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Government of Northwest Territories

# 2015 Annual Report Office of the Fire Marshal

# **OFM ANNUAL REPORT 2015**

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## **Office of the Fire Marshal**



The Office of the Fire Marshal (OFM) Annual Report is an opportunity to reflect upon the current status and response activities of community fire departments and the OFM over the calendar year. The report also helps identify trends which assist in the formation of fire prevention programming designed to protect Northwest Territories (NWT) residents and property from the threat of fire.

The primary mandate of the fire service in Canada is the prevention of fires. If fire services can perform this function well, the impact and loss associated with fires can be greatly reduced. Ultimately, fire prevention relies on timely and accurate information. The source of that information includes community fire reporting and identification of the cause and origin of fires through fire investigations.

In the NWT, every community fire department relies on volunteers who are responsible for supporting community fire protection in addition to balancing work and family commitments. The dedication of these individuals, who train and respond to community emergencies, often under difficult and harsh conditions, cannot be over-emphasized.

In 2015, emphasis was placed on utilizing partnerships to identify strategic priorities with a view to helping improve community fire protection. Ultimately, the goal is to reduce risks and support communities in their prevention and protection efforts.

Respectfully Submitted,

Chucker Dewar Northwest Territories Fire Marshal

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## Mandate

To work with partners to minimize the risk of fire and any related property damage, injury, or loss of life through prevention, investigation and code compliance.

## **Duties and Responsibilities**

The responsibilities of the OFM are established in the Northwest Territories *Fire Prevention Act* which requires the OFM to perform the following duties:

- Keep a record of fires reported;
  - Disseminate information and advice about fire prevention and fire protection by means of public meetings, press articles, exhibitions, radio, television or other publicity campaigns
- Review plans for the construction, alteration, and repair of structures for compliance with adopted codes and standards, and with a view to determining that proper precautions are taken against fire and the spread of fire;
- Conduct fire prevention inspections from time to time to determine if precautions against fire and the spread of fire are adequate and satisfactorily maintained;
- Conduct fire investigations to determine the cause, origin, and circumstances of fires;
- Contribute to the development of community fire departments through identification of training programs and courses and the provision of guidance to meet industry standards;
- Submit an annual report to the Minister setting out causes and origins of fires, information on fatalities or injuries inflicted by fire, investigations and any necessary inquiries of fires, prosecutions for arson or attempted arson, a summary of OFM administration of fire prevention and community fire protection activity, together with any other information that the Minister may request;
- Advise and make recommendations to the Minister with respect to:

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- The establishment of fire departments, the necessary organization and equipment of fire departments and the establishment of training programs for firefighters
- o The provision of adequate water supply for fire-fighting purposes
- o The installation and maintenance of fire-alarm systems and fire extinguishing equipment;
- The storage, use, sale or disposal of combustibles, explosives or other flammable material
- The construction and maintenance of fire-escapes and other exit facilities in the event of fire or the alarm of fire
- <sup>9</sup> The types and adequacy of fire-alarms in communities and, in or on any building or property

## Staff

In 2015, the OFM consisted of eight staff members who filled the following positions:

- Fire Marshal
- Senior Plan Review Officer
- Senior Policy Advisor
- Assistant Fire Marshal, Sahtu Region
- Assistant Fire Marshal, Inuvik Region
- Assistant Fire Marshal, North Slave Region
- Assistant Fire Marshal, Deh Cho Region
- Assistant Fire Marshal, South Slave Region

## **Partnerships**

The OFM works with a variety of organizations and groups on issues associated with fire safety. They are as follows:

- NWT Association of Communities (NWTAC)
- Local Government Administrators of the NWT (LGANT)
- Northwest Territories Fire Chief's Association (NWTFCA)
- Workers Safety and Compensation Commission (WSCC)

The OFM also works with a variety of other organizations and groups on issues associated with fire safety. They are as follows:

- Council of Canadian Fire Marshal and Fire Commissioners (CCFMFC)
- Canadian Fire Safety Advisory Council (CFSAC)
- Canadian Commission on Building and Fire Codes (CCBFC)

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National Research Council of Canada (NRCC)

Provincial / Territorial Policy Advisory Committee on Codes (PTPACC)

## **Current Initiatives**

## **Community Fire Protection Plan**

In 2013, MACA held a stakeholder planning workshop to identify strategic activities and inform the development of a Community Fire Protection Plan (CFPP). The plan includes priority activities with which to support the development and maintenance of community fire protection services for NWT communities. These activities are mutually decided upon by stakeholders and are aimed at developing tools and guides that will support communities with decision making.

Updated annually, the CFPP serves as a means to gain consensus on priority initiatives and maximize value from available OFM resources. Key partners include: NWTFCA, NWTAC, LGANT, and WSCC.

The following activities were completed in 2015:

#### **Community Fire Protection Matrix**

In 2015, a decision-making tool was created for communities to help identify a level of fire protection that is suitable to their specific needs. The tool assists community governments with allocating resources and contains foundational aspects for establishing and maintaining a fire service, including: *governance*, personnel, training, equipment, apparatus, infrastructure, and procedures. It forms the basis for future work to support fire departments and municipal authorities.

#### **Derelict Building Management Strategy**

- In August 2015, MACA piloted a project with the Hamlet of Tuktoyaktuk to develop a derelict building management strategy, which contains an assessment of fire-risk structures; recommendations for immediate and future action; and a detailed description of available management options.
- The purpose of this work is to provide municipal authorities with a tool to address the problem. Addressing derelict structures takes time and requires a coordinated effort. A community plan is necessary to help ensure municipal decision-making and priority-setting guide the community government's efforts to solve the problem. Ultimately, the goal is to reduce the risk of fire, crime, and trespass; improve the municipal landscape; and free up potential lands for future development.
- This pilot project will form the basis of a broader strategy to help other communities deal with similar challenges.

#### Improved Community Access to Information, Tools, and Guides

In the fall of 2015, MACA established a community fire protection resource page on the Department's website as a one-stop-shop for community governments and fire departments. This page provides background information on the community fire protection plan, completed projects, current & future initiatives, available tools and support information. It will be updated regularly as MACA and our partners move forward with priority initiatives that will strengthen community fire protection in the NWT.

#### Video Presentation for Elected Officials

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Work commenced on the development of a video presentation to help inform and inspire community governments to bring out the full potential in their fire service. The goal is to help elected officials better understand the fundamental requirements of a community fire protection service, key success factors, their role as municipal leaders, and critical path towards an effective service.

The video production will include key messages and testimonials with various representatives from the fire service and community governments. It will also highlight some of the advantages that can be recognized by having a well-organized, managed, and trained fire service in the community.

The project is scheduled to be completed by early summer 2016.

## Functional Review – Plan Review

- In 2015, MACA completed an examination of the plan review function to ensure the Department is meeting its regulatory responsibility pursuant to the FPA, and to validate and/or improve alignment of regulatory requirements with current practices and procedures. This work included:
  - A detailed functional and legal analysis of current practices relative to the FPA and its Regulations;
  - Inter-jurisdictional research of comparative practice in other provinces and territories; and 0
  - The views and recommendations of industry stakeholders and GNWT infrastructure 0 departments.
- In December 2015, MACA met with industry stakeholders to better understand their perspectives on the plan review function. Stemming from this work will be the creation of industry guidelines in summer 2016 to help ensure procedural clarity and a continuing dialogue with those responsible for ensuring adherence of construction plans and specifications with adopted codes and standards.

## Fire Prevention Act Update

Municipal and Community Affairs (MACA) continues efforts to review the legislative framework that governs structural fire prevention in the Northwest Territories (NWT). This legislative framework relates to the investigation and reporting of structural fires, regulates fire hazards, and allows for the adoption of codes and standards for the prevention and extinguishment of structural fires. The legislative framework is made up of the Fire Prevention Act (Act), as well as the regulations established under it, which are the Fire Prevention Regulations, the Fireworks Regulations, and the Propane Cylinder Storage Regulations. In 2014, the Department completed an examination of options through a review of relevant legal opinions, policy research and analysis, including identifying gaps, completing inter-jurisdictional research, and determining additional areas for improvement.

In 2015, a discussion document was developed to engage residents and stakeholders for the purpose of gaining feedback to help MACA understand what is and what is not working within the current legislative framework. The discussion document will inform a broad dialogue in two areas:

1. General feedback about the *FPA* and its Regulations; and

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2. Feedback on potential issues and challenges that have been identified through previous limited stakeholder engagement, as well as through preliminary internal considerations of the legislation.

The Department anticipates releasing the discussion document in summer 2016. The results will form the basis of a focused dialogue with stakeholders in early 2017 that will inform development of a legislative proposal during the 18<sup>th</sup> Legislative Assembly. ....

## **Regional Statistical Summaries**

## **South Slave Region**

Located within the South Slave region are the communities of Fort Smith, Fort Resolution, Enterprise, Hay River, Fort Providence, Kátł'odeeche First Nation and the South Slave Hinterland. A total of 9 fires were reported in the South Slave region in 2015.

	Fires Reported	False Alarms <sup>1</sup>	Fire Investigations	Dangerous Goods	Fire Inspections
Enterprise	0	0	0	0	0
Fort Resolution	0	0	0	0	3
Fort Smith	6	24	6	0	13
Hay River	3	22	3	0	9
Fort Providence	0	0	0	0	5
Kátł'odeeche First Nation	0	0	0	0	0
Kakisa	0	0	0	0	0
Hinterland	0	0	0	0	0
TOTAL	9	46	9	0	30

#### List any fires that caused over \$100,000 in damage

February 22	Fort Smith	Undetermined	\$400
May 13	Fort Smith	Accidental	\$250
June 30	Fort Smith	Incendiary	\$300

#### Fire Loss by Act or Omission

Accidental	5
Natural	0
Incendiary	2
Undetermined	2

<sup>1</sup> False alarm data is typically only reported by larger communities.

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## **Deh Cho Region**

Undetermined

Located in the Deh Cho region are the communities of Fort Liard, Fort Simpson, Jean Marie River, Nahanni Butte, Trout Lake, and Wrigley. The Deh Cho had 15 reported fires in 2015.

	Fires Reported	False Alarms	Fire Investigations	Dangerous Goods	Fire Inspections
Fort Liard	5	0	5	0	1
Fort Simpson	10	1	10	0	12
Jean Marie River	0	0	0	0	0
Nahanni Butte	0	0	0	0	0
Trout Lake	0	0	0	0	1
Wrigley	0	0	0	0	1
Hinterland	0	0	0	0	0
TOTAL	15	1	15	0	15

#### List any fires that caused over \$100,000 in damage

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May 16	Fort Simpson	Accidental	\$
Fire Loss by Act	or Omission		
Accidental	2		
Natural	0		
Incendiary			

## Sahtu Region

Located within the Sahtu Region are the communities of Colville Lake, Déline, Fort Good Hope, Norman Wells, and Tulita. A total of 3 fires were reported in the Sahtu region in 2015.

	Fires Reported	False Alarms	Fire Investigations	Dangerous Goods	Fire Inspections
Colville Lake	0	0	0	0	2
Délįnę	0	0	0	0	2
Fort Good Hope	1	0	1	0	7
Norman Wells	2	1	2	0	5
Tulita	0	0	0	0	2
Hinterland	0	0	0	0	0
TOTAL	3	1	3	0	18

#### List any fires that caused over \$100,000 in damage

October 6	Fort Good Hope	Accidental	\$114

#### Fire Loss by Act or Omission

Accidental	2
Natural	0
Incendiary	0
Undetermined	1

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## **Inuvik Region**

Located in the Inuvik region are the communities of Aklavik, Fort McPherson, Inuvik, Paulatuk, Sachs Harbour, Tsiigehtchic, Tuktoyaktuk, and Ulukhaktok. A total of 10 fires were reported in the Inuvik region in 2015.

	Fires Reported	False Alarms	Fire Investigations	Dangerous Goods	Fire Inspections
Aklavik	1	0	1	0	7
Fort McPherson	0	0	0	0	10
Inuvik	7	72	7	3	20
Paulatuk	0	0	0	0	7
Sachs Harbour	0	0	0	0	8
Tsiigehtchic	0	0	0	0	5
Tuktoyaktuk	2	0	2	0	8
Ulukhaktok	0	0	0	0	8
Hinterland	0	0	0	0	0
TOTAL	10	72	10	3	73

#### List any fires that caused over \$100,000 in damage

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January 24	Inuvik	A	ccidental	\$200
Fire Loss by Act o	r Omission			
Accidental		7		
Natural		0		
Incendiary		3		
Undetermined		0		
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## **North Slave Region**

Approximately half the population of the NWT resides in the North Slave region, which includes the city of Yellowknife and the communities of Dettah, Behchokỳ, Gamètì, Łutsel K'e, Wekweètì, and Whatì. Three operating diamond mines are also located in the North Slave region. A total of 214 fires were reported in the North Slave region in 2015.

	Fires Reported	False Alarms	Fire Investigations	Dangerous Goods	Fire Inspections
Dettah	0	0	0	0	1
Behchokò	5	0	5	0	7
Gamètì	0	0	0	0	6
Łutsel K'e	0	0	0	0	5
N'Dilo	0	0	1	0	2
Wekweètì	0	0	0	0	3
Whatì	0	0	0	0	5
Yellowknife	209*	183	8	15	379
Hinterland	0	0	2	0	0
TOTAL	214	183	16	15	408

\*Note: 201 of 209 fires reported were classified as 'other', with no dollar loss, and did not require an investigation by the OFM.

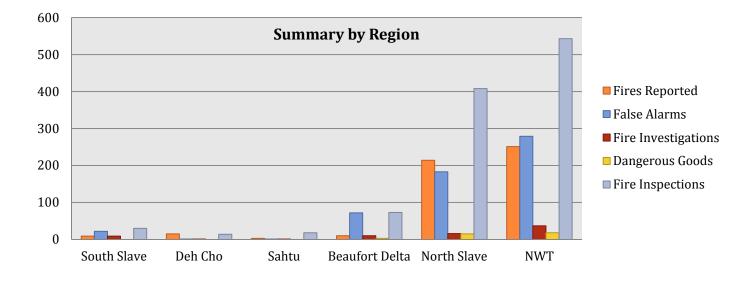
#### List any fires that caused over \$100,000 in damage

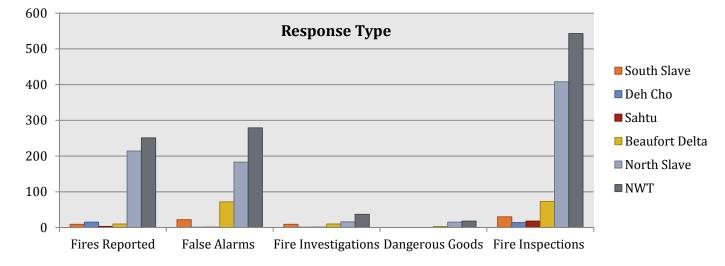
February 20	Yellowknife	Accidental	\$1,100
May 15	Behchokö	Incendiary	\$150
June 14	Yellowknife	Undetermined	\$3,600
August 17	Yellowknife	Accidental	\$1,200
November	Yellowknife	Undetermined	\$450

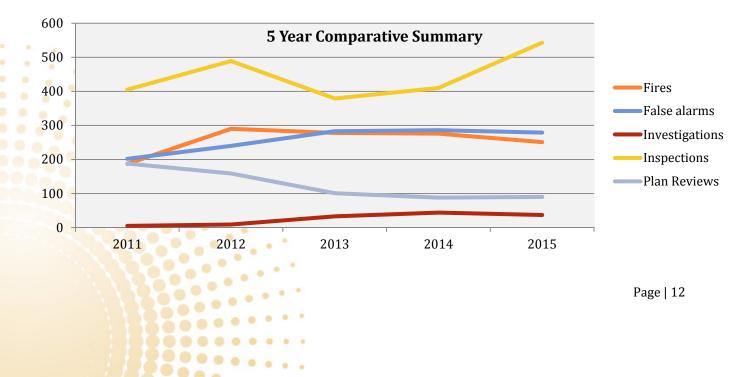
#### Fire Loss by Act or Omission

Accidental	4
Natural	0
Incendiary	7
Undetermined	5

## **Territorial Response Statistics**







## **Incendiary Fire Occurrences (Arson)**

An incendiary fire (Arson) is the criminal act of deliberately setting fire to property. Arson fires occur every year in the NWT and continue to be a concern to the OFM. When a fire occurs with criminal intent, the Royal Canadian Mounted Police (RCMP) are the lead investigative agency with the OFM providing fire investigation expertise and support as needed. In 2015, 38 Arson investigations occurred resulting in 3 convictions / 21 unsolved cases and 14 other actions i.e. – Alternative Measures / Stayed Prosecutions / Education or Mental Health Intervention(s).

## **Injury & Cost Analysis**

The following is a summary of population, fire and cost statistics for the five regions of the NWT in 2015.

	South Slave	Dehcho	Sahtu	Beaufort Delta	North Slave	Northwest Territories
Population	7,233	3,405	2,545	6,699	21,183	44,253
<b>Fires Reported</b>	9	15	3	10	214	251
Dollar loss (000)	\$1,070	\$150	\$114	\$200	\$6,667	8,201
\$\$ loss per Capita	\$148	\$44	\$45	\$30	\$315	\$185
Fatalities	1	0	0	0	0	1
Injuries	0	0	0	0	1	1

### **General Observations**

- There were a substantial number of fires classified as accidental fires having a significant financial impact on the NWT. The 11 fires reported over \$100,000 resulted in \$3,014,000 in damages. This signals a necessity for the OFM to continue to work closely with community fire services personnel and residents to bring a greater awareness to fire prevention measures.
- Community reporting of fires to the OFM remains challenging in the NWT. This is a trend across Canada and demonstrates the need for the OFM to simplify community fire reporting requirements. Reported causes of fires also contribute to identification for fire prevention programming in the NWT.
- False alarms continue to burden community fire protection services.
- Fire Inspections increased from 2014 due to an increased demand in regulatory inspections (i.e. –liquor licensing, business licensing, daycares, etc.). The OFM conducts all Fire Inspections in smaller communities due to limited capacity; this continues to pose challenges, particularly when follow-up is required. The large volume of inspections in the North Slave can be attributed to liquor licensing.
- Majority of regulatory activity continues to occur in the North Slave due to the high concentration of infrastructure.
- Per capita dollar loss was reduced in all regions with North Slave being the exception. North Slave Region experienced several high dollar loss fires, one resulting in excess of a \$3,000,000 fire loss (Polaris Apartments).
- Out of the 37 fires investigated by the OFM, 15 (41%) were suspicious in nature.

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## **On-Going Activities**

## **Fire Prevention**

Every year, the OFM looks to Fire Prevention Week (FPW) to educate residents and promote fire safety awareness initiatives in line with the national theme. This year's FPW took place October 4-10, 2015. The theme was "Hear the Beep Where You Sleep: Every Bedroom Needs a Working Smoke Alarm" and focused on providing residents the knowledge necessary for the safe installation and maintenance of smoke alarms.

The OFM targets three main audiences during FPW:

- **General Public:** Providing information to NWT residents that helps them understand the importance of being prepared for the dangers of fire.
- Schools: Involvement and support from schools is essential for successful use and distribution of FPW materials.
- **Community Fire Departments:** Providing messaging about the importance of educating the public on fire safety, and providing community fire departments with tools to help them engage the public on these issues.

The OFM has sourced a number of printed materials for distribution to local fire departments, schools, and residents including:

- A guide for local fire departments to plan and implement a successful smoke alarm installation program within their communities;
- A Fire Safety Starts With You (FSSWY) school activity booklet with puzzles, games, quizzes, and general fire safety information;
  - Developed annually in collaboration with public fire and life safety educators in the western 0 provinces and territories.
- A school newsletter and fire safety tips poster;

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- A teacher lesson plan which provides suggested activities on how to make effective use of FSSWY activity booklets; and
  - A family letter and home fire safety inspection checklist encouraging parents to review the FSSWY activity booklets with their children and inspect their home for fire safety.
    - 0 NWT residents and their children who completed the checklist are entered in an **online contest** to win one of five regional home fire safety prize kits, which include: combination smoke/carbon monoxide detectors; emergency flashlight; and a fire station LEGO kit.

### **Carbon Monoxide Awareness**

A carbon monoxide (CO) public awareness campaign was launched in the fall that puts emphasis on educating families about the danger of CO poisoning. The campaign's aim is to work with community governments and other partners to educate residents about taking simple precautions to reduce the risk. Residents are reminded of the seasonal dangers and maintenance schedules that are associated with fuel-burning appliances and machinery. The timing of the campaign coincides with FPW and the start of heating season. The program was first launched in 2014.

## Learn not to Burn (LNTB)

In partnership with the Canadian council of Fire Marshals and Fire Commissioners (CCFMFC), the Public Fire Safety Council provided each province and territory with a package of LNTB booklets and Sparky's ABCs of Fire Safety (DVDs) as a free educational resource for fire safety educators throughout Canada.

The LNTB program is a teacher's fire safety resource developed by the National Fire Protection Association (NFPA), which presents important fire safety behaviors to young children and families using classroom lessons, activities and home connections. The program is aimed at classroom age groups from preschool through grade 1. Educators who choose to use this resource may invite local Fire Department members into the classroom to support the lessons.

In 2015, the OFM distributed LNTB literature to schools throughout the NWT.

### **Fire Inspections**

The OFM conducts regulatory and non-regulatory fire inspections on a variety of building classifications. These inspections ensure requirements of the *National Fire Code of Canada* as adopted by the *Fire Prevention Regulations*. **In 2015, the OFM conducted a total of 408 inspections in the NWT.** 

#### **REGULATORY FIRE INSPECTIONS (mandatory)**

- Occupancy Load Inspections for all Liquor Establishments and Special Occasions (Liquor Licensing Act)
- Day-home and Daycare Inspections (Child Daycare Regulations);
- Business License Inspections (Business License Fire Regulations);
- Response to complaints where departures from the codes and standards are reported.

#### NON – REGULATORY INSPECTIONS (non-mandatory)

- Senior Citizen Homes ;
- Correctional Facilities ; (confinement or open custody)
- College's / Trade shops/ Schools and other educational facilities
- Healthcare Facilities
- Hotels / Lodging
- Places of gathering (community Halls / Church's etc.)

### **Plan Review**

The NWT plan review plays a vital role in the Government of the Northwest Territories' obligation to protect residents from the threat of fire and spread of fire by ensuring a thorough review of architectural design and engineering plans for construction projects in the NWT. The OFM is responsible for reviewing plans of all construction excluding single family dwellings and ancillary structures for single family dwellings.

With the exception of Yellowknife, there is no regulatory authority in the NWT to ensure a building is safe for public occupancy in relation to adopted codes and standards, beyond the fire safety requirements identified by the *Fire Prevention Act.* Plans and specifications are reviewed by the OFM to determine whether they meet the fire safety requirements adopted by the *Fire Prevention Regulations*, and developers are responsible to ensure all statutory requirements are met and construction is completed in a manner consistent with the OFM plan review assessment.

The OFM also participates as a member of the Canadian Commission on Building and Fire Codes, and the Provincial/Territorial Policy Advisory Committee on Codes. These committees coordinate the development and revision of the codes adopted through the *Fire Prevention Act* that govern all construction and renovation in the NWT.

The plan review activity involves a wide variety of construction projects including multi-residential, commercial, resource development, fuel storage and dispensing, mining, oil and gas, water supply, etc. Plan review is conducted on a fee for service basis.

In 2015, the OFM reviewed 90 plans for construction of new buildings and/or alterations of existing buildings.

## **Training Initiatives**

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MACA's School of Community Government (SCG) provides communities accredited and non-accredited fire training through a variety of delivery methods i.e. - in-community (face to face) and online delivery methods using Territorial and College of the Rockies fire training instructors who also provide evaluation to the Territory.

Customized fire training programs allows flexible and community driven initiatives to enhance community protection and preparedness. Accreditation by the College of the Rockies allows participants to hold certification under recognized Fire Fighting standards and enhances personal development as well as generates a set base of volunteers making those skills applicable anywhere in the NWT or Canada.

Communities can request training from a Basic level (prevention based) up to a Professional level -National Fire Protection Association (NFPA) 1001 depending on community objectives, available resources, needs and capacity. Additional training options are also available i.e. – Fire Inspection training (NFPA 1031) / Fire Investigator (NFPA 1033) / Fire Officer (NFPA 1021) for community application. The following chart identifies fire training that was provided in the NWT for 2015 based on the type of training received.

	North Slave	Deh Cho	South Slave	Sahtu	Beaufort Delta	Online	Total
Training Events	7	1	1	1	5	12	27
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### **Fire Service Merit Awards**

Community firefighters and fire departments play a critical role in safeguarding residents and communities of the NWT. Firefighters are relied upon to provide an essential service that protects the lives and property of all NWT residents. MACA acknowledges the vital contributions made by fire fighters and fire departments through the Fire Service Merit Awards Program (FSMA).

All community fire departments, volunteer, and paid fire fighters in the NWT are eligible to receive a FSMA. Nominees are considered for awards based on their contribution to the NWT fire service and/or community fire protection.

This contribution may include, but is not limited to:

- An outstanding achievement in fire protection;
- An innovative idea or solution to a fire related issue;
- A high degree of personal commitment;
- A demonstrated improvement over the past year (including training achievements);
- The impact of achievements on the community and/or the territory.

Community fire service awards are presented to recognize outstanding efforts to the NWT fire service made by a community. Only those communities that have shown a marked enhancement of emergency service to the community, measured against a formal assessment by the OFM, will be considered in a given year. A selection committee chooses award recipients from among all nominations received by the public.

FSMA may be presented to recipients at a public awards ceremony to be held each year to coincide with FPW (the week containing October 9th of each year). Awards are presented regionally.

In 2015, the following nominee's received a FSMA:

#### Individuals

- Fire Chief Jim Sawkins, Inuvik Fire Department
- Sherry Beard, Yellowknife Airport Fire Chief
- Bradley King, Fort Resolution Fire Department

#### **Fire Department**

• Fort Simpson Fire Department

## Length of Service Awards

MACA recognizes volunteer and paid firefighters who have served for lengths of two, five, ten, 15, 20, 25, 30 and 35 years with individual certificates as well as length of service pins, medals, or a commemorative clasp and service bar for each period.

All volunteer and paid firefighters are eligible to receive length of service awards. As MACA does not keep records on community firefighters, the Department issues a call annually to fire departments and community governments for applications for each level of award as firefighters become eligible. Length of service will be verified by the community Senior Administrative Office or Fire Chief on each application.

The OFM issues length of service awards as applications are received and verified. Awards may be sent directly to recipients or may be presented at an organized event.

In 2015, ceremonies took place in each region to recognize NWT volunteer and paid firefighting personnel and departments.



## **Contact Information**

#### Office of the Fire Marshal

Public Safety Division Department of Municipal and Community Affairs Government of the Northwest Territories Phone: (867) 767-9161 Ext (21026) Fax: (867) 873-0260 http://www.maca.gov.nt.ca/office-of-the-fire-marshal/

