

2023 Talbot Creek Wildfire Evacuation

After-Action Review
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Executive Summary

Purpose

In August 2023, a wildfire occurred in Talbot Creek. As the incident developed, the wildfire headed toward the Village of Mayo. The approaching wildfire prompted the implementation of various measures to protect the health, safety, and wellness of residents living in Mayo, the First Nation of Na-Cho Nyäk Dun, and the surrounding communities.

In the wake of the Talbot Creek wildfire, the Government of Yukon contracted The Loomex Group to complete a post-incident evaluation, also referred to as an after-action review ("AAR"). Conducting an AAR is a vital process, as it can identify ways of improving emergency management practices.

The AAR project had the following goals:

- Provide insights into the response and evacuation protocols that were implemented during the Talbot Creek wildfire.
- Assess which emergency response processes worked well during the Talbot Creek wildfire, as well as which processes require improvement.
- Recommend strategies that the Government of Yukon, local municipalities, and applicable response agencies can use to enhance the effectiveness and efficiency of their emergency responses.

Overall, this AAR report aims to assess the outcomes of the Talbot Creek wildfire response, as well as suggest improvements for local emergency management practices.

Process

The AAR involved a thorough assessment of the response and evacuation protocols that were used during the Talbot Creek wildfire incident.

The AAR comprised the following four steps:

- 1. Data collection
- Data analysis
- 3. Findings
- 4. Recommendation development

Findings

The AAR identified several successful aspects of the Talbot Creek wildfire evacuation. For instance, intercommunity collaboration and the use of communication channels to relay external messages were both carried out effectively.

The recommendations in this AAR consider the following topics:

- legislative updates
- standardized documentation practices
- communication, coordination, and collaboration protocols
- enhanced community resilience and the empowerment of local leaders

Collectively, the recommendations in this report provide proactive strategies to guide the Government of Yukon, local municipalities, and applicable response agencies. The strategies support effective command and control operations. By implementing the recommendations, the Government of Yukon can bolster its emergency preparedness, coordination, and response capabilities. Doing so will help the Government of Yukon use the lessons learned from past experiences to enhance the safety and well-being of communities across the territory.

1.0 Incident Overview

1.1 Incident Background

In 2023, Canada saw an unprecedented number of wildfires during its wildfire season, which led to many emergency declarations and evacuation orders. The wildfires also caused significant air quality concerns, which exacerbated the difficulties faced by affected communities, including communities in the Yukon.

As the Talbot Creek wildfire approached the Village of Mayo in August 2023, various measures were implemented to protect the health, safety, and wellness of individuals living in Mayo, the First Nation of Na-Cho Nyäk Dun, and the surrounding communities.

1.2 Incident Timeline

The following timeline summarizes the major events (such as evacuation alerts, evacuation orders, and emergency declarations) that occurred during the response to the Talbot Creek wildfire.

August 4, 2023, 9:30 p.m.

- An evacuation alert is issued for Mayo and the properties along Silver Trail (Highway 11) from kilometres 25 to 66.
 - The alert warns that a wildfire in Talbot Creek is located eight kilometres south of Mayo.

August 6, 2023

A municipal state of emergency is declared for Mayo.

August 6, 2023, 1:00 p.m.

 An evacuation order is issued for Mayo and the properties along Silver Trail from kilometres 36 to 66.¹

August 6, 2023, 2:30 p.m.

- An evacuation alert is issued for the Village of Keno and Hecla Mine.
 - The alert warns that the Talbot Creek wildfire is now located seven kilometres south of Mayo.

¹ See Appendix A for a map of the evacuation area.

August 8, 2023

- The Government of Yukon declares a localized state of emergency for Mayo and the surrounding area.
 - o The state of emergency covers a 15-kilometre radius from the centre of Mayo.

August 8, 2023, 3:30 p.m.

• The municipal state of emergency expires.

August 8, 2023, 5:00 p.m.

- An evacuation alert is issued for Silver Trail from kilometres 65 to 78.
 - The alert warns that the Talbot Creek wildfire is now four kilometres south of Mayo.

August 13, 2023, 1:20 p.m.

- The evacuation order is rescinded.
- An evacuation alert for Mayo and the properties along Silver Trail from kilometres 37 to 61 remains active.

August 14, 2023

- A public meeting is held in Mayo.
- The Mayo Volunteer Fire Department conducts information sessions about the wildfire.

August 23, 2023, 1:00 p.m.

- The evacuation alert for Mayo and the properties along Silver Trail from kilometres 37 to 61 is rescinded.
- As of August 23, 2023, all evacuation alerts and orders for the Mayo area are rescinded, and affected residents are allowed to return to their homes.

2.0 Review Objectives

2.1 Overview of Review Objectives

At the onset of the AAR, The Loomex Group and the Government of Yukon confirmed the project objectives. It was agreed that the project would focus on the various components of the emergency management cycle, with a primary focus on emergency preparedness and response.

2.2 List of Review Objectives

The AAR had the following objectives:

- Evaluate the current operational capabilities of local emergency readiness, prevention, and detection systems, as well as procedures for responding to air quality and all-hazard evacuation notices.
- 2. Identify any challenges that were encountered during the response to the Talbot Creek wildfire (including challenges related to jurisdictional coordination, emergency declaration, or other relevant topics).
- 3. Identify successful strategies used during the response to the Talbot Creek wildfire.
- Identify methods that authorities can use to support evacuees during future emergencies.
- 5. Share the insights and perspectives of stakeholders, including responders, residents, and other parties affected by the Talbot Creek wildfire.
- 6. Identify practical strategies that can improve the response capabilities of the agencies involved with the response to the Talbot Creek wildfire.
- 7. Identify ways that evacuation plans can help improve preparedness, readiness, and responsiveness.
- 8. Conduct a debriefing session with applicable stakeholders following the completion of the AAR report in order to discuss the project's overall outcome.

3.0 Scope

3.1 Overview of Project Scope

The scope of the AAR encompassed the following topics:

- evacuation alert and order protocols
- support services
- evacuee return protocols

The AAR primarily focused on the Emergency Measures Organization ("**EMO**"), which oversaw operations from the Emergency Coordination Centre ("**ECC**"). The AAR also examined the cooperation between government agencies during the incident.

The AAR did not review the wildfire response, suppression efforts, or associated activities of the Wildland Fire Management branch ("**WFM**"), which is under the jurisdiction of the Government of Yukon. The exclusion was intentional, as such a review is beyond the intended scope of the AAR.

3.2 Areas of Focus

3.2.1 Evacuation Alert and Order Protocols

The AAR examined the protocols that were used to issue and execute evacuation alerts and orders during the Talbot Creek wildfire.

This part of the AAR focused on the following areas:

- timeliness of notifications
- clarity of directives
- overall adherence to established procedures

3.2.2 Support for Mayo and the First Nation of Na-Cho Nyäk Dun

The AAR examined the support that the Government of Yukon and Emergency Support Services ("**ESS**") provided to Mayo and the First Nation of Na-Cho Nyäk Dun during the Talbot Creek wildfire evacuation.

This part of the AAR focused on the following areas:

- resource allocation
- communication channels
- overall effectiveness of support mechanisms

3.2.3 Evacuee Return Protocols

The AAR examined the protocols that were used to return evacuees to their respective communities after the Talbot Creek wildfire ended.

This part of the AAR focused on the following areas:

- coordination between relevant stakeholders
- logistical arrangements
- post-evacuation support services

3.3 Specific Considerations

3.3.1 Information Flow

The AAR assessed the way in which the Government of Yukon, the Village of Mayo, and the First Nation of Na-Cho Nyäk Dun communicated during the Talbot Creek wildfire evacuation process. The assessment examined whether communications ever broke down or became inefficient during the emergency.

3.3.2 Evacuee Support Systems

The AAR assessed the adequacy and accessibility of support services provided to evacuees during the Talbot Creek wildfire. The assessment examined the distribution of resources and the provision of other assistance.

3.3.3 Evacuee Experiences

The AAR assessed first-hand accounts about the Talbot Creek wildfire that were provided by the individuals who received evacuation orders. The assessment sought to identify which aspects of the emergency response were considered effective and which aspects could be improved.

3.3.4 Clean Air Resources

The AAR assessed the distribution of clean air resources before, during, and after the Talbot Creek wildfire evacuation. The assessment sought to identify whether the resources were sufficient to address air quality concerns.

4.0 Methodology

4.1 Overview of Methodology

The AAR was completed using a four-step methodology designed to thoroughly assess the response and evacuation efforts enacted due to the Talbot Creek wildfire.

Figure 1 illustrates the methodology used to complete the AAR.



Figure 1. Methodology used to complete the after-action review.

Step 1: Data Collection

Step 1 of the AAR involved data collection. The goals of this phase were to understand the sequence of events that unfolded during the Talbot Creek wildfire (based on statistics and firsthand accounts) and contextualize the incident by examining the relevant emergency management systems.

Step 2: Data Analysis

Step 2 of the AAR involved a thorough analysis of the data collected during Step 1. The goals of this phase were to recognize meaningful insights, discern patterns, and identify key trends or recurring issues.

Step 3: Findings

Step 3 of the AAR involved categorizing the results of Step 2 (based on their nature and significance). The goal of this phase was to establish a clear understanding of the overarching themes of the response to the Talbot Creek wildfire, as well as applicable strengths and areas for improvement.

Step 4: Recommendation Development

Step 4 of the AAR involved developing recommendations to address any identified challenges. The goals of this phase were to develop strategies that the Government of Yukon could use to correct issues identified during the response to the Talbot Creek wildfire and enhance response protocols for similar emergencies that may occur in the future.

4.2 Step 1: Data Collection

4.2.1 Overview of Data Collection

During Step 1 of the AAR, data was collected from the following sources:

- Government of Yukon documents and incident data
- stakeholder engagement and community meeting
- community survey
- general research

4.2.2 Documents and Incident Data

Over 500 documents were gathered for the AAR, including correspondence, reports, legislation, and previous post-incident analyses. It was essential to collect a wide range of information in order to gain insights into the decisions, actions, and communications that comprised the response to the Talbot Creek wildfire. The documents also provided an understanding of the sequence of events that unfolded during the wildfire.

4.2.3 Stakeholder Engagement

Stakeholder Interviews

The AAR incorporated interviews with the stakeholders directly involved in or affected by the response to the Talbot Creek wildfire, including emergency responders, government officials, community leaders, and representatives from applicable agencies and organizations.

The stakeholder interviews provided first-hand perspectives that helped contextualize the findings of the document review portion of the AAR. Moreover, the stakeholders clarified the underlying rationale behind specific decisions made during the incident.

Overall, the stakeholder comments helped identify the strengths, challenges, and areas of improvement associated with the wildfire response and evacuation efforts.

Community Meeting

A community meeting was held at the Village of Mayo Community Hall on February 19, 2024. During the meeting, individuals impacted by the Talbot Creek wildfire evacuation had the chance to share their experiences and express their perspectives on how the response was carried out. Because the meeting was an open forum, it encouraged transparency, trust, and collaboration. This format also ensured that the community members had a chance to actively contribute to the AAR, as well as the content of the recommendations in the final AAR report.

4.2.4 Community Survey

During the AAR, a community survey was conducted to gather insights into the following areas (as they related to the Talbot Creek wildfire):

- community risk
- emergency preparedness
- · notification and communication protocols
- evacuation response
- re-entry and recovery
- · areas for improvement

The results of the survey provided further insights into which components of the wildfire response and evacuation efforts were effective, as well as which protocols should be improved.

4.3 Step 2: Analysis

After the data collection phase concluded, the AAR focused on analyzing the findings obtained by the document reviews and stakeholder engagement.

The documentation analysis involved:

- cataloguing information
- identifying themes
- recognizing patterns to understand communication, resource allocation, community engagement, and decision-making protocols

The stakeholder engagement analysis involved:

- conducting qualitative reviews
- segmenting data and identifying patterns
- consolidating themes to incorporate diverse perspectives

4.4 Step 3: Findings

After analyzing documents and stakeholder comments, the AAR focused on categorizing applicable findings. The findings are intended to highlight strengths and areas for improvement.

4.5 Step 4: Recommendation Development

After the findings were categorized, the AAR focused on developing recommendations designed to help the Government of Yukon do the following:

- Address identified gaps.
- Capitalize on existing strengths.
- Enhance overall emergency response capabilities.

The recommendations present feasible, evidence-based strategies that are specific to the context of the Talbot Creek wildfire response.

Collectively, the recommendations emphasize the benefit of implementing initiatives that can:

- Support collaboration.
- Streamline communication channels.
- Optimize resource allocation.
- Strengthen community engagement.

Overall, the recommendations are intended to provide the applicable decision-makers with the tools and guidance they need to enhance emergency response efforts for communities across the Yukon.

5.0 Key Partners and Stakeholders

5.1 Overview of Key Partners and Stakeholders

Stakeholder engagement sessions were vital components of the AAR. The insights shared during the sessions contributed to a comprehensive understanding of the Talbot Creek wildfire response.

The results of the engagement process make it clear that all key partners and stakeholders are more than willing to learn, improve, and strengthen emergency preparedness and response efforts for the benefit of all involved communities.

5.2 List of Key Partners and Stakeholders

5.2.1 Government of Yukon

The EMO and WFM led the response to the Talbot Creek wildfire. Both agencies are overseen by the Government of Yukon. The EMO and WFM followed legislative frameworks and developed strategic and tactical plans to mitigate the wildfire's impact on local communities.

The ESS department also supported evacuation efforts for the Village of Mayo and the First Nation of Na-Cho Nyäk Dun. The support ensured there was coordination with local authorities. This collaboration with local government agencies was vital to ensuring a unified response to the wildfire.

5.2.2 Village of Mayo

The Village of Mayo played an integral role throughout the Talbot Creek wildfire response. Personnel from Mayo helped implement evacuation notifications and initiatives, and they also worked closely with local authorities to ensure residents were informed and prepared. In addition, the Mayo Volunteer Fire Department deployed resources to safeguard the critical infrastructure and properties threatened by the wildfire. The fire department also collaborated with WFM and other stakeholders.

Overall, the efforts of Mayo's personnel and firefighters emphasized the village's commitment to protecting the safety and well-being of its residents during the wildfire.

5.2.3 First Nation of Na-Cho Nyäk Dun

The First Nation of Na-Cho Nyäk Dun ensured the safety and well-being of its community members throughout the Talbot Creek wildfire incident. Efforts were focused on citizen accountability and assessing and fulfilling cultural and vulnerable population needs.

Following the issuance of evacuation orders, representatives of the First Nation of Na-Cho Nyäk Dun conducted door-to-door visits and assembled community members to facilitate the evacuation process. There was also collaboration with the Kwanlin Dün First Nation ("**KDFN**"), which helped support response efforts beyond the immediate affected area.

Representatives of the First Nation of Na-Cho Nyäk Dun also attended daily briefings to stay informed about the situation. Doing so helped ensure that local response efforts remained aligned with the latest developments and community needs.

5.2.4 Na-Cho Nyäk Dun Development Corporation

The Na-Cho Nyäk Dun Development Corporation ("**NNDDC**") supported evacuation efforts during the Talbot Creek wildfire.

The NNDDC provided site support to ensure critical services remained available while the First Nation of Na-Cho Nyäk Dun was evacuated. The NNDDC took a proactive approach to maintaining vital operations (such as utilities), and this contributed to the smooth functioning of essential services during the evacuation period.

Overall, the NNDDC demonstrated a commitment to bolstering community resilience and protecting the well-being of community members during challenging circumstances.

5.2.5 Kwanlin Dün First Nation

During the Talbot Creek wildfire incident, KDFN provided cultural and other support services to the First Nation of Na-Cho Nyäk Dun and evacuees. For example, KDFN ensured that traditional practices and support networks were available, recognizing the significance of cultural continuity in times of crisis. Additionally, KDFN extended its facilities and resources to provide essential services to displaced individuals, which demonstrated a commitment to safeguarding community well-being for people beyond its boundaries.

Overall, KDFN (and the First Nation of Na-Cho Nyäk Dun) remained connected with applicable emergency response agencies through the EMO.

5.2.6 Community Members

The impact of the incident on community members was very apparent during the stakeholder engagement component of the AAR. Many community members were affected by the Talbot Creek wildfire both during and after the incident, experiencing varying degrees of disruption, uncertainty, and concern for their safety and well-being. Their involvement in the AAR provided an opportunity for them to reflect on their experiences and share insights into the overall response to the incident.

6.0 Findings and Recommendations

6.1 Overview of Findings and Recommendations

The AAR analyzed the response and evacuation efforts that were enacted as a result of the Talbot Creek wildfire. The resulting findings identified both successful aspects of the response, as well as areas for improvement.

This section of the report presents the findings of the AAR and provides applicable recommendations. The findings and recommendations are divided into the following categories:

- command and control
- planning and preparedness
- interagency coordination and collaboration
- communications
- resources and logistics
- other areas

Each recommendation outlines an action that the Government of Yukon and its partner agencies can take to enhance their emergency preparedness and response capabilities. Some recommendations also include sub-actions the Government of Yukon should consider taking in order to implement a specific recommendation to the fullest.

6.2 Command and Control

Findings

During the Talbot Creek wildfire, a municipal state of emergency was declared prior to the issuance of the evacuation order. This sequence aligns with procedural requirements. However, the evacuation order covered an area that extended beyond Mayo's boundaries. An evacuation order with such a wide radius has the potential to introduce jurisdictional concerns related to the Civil Emergency Measures Act and the Yukon Government Emergency Coordination Plan. As such, the Government of Yukon should review existing legislative frameworks to ensure they include provisions for incidents that involve multiple jurisdictions.

The command-and-control structures revealed potential shortcomings in decision-making and response efforts. For instance, there was a delay in the flow of critical information, as well as confusion among stakeholders. Without effective coordination, operational challenges are exacerbated, and interagency coordination is hindered. A lack of communication during the emergency management process can also increase the likelihood that community members will perceive their communities as isolated.

- 1. Conduct a comprehensive review of relevant legislation (including the Civil Emergency Measures Act) to clarify the legal framework governing the declaration of emergencies and evacuation orders.
 - a. Include legal experts and emergency management professionals in the review process to ensure the process benefits from their understanding of legislative authorities and responsibilities.
 - b. Include stakeholders from affected communities in the review process to ensure the process benefits from a variety of viewpoints and considers local concerns.
 - Identify gaps or inconsistencies in existing laws and regulations that may impact decision-making processes and the issuing of evacuation orders during emergencies.
- 2. Establish clear guidelines that specify which circumstances require an emergency evacuation to take place.
 - a. Ensure that all evacuation protocols consider factors such as threat severity, population density, and infrastructure vulnerabilities.
 - b. Ensure that all decision-making processes are transparent and include accountability measures.
 - c. Ensure that all decisions are informed by evidence-based assessments of the community's risks and needs.
- 3. Improve the channels for interagency collaboration and communication to ensure seamless transitions between the phases of an emergency response.
 - a. Establish regular meetings, joint training exercises, and information-sharing protocols between applicable agencies and stakeholders.
 - b. Take steps to address the perceived sense of isolation felt by various Yukon communities.
- 4. Ensure local leadership personnel have the ability to keep their community safe and adhere to legislation.
 - a. Ensure local leadership personnel have the authority and resources to make informed decisions and coordinate emergency responses.
 - b. Ensure that applicable authorities can respond at the local level.
 - Develop support networks and mentorship programs for the local community and government leaders who hold emergency management and decision-making roles.

6.3 Planning, Preparedness, and Documentation

Findings

The Government of Yukon and the communities in the territory currently have access to documents that contain emergency management and coordination protocols. However, the documents do not address all aspects that must be considered in order to carry out a successful evacuation. Going forward, the EMO and local communities should consider developing more comprehensive plans that thoroughly outline the roles and responsibilities of personnel who perform critical emergency support duties.

The importance of thorough documentation cannot be overstated. When staff members record their decision-making process and the sequence of events that unfolded during an emergency, it is easier for others to understand specific decisions or actions in retrospect. During the Talbot Creek wildfire response and evacuation, various personnel acted proactively to document crucial information. However, upon review, thorough documentation was not consistent. The inconsistent record-keeping indicates a need to review and revise standard documentation protocols.

On a local level, the municipalities involved in the Talbot Creek wildfire response and evacuation have established and maintained all required municipal by-laws and civil emergency plans to support emergency preparedness efforts. However, the Government of Yukon should consider establishing standards for local emergency management programs under the Civil Emergency Measures Act. Formalizing specific standards—along with conducting regular exercises—can help keep emergency plans current and effective.

- 5. Develop and implement a comprehensive evacuation plan for the Yukon that clearly outlines protocols to maintain readiness and complete effective evacuation operations.
 - a. Consider geographical factors, population density, and infrastructure vulnerabilities when designing or reviewing evacuation routes and destinations.
 - b. Include local community members in the planning process to ensure the process incorporates many different perspectives and meets community needs.
 - c. Work with local authorities, shelters, and community centres to determine suitable evacuation sites and formalize arrangements. In addition, protocols regarding evacuee accommodations and support services should be established.

- Define the roles and responsibilities of leadership personnel from municipal governments and emergency management agencies. Ensure that the protocols for declaring and executing emergency evacuations and supporting response efforts are clear.
 - a. Develop and disseminate documents that outline the roles and responsibilities of individuals who play crucial roles during emergency responses and evacuations.
 - b. Conduct emergency training sessions and tabletop exercises with applicable personnel from municipalities and responding agencies. The activities should familiarize personnel with their roles and responsibilities and promote collaboration between agencies.
- 7. Develop standardized protocols for completing ICS forms in order to ensure all information is recorded accurately and consistently.
 - a. Conduct regular training that teaches applicable personnel the proper way to complete and submit ICS forms. Ensure the ICS training covers the use of electronic reporting systems (as applicable).
 - b. Assign personnel to collect, review, and disseminate the information recorded in ICS forms during emergency response operations.
 - c. Establish protocols for storing and sharing documents securely during emergency responses. Ensure that all protocols will help different response agencies coordinate their operations effectively during an incident.
- 8. Conduct drills and exercises on a regular basis in order to test the effectiveness of evacuation plans and help emergency responders and community members enhance their preparedness levels.
 - a. Ensure the exercises simulate various types of scenarios in order to identify strengths and weaknesses in established evacuation procedures and resource allocation protocols.
 - b. Use the results of the drills to continually improve evacuation plans and response strategies.
- 9. Mandate (or strongly recommend) that communities establish community-based emergency management programs. Ensure the communities design their programs to enhance local resilience and preparedness levels.
 - Develop legislation (or a set of regulations) to mandate the establishment of community-based emergency management programs and outline associated roles, responsibilities, and standards.
 - b. Allocate sufficient resources—specifically funding, training, and personnel resources—to support the development and maintenance of community-based emergency management programs.

- c. Collaborate with local communities and involve them in the design and implementation of applicable emergency management initiatives.
- d. Work with local communities to facilitate public awareness campaigns about the importance of emergency preparedness and the role that community-based programs play in mitigating risks and enhancing resilience.
- 10. Revise the Yukon Government Emergency Coordination Plan as scheduled.
 - a. Ensure the plan is comprehensive and ready to implement by the 2024 wildfire season.

6.4 Coordination and Collaboration

Findings

Effective collaboration is crucial to a successful evacuation operation. Several agencies involved in the Talbot Creek wildfire response and evacuation had pre-existing relationships prior to the incident. As a result, many responders were able to communicate effectively during the emergency and adapt their operations to address challenges as they arose. However, there were a few gaps in communication amongst some of the agencies involved in the evacuation efforts. Due to those gaps, some personnel lacked comprehensive information about the incident. Going forward, all involved groups should strive to improve their relationships with applicable agencies in order to enhance their collaborative efforts.

It is also crucial to establish mutual aid protocols to ensure that all parties involved in a large-scale incident understand their duties and responsibilities. During the Talbot Creek wildfire evacuation, many agencies and communities provided support, but the absence of formalized agreements and protocols may have hindered efficient resource allocation.

- 11. Develop protocols for collaborating with different levels of government and other response partners in order to streamline coordination during emergencies.
 - Designate liaison officers or points of contact to facilitate coordination between municipal governments, emergency management agencies, and other response partners.
 - Develop plans that contain protocols for sharing information and coordinating response efforts between different levels of government and other response agencies.
 - Conduct regular meetings and joint planning sessions to review and update coordination procedures, address emerging challenges, and identify opportunities for improvement.

- 12. Establish communication channels between emergency management teams and the leadership personnel in impacted areas in order to facilitate effective coordination and decision-making.
 - Ensure that all communication channels include both formal and informal procedures in order to accommodate different communication preferences and needs.
- 13. Conduct regular meetings (or briefings) to facilitate information sharing and collaboration among diverse organizations.
 - a. Schedule periodic meetings or conference calls to provide progress updates, share important developments, and address emerging challenges.
 - b. Use technology (such as video conferencing platforms) to facilitate virtual meetings and ensure remote stakeholders have the chance to participate in meetings and briefings.
- 14. Engage with key stakeholders from various sectors. Doing so can help ensure there is a comprehensive communication network in place, which can limit the risk of "information silos."
 - a. Identify and connect with community groups, non-governmental organizations, and private sector partners that may have the capacity to contribute to emergency response efforts.
 - b. Consider the cultural, linguistic, and technological needs of different stakeholder groups and then develop communication strategies that will help ensure effective collaboration and information sharing.
 - c. Establish community advisory boards or working groups to provide suggestions regarding emergency plans.
- 15. Use modern collaboration tools (such as cloud-based platforms and real-time communication apps) to share updates, resources, and best practices among response teams.
 - Use a records management system so that applicable personnel can easily store and retrieve critical information (such as evacuation plans, situational reports, and contact lists).
- 16. Establish formal agreements between the Government of Yukon and applicable First Nations communities. Ensure the agreements include clear protocols that will help facilitate the provision of structured and efficient mutual assistance during emergencies.
 - a. Ensure all roles, responsibilities, and protocols (especially coordination and resource-sharing protocols) are defined as clearly as possible. Doing so will help ensure consistent intercommunity collaboration.

- b. Establish clear procedures for requesting and providing assistance. Ensure there are protocols regarding communications, logistics, and accountability.
- c. Maintain an inventory of which resources (such as personnel, equipment, and facilities) are available in each community. Doing so will help facilitate effective resource allocation during emergencies.
- d. Conduct tabletop exercises or joint training sessions with participating communities to help applicable personnel familiarize themselves with mutual assistance agreements and emergency response protocols.
- 17. Conduct regular communication and coordination exercises to enhance the readiness and response capabilities of the First Nations communities in the Yukon. Ensure that conducting the exercises is made a priority.
 - Organize workshops, joint training exercises, and tabletop exercises that involve representation from First Nations communities, government agencies, and nonprofit organizations.
 - b. Provide funding and technical assistance to support capacity-building initiatives and infrastructure projects aimed at improving the emergency preparedness and response capabilities of the First Nations communities in the Yukon.

6.5 Communications

Findings

The success of the Talbot Creek wildfire evacuation relied heavily on effective communication strategies. Residents received critical information in a timely manner via social media campaigns, door-to-door outreach initiatives, and automated emergency alerts. As a result, residents were able to evacuate promptly.

In general, the evacuation order relayed pertinent information that community members needed to know in order to initiate the evacuation process. However, some individuals claimed that several parts of the order were unclear. For instance, some community members said that the order was vague and did not clearly state which authority issued the evacuation. Going forward, steps should be taken to ensure all orders are clear and unambiguous. When community members do not believe an order is authorized by the appropriate agency, they may choose to disregard the order.

At the beginning of the evacuation process, key personnel from the impacted areas were not involved with the evacuation messages. As a result, some residents affected by the incident were confused and distrustful. In addition, initial communications gave residents false hopes about the incident and increased their frustration. The limited communication with local leadership hindered effective coordination and decision-making during the evacuation process.

- 18. Involve key stakeholders (such as local leaders, community representatives, and emergency responders) in the development and dissemination of evacuation messages.
 - a. Collaborate with local leadership personnel and community representatives to incorporate local insights and perspectives into evacuation messages in order to ensure all messages are relevant.
 - Conduct stakeholder engagement sessions or focus groups to gather suggestions that can help make communication strategies inclusive and responsive to community needs.
- 19. Enhance communication protocols so that the local leadership personnel in impacted areas receive comprehensive information in a timely manner.
 - a. Establish protocols for using different communication channels to relay evacuation orders, destinations, and other pertinent information. Doing so can help minimize confusion and enhance public trust and cooperation.
 - b. Develop communication plans that align with the specific communication methods and preferences identified during the assessment in order to ensure the plans have as wide a reach as possible.
- 20. Provide detailed updates regarding evacuation measures and facility openings to the leadership personnel in impacted areas, ensuring all information is relayed in a timely manner.
 - a. Facilitate a two-way communication process to gather insights from local leadership personnel. Doing so will help support a collaborative approach to emergency management and decision-making.
 - b. Establish a means of communicating real-time updates and situational awareness reports to stakeholders.
- 21. Conduct mapping exercises to identify which stakeholders may have been overlooked during initial communication efforts.
 - a. Ensure communication strategies are inclusive and consider the needs and perspectives of all stakeholders involved in emergency response efforts.
 - Establish partnerships with community-based organizations and advocacy groups in order to widen the scope of outreach efforts and reach underserved populations.

- 22. Provide clear signage and communication channels to guide evacuees to designated egress routes and checkpoints.
 - Disseminate information about evacuation procedures, routes, and checkpoints through multiple communication channels to ensure awareness and compliance among evacuees.
 - b. Conduct regular audits of signage and communication channels to identify any gaps or deficiencies that may hinder effective information sharing.
- 23. Ensure evacuees receive clear and timely information regarding designated evacuation sites, including details about the location, the on-site amenities, and any transportation arrangements.
 - a. Use multiple methods of communication (such as text alerts, signage, and public announcements) to ensure evacuees are informed and prepared for relocation.
 - b. Establish communication protocols with receiving facilities and host communities in order to coordinate evacuee reception and support services.
- 24. Review the communication protocols within the ECC and then revise them (as needed) to ensure that information about potential evacuation orders can be disseminated accurately, clearly, and quickly.
 - a. Clarify who is responsible for communicating evacuation messages, including who is responsible for authorizing and issuing alerts.
 - b. Establish guidelines for disseminating information. Ensure the guidelines include source verification protocols in order to prevent misunderstandings and false expectations among stakeholders.
 - c. Designate a point of contact within impacted areas to update and guide residents in a way that will enhance coordination between the ECC and the community.
- 25. Review the templates that are used to prepare evacuation orders.
 - a. Revise the templates (as needed) to ensure they specify which authority is issuing the order and which legislation permits it to do so.

6.6 Resources and Logistics

Findings

One of the main challenges during the evacuation was maintaining control of egress routes. Another issue was the lack of efficient check-in/check-out procedures. Both issues led to various congestion and delays, and evacuees were also placed at a heightened risk. Confusion regarding evacuation protocols further exacerbated the situation, causing uncertainty among evacuees about where to go and with whom to communicate. In order to mitigate issues like these, evacuation plans should be communicated clearly, as this will help responders process evacuees efficiently.

The use of only one location to support all evacuees was identified as another area of concern. For instance, the site did not address certain cultural traditions or the needs of First Nations communities. It was also reported that other activities continued while evacuees were in the facility. Those activities impacted the comfort levels of the evacuees, as well as the continued usage of the facility.

The site of the evacuation facility was also problematic, as it was situated at a significant distance from the parking lot. The location especially impacted evacuees with mobility issues. An accessible evacuation facility that prioritizes ease of access for all individuals is of utmost importance during evacuations. Evacuation centres must also have the functionality to accommodate transportation needs.

Despite the challenges posed by the location of the sole evacuation centre, the evacuation process was successful in several ways. For example, the transportation arrangements that brought evacuees from Mayo to Whitehorse demonstrated a proactive approach to addressing logistical challenges. The transportation arrangements also took into consideration the safety and well-being of affected individuals.

- 26. Develop streamlined check-in/check-out procedures to help transfer evacuees to designated locations more efficiently.
 - Use technology (such as electronic registration systems or barcode scanning equipment) to expedite check-in/check-out procedures and ensure evacuees are tracked accurately.
 - b. Train the personnel working at evacuation checkpoints on the proper way to verify evacuee identification, document arrivals and departures, and address special needs or accommodations.
- 27. Implement clear signage and communication channels to guide evacuees through the check-in/check-out process and provide information on evacuation routes, destinations, and support services.
 - a. Establish designated waiting areas or information centres at checkpoints. Ensure there are trained volunteers or emergency personnel on hand who can help evacuees access assistance, information, and support.
 - b. Ensure check-in/check-out procedures are accessible and inclusive so that individuals with disabilities, language barriers, or other special needs can be accommodated. Ensure alternative means of communication or assistance are available (as needed).

- 28. Consider ways of providing resources and support to any First Nations communities that are supporting other First Nations communities during evacuations.
 - a. Establish protocols for allocating resources based on needs and availability.
 - b. Establish ways to assess the effectiveness of resource distribution efforts and identify areas for improvement.

6.7 Other Areas

Findings

The results of the AAR indicate that the Government of Yukon should take proactive steps to enhance the overall effectiveness of its emergency management efforts.

The Government of Yukon should use the lessons learned from past incidents and determine ways it can optimize its policies and procedures. The territory's leadership personnel should also ensure that the Yukon is equipped to respond to emergencies quickly and decisively. By enhancing its ability to prepare for emergencies and facilitate coordinated responses, the Government of Yukon can ensure the safety and well-being of communities throughout the territory.

- 29. Consider ways of providing resources and support to any First Nations communities that are supporting other First Nations communities during evacuations.
 - Practise communicating and making decisions during the drills in order to prepare responders for handling conflicting information or uncertain circumstances during real-world scenarios.
 - b. Provide hands-on training to ECC personnel to help them develop the skills and confidence needed to communicate effectively during high-stress situations, reducing the likelihood of misinformation and confusion.
 - c. Prioritize training on communication strategies and emergency protocols, and ensure the training emphasizes the need for effective coordination and information sharing among stakeholders.
 - d. Evaluate the use of notification systems during drills in order to identify areas that need to be improved in order to enhance responsiveness during evolving emergencies.
 - e. Provide all applicable personnel with comprehensive training on the purpose of ICS forms and the proper way to complete and use the forms.
 - f. Conduct joint training exercises and tabletop simulations to familiarize stakeholders and communities with mutual aid protocols and emergency response procedures.

- 30. Implement measures to ensure there is accountability regarding the way ICS forms are completed.
 - a. Develop ways to track the completion and submission of ICS forms (while ensuring compliance with established protocols).
 - b. Designate personnel to oversee the completion and submission of ICS forms in order to ensure the forms are completed accurately and in a timely manner.
- 31. Assess the feasibility of using digital platforms or software applications to streamline the creation, distribution, and tracking of ICS forms.
 - Start using mobile applications or electronic forms that allow responders to input data directly into the appropriate system, which should help reduce manual errors and enhance data accessibility.
 - Integrate data management systems with existing emergency management software to facilitate seamless data transfer and analysis across multiple platforms.
- 32. Ensure all technology is compatible with existing communication networks and data infrastructure.
 - Conduct training sessions and provide technical support services to help applicable personnel familiarize themselves with all technology used during emergency responses.
 - b. Establish data security and privacy protocols to safeguard all sensitive information that is collected and transmitted electronically. Ensure the protocols comply with relevant regulations and standards.
- 33. Implement measures that encourage stakeholders to work together cohesively and maintain continuity during emergency responses.
 - a. Facilitate joint planning meetings to align priorities, resources, and strategies across all levels of response.

7.0 Follow Up on Past Recommended Actions/Strategies

7.1 Overview of Follow-Up Assessment

This follow-up assessment aims to evaluate the status of previously suggested strategies and initiatives. The goal of the assessment is to provide an update on the measures that have been implemented, as well as the areas that still need attention.

Although several recommendations have been made over the last two years concerning wildfire and flood responses, this follow-up assessment focuses on the findings of the most recent comprehensive analysis, which is the 2022 Yukon After-Action Summary.

7.2 Follow-Up Assessment

Current Status

Progress has been observed across several areas. Notably, efforts to review and update the Yukon Government Emergency Coordination Plan have been pursued, and the document is currently undergoing a significant update. As of this follow-up assessment, the Government of Yukon's policy group is scheduled to review the updated plan sometime during the coming year.

The Government of Yukon is in the process of incorporating emergency management responsibilities into its departmental mandates. Resources are currently allocated to implement this initiative. By investing in training initiatives for senior leadership personnel and conducting hazard, risk, and vulnerability analyses, the Government of Yukon has strengthened its emergency management capabilities.

Overall, there is a clear commitment to enhancing emergency management and disaster response efforts in the Yukon.

Areas For Improvement

Clarifying response policies based on specific hazards remains an ongoing challenge, with some recommendations yet to be addressed in full. While progress has been made in regard to enhancing local-level planning and engagement, there is a continued need to explore options to clarify response authority, particularly for unincorporated communities.

Although progress has been made in regard to hazard mapping and seasonal tabletop exercises, challenges persist in regard to volunteer support, resource procurement, and recovery planning. Efforts to streamline resource procurement and management practices—as well as to develop recovery planning guidelines—require further attention and resource allocation. Similarly, initiatives to modernize emergency management technologies and practices are ongoing, and continued efforts are needed to ensure efficient information sharing and analyses are carried out.

Summary

Progress has been made in regard to addressing recommendations from past AARs. However, there is still work to be done to strengthen the emergency preparedness and response capabilities of personnel and agencies in the Yukon.

All findings indicate that the Government of Yukon should continue focusing on collaboration and resource allocation. By acting proactively, the Government of Yukon can address remaining emergency response challenges, which should help the territory continue enhancing overall community resilience during future emergencies.

Appendix A: Map of Evacuation Area

Figure 2 shows the area covered by the evacuation order issued during the 2023 Talbot Creek wildfire incident.² The affected area is coloured in red.

² The map is copied directly from the evacuation order issued during the Talbot Creek wildfire.



Figure 2. Aerial view of the area covered by the evacuation order.

Appendix B: Corrective Action Plan Guide

Table 1 is a guide that the Government of Yukon can use to track the implementation and status of the corrective actions provided in this AAR summary. (For convenience, the table condenses the text of the corrective actions. The unabridged versions of the corrective actions are found in section 6 of this document.)

Table 1. Corrective action plans – implementation and status tracker.

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
1. Review legislation	Include legal experts and emergency management professionals in the review process to ensure it benefits from their understanding of legislative authorities and responsibilities.			
	 Include stakeholders from affected communities in the review process to ensure it benefits from a variety of viewpoints and considers local concerns. 			
	c. Identify gaps or inconsistencies in existing laws and regulations that may impact decision-making processes and the issuing of evacuation orders during emergencies.			
2. Evacuation guidelines	a. Ensure that all evacuation protocols consider factors such as threat severity, population density, and infrastructure vulnerabilities.			
	b. Ensure that all decision-making processes are transparent and include accountability measures.			
	c. Ensure that all decisions are informed by evidence-based assessments of the community's risks and needs.			
Interagency collaboration and communication	Establish regular meetings, joint training exercises, and information- sharing protocols between applicable agencies and stakeholders.			
	b. Take steps to address the perceived sense of isolation felt by various Yukon communities.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
Local leadership and community safety	Ensure local leadership personnel have the authority and resources to make informed decisions and coordinate emergency responses.			
	b. Ensure that applicable authorities can respond at the local level.			
	c. Develop support networks and mentorship programs for the local community and government leaders who hold emergency management and decision-making roles.			
5. Comprehensive evacuation plan	Consider geographical factors, population density, and infrastructure vulnerabilities when designing or reviewing evacuation routes and destinations.			
	 Include local community members in the planning process to ensure it incorporates many different perspectives and meets community needs. 			
	c. Work with local authorities, shelters, and community centres to determine suitable evacuation sites and formalize arrangements. In addition, establish protocols regarding evacuee accommodations and support services.			
6. Emergency evacuation roles and protocols	Develop and disseminate documents that outline the roles and responsibilities of individuals who play crucial roles during emergency responses and evacuations.			
	 b. Conduct emergency training sessions and tabletop exercises with applicable personnel from municipalities and responding agencies. The activities should familiarize personnel with their roles and responsibilities and promote collaboration between agencies. 			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
7. Standardized protocols for ICS forms	a. Conduct regular training that teaches applicable personnel the proper way to complete and submit ICS forms. Ensure the ICS training covers the use of electronic reporting systems (as applicable).			
	b. Assign personnel to collect, review, and disseminate the information recorded in ICS forms during emergency response operations.			
	c. Establish protocols for storing and sharing documents securely during emergency responses. Ensure that all protocols will help different response agencies coordinate their operations effectively.			
Drills and exercises regarding evacuation plans	Ensure the exercises simulate various scenarios in order to identify strengths and weaknesses in established evacuation procedures and resource allocation protocols.			
	b. Use the results of the drills to continually improve evacuation plans and response strategies.			
9. Community-based emergency management programs	Develop legislation (or a set of regulations) to mandate the establishment of community-based emergency management programs and outline associated roles, responsibilities, and standards.			
	b. Allocate sufficient resources—specifically funding, training, and personnel resources—to support the development and maintenance of community-based emergency management programs.			
	c. Collaborate with local communities and involve them in the design and implementation of applicable emergency management initiatives.			
	d. Work with local communities to facilitate campaigns about emergency preparedness and how community-based programs help mitigate risks and enhance resilience.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
10. Yukon Government Emergency Coordination Plan	a. Ensure the plan is comprehensive and ready to implement by the 2024 wildfire season.			
11. Protocols for collaboration	a. Designate liaison officers or points of contact to facilitate coordination between municipal governments, emergency management agencies, and other response partners.			
	 Develop plans that contain protocols for sharing information and coordinating response efforts between different levels of government and other response agencies. 			
	 Conduct regular meetings and joint planning sessions to review and update coordination procedures, address emerging challenges, and identify opportunities for improvement. 			
12. Intercommunity communication	a. Ensure that all communication channels include both formal and informal procedures in order to accommodate different communication preferences and needs.			
13. Information sharing meetings	Schedule periodic meetings or conference calls to provide progress updates, share important developments, and address emerging challenges.			
	b. Use technology (such as video conferencing platforms) to facilitate virtual meetings and ensure remote stakeholders have the chance to participate in meetings and briefings.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
14. Multi-sector stakeholder engagement	a. Identify and connect with community groups, non-governmental organizations, and private sector partners that may have the capacity to help with emergency responses.			
	b. Consider the cultural, linguistic, and technological needs of different stakeholders and then develop communication strategies that will help ensure effective collaboration and information sharing.			
	c. Establish community advisory boards or working groups to provide suggestions regarding emergency plans.			
15. Modern collaboration tools	Use a records management system so that applicable personnel can easily store and retrieve critical information (such as evacuation plans, situational reports, and contact lists).			
16. Formal agreements between the Government of Yukon and First Nations communities	Ensure all roles, responsibilities, and protocols (especially coordination and resource-sharing protocols) are defined as clearly as possible.			
	b. Establish clear procedures for requesting and providing assistance. Ensure there are protocols regarding communications, logistics, and accountability.			
	c. Maintain an inventory of which resources (such as personnel, equipment, and facilities) are available in each community.			
	d. Conduct tabletop exercises or joint training sessions with participating communities to help applicable personnel familiarize themselves with mutual assistance agreements and emergency response protocols.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
17. Communication and coordination exercises with First Nations communities	Organize workshops, joint training exercises, and tabletop exercises that involve representation from First Nations communities, government agencies, and non-profit organizations.			
	b. Provide funding and technical assistance to support capacity-building initiatives and infrastructure projects aimed at improving the emergency preparedness and response capabilities of the First Nations communities in the Yukon.			
18. Stakeholder involvement with evacuation messages	Collaborate with local leadership personnel and community representatives to incorporate local insights and perspectives into evacuation messages in order to ensure all messages are relevant.			
	 Conduct stakeholder engagement sessions or focus groups to gather suggestions that can help make communication strategies inclusive and responsive to community needs. 			
19. Communication protocols	Establish protocols for using different communication channels to relay evacuation orders, destinations, and related information.			
	b. Develop communication plans that align with the specific communication methods and preferences identified during the assessment in order to ensure the plans have as wide a reach as possible.			
20. Updates regarding evacuations and facilities	a. Facilitate a two-way communication process to gather insights from local leadership personnel.			
	b. Establish a means of communicating real-time updates and situational awareness reports to stakeholders.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
21. Stakeholder mapping exercises	Ensure communication strategies are inclusive and consider the needs and perspectives of all stakeholders involved in emergency response efforts.			
	b. Establish partnerships with community-based organizations and advocacy groups in order to widen the scope of outreach efforts and reach underserved populations.			
22. Signage and communications regarding evacuation routes	Disseminate information about evacuation procedures, routes, and checkpoints through multiple communication channels to ensure awareness and compliance among evacuees.			
	 Conduct regular audits of signage and communication channels to identify any gaps or deficiencies that may hinder effective information sharing. 			
23. Information for evacuees	a. Use multiple methods of communication (such as text alerts, signage, and public announcements) to ensure evacuees are informed and prepared for relocation.			
	b. Establish communication protocols with receiving facilities and host communities in order to coordinate evacuee reception and support services.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
24.EOC communication protocols	Clarify who is responsible for communicating evacuation messages, including who is responsible for authorizing and issuing alerts.			
	b. Establish guidelines for disseminating information. Ensure the guidelines include source verification protocols in order to prevent misunderstandings and false expectations among stakeholders.			
	 Designate a point of contact within impacted areas to update and guide residents in a way that will enhance coordination between the ECC and the community. 			
25. Evacuation order templates	a. Revise the templates (as needed) to ensure they specify which authority is issuing the order and which legislation permits it to do so.			
26. Evacuee check- in/check-out procedures	Use technology (such as electronic registration systems or barcode scanning equipment) to expedite check-in/check-out procedures and ensure evacuees are tracked accurately.			
	 Train the personnel working at evacuation checkpoints on the proper way to verify evacuee identification, document arrivals and departures, and address special needs or accommodations. 			
27. Signage and communications regarding the evacuee check-in/check-out process	Establish designated waiting areas or information centres at checkpoints. Ensure there are trained volunteers or emergency personnel on hand who can help evacuees access assistance, information, and support.			
	b. Ensure check-in/check-out procedures are accessible and inclusive so that individuals with disabilities, language barriers, or other special needs can be accommodated. Ensure alternative means of communication or assistance are available (as needed).			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
28. Support for First Nations communities supporting other First Nations communities	a. Establish protocols for allocating resources based on needs and availability.			
	b. Establish ways to assess the effectiveness of resource distribution efforts and identify areas for improvement.			
29. Regular training sessions and drills	Practise communicating and making decisions during drills in order to prepare responders for handling conflicting information or uncertain circumstances during real-world scenarios.			
	 b. Provide hands-on training to ECC personnel to help them develop the skills and confidence needed to communicate effectively during high- stress situations. 			
	c. Prioritize training on communication strategies and emergency protocols, and ensure the training emphasizes the need for effective coordination and information sharing among stakeholders.			
	d. Evaluate the use of notification systems during drills in order to identify areas that need to be improved in order to enhance responsiveness during evolving emergencies.			
	e. Provide all applicable personnel with comprehensive training on the purpose of ICS forms and the proper way to complete and use the forms.			
	f. Conduct joint training exercises and tabletop simulations to familiarize stakeholders and communities with mutual aid protocols and emergency response procedures.			

Area of Improvement	Corrective Actions	Point of Contact	Start Date	Completion Date
30. Accountability protocols regarding ICS forms	a. Develop ways to track the completion and submission of ICS forms (while ensuring compliance with established protocols).			
	b. Designate personnel to oversee the completion and submission of ICS forms in order to ensure the forms are completed accurately and in a timely manner.			
31. Digital platforms and software applications	Start using mobile applications or electronic forms that allow responders to input data directly into the appropriate system, which should help reduce manual errors and enhance data accessibility.			
	b. Integrate data management systems with existing emergency management software to facilitate seamless data transfer and analysis across multiple platforms.			
32. Technological interoperability	a. Conduct training sessions and provide technical support services to help applicable personnel familiarize themselves with all technology used during emergency responses.			
	b. Establish data security and privacy protocols to safeguard all sensitive information that is collected and transmitted electronically. Ensure the protocols comply with relevant regulations and standards.			
33. Stakeholder collaboration	a. Facilitate joint planning meetings to align priorities, resources, and strategies across all levels of response.			