



CITY OF YELLOWKNIFE

GOVERNANCE AND PRIORITIES COMMITTEE AGENDA

Tuesday, October 10, 2023 at 12:05 p.m.

Chair: Mayor R. Alty,
Councillor S. Arden-Smith,
Councillor G. Cochrane,
Councillor R. Fequet,
Councillor B. Hendriksen,
Councillor C. McGurk,
Councillor T. McLennan,
Councillor S. Payne, and
Councillor R. Warburton.

<u>Item</u>	<u>Description</u>
1.	Opening Statement: The City of Yellowknife acknowledges that we are located in Chief Drygeese territory. From time immemorial, it has been the traditional land of the Yellowknives Dene First Nation. We respect the histories, languages, and cultures of all other Indigenous Peoples including the North Slave Métis, and all First Nations, Métis, and Inuit whose presence continues to enrich our vibrant community.
2.	Approval of the agenda.
3.	Disclosure of pecuniary interest and the general nature thereof.
ANNEX A	
4.	A presentation regarding proposed revised 2024 budget schedule.
ANNEX B	
5.	A memorandum regarding whether to include and prioritise proposed budget initiatives submitted by Council members
ANNEX C	
6.	A discussion regarding questions for electoral candidates in the Territorial Election.
ANNEX D	(For Information Only)
7.	A memorandum regarding Request for Proposal for the 'After Action Assessment: 2023 North Slave Complex Wildfires'.

2024 Budget Review Calendar



	Action	Departments	Corporate Leadership Team	GPC & Council	Engagement
	Budget				
1	2024 to 2026 Capital lists due (DM#643163)	May 1			
2	Rank Capital Projects (Project Evaluation Matrix DM#727593)		May 12		
3	2024 to 2026 New PYs (including additional casual hours) Due (DM#144637)	May 15			
4	Rank New PY Requests (PY Evaluation Matrix DM#727584)		May 19		
5	Budget Intro Presentation to GPC			June 5	
6	2024 to 2026 O&M Budget Submissions and O&M Activity (%) in FMW to be finalized by departmental directors	June 9			
7	Finalize Capital Projects and P/Ys		June 30		
8	Open invitation to business, residents and organizations to discuss 2024 Budget with City Staff				July 4 onwards
9	Departments complete the input of 2024 to 2026 capital budget in FMW	July 14			
10	Council Proposals			August 4	
11	Presentation to GPC on Council Proposals and Council directions to proposed budget initiatives			October 10	
12	Council Meeting to hear public input for 2024 Budget (final budget request from Public).			October 23	October 23
13	September Forecast Input Due	October 20	October 27		
14	Presentation to GPC on the results of public input and high- level budget update.			October 30	
15	Draft 2024 Budget Presentation to GPC			January 15	
16	Release Draft 2024 Budget to the Public				January 15
17	Public input on the Draft 2024 Budget to Council			January 16 to 31	January 16 to 31

DM#727553

	Action	Departments	Corporate Leadership Team	GPC & Council	Engagement
	<i>Budget</i>				
18	Written/Posted Q&A	January 16 to 31	January 16 to 31	January 16 to 31	January 16 to 31
19	Review of draft 2024 Budget at Special GPC Meeting			February 5 -8	February 5 -8
20	Adoption of the 2024 Budget at Special Council Meeting			February 12	February 12
21	Fees and Charges Amendments at Special Council Meeting			February 12	



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

COMMITTEE: Governance and Priorities

DATE: October 10, 2023

DEPARTMENT: Corporate Services

ISSUE: Whether to include and prioritise proposed budget initiatives submitted by Council members.

RECOMMENDATION:

That Council:

1. Confirm for inclusion in draft Budget 2024, and if included, prioritise the proposed budget initiatives submitted by Council members; and
2. Direct Administration to cost out the prioritised initiatives.

BACKGROUND:

As part of the Budget 2024 process, Council members were invited to submit their proposed initiatives for Budget 2024 by Friday August 4th. Administration has received and compiled the attached list of initiatives for review and prioritisation by Committee, and is now asking Committee to identify which initiatives should be included, in what priority and then costed out for inclusion in draft Budget 2024.

COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:

Strategic Direction #1: People First

Focus Area 1.3 Liveable Community

Supporting all residents to participate in the social fabric and physical space of our community.

Strategic Direction #2: Service Excellence

Focus Area 2.1 Asset Management

Planning, implementing and maintaining assets to reliably, safely and cost effectively deliver services for current and future community needs.

Focus Area 2.2 Capacity
Balancing service levels with human and fiscal resources.

Strategic Direction #3: Sustainable Future

Focus Area 3.1 Resilient Future
Enhancing Yellowknife as a great place to live, visit, work and play now and into the future.

Focus Area 3.2 Growth Readiness
Ensuring land development supports economic readiness and community priorities.

Focus Area 3.3 Robust Economy
Doing our part to stimulate and amplify economic development opportunities.

Policy City of Yellowknife Budget Policy

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

1. *Cities, Towns and Villages Act* S.N.W.T. 2003, c22

CONSIDERATIONS:

Legislative

The *Cities, Towns and Villages Act* (CTV Act) stipulates that Council must adopt a balanced budget in advance of each fiscal year, and that the budget must include estimates of all anticipated expenditures and revenues.

Policy

Council's Budget Policy defines a clear and sustainable framework for prudent financial management of the City's resources. It stipulates that the City should prepare a three-year budget that is consistent with Council's goals and objectives, reflective of stakeholders' needs, based on best practises, and in compliance with all applicable legislation and related by-laws.

Financial Considerations

Budget 2023 identified anticipated property tax increases of 10.45% in 2024 and 7.45% in 2025. An increase in budget initiatives will increase Capital and/or annual operating costs in draft Budget 2024, which will have an impact on property tax projections for 2024 and beyond: current calculations estimate that each \$350,000 increase in annual operating expenditures will require a 1% increase in property taxation revenues.

Comparative Information

Seeking input from Council members is consistent with budget processes in all municipalities across Canada.

ALTERNATIVES TO RECOMMENDATION:

That Council does not endorse the proposed budget initiatives.

RATIONALE:

Council is a key stakeholder in the budget process and seeking Council input ensures effective participatory budgeting and delivery of the 2023 – 2026 Council Strategic Directions namely, People First, Service Excellence, and Sustainable Future.

ATTACHMENTS:

List of Initiatives (DM #740966).

Prepared: August 4, 2023; SH/SW

Revised:

Budget 2024

Suggestions for Inclusion in Draft Budget from Council Members

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
		ADDITIONAL BUDGET ITEM SUGGESTIONS				
Increased Staffing levels for Planning & Development	Increase in staffing to accelerate turn-around time Fund through Housing Accelerator Fund if we are successful in obtaining but if not, include in Budget 2024	-	ongoing	2		<i>Draft Budget 2024 currently includes 2 Planning PYs for Planning & Development department</i>
Area Development Plans for Kam Lake 2.0	To ensure the project gets completed in 2024, ... include funding to get it done. It's been on the back burner since 2021	\$100,000*	-			<i>*\$100K Land Dev Fund (Not General Fund) - Consultant costs</i> <i>Given steps included in undertaking/ completing an ADP (incl public consultation) timeframe will be closer to 2025</i>
YK Street Outreach	Direct administration to review the current program, and come back with recommendations to improve the program including costing. With program improvement recommendations and costing Explore options for billing for medical use <i>(not an option – CM: too many barriers, non-ins health benefits don't pay for it)</i> expanded Street Outreach Program (working on pulling together exacts numbers in the coming days/weeks)	\$100,000 Consultant costs	ongoing			<i>Need consensus from Council on what action is being proposed</i> <i>Collaboration with GNWT will be required</i> <i>Best practices for street outreach include social worker/ substance abuse clinician resources</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
	Look at contract changes needed to include a paramedic in the street outreach van on a multi-year funding approach. Ideally structure contract in a way that service would meet criteria as an "ambulance" allowing integration into the 911 system and billing of service calls to higher levels of government as we currently do with our ambulance service. Approach would also possibly reduce call volume to our fire hall while improving outcomes for vulnerable population.	"\$2M"				
Bike Racks at the FieldHouse	While there are a significant number of racks outside the Multi-plex there is only one sad little rack outside the fieldhouse. During the summer this results with many bikes being locked to signage and in the path of pedestrians.	\$10,000	Ongoing asset management/ maintenance costs			<i>Alternative is to reallocate racks from other facilities</i>
Bike racks at all City facilities	City facilities all have parking spaces, but no bike racks for employees or visitors to store a bike if they chose to ride. Access to secure bike storage / racks is the first requirement and need before people consider different modes of transit.	-	Ongoing asset management/ maintenance costs			<i>YKFD – bike rack in the back currently</i> <i>Non public facilities – bike racks exist and/or staff bring their bikes inside (SWF, PW Garage, WTP, Parks Garage)</i> <i>Additional bike racks are in the work queue, Community Services has been redeployed a number of times to deal with emergencies.</i>
Increased Transit Accessibility	What would be the cost of the following and are they included in the Transit Realignment Plan:		ongoing			<i>YK Transit Realign is in progress based on fulsome analysis of our transit system and as approved by Council in 2020. Changing/adjusting</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
	<ul style="list-style-type: none"> Extended hours of YATS to 10pm and for operations on weekends and holidays A second YATS bus (will new buses as part of Realign help with this?) Extended regular bus service until 10pm and ensure operations on weekends and holidays 					<p><i>directions is a huge undertaking.</i></p> <p>https://www.yellowknife.ca/en/city-government/resources/Reports/Public-Works/Yellowknife-Transit-Service-Review-Report-FINAL-March-24-2020.pdf</p> <p><i>YK Transit Realign includes an entire fleet of accessible busses. In the interim, current data does not support the need for an additional YATS bus.</i></p>
GROW Water Subsidy	Action 2.1.3 or the GROW implementation plan. This is to establish a water subsidy in order to support commercial and community agricultural viability.	\$_____	ongoing			<i>For discussion during water rates discussion</i>
Art Gallery Funding	Included as part of the governance structure for the Visitors Centre.	\$40,000	ongoing			<i>Proposed Budget amount includes costs for curating shows and paying artists annually</i>
Hotel Levy/DMO	Budget from the General Fund to start the DMO – to get set up and hire staff - before the City has adequate revenues from the Accommodation Levy.	\$_____				<p><i>There is considerable risk to this, given it presumes Council will approve the bylaw for the Accommodation Levy, with stakeholder support.</i></p> <p><i>Recommended approach would be to support setting up the DMO and funding it prior to Accommodation levy revenues being available, subject to bylaw approval.</i></p>
Aquatic Centre Staffing	A question generally for budget time, not for now, but what do we need to be doing and what resources we do we need now so that we have appropriate staffing for the pool? Do we need clinics, get GNWT to drop the age for a lifeguard to 15 years of	-	-			<i>PYs and O&M already included in the 2024 budget estimates and ongoing. Recruitment efforts ramping up in 2024</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
	age (Ontario recently changed their regs to allow this).					<i>Administration is advised that dropping the age is not possible given National Lifeguard criteria require individuals to be 16 yo.</i>
Arctic Inspiration Prize	Redirect requests for support to Community Grants process	-	-			
Outdoor facilities	What can we do differently with park maintenance, sports and field maintenance, lawn maintenance generally that can reduce overall costs... i.e. mowing less frequently, replacing grass with clover ground cover or wildflowers? small things that add up over time and allow a re-balancing or reduction of resources.		ongoing			<p><i>Prior decision of Council to reduce the CS casual budget by \$100,000 – which was 6 summer students (2019).</i></p> <p><i>Focus on the service levels and then resources can align with approved service levels.</i></p> <p><i>N.B. Service levels are for *typical* conditions. Every emergency/evacuation redirects CS staff, along with vandalism, which has been time-consuming and costly.</i></p>
Design standards for City streets	I'd like to see costing for admin or a contractor to provide design standards so next time we pave a street or fix a sidewalk this is now just procedural and not a street by street debate.	\$100,000				<p><i>New road/sidewalk standards are included in Design Standards on website (S. 3.11)</i></p> <p><i>Consultant resources to complete</i></p> <p><i>N.B., The standards we have are design standards so the application to existing streets must include a number of factors, including existing street width - . New streets apply the new standards.</i></p>
Service Level Standards	Certainty of service, even if the timelines are not necessarily short, creates the ability to actually plan and budget where the current process makes detailed planning and budgeting essentially impossible. Start	\$_____				<i>Advancing service level documentation and confirming standards is in progress with some resources included in Budget 2024 for consulting support.</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
	with Planning & Lands, Public Works and any other public facing departments dealing with contracts, permitting and licensing.					
Wildfire Funding	When will we receive the DMAF funding? If we are uncertain as to when, or if it won't be until late 2024 I would like to see some money in the budget to complete some fire smarting in 2024	TBD	Ongoing maintenance of fire breaks			<p><i>\$20M for the NWT communities over 7 years through the NWT proposal to DMAF. Out of this, Yellowknife's notional allocation is \$2.354M.</i></p> <p><i>Council approved the expenditure of funds on an emergency basis for wildfire mitigation/risk reduction within the municipal boundary on Aug 8, 2023</i></p>
		COST NEUTRAL SUGGESTIONS (WOULD REQUIRE STAFF TIME/CAPACITY AND PRIORITIZATION IN WORKPLAN 2024)				
Recreation Drop in Programs and Summer/Sport Camps	provide cost for running city camps, and cost recovery for these camps - reducing the subsidization for camps and move to a full cost recovery model	-				<i>Council's policy, as per the Fees & Charges Bylaw, has been to subsidize youth recreation and sport by 50%; all fees and charges are based on this.</i>
Arbour	I know in past budget years there was inclusion for future development of a new Arbour at a cost of \$250,000. Do we need given arbour is planned at Wiiliideh site?	-				<i>Arbour has been planned as part of indigenizing space in Yellowknife, to provide a predominantly indigenous civic building. Discussions are underway with De'tonCho. Budget costs to be confirmed, not \$250K</i>
Staffing	Last year we discussed the assumed vacancy rate and hoped we could fill most positions this year. This has clearly continued to be an issue.	-	ongoing			<i>Some new PYs are proposed in Budget 2024</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
Homelessness Employment Program	Assess whether we're achieving what we hoped to achieve	-	ongoing			<i>Confirm Council's intention for this program. If this is to address litter in the community, Administration can adjust the parameters of the program and RFP.</i>
Develop a Public Behaviour Bylaw	Legal review (and any other notable expenses that are part of the process) of a Public Behaviour Bylaw (cause I think we have an easy place to start: https://www.nnsi.com/news/proposed-public-behaviour-bylaw-in-hay-river-passes-first-and-second-reading/)			Yes		<i>Some municipalities do this, but in YK, it is not expected to have the desired impact of eradicating bad behaviour. Enforcement is a key parameter, and even if enforced, charging and fining an individual will be difficult (if not impossible)</i>
Community Energy Plan	There is 100k in the current budget for Community Energy Plan Projects in 2024. I want to ensure this will still be the case. Do we have staff capacity to do this work (if that was the plan)? If not I would like to see the budget for a contractor to do this work.	-	ongoing			<i>Current CCEP is in place until 2025. Work will commence in 2024 on renewal, as well as on completing projects in current CCEP. This is expected to be accomplished in house.</i>
REVENUE GENERATING SUGGESTIONS						
Parking fees	Increase parking fees by 15% (or roughly thereabouts to make the numbers roundish) to cover inflation since 2020. I would also propose to increase parking fees by 100% from June 1 to August 31. How much would this cost to implement and how much revenue would this generate?	\$_____				<i>CW supports the suggestion to increase rates, provided some of the revenue generated goes towards development incentive.</i> <i>Raising rates is achievable; implementing multiple rates over the course of the year is likely very difficult. Also, Administration will look at standard comparable rates.</i>
Commercial Mill Rate for	Properties where the predominant use is a short-term rental should have the commercial mill rate applied.	-		-		<i>On March 9, 2020 Administration provided GPC with a summary of the Public Hearing on By-law</i>

ITEM	COUNCIL MEMBER DESCRIPTION	2024 \$	2025/ON-GOING \$	PYs	COUNCIL PRIORITY?	COMMENTS FROM ADMINISTRATION
Short Term Rentals	If somebody is renting a portion of their house as an Airbnb, then it makes sense that they get a residential mill rate (just like home based businesses do). But if the whole house is being used as an Airbnb, then the property is only being used for commercial purposes and they should be taxed like that.					<i>No. 5009, a by-law to amend Zoning By-law No. 4404, to regulate Short term rentals. Based on research, public consultation and Council direction, Administration did not recommend differentiating between home-based (principal residence) and commercial (non-principal residence). Council chose not to regulate STRs differently when operated out of principal versus non- principal homes. This would require by-law amendments.</i>
Licencing (business, dog, atv, snowmobile, etc)	Make these multi year, build in inflationary increases to the fees for these	-				<i>This will require significant analysis, given many are tied to territorial regime(s). E.g., ATV or snow machine registration is tied to insurance requirements and safety. Business licence may require health inspection. STR may require owner approval.</i>
Mill Rate for parking garage	proposal that includes budget considerations accounting for removing that special one off high-density mill rate. I would like to see the impact on the budget as if it exists or doesn't exist but the rest of the rates remain status quo.					<i>This is a mill rate issue as well as budget, and possibly Tax Administration Bylaw issue. Analysis required given there is some history on this specific property.</i>
Ambulance Fees	Increase ambulance fees by 15% (or whatever the percentage is that brings us most in line with other communities in the NWT	\$ _____		-		Public Safety fees overall are being reviewed for Budget 2024
Capital Area Committee	Don't include in budget	(50K)	-	-	-	<i>If the Capital Area Committee identifies a joint project that requires a City contribution, Administration will seek Council review/approval.</i>

Dear Candidates,

Thank you for putting your name forward in the upcoming Territorial Election. The City values our partnership with the Government of the Northwest Territories, and we believe that when we work together, we can accomplish more.

As a City, we believe the following issues are important and we would like to hear from candidates on how they would work to address them in their term:

1. Community Government Underfunding
2. Social Support
3. Economic Development
4. Emergency Management
5. Legislation

These issues are all directly related to City Council's recently approved 2023-2026 Strategic Directions; we encourage you to review them here: https://www.yellowknife.ca/en/city-government/resources/City_Council_and_Mayor/Council-Strategic-Directions-2023-2026/Council-Strategic-Directions-2023---2026.pdf

We are asking all Yellowknife candidates to answer the questions below. Once received, answers will be posted on the City's website by the next working day. We will be notifying residents of the webpage via social media and other communication channels, and we will be encouraging them to read the answers before Election Day.

Once again, thank you for putting your name forward and we look forward to working with the successful candidates during the 20th Assembly.

Sincerely,

Yellowknife City Council

Community Government Underfunding

Background:

In 2014, the Government of the Northwest Territories (GNWT) department of Municipal and Community Affairs (MACA) and the Northwest Territories Association of Communities (NWTAC) completed a review of community funding policies with the participation of a stakeholders group of community leaders and administrators representing a cross-section of Northwest Territories (NWT) communities. The Funding review process was completed in a transparent, inclusive and comprehensive manner.

The review found that communities in the NWT were underfunded collectively by \$40 million annually in annual Operations & Maintenance funding, Capital Infrastructure funding and Environmental funding. Since 2014, the funding gap has only decreased by \$824,000.

	2014 Calculated Need	2014 Funding	2014 Gap
Operations & Maintenance	\$55.3 Million	\$47.7 Million	\$7.6 Million
Water, Sewer & Waste	\$24.3 Million	\$15.9 Million	\$8.3 Million
Infrastructure	\$65.6 Million	\$42.5 Million	\$23.4 Million
Total	\$145.2 Million	\$106.4 Million	\$39.3 Million

	2022 Calculated Need	2023-24 Funding	2023 Gap
Operations & Maintenance	\$60.632 Million	\$51.519 Million	\$9.113 Million
Water, Sewer & Waste	\$27.667 Million	\$20.629 Million	\$7.038 Million
Infrastructure	\$71.074 Million	\$48.749 Million	\$22.325 Million
Total	\$159.373 Million	\$120.897 Million	\$38.476 Million

This core funding is required to sustain core services and infrastructure, and not frills. Since the review, there have been small increases but no implementation plan to close the underfunding gap. This shortfall makes it difficult for communities to effectively deliver essential services, maintain infrastructure and assets, and be resilient for future challenges.

In addition, as the Conference Board of Canada's 2015 report (*Economic Impacts of Community Spending on the Territorial Economy*) calculated, by closing the community funding gap, 220 additional permanent jobs across the Northwest Territories would be created.

Every year that municipal governments are underfunded makes it harder and harder to ensure all of our residents have clean drinking water, well-managed garbage and sewage disposal, safe roads, recreation facilities, fire and ambulance services, and more.

Question: Will you promise to increase funding for community governments during your term if you are in Cabinet, or to advocate for an increase if you are a regular member?

Social Support

Background:

The impacts of homelessness, addictions and mental health have always been present in Yellowknife, but recently, the impacts have become increasingly visible within the community. Point in time counts of residents experiencing homelessness in Yellowknife in recent years also shows that more than 90% of residents experiencing homelessness have moved to Yellowknife from another community in Northwest Territories or Nunavut. While significant work is happening to address homelessness, addictions, and mental health, individuals and families continue to struggle with these complex and often intertwined challenges.

Residents Experiencing Homelessness in Relation to Total Population: Yellowknife compared			
City	Residents Experiencing Homelessness	Total Population	Residents Experiencing Homelessness as a % of total population
Calgary	3,117	1,462,927	0.2%
Edmonton	1,636	1,386,788	0.1%
Vancouver*	2,181	2,542,278	0.1%
Whitehorse	195	21,732	0.9%
Yellowknife	338	19,569	1.7%

Notes: Figures pertaining to homelessness come from each City's 2018 point-in-time counts. Total population figures are Statistics Canada figures from the 2016 Census. Vancouver figures pertaining to both homelessness and total population refer to Metro Vancouver. Source: Nick Falvo, "Responding to homelessness in Yellowknife: Pushing the ocean back with a spoon."

In March 2023, the Canadian Centre on Substance Use and Addiction (CCSA) released the newest figures (2020) for the costs of substance use – costs to our medical system, justice system, lost productivity, etc. Unfortunately, the cost to the NWT due to substance use has continued to grow from 2017 (\$181 million) to 2020 (\$230.37 million). Per capita, in 2020, this worked out to cost every person in the NWT \$5,080, regardless of age (the average across Canada is \$1,291/person).

City Council recently approved our 2023-2026 Strategic Directions, and specifically prioritized working with partners to address pressing social issues. In particular:

- Advocating for enhanced outreach and social support services
- Working with all partners towards a safe, supportive and compassionate community for all

Question:

1. Currently, the GNWT does not provide any funding for the Yellowknife Street Outreach program. Through your leadership, would you work with the City to co-fund the program, so that it can be expanded and improved?

2. The GNWT's recent "A Way Home – A comprehensive strategy to address homelessness in the NWT" has many great initiatives, including:
 - setting up Regional Partnership tables;
 - establishing long-term funding options to improve operator sustainability starting with zero-based budgeting to help identify and address funding gaps and accurately determine the cost of addressing homelessness through shelter operation in the NWT; and
 - increasing GNWT funding for transitional housing programs to improve community-driven solutions to address local needs; and more.

Will you ensure these actions are implemented and funded?

3. In Eugene, Oregon, there is a program called CAHOOTS – which is a two person team consisting of a medic and a crisis worker who have training and experience in the mental health field. They do patrols and respond to calls through 911, and have the tools for a non-violent resolution of crisis situations. There are also many similar models across Canada where a police officer and a social worker respond to calls – including the Yukon's program called "Car 867"¹.

To implement a program like this in Yellowknife, the GNWT must participate as it is responsible for public health, operates 911, and holds the RCMP contract. If elected, would you fund and implement a program like CAHOOTS or Car 867?

¹ <https://yukon.ca/en/news/government-yukon-and-yukon-rcmp-team-launch-new-mobile-crisis-response-team>

Economic Development

Background:

This year, Council identified economic diversity as a key pillar that we would like to focus on during our time in office. Actions to be taken include establishing an accommodation levy and creation of a destination marketing organization; land development to support growth readiness; modernizing development incentive options; and more.

Diversity is the key to a strong, sustainable and resilient economy. The sustainability and growth of the NWT economy requires strategic investment and diversification; however, it will not be easy.

As the GNWT's 2023-2024 Economic Review states: *"Maturing diamond mines, labour shortages, and a lack of economic diversification will continue to dampen economic growth. These challenges are heightened by high inflation and higher interest rates. Most pressing is the lack of workers that is putting a brake on private sector activity, as well as the impending closure of the Diavik diamond mine. There are currently no other projects on the horizon large enough to fill the economic gap that will be left by the closing diamond mines."*

Question:

1. What is your overall vision for economic development in the NWT?
2. What actions or investments would you take to strengthen and diversify the economy?
3. With the Giant Mine remediation beginning, what actions or investments would you take to maximize the economic benefits remaining in the north?

Emergency Management

Background:

As the NWT Emergency Plan notes: *“The hazard environment in the NWT continues to evolve, primarily due to the effects of climate change. There is a need for continuous improvement using lessons learned and best practices to ensure the territory and communities remain ready to meet the challenge of new or evolving hazards.”*²

Over the past three years, communities have activated their emergency plans more and more: COVID-19; floods; wildfires; evacuation reception centers; and more. However, communities receive no core funding for emergency preparedness which makes it difficult for communities to meet the challenge of new or evolving hazards in all phases of emergency management – mitigation, preparedness, response and recovery.

Question:

1. What actions will you take or lobby for to ensure that communities are adequately prepared for future emergencies?

² https://www.maca.gov.nt.ca/sites/maca/files/resources/nwt_emergency_plan.pdf

Legislation

As Legislators, one of your core duties is to review and approve legislation.

Over the years, the City has advocated for the review or creation of a number of laws, including:

1. Modernizing the *Property Assessment and Taxation Act*;
2. Modernizing and providing more clarity on the *Senior Citizens and Disabled Persons Property Tax Relief Act*;
3. Drafting a *Building Code Act*, as we're the only jurisdiction in Canada without this Act;
4. Repealing the *Cities, Towns and Villages Act*, and creating a *Cities Act* and a *Municipal Governments Act*; and
5. More.

Question:

1. Do you support prioritizing these legislative reviews?
2. If you support prioritizing this legislation, will you work with City Council to advocate for change within this legislation?
3. Is there other Legislation that you will be looking to review or create, and why?



CITY OF YELLOWKNIFE

MEMORANDUM TO COMMITTEE

(For Information Only)

COMMITTEE: Governance and Priorities

DATE: October 10, 2023

DEPARTMENT: Administration

ISSUE: Request for Proposal for the 'After Action Assessment: 2023 North Slave Complex Wildfires'

BACKGROUND:

At the September 25, 2023 Governance and Priorities meeting, Committee requested that Administration bring forward the request for proposal the 'After Action Assessment: 2023 North Slave Complex Wildfires' for review by Committee.

COUNCIL STRATEGIC DIRECTION/RESOLUTION/POLICY:

Strategic Direction #1: People First

Focus Area 1.3

Liveable Community

Supporting all residents to participate in the social fabric and physical space of our community.

Key Initiative 1.3.6

Working with all partners towards a safe, supportive and compassionate community for all.

Strategic Direction #2: Service Excellence

Focus Area 2.2

Capacity

Balancing service levels with human and fiscal resources.

Strategic Direction #3: Sustainable Future

Focus Area 3.1

Resilient Future

Enhancing Yellowknife as a great place to live, visit, work and play now and into the future.

APPLICABLE LEGISLATION, BY-LAWS, STUDIES, PLANS:

Cities, Towns and Villages Act

ATTACHMENTS:

Terms of Reference for the After Action Assessment: 2023 North Slave Complex Wildfires (DM#742345)

Prepared: October 3, 2023; CC



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After Action Assessment: 2023 North Slave Complex Wildfires

1. OVERVIEW

The City of Yellowknife is seeking proposals from a management consulting firm to conduct an After Action Assessment (AAA) of the City's emergency response to the 2023 Wildfires which threatened the community. The purpose of this AAA is to assess the efficiency and effectiveness of the City's emergency management response and recovery processes, procedures, capabilities and framework in support of the 2023 North Slave Complex Wildfires. The City seeks to identify and document strengths, areas for improvement and gaps in existing emergency preparedness and response capabilities.

An AAA is a qualitative review of actions taken in response to an emergency event. An AAA is a means of identifying and documenting best practices and challenges demonstrated by the response to the emergency event. AAAs are not intended to assess individual performances or competencies, but rather to identify organizational and functional challenges to be addressed and best practices to be maintained. The intent is to identify actions that need to be implemented immediately to ensure better preparation for the future, as well as medium to long term actions needed to strengthen and institutionalize the emergency response capabilities. The AAA will, at a minimum, consider four questions:

- What was expected to happen?
- What actually occurred?
- What went well and why?
- What can be improved and how?

2. BACKGROUND

Located on Chief Drygeese Territory, the traditional unceded lands of the Yellowknives Dene First Nations and more recently the homeland of the North Slave Metis, the City of Yellowknife (City) is a dynamic municipal government, providing a range of municipal and local services to residents, businesses and visitors within Yellowknife, the capital city of the Northwest Territories.

2023 has been an extraordinary year for wildfires in the Northwest Territories. Since May 2023, Yellowknife has been an evacuation centre for residents of Hay River, K'at'l'odeeche First Nation, Wekweeti and Behchokò who were all required to leave their communities due to the threat of wildfire. There has been a constant fire ban in place in Yellowknife since July 12, 2023. The City's Emergency Operations Committee started meeting daily on July 25th, first to coordinate the evacuation centre for Behchokò evacuees and then to undertake the proactive response for the protection of Yellowknife.

In August 2023, a complex of wildfires in the North Slave region threatened the City of Yellowknife, requiring an emergency response and ultimately, the mass evacuation of the City. Preparatory work to address the risk began in late July, in collaboration with the GNWT Environment and Climate Change (ECC) wildfire experts, as well as with the GNWT Emergency Management Organization (NWTEMO). Planning and initial work got underway in early August on fire breaks and sprinkler defenses around the City, based on expert advice from ECC Values Protection experts. On August 8, 2023, at a Special Council meeting, Council approved the expenditure of funds on an emergency basis for wildfire mitigation/risk reduction within the municipal boundary.

The City declared a State of Local Emergency on August 14th which enabled a significant amount of additional contract resources to be available/deployed for the construction and installation of the firebreaks and sprinkler defenses. An Evacuation Alert was issued by the City on August 15th for the



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western side of Yellowknife. That same day, the City formally requested additional support from the Government of the Northwest Territories (GNWT) including:

- Evacuation support from the GNWT (operating reception centre) for sheltering in community;
- Evacuation planning beyond sheltering in community, if Yellowknife residents have to be evacuated out of the community;
- Support for the City's Emergency Operations Committee (EOC) – Director-level support for operations, advance planning, supply personnel and logistics;
- Additional structural firefighting capacity to supplement the capacity of the Yellowknife Fire Division (YKFD).

Extreme winds and dry conditions drove the fire known as ZF015 towards Yellowknife, which along with the fire threat for Highway 3, Dettah, the Ingraham Trail and the South Slave, resulted in the GNWT declaring a Territorial State of Emergency on August 15th given the wildfire threat. An Evacuation Order for Yellowknife, Dettah and the Ingraham Trail was issued by the GNWT commencing August 16th, triggering the evacuation by road and air over August 16th – 18th.

The City's Emergency Operations Centre, supported by Canada Task Force 2 from August 19 to September 6, implemented the incident command structure (ICS) and continued to work with GNWT, military, essential utility providers, and other essential personnel to conduct the emergency response throughout the period of the Evacuation Order, from August 16th to September 6th.

After action assessments are a best practice for governments to undertake after a significant emergency or disaster in order to identify successes and challenges encountered, and recommendations for change that should be implemented going forward.

3. SCOPE OF WORK

The scope of the AAA will focus on the following areas and will include engagement with stakeholders and residents as appropriate:

1. Examine the wildfire event in the context of the United Nations Sendai Framework for Disaster Risk Reduction and propose strategies to mitigate new and existing disaster risks for the City of Yellowknife.
2. Review the Canadian Standards Association (CSA) Z1600-14 (*Emergency and Continuity Management Program*) and contrast CSA Z1600-14 to the City's response to the wildfire.
3. Review the National Research Council National Guide for Wildland-Urban Interface (WUI) Fires to understand and minimize the impact of WUI fires by reducing their likelihood and severity, inhibiting their spread, and improving the effectiveness of community response.
4. Review the City's existing framework for emergency preparedness (including the Emergency Management Bylaw, Emergency Response and Fire Protection Services Bylaw, Emergency Plan), management and response from a best practices perspective, considering Yellowknife's remote location, geographical area, demographics, and population, and define lessons learned or propose changes to warning notices and/or readiness levels.
5. Review and analyze the territorial emergency management components (*NWT Emergency Management Act/NWT Emergency Plan*) for the legislative and process application for the City of Yellowknife. This should include the Territorial Emergency Measure Office (TEMO) and the North



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Slave Regional Emergency Measures Office (REMO) interoperability in coordination with the City of Yellowknife.

6. Review and summarize disaster recovery legislation, regulations, and standards that apply to the City of Yellowknife to outline best practices for future hazards in the community, including any recommended changes .
7. Review the declaration of state of local emergency and impact of territorial state of emergency, including how the expert advice of subject matter experts (ECC in this case) is used to determine them.
8. Propose recommendations for community-based evacuation plans that recognize the northern, remote and limited means of egress for the community and make recommendations on the City's evacuation framework. Factors include legislative authority and legal framework, territorial agreements, information flow, risk management, decision-making process, resource capacity, support for vulnerable populations, and engagement and communications processes.
9. Assess lessons learned for the implementation and operations of the Emergency Operations Centre (EOC), including organizational structure and resourcing; command and control, including the roles of the Director of the Emergency Operations Centre (EOC) and communications structures; evacuation management; consequence management; and information management.
10. Assess lessons learned for the implementation of the Incident Command System (ICS).
11. Undertake public engagement inviting residents to share their perspectives on the City's roles and response, focusing on what went well and what can be improved
12. Review the domestic animal/pet strategy that was implemented through response and recovery.
13. Review the role of volunteers in emergency response during an evacuation order.
14. Analyze the effectiveness of the re-entry and recovery frameworks utilized.
15. Review the decision-making process to understand the associated risks better, examine the decision framework for the "evacuation" alert, the conditions for which Environment and Climate Change (ECC) assign evacuation orders for wildfires and how ECC's values protection advice informs the actions of the City.
16. Assess and propose lessons learned for the City to use, access or integrate with available wildfire forecasting and predictive planning tools (including, but not exclusive to, infrared technology and fire weather modelling technologies).
17. Assess and propose lessons learned for the transition from prepare, and respond through to recovery, specifically the setup of governance and organization, clarity of command and control, transition from reactive to proactive planning cycles, and flow of information.
18. Identify actual or potential gaps in the City's financial capacity in dealing with the current wildfires.
19. Assess the City's ability in absorbing and recovering from future wildfires – both short term and long term (based on risk exposures and current financial resources).
20. Review, analyze and recommend planning and preparation structures to enable adaptive, scalable, and flexible emergency management systems.
21. Prepare an After-Action Work Plan that can be used to capture the lessons learned/follow up actions from the AAA and recommend prioritization so that those lessons can be organized meaningfully and recommended actions, activities, or tasks can be assigned for follow-up/implementation.

22. DELIVERABLES

The successful proponent shall provide the following deliverables:

- A. An AAA Report on the City's prevention and mitigation, preparedness, response and recovery activities as they relate specifically to the August 2023 North Slave Complex



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Wildfires. The recommendations from the AAA Report will seek to inform and develop future strategies developed in the City's emergency management and response program related to overall threats as well as to wildfire threats.

- B. An After Action Work Plan that identifies and prioritizes recommended follow-up actions required
- C. An interim Presentation to Yellowknife City Council on process and preliminary findings
- D. A Presentation of the findings and recommendations to Yellowknife City Council.

23. TIMEFRAME AND SCHEDULE

The deliverables must be provided by June 30, 2024.

Project commencement is expected to get underway in December 2023.

24. FEES AND DISBURSEMENTS

Proposals must include the following:

- Monthly fee and link this fee to the completion of tasks as per their proposed schedule;
- Hours per task and hourly rates;
- Disbursements;
- Upset limit and how additional hours will be charged (rates); and
- Team members who will be assigned to the project for the duration of the project and any substitutes in the event of staff changes.

25. CREDENTIALS AND REFERENCES

Proposals will include a description of the proponent's history/experience, particularly as related to assessing emergency preparedness, management and response, preferably in a community context. Provide 2-3 examples of your experience undertaking similar work.

Proposals should include references (at least three) from previous clients for whom you have conducted similar/comparable work including specific contacts and phone numbers.

26. EVALUATION CRITERIA

Project Team (20%)

This section should include all members of the consulting team and should detail their qualifications and roles in this project.

Relevant Experience (25%)

This section should detail all past relevant experience of specific team members and how that experience can be applied to this project.

Methodology (30%)

The consultant should detail the proposed methodology to achieve the project objectives. The team should demonstrate understanding of the work involved by addressing: objectives, client input, meetings, schedules, budget, concerns, significant events or activities.



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Project Schedule (10%)

It is anticipated that the work will be awarded to the successful proponent in November 2023. Work must be completed by June 30, 2024.

Fees (5%)

The consultant shall submit a proposal based on a time fee basis which shall include estimates of proposed hours of work, rates, and expenses. The allocated budget for this project is \$150,000.00.

Past Performance (5%)

Marks will be awarded based on the City's experience when working with the Consultant on past projects.