prioritize the consolidation of the Enforcement and Legislation strategies which were recommended by the regional workshops. A number of the strategies required research before they could be ranked for implementation. The participants elected to create two prioritization lists. The first list prioritizes strategies which require more research. The second list prioritizes those strategies can be implemented. The evaluation criteria were the strategies:

- * Which are able to be implemented
- ** Which are acceptable to the public, operators and politicians
- *** Which are a high research priority

ENFORCEMENT AND LEGISLATION	*	**	***	TOTAL
RESEARCH AND INVENTORY LEGISLATION AND REGULATIONS THAT IMPACT PREVENTION AND RESPONSE: MANDATORY REGISTRATION, PERMITTING, CHECK POINTS AND PLB'S			51	51
ASSESS MEANS OF COST RECOVERY FROM NEGLIGENT SUBJECTS INCLUDING, DEPOSITS, BONDING AND ISSUANCE			21	21
RESEARCH PROFILES OF MISSING PERSONS			16	16
SUPPORT LOCAL ENFORCEMENT ACTIONS INCLUDING SMALL BOAT SAFETY LEGISLATION AND APPLICATION OF THE CRIMINAL CODE FOR SEARCH AND RESCUE INCIDENTS	39	17		56
UTILIZE SEARCH AND RESCUE ANNEXES FOR COMMUNITY PLANS AND HTA (COMMUNITY GROUPS) FOR SAR RESPONSE	19	22		41
DEVELOP SNOWMOBILE LEGISLATION FOR THE NWT	12	21		33

EVALUATION CRITERIA

*	IMPLEMENTABLE
**	ACCEPTABLE TO PUBLIC, OPERATORS, POLITICIANS
***	HIGH RESEARCH PRIORITY – SCORED AS SEPARATE ITEM

ENABLING STRATEGIC THEME – DATA COLLECTION

Three criteria were selected by the 2003 NWT Territorial Search and Rescue Prevention Conference to prioritize the consolidation of the Data Collection strategies which were recommended by the regional workshops. The evaluation criteria for the strategies:

- * High relevance to search and rescue prevention
- ** Easily available and affordable
- *** Assessable, uniform and compatible

DATA COLLECTION	*	**	***	TOTAL
DETERMINE WHO COLLECTS SAR DATA, DEVELOP TERRITORIAL WIDE				
REPORTING CRITERIA AND DATA COLLECTION PROCESS FOR SAR INCIDENTS	42	35	49	128
DETERMINE WHAT SAR DATA THE RCMP COLLECT, HOW THEY COLLECT IT, WHAT IT CAN TELL US AND HOW TO EFFECTIVELY ACCESS THE DATA	43	28	33	104
DEVELOP REGISTRATION PROGRAM FOR TOURIST WITH COMMON COMMUNITY REGISTRATION POINTS	25	17	9	50

EVALUATION CRITERIA

*	HIGH RELEVANCE TO SAR PREVENTION
**	EASILY AVAILABLE AND AFFORDABLE
***	ASSESSABLE, UNIFORM AND COMPATIBLE

ENABLING STRATEGIC THEME – PARTNERSHIPS AND COLLABORATIONS

Three criteria were selected by the 2003 NWT Territorial Search and Rescue Prevention Conference to prioritize the consolidation of the Partnerships and Collaboration strategies which were recommended by the regional workshops. The evaluation criteria for the strategies:

- * Value added and mutually beneficial to the partners
- ** Territorial universality
- *** Cost effectiveness

PARTNERSHIPS AND COLLABORATIONS	*	**	***	TOTAL
AGENCIES TO IDENTIFY ROLES, AVOID DUPLICATION OF SAR SERVICES AND INITIATE COLLABORATION	11	34	29	74
MACA TO PROVIDE SAR TRAINING AND CONDUCT TRAINING EXERCISES	33	26	20	69
COLLABORATE WITH PRIVATE SECTOR TO: DEVELOP MOUs WITH MARINE AND AIR CARRIERS, DEVELOP EDUCATION PROGRAMS, USE PRIVATE COMPANIES (OUTFITTERS, INSURANCE AGENCIES, RESOURCE INDUSTRIES) TO DISTRIBUTE AND DELIVER SAR PREVENTION MATERIALS AND PROGRAMS.	28	12	23	64
DEVELOP SAR CONTACT LIST AND ENHANCE NETWORKING OR SAR STAKEHOLDERS	22	25	8	55
COLLABORATE WITH DND TO UTILIZE LOCAL ASSETS FOR SEARCHES, PROVIDE SAR TRAINING FOR RANGERS, AND THE USE OF DND RADAR STATIONS	28	12	16	56
EVALUATION CRITERIA				
*	VALUE-ADDED AND MUTUALLY BENEFICIAL			
**	TERRITORIAL UNIVERSALITY			
***	COST EFFECTIVE			

ENABLING STRATEGIC THEME – EDUCATION

Three criteria were selected by the 2003 NWT Territorial Search and Rescue Prevention Conference to prioritize the consolidation of the Education strategies which were recommended by the regional workshops. The evaluation criteria for the strategies were:

- * Potential Audience Reach and Receptiveness
- ** Ease of program sustainability
- *** Cost and availability of funding

EDUCATION	*	**	***	TOTAL
FOCUS PROGRAMS (INCLUDING RISK WATCH, HUG A TREE, ROCK OR SKIDOO) ON YOUTH THROUGH DELIVERY IN SCHOOLS USING YOUTH LEADERS WHERE APPROPRIATE	36	71	29	136
CONDUCT HAZARD ASSESSMENTS OF COMMUNITIES AND REGIONS AND USE LOCAL AND TRADITIONAL SAR KNOWLEDGE	24	36	22	82
DEVELOP COMMUNITY AND REGIONAL SAR PREVENTION FACT SHEETS/WEB SITES	17	22	22	61
COMMUNICATE USING LOCAL MEDIA, INCLUDING POSTERS IN ABORIGINAL LANGUAGES	17	25	15	57
MACA TO PROVIDE FUNDING FOR SAR GROUPS, TRAINERS AND VOLUNTEERS	12	10	33	55
MACA TO TAKE A COORDINATED APPROACH TO TRAINING AND ADOPT A STRONGER TRAINING MANDATE FOR SAR PREVENTIONS AND OPERATIONS	19	13	15	47
USE TRADITIONAL KNOWLEDGE AND ELDERS AS ROLE MODELS	19	17	11	47
TRAIN THE TRAINERS FOR COMMUNITY BASED SAR PREVENTION PROGRAM DELIVERY	17	11	18	46
TRAIN COMMUNITIES IN THEIR SAR RESPONSIBILITIES INCLUDING THE RESULTS OF COMMUNITY BASED ASSESSMENTS	8	24	11	43
ESTABLISH REGIONAL SAR COORDINATORS & DEVELOP COMMUNITY SAR COMMITTEES	14	6	16	36
SAR PROGRAMS TO TARGET SPECIFIC GROUPS, I.E., BOATERS, SNOWMOBILERS, ETC	10	20	6	36
EVALUATION CRITERIA				
*	POTENTIAL AUDIENCE REACH AND RECEPTIVENESS			
**	EASE OF PROGRAM DELIVERY AND SUSTAINABILITY (TIME AND COMPLEXITY)			
***	COST AND FUNDING			

