



OFFICE *of the* FIRE  
COMMISSIONER

2016-2017 ANNUAL REPORT



## ***Mission Statement***

To safeguard both persons and property from fire and life safety hazards through education, investigations, emergency response and code application.

## ***Our Values***

We believe people have the right to live in safe communities.

We believe in providing the best possible programs and services to our clients.

We believe in being responsible for our organization and in our organization being fair, effective and efficient.

We believe in the loyalty of our people and value their continued development.



## ***Énoncé de mission***

Protéger les personnes et les biens contre l'incendie et les autres dangers pour la sécurité des personnes grâce à l'éducation, les enquêtes, les interventions d'urgence et à l'application des codes.

## ***Nos valeurs***

Nous croyons que la population a le droit de vivre dans des collectivités sécuritaires.

Nous croyons que nous devons offrir les meilleurs programmes et services possible à nos clients.

Nous croyons que nous devons assumer nos responsabilités au nom de notre organisation et que celle-ci est équitable, juste, efficace et efficiente.

Nous croyons dans la loyauté de nos membres et nous apprécions leur développement professionnel continu.



**MINISTER  
OF GROWTH, ENTERPRISE AND TRADE**

Room 358  
Legislative Building  
Winnipeg, Manitoba CANADA  
R3C 0V8

Her Honour the Honourable Janice C. Filmon, C.M., O.M.  
Lieutenant Governor of Manitoba  
Room 235 Legislative Building  
Winnipeg MB R3C 0V8

May it Please Your Honour:

I have the privilege of presenting the twentieth Annual Report of the Office of the Fire Commissioner for the fiscal year ended March 31, 2017.

Respectfully submitted,

Original signed by

Blaine Pedersen  
Minister





**MINISTRE  
DE LA CROISSANCE, DE L'ENTREPRISE ET DU COMMERCE**

Bureau 358  
Palais législatif  
Winnipeg (Manitoba) Canada  
R3C 0V8

Son Honneur l'honorable Janice C. Filmon, C.M., O.M.  
Lieutenante-gouverneure du Manitoba  
Palais législatif, bureau 235  
Winnipeg (Manitoba) R3C 0V8

Votre Honneur,

J'ai le privilège de vous présenter le vingtième rapport annuel du Bureau du commissaire aux incendies pour l'exercice terminé le 31 mars 2017.

Le tout respectueusement soumis.

Le ministre,

Original signé par

Blaine Pedersen





**Growth, Enterprise and Trade  
Deputy Minister**

Honourable Blaine Pedersen  
Minister of Growth, Enterprise and Trade  
Room 358 Legislative Building  
Winnipeg MB R3C 0V8

Dear Minister:

I am pleased to submit, for your consideration, the twentieth Annual Report of the Office of the Fire Commissioner for the year ended March 31, 2017.

The Board and Management continue to strive to meet the important organizational mission of safeguarding both persons and property through education, investigations, emergency response and code application.



Respectfully submitted,

Original signed by

Dave Dyson  
Acting Deputy Minister of Growth, Enterprise and Trade



**Croissance, Entreprise et Commerce Manitoba**  
**Sous-ministre**

M. Blaine Pedersen  
Ministre de la Croissance, de l'Entreprise et du Commerce  
Palais législatif, bureau 358  
Winnipeg (Manitoba) R3C 0V8

Monsieur le Ministre,

J'ai l'honneur de vous présenter le vingtième rapport annuel du Bureau du commissaire aux incendies pour l'exercice se terminant le 31 mars 2017.

Le conseil d'administration et la direction continuent à s'efforcer de mener à bien l'importante mission du Bureau consistant à protéger les personnes et les biens grâce à l'éducation, les enquêtes, les interventions d'urgence et par l'application des codes.

Le tout respectueusement soumis.

Le sous-ministre par intérim de la Croissance, de l'Entreprise et du Commerce,

Original signé par

Dave Dyson



# OFFICE *of the* FIRE COMMISSIONER



Dave Dyson  
Acting Deputy Minister of Growth, Enterprise and Trade  
352 Legislative Building  
Winnipeg MB R3C 0V8

Dear Mr. Dyson:

I am pleased to submit for your review the 2016/17 Annual Report of the Office of the Fire Commissioner (OFC) for the year ended March 31, 2017.

Highlights from the past year that stand out for the Agency as significant achievements include:

- Enhancing the training and educational opportunities for the Manitoba Fire Service, Indigenous Communities and other local authorities, code officials and design professionals.
- Strengthening the Manitoba building and fire codes to enhance public safety and promote consistency and harmonization across jurisdictions.
- Enacting regulatory amendments to the Manitoba Farm Building Code to streamline requirements for farm buildings and aligned Manitoba with other Western Canadian Provinces.
- Continuing to work to modernizing the regulatory and policy framework in support of new technical safety legislation.
- Promoting opportunities for staff engagement, training and development.

With its diverse mandate, the Agency plays a critical role in maintaining Manitoba's public safety network. Throughout the year the Agency has continued to implement initiatives to improve and integrate operations, streamline services and reduce red tape for the Agency's stakeholder groups. The Agency remains committed to working towards operational excellence in all aspects of our diverse service delivery mandate.

Sincerely,

Original signed by

David Schafer  
Fire Commissioner



# OFFICE *of the* FIRE COMMISSIONER



M. Dave Dyson  
Sous-ministre par intérim de la Croissance, de l'Entreprise et du Commerce  
Palais législatif, bureau 352  
Winnipeg (Manitoba) R3C 0V8

Monsieur,

J'ai l'honneur de vous présenter le rapport annuel 2016-2017 du Bureau du commissaire aux incendies pour l'exercice se terminant le 31 mars 2017.

Les points saillants de l'exercice passé que le Bureau considère comme des réalisations importantes comprennent ce qui suit :

- l'amélioration des possibilités de formation et d'éducation pour le service d'incendie du Manitoba, les Premières Nations, les autorités locales, les officiels certifiés relativement aux codes et les professionnels du design;
  - le renforcement du Code du bâtiment et du Code de prévention des incendies du Manitoba pour améliorer la sécurité publique et promouvoir l'uniformité et l'harmonisation entre les administrations;
  - l'adoption de modifications réglementaires du Code de construction des bâtiments agricoles du Manitoba pour simplifier les exigences concernant les bâtiments agricoles et harmoniser le Manitoba avec les autres provinces de l'Ouest canadien;
  - la poursuite du travail de modernisation du cadre politique et réglementaire pour appuyer de nouvelles mesures législatives en matière de sécurité technique;
  - la promotion d'occasions de perfectionnement, de formation et d'engagement du personnel.
- Avec son mandat diversifié, le Bureau joue un rôle essentiel dans le maintien du réseau de sécurité publique du Manitoba. Tout au long de l'année, le Bureau a continué à mettre en œuvre des initiatives pour améliorer et intégrer les activités, rationaliser les services et réduire les lourdeurs administratives pour les groupes d'intervenants de l'organisme. Le Bureau reste engagé à poursuivre l'excellence opérationnelle dans tous les aspects de son mandat diversifié de prestation de services.

Je vous prie d'agréer, Monsieur, mes salutations distinguées.

Le commissaire aux incendies du Manitoba,

Original signé par

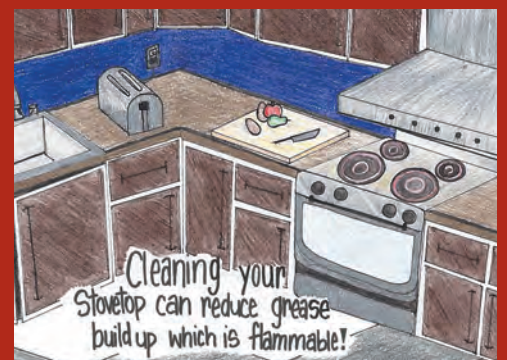
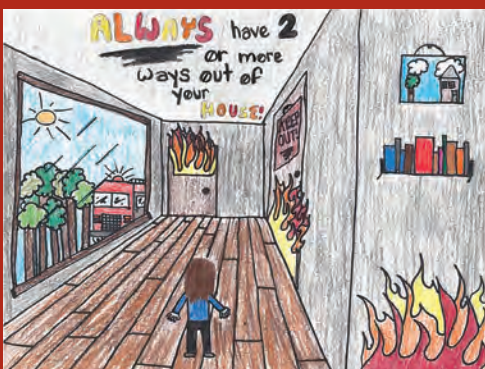
David Schafer

# Don't throw Caution to the WIND!



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# SPECIAL OPERATING AGENCY ADVISORY BOARD

*The role of the Advisory Board is to provide advice on the Office of the Fire Commissioner's (the Agency's) strategic operations and on changes to its mandate, structure, business practices and finances. The Advisory Board reviews and provides comments on the Agency's proposed business plans, quarterly and annual reports.*

*The Advisory Board consists of the following individuals:*

**Dave Dyson**

Board Chair  
Ex Officio  
Assistant Deputy Minister  
Labour and Regulatory Services  
Manitoba Growth, Enterprise and Trade

**David Schafer**

Ex Officio  
Fire Commissioner  
Office of the Fire Commissioner

## MEMBERS

**Karl Jaikaransingh**

Client Representative  
Sovereign General Insurance

**Ben Vanderzwaag**

Client Representative  
Manitoba Association of Fire Chiefs

**Brad Mason**

Client Representative  
Mechanical Contractors  
Association of Manitoba

**Ralph Groening**

Client Representative  
Association of Manitoba Municipalities

**Dick Harvey**

Agency Staff Representative  
Office of the Fire Commissioner

**John A. Lane**

Client Representative  
Winnipeg Fire Paramedic Service

# AUDIT COMMITTEE

*The role of the Audit Committee is to oversee the Agency's financial reporting processes, understand financial and business risks, manage internal and external audit relationships, ensure compliance with public sector reporting requirements and internal policies, and to make recommendations regarding policies and procedures related to whistleblower protection in accordance with The Public Interest Disclosure Act, and fraud awareness. The Audit Committee reviews Agency reports and issues in conjunction with the Advisory Board.*

*The Audit Committee consists of the following individuals:*

**Dave Dyson**

Board Chair  
Ex Officio  
Assistant Deputy Minister  
Labour and Regulatory Services  
Manitoba Growth, Enterprise and Trade

**David Schafer**

Ex Officio  
Fire Commissioner  
Office of the Fire Commissioner

**Cindy Giesbrecht**

Ex Officio  
Director Support Services  
Office of the Fire Commissioner

## MEMBERS

**Karl Jaikaransingh**

Representative from the Advisory Board  
Sovereign General Insurance

**Dan McCausland**

External Representative  
Access Credit Union and Manitoba  
Fire Service Member

**Amy Thiessen**

Acting Executive Director  
Finance and Strategic Services  
Manitoba Growth, Enterprise and Trade





# AGENCY PROFILE

## HISTORICAL PERSPECTIVE

The Agency's role in public safety has expanded significantly since the first Fire Commissioner was appointed in 1876.

The Fires Prevention Act was originally created in 1872 for the prevention of prairie fires and included the authority to conduct fire investigations. In 1876, the first Fire Commissioner was appointed to administer and enforce this act. In 1885, the act was amended to include fire protection of wooded lands. In 1940, the act was separated into two parts; Part I dealt with forest fires and Part II outlined the responsibilities of the Fire Commissioner in the area of fire prevention. In the early 1960s, training of fire fighters was included in this act and in 1997, Part I of the act was replaced with The Wildfires Act.

In addition to the responsibilities for fire prevention and management, the Agency is responsible for ensuring that buildings are constructed with public safety taken into account. The legal responsibility for building construction was first introduced in 1877 through The Manitoba Public Buildings Safe Egress Act and was followed by The Manitoba Public Building Act in 1884. The focus of both these acts was the assurance of safe public assembly buildings and means of egress. The proliferation of building codes and standards resulted in the creation of The Buildings and Mobile Homes Act in 1974.

Effective April 1, 1996, the Agency was designated as a special operating agency (SOA) under The Special Operating Agencies Financing Authority Act. The range of activities undertaken by the Agency continues to expand under the SOA model.

As a result of the tragic events on September 11, 2001, Bill 2, The Security Management (Various Acts Amended) Act was passed in 2002. This resulted in the renaming of The Fires Prevention Act as The Fires Prevention and Emergency Response Act and provided the Fire Commissioner with the authority to take whatever action is necessary in order to save lives and property, and to ensure that an effective incident management system is in place.

In 2011, the Mechanical and Engineering Branch of the Department of Labour and Immigration was transferred to the Agency, and was renamed Inspection and Technical Services Manitoba (ITSM). This amalgamation expanded the Agency's mandate to include administration responsibilities for various technical safety acts, which include: The Amusements Act, The Electricians' Licence Act, The Elevator Act, The Gas and Oil Burner Act, The Power Engineers Act, and The Steam and Pressure Plants Act. This allowed the Agency to streamline permit application and licensing processes for contractors and trades people by offering a single window technical safety services.

# ORGANIZATIONAL STRUCTURE AND SECTION RESPONSIBILITIES

## Policy and Planning

The Policy and Planning Section is responsible for the Agency's business planning, statistical analysis, regulatory and policy development. The Policy and Planning Section provides support to all sections of the Agency and assists each in achieving the Agency's goals and planned actions. This section also provides support to advisory boards and committees that have been established under various statutes which the Agency administers.

## Support Services

The Support Services Section provides effective comptrollership oversight, financial planning and processing, supports the Agency's information technology systems and upgrades, and provides direct administrative and clerical support to the Agency.

## Operations

The Operations Section provides a variety of consultative and support services to municipal fire services, councils and Indigenous Communities. These services are related to the operation and management of fire departments, oversight of the provincial mutual aid system, public education, fire prevention and fire investigation services. This section also coordinates the FireSmart program, which assists communities across Manitoba by proactively addressing Wildland Urban Interface (WUI) fire protection.

The Fire Investigation Unit provides investigation services across the province. Although investigating fires is a municipal responsibility, the Agency is often called upon to provide expert support for complex fires, or where injuries, deaths, or major property damage has occurred.

## Manitoba Emergency Services College (MESCC)

The college is located in Brandon and consists of a main campus and an 11.4 acre practical training site. The MESCC is also responsible for a satellite training facility in Thompson, and provides regional training across the province at the request of the Manitoba Fire Service. The MESCC provides comprehensive emergency services education, training and certification related to fire fighting, rescue, paramedic, critical incident stress management, fire and building code inspections, life safety education, emergency services instruction, fire officer, and management training. The MESCC holds accreditation in 36 program areas. The traditional clients of the MESCC are the Manitoba fire service, the Search and Rescue Manitoba network, and the Manitoba police service.

## Inspection and Technical Services Manitoba (ITSM)

The ITSM Section administers and enforces six separate pieces of technical safety legislation. As part of its mandate, ITSM issues permits, provides inspections of technical safety equipment, and provides examination and licensing of trades people. The following is an overview of the technical safety services provided by ITSM:

- electrical equipment inspections
- boiler and pressure vessel inspections
- elevators, elevating devices and amusement rides inspections
- gas and oil burning equipment inspections
- pressure weld testing and certification
- pressure vessel and piping registrations
- quality assurance program review and approvals
- trades licensing and examinations
- post-secondary technical training review and approvals



## Building and Fire Safety

The Building and Fire Safety Section administers and enforces the Manitoba construction codes, including the building, plumbing, farm building and energy codes. This section also administers the Manitoba Fire Code, the Mobile Homes Standards and Permits Regulation, and the Fire Safety Inspection Regulation.

The Fire Safety Inspection Unit provides fire inspection services to other departments and government agencies on behalf of the Agency. They also provide inspections on a fee-for-service basis to clients requesting services. Their primary responsibility is to provide education and support to local authorities when implementing their fire inspection programs. This service is provided at no cost.

The Building Code Inspection Unit administers the building code on a contract basis to municipalities throughout Manitoba. In exchange for these services, the Agency receives a fee per capita per municipality and a permit fee. In areas of the province where the local authority has not been delegated with the authority to administer Part 3 of the Manitoba Building Code, the Unit provides this service and permit fees are collected by the Agency.

## Emergency Response

In support of the Manitoba Emergency Plan administered under the Manitoba Emergency Measures Organization, the Agency provides emergency response services on behalf of the province to support municipalities, other provincial departments, policing agencies and other local authorities when emergency incidents are too large or complex for local or regional resources.

Under the direction of the Fire Commissioner, emergency response services are a shared responsibility across all sections of the Agency. Although this is not a dedicated section of the Agency, due to the importance of this service within the Agency's mandate, it is important to identify it separately.

The Agency has established a comprehensive response system to respond to any incident that is too large, technical or complex for a local authority to handle. The emergency response services provided by the Agency include, but are not limited to:

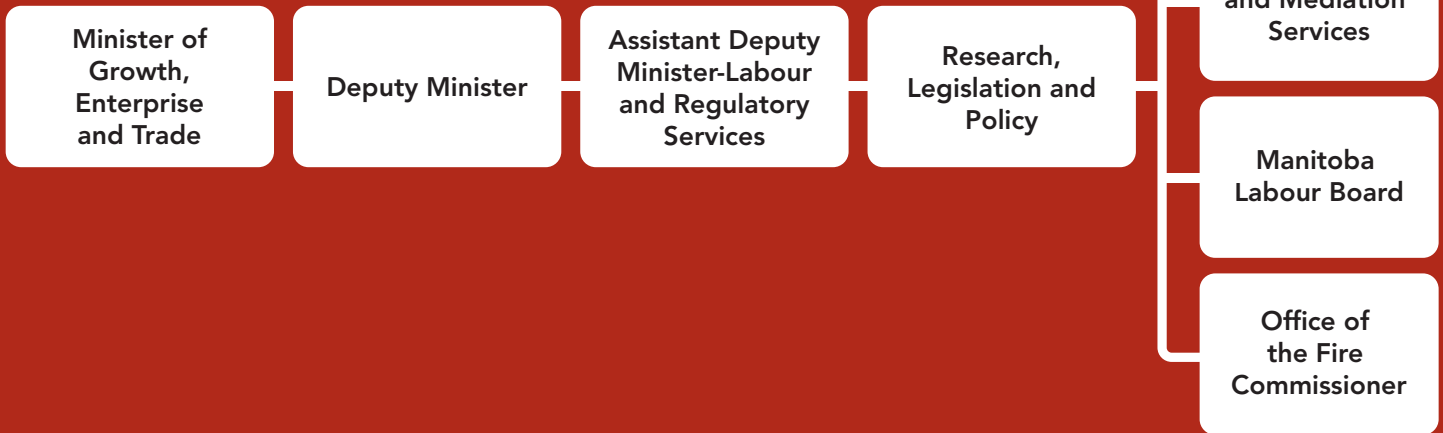
- Ground Search and Rescue (GSAR)
- Urban Search and Rescue (USAR)
- Chemical, Biological, Radiological, Nuclear and Explosive events (CBRNE)
- Hazardous Materials response (technician level)
- Wildland Urban Interface (WUI) fires and community protection
- Implementation of the Incident Command System (ICS) at the scene of major emergencies or disasters



# ORGANIZATIONAL STRUCTURE

## Manitoba Growth, Enterprise and Trade Labour and Regulatory Services

*The Agency is a Special Operating Agency within Manitoba Growth, Enterprise and Trade and reports directly to the Assistant Deputy Minister of Labour and Regulatory Services.*



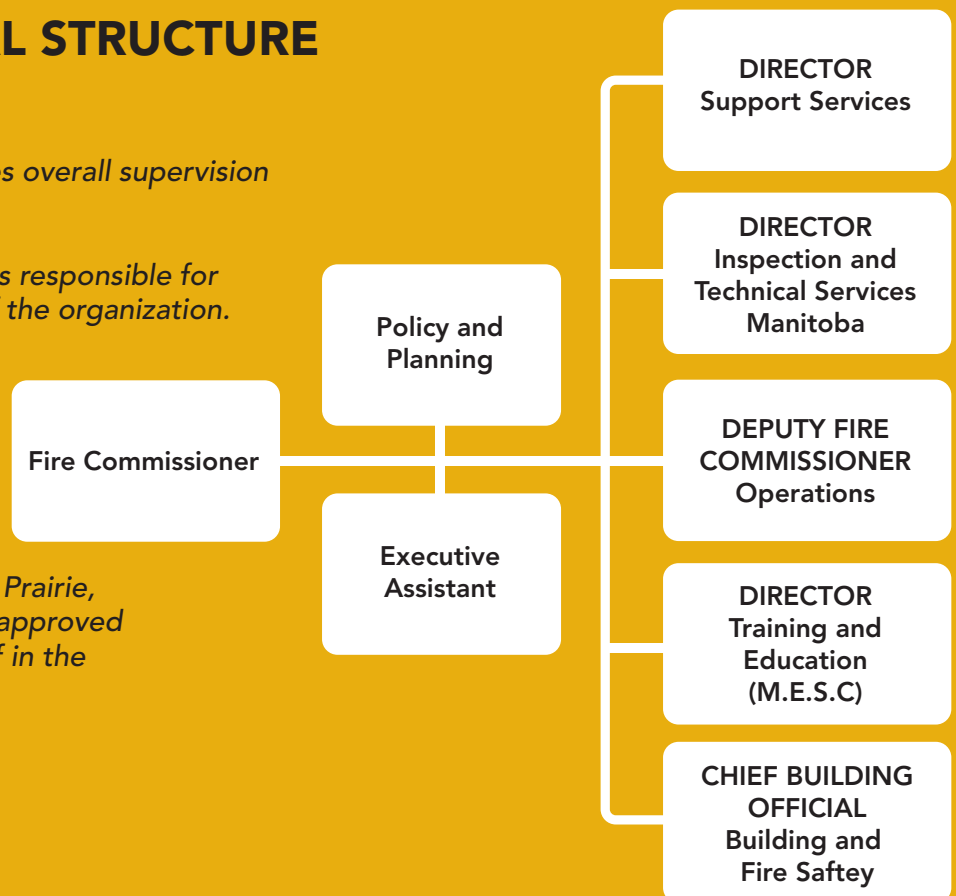
# ORGANIZATIONAL STRUCTURE FOR 2016/2017

*The Fire Commissioner provides overall supervision and guidance to the Agency.*

*The senior management team is responsible for the day-to-day management of the organization.*

*The Policy and Planning Section provides policy and planning support to all areas of the organization.*

*The Agency has offices in Winnipeg, Brandon, Portage la Prairie, and Dauphin. The Agency was approved for 122 regular and 6 term staff in the 2016/2017 fiscal year.*



# PROVINCIAL FIRE STATISTICS

Manitoba reported 2,783 fires in 2016. This was a decrease of 630 fires, or 18%, compared to 2015.

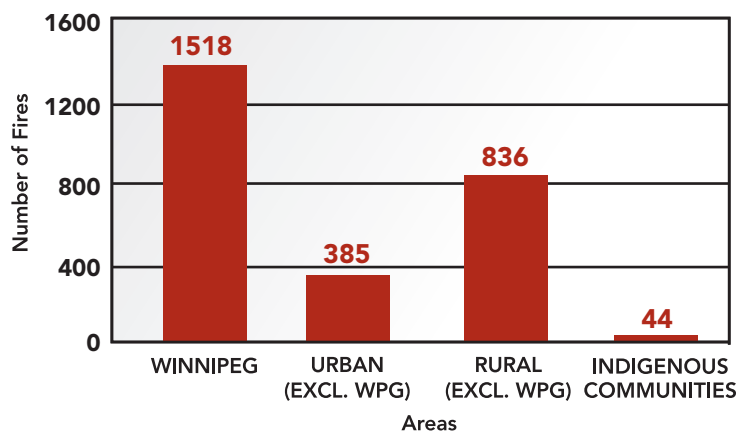
**Table 1.1 – Distribution of Fires**

	2013	2014	2015	2016
Winnipeg	1,953	1,639	1,555	1518
Urban (Excluding Winnipeg)	457	504	419	385
Rural (Excluding Winnipeg)	1,249	1,329	1,384	836
Indigenous Communities	95	176	116	44
<b>Total</b>	<b>3,754</b>	<b>3,648</b>	<b>3,474</b>	<b>2,783</b>



The majority of fires reported were in Winnipeg, which accounted for 55% of all reported fires in Manitoba in 2016.

**Chart 1.1 – Number of Fires Reported by Area**



## Property Damage And Loss

**Table 1.2 – 2015 Fires and Property Damage by Property Type**

	Number of Fires	Est. Value Loss
Structure	1,212	\$96,990,303
Vehicle	409	\$4,792,702
Outdoor Property	1,162	\$1,555,957

**Table 1.3 – Property Loss as a Result of Fires in Manitoba (\$)**

	2013	2014	2015	2016
<b>Total</b>	<b>\$140,807,341</b>	<b>\$141,885,059</b>	<b>\$130,403,070</b>	<b>\$103,338,962</b>



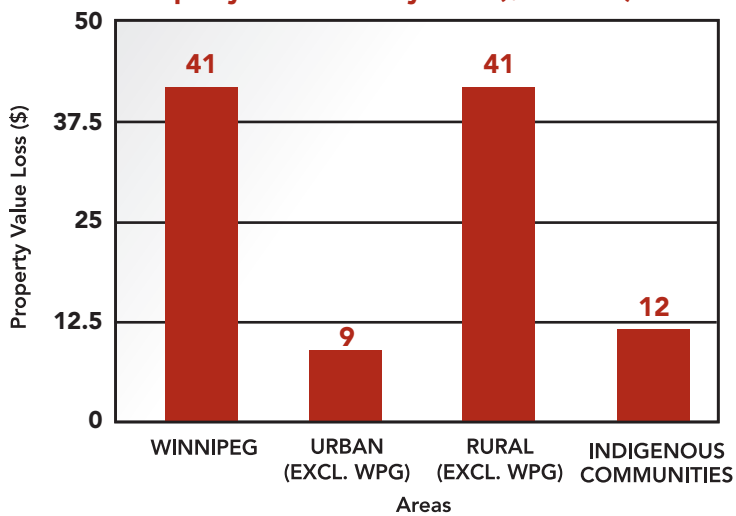
Forty-two major loss fires (damages of \$500,000 and over) accounted for \$48.8 million (47%) of the total estimated property loss in 2016. In 2015, Manitoba recorded 48 major losses with damages of \$67.4 million.

**Table 1.4 – Major loss fires resulting in \$500,000 or more in property value loss in Manitoba**

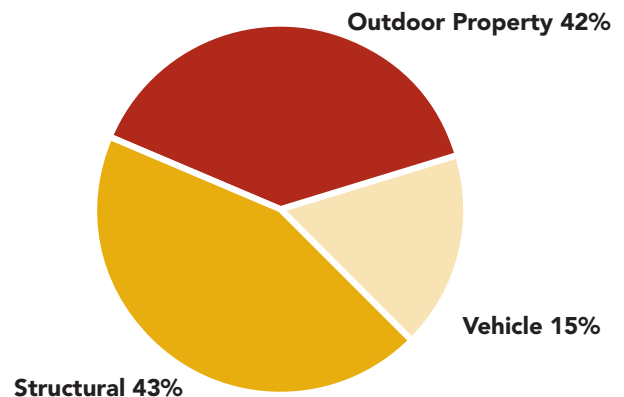
	2013	2014	2015	2016
<b>Number of major loss fires</b>	<b>47</b>	<b>46</b>	<b>48</b>	<b>42</b>
<b>Total Est. Value Loss (\$) per million</b>	<b>\$68.6</b>	<b>\$70.5</b>	<b>\$67.4</b>	<b>\$48.8</b>
<b>% of major loss from total property loss</b>	<b>49</b>	<b>50</b>	<b>52</b>	<b>47</b>

The City of Winnipeg accounted for 40% of property damages resulting from fires in Manitoba in 2016.

**Chart 1.2 – 2015 Manitoba Fires – Property Value Loss by Area (\$ millions)**



**Chart 1.3 – Percentage of Fires by Property Type**



**Table 1.5 – Manitoba property value loss by area**

	Estimated Property Loss (\$ millions)	% of losses
<b>Winnipeg</b>	<b>\$41</b>	<b>40</b>
<b>Urban (Excluding Winnipeg)</b>	<b>\$9</b>	<b>9</b>
<b>Rural (Excluding Winnipeg)</b>	<b>\$41</b>	<b>40</b>
<b>Indigenous Communities</b>	<b>\$12</b>	<b>11</b>
<b>Total</b>	<b>\$103</b>	<b>100</b>

In 2016, an estimated \$3.5 billion in property was saved as a result of the containment and suppression of fires by the Manitoba Fire Service.

## Injuries and Fatalities

Nineteen adults and one child lost their lives as a result of fires in 2016. All but one of the fatalities occurred in residential fires. There were 108 fire related injuries reported in 2016, which represents an increase of 2% compared to 2015. The Manitoba Fire Service assisted in evacuating 416 individuals from fires in 2016.

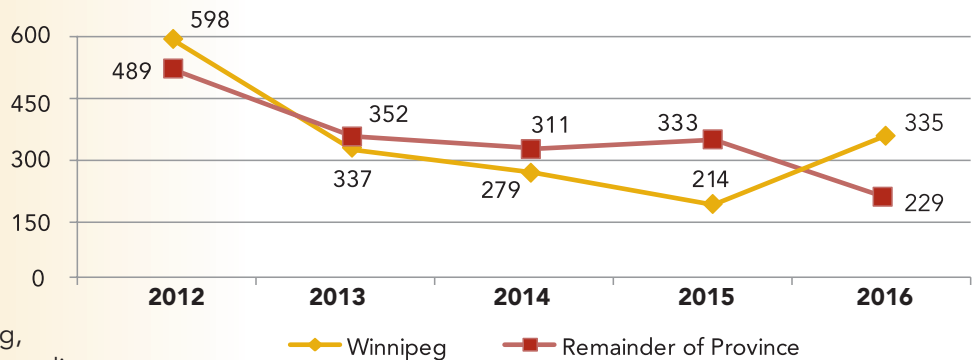
**Table 1.6 – Number of Injuries & Fatalities due to Fire**

	2013	2014	2015	2016
<b>Injuries</b>	<b>140</b>	<b>134</b>	<b>106</b>	<b>108</b>
<b>Fatalities</b>	<b>13</b>	<b>11</b>	<b>13</b>	<b>20</b>

## Suspicious Fires

In 2016, the City of Winnipeg reported 335 incidents which were determined to be incendiary\* or suspicious in nature. This was an increase of 57% or 121 fires compared to 2015. Of the 335 incendiary or suspicious fires in Winnipeg in 2016, 154 involved outdoor property.

**Table 1.7 - Manitoba Incendiary/Suspicious Fires 2011-2015**



For regions other than Winnipeg, 229 fires were determined as incendiary or suspicious. This was a decrease of 31% or 104 fires compared to 2015.

The table below shows the percentages of fires and property damages in 2016 resulting from four major causes: incendiary, suspicious, accidental, and undetermined.

**Table 1.8 – 2015 Number of Fires and Property Damage by Cause**

	Number of Fires	% of Fires	Est. Property Damage
<b>Incendiary</b>	<b>332</b>	<b>12</b>	<b>\$19,332,658</b>
<b>Suspicious</b>	<b>232</b>	<b>8</b>	<b>\$ 2,454,707</b>
<b>Accidental</b>	<b>1,325</b>	<b>48</b>	<b>\$51,581,100</b>
<b>Undetermined</b>	<b>894</b>	<b>32</b>	<b>\$29,970,497</b>

\*Incendiary is defined as a fire that has been deliberately ignited under circumstances in which the person knows that the fire should not be ignited.

Note: All statistics presented in this section are based on information provided to the Agency by local authorities, insurance adjusters, Manitoba fire investigators, RCMP/police authorities. Information is based on a calendar year.

# KEY CONTINUOUS IMPROVEMENT OBJECTIVES

The Agency identified seven key priorities in the 2016/17 Business Plan. These priorities were in addition to its core year-to-year activities.

## *Strengthening the Manitoba Building and Fire Codes to Enhance Public Safety*

The National Research Council of Canada publishes National Model Construction codes every five years, which are then reviewed and adopted by provincial jurisdictions across Canada. To ensure harmonization across jurisdictions, consistency in application and that regional needs and considerations are being met, in 2016/17 the Agency undertook a review of the 2015 National Model Codes, which includes the building, plumbing, energy and fire codes and the existing Manitoba amendments to these codes.

In 2015, as a result of the recommendations of the Fire Safety Task Force, the province implemented changes to the Building Code and the Fire Code to strengthen the level of fire and life safety protection in new and existing residential care facilities. To assist stakeholders with consistent and effective implementation, the Agency developed and released an easy to follow user guide in 2016 and continued to conduct information sessions with stakeholder groups and to monitor their compliance with the new regulations.

To better support the needs of the agricultural sector and to align Manitoba's requirements with other Western Canadian Provinces, the Agency, in partnership with Manitoba Agriculture, and with input from industry stakeholders, worked to amend the Manitoba Farm Building Code. Based on these consultations, new building and fire safety requirements for farm buildings came into effect in Manitoba on January 25, 2017. An easy to follow user guide was developed and training sessions were delivered to internal staff and various stakeholders on these changes.

## *Modernizing the Technical Safety Legislation and Supporting the Regulatory Framework*

The Agency is responsible for the administration of six technical safety acts that regulate the design, construction, installation, operation and maintenance of technical safety equipment in Manitoba. This includes elevators, amusement rides, boilers and pressure vessels, refrigeration equipment, electrical equipment, and gas and oil burning equipment.

Bill 69, The Technical Safety Act, will bring six pieces of existing safety legislation under one modern statute. To ensure that the new regulations are responsive to the needs of stakeholder groups and are reflective of industry changes and advancements, consultations have been ongoing and discussion papers were developed and made available for public feedback on the elevator, amusement ride and boiler and pressure vessel regulations. This legislation will take effect upon proclamation, which is expected to happen once the development of the new regulations to support the act have been completed.

To help streamline services across the Agency and with other provincial and municipal departments, the Agency completed a "Mobile Food Truck" guide for operators. This joint initiative undertaken by Manitoba Health, the Agency and the City of Winnipeg was designed to help new operators navigate licensing and inspection requirements and to better explain and streamline the application processes for operators.

The Agency also worked to harmonize inspection, repair and licensing requirements for steam traction engines across the western provinces. A joint guideline document was developed by technical safety authorities in Manitoba, Saskatchewan, Alberta and British Columbia to make it easier for this equipment to travel between jurisdictions.



## ***Implementing a Formal Comptrollership/Risk Management Plan and Integration of Information Systems***

The Agency continued to work to improve its comptrollership and risk management framework by reviewing and updating its internal financial processes, which included reviewing and updating the Agency's comptrollership plan and providing training to management and staff on their roles and responsibilities related to their financial reporting and Agency accountability. As well, several additional comptrollership activities were initiated by the Agency, including preparing orientation training modules and working to identify and complete a number of Agency specific Lean initiatives.

In order to continue to find Agency wide efficiencies and streamline services, the integration and enhancement of information systems continues to be a priority for the Agency. Meetings with provincial information and technology branches are ongoing in an effort to expedite the delivery of IT projects for the Agency over the next number of years.

## ***Investing in Fire Prevention and Public Education Opportunities***

Fire prevention and public education initiatives are core activities of the Agency. The Agency remains committed to investing in staff and resources to enhance both prevention and public education initiatives. The Fire and Life Safety Team continued to travel throughout the province with the safety education trailer, discussing the hazards of fire with children and community members and what one should do in case of an emergency.

Work continued on the implementation of the Manitoba Provincial Fire Protection Plan. The Working Group, a partnership between the Agency, the Association of Manitoba Municipalities (AMM), the Winnipeg Fire Paramedic Service (WFPS), Manitoba Municipal Administrators' Association (MMAA) and the Manitoba Association of Fire Chiefs (MAFC), completed the development of a one-day fire service overview seminar for elected officials and CAOs. The seminar has both classroom and practical exercises which are designed to give an overview of the critical elements of regulatory, administrative, financial management and human resources issues as they relate to fire department operations.

The Agency continued to work in partnership with the First Nations Fire Protection Working Group and hosted an interactive workshop involving the First Nations Fire Service Officers from the Tribal Councils, Indigenous and Municipal Relations, Indigenous and Northern Affairs Canada, Canada Mortgage and Housing Corporation and Agency staff. The workshop included seminars on roles, responsibilities, Fire Life Safety Education, Fire Prevention, funding and training opportunities. Participants were involved in practical scenarios designed to highlight the importance of training and personal protective equipment in order to understand the different levels of preparedness and fire protection response in a community.

The Agency continued to meet with local authorities in communities across Manitoba to assist municipalities with the implementation and development of their FireSmart plans. FireSmart plans help prevent and control interface fires, which can occur wherever residential, industrial, or agricultural developments are located within or near wildland settings with natural vegetation.

In partnership with the Department of Sustainable Development, the Agency sponsored the first provincial Local FireSmart Representative workshop with the aim of providing the fire service and municipal emergency managers with information regarding WUI issues and FireSmart fire prevention principles. Workshop attendees included CAOs, emergency preparedness coordinators, park services officers, fire service representatives, conservation officers and public education officers.



## ***Responding to the Training and Education Needs of the Manitoba Fire Service***

As Manitoba's premier leader in fire fighter, paramedic and emergency services training, the Manitoba Emergency Services College (MESC) has received re-accreditation from the National Board on Fire Service Professional Qualifications for 35 Fire and Rescue programs, as well as a full six-year accreditation from the Canadian Medical Association for the Primary Care Paramedic Program.

Through the MESC, the Agency provides comprehensive emergency services education and certification related to fire fighting, rescue, paramedic, critical incident stress management, fire and building code inspections, life safety education, emergency services instruction, fire officer and management training.

A record number of training programs continue to be delivered by the MESC to the Manitoba Fire Service, and as the needs of Manitoba's emergency responders evolve, the MESC continues to work to strengthen its programming and resources to ensure it is meeting the training needs of its clients. This has included the development and delivery of additional courses such as the Introduction to Inspecting High Hazard Occupancies course and the development of a curriculum for a grain safety program for first responders in collaboration with the Canadian Agricultural Safety Association.

### ***Ensuring the Agency is Positioned to Effectively Respond to Emergency Incidents by Supporting Municipalities and Other Provincial Agencies***

The Agency, on behalf of the province, fulfills a very large and diverse mandate by supporting local authorities and other provincial agencies with a wide variety of emergency response services and provides a critical link in Manitoba's safety infrastructure, through support of the municipal emergency response system. The Emergency Response Section provides emergency response to all areas in the province when requested by a local authority or government to assist, or where an incident is too large or complex for the responding agency to handle. This may include:

- Ground Search and Rescue (GSAR)
- Urban Search and Rescue (USAR)
- Chemical, Biological, Radiological, Nuclear and Explosive events (CBRNE)
- Hazardous Materials response (technician level)
- Wildland Urban Interface (WUI) fires and community protection
- Implementation of the Incident Command System (ICS) at the scene of major emergencies or disasters

The Agency remains committed to ensuring each speciality response team continues to be ready to respond on behalf of Manitobans. A number of initiatives were undertaken to increase the number of volunteers who participate and a variety of training courses and seminars were delivered to assist members in their training development.

### ***Promoting Opportunities for Staff Engagement, Training and Development in Pursuit of Operational Excellence***

The Agency continues to promote operational excellence and to build a culture that empowers staff to continually improve the Agency by implementing Lean initiatives, encourage employees to share ideas on how the Agency can improve operations, improve learning opportunities for staff and explore ways to increase overall employee job satisfaction.

The Agency has continued to focus on implementing human resource development initiatives including the development of an orientation training program for new employees, supervisors and managers and working to establish training requirements for each position, and to identify formal competencies to support each position while promoting consistency and alignment.



# KEY PERFORMANCE INDICATORS

## Fire Investigations

Fire investigations are conducted by members of the Manitoba fire service or the Agency in co-operation with policing authorities. Clients request the services of Agency fire investigators for situations involving fire fatalities, serious injuries, explosions, fires resulting in a major loss to the community, or where origin or cause cannot be determined at the local level.

INDICATORS	2014	2015	2016
<b>Fire Investigations</b>	<b>381</b>	<b>336</b>	<b>135</b>
<b>Percentage for which cause was determined</b>	<b>68%</b>	<b>85%</b>	<b>84%</b>

The investigation work done by the Agency may assist local authorities in laying criminal charges, which may lead to possible conviction. No specific targets are set in these areas as the number of charges and convictions fluctuate with the number of arson incidents. Decisions made and actions taken by the police and prosecutors influence both the number of charges and the number of convictions. Investigative work also identifies how a structure performed during a fire. This valuable information provides direct support to the building and fire code development process. The reduction of investigations completed by Agency investigators is a result of the Agency's efforts to strengthen the investigation capabilities of the local authorities, and the overall reduction in fire activity across the province.

In 2016/17, the Winnipeg Police Service laid 67 arson-related charges. Of those charged, 39% were youths under the age of 18. The Agency also provided coordination and support to the provincial Youth Fire Stop program. In 2016/17, 23 youths were referred to the program.

The Agency continues to support police services in responding to illegal drug operations such as

methamphetamine laboratories and marijuana grow operations. In 2016/17, the Agency responded to 32 illegal drug operations.

## Municipal Support

In addition to providing advice and training to municipalities on fire fighting, the Agency has been working with municipalities to place greater emphasis on fire prevention and public education in an effort to minimize loss to life and property. This effort was supported through the Manitoba Provincial Fire Protection Plan working group. This working group is a partnership between the AMM, WFPS, MMAA, MAFC and the Agency.

In support of the Provincial Mutual Aid System, Agency staff representatives regularly attended meetings of the Provincial Mutual Aid and Northern Training Districts, in order to provide consultative support and to promote district training. In 2016/17, Agency staff attended 49% of the Provincial Mutual Aid and Northern Training district meetings.

## Education and Training

The MESC provides the following training programs: Public Fire Paramedic, Fire Fighting and Emergency Medical Response, Emergency Services Instructor, Public Safety, Technical Rescue, Canine Search and Rescue, Hazardous Materials, Emergency Vehicle Driver/Operator, Incident Command, Fire Officer, Fire Investigation, Fire Safety Inspection, Institutional Fire Protection and Building Codes and Standards.

The large number of graduates from MESC courses help ensure that the province maintains a network of trained emergency response personnel, building officials and fire prevention officers.

Clients of the MESC ranked their satisfaction with course content, instructional effectiveness, and other aspects of course delivery at 89% for 2016/2017.



Training Program	Number of Courses Delivered/Registered	Number of Students
<b>September 2016 to June 2017</b> (Full time 10 month program)		
<b>Public Fire Paramedic*</b>	<b>1</b>	<b>40</b>
<b>April 2016 to March 2017</b> (Includes MESC Scheduled, Contract, District, and WFPS Courses)		
<b>Emergency Services Instructor</b>	<b>5</b>	<b>56</b>
<b>Public Safety</b>	<b>7</b>	<b>118</b>
<b>Rescue</b>	<b>58</b>	<b>706</b>
<b>Canine Search and Rescue</b>	<b>1</b>	<b>10</b>
<b>Hazardous Materials</b>	<b>15</b>	<b>176</b>
<b>Emergency Vehicle Driver/Operator</b>	<b>29</b>	<b>331</b>
<b>Incident Command and Fire Officer</b>	<b>25</b>	<b>329</b>
<b>Fire Investigation</b>	<b>6</b>	<b>98</b>
<b>Fire Safety Inspection</b>	<b>3</b>	<b>56</b>
<b>Institutional Fire Protection</b>	<b>3</b>	<b>33</b>
<b>Building Codes and Standards</b>	<b>8</b>	<b>90</b>
<b>April 2016 to March 2017</b> (registered and delivered by the Manitoba fire service)		
<b>Fire Fighting</b>	<b>25</b>	<b>368</b>
<b>Emergency Medical Response</b>	<b>1</b>	<b>10</b>

\*This program is a 10 month pre-employment program

## Inspection and Technical Services Manitoba

Inspection and Technical Services Manitoba conducts inspections of, and issues permits for, mechanical or electrical equipment, reviews facility and equipment designs, and issues licences to qualified trades people.

The goal is to ensure that Manitobans are not exposed to hazardous situations related to any mechanical or electrical equipment covered by legislation, including boilers, pressure vessels, refrigeration systems, gas and oil burning equipment, amusement rides and elevators.

INDICATORS	2014/15	2015/16	2016/17
<b>Elevator and Handicap Lift Inspections</b>	<b>3,125</b>	<b>3,385</b>	<b>3,314</b>
<b>Amusement Ride Inspections</b>	<b>155</b>	<b>174</b>	<b>166</b>
<b>Rope &amp; Ski Tows &amp; Chair Lift Inspections</b>	<b>14</b>	<b>22</b>	<b>24</b>
<b>Boiler, Pressure Vessel and Refrigeration Plant Inspections</b>	<b>9,038</b>	<b>7,900</b>	<b>8,967</b>
<b>Canadian Registration Number Designs (boilers, pressure vessels, etc.) Reviewed and Accepted</b>	<b>1,377</b>	<b>1,264</b>	<b>1,133</b>
<b>Gas Permits Issued</b>	<b>21,995</b>	<b>25,776</b>	<b>21,360</b>
<b>Special Acceptance approval of Electrical and Gas Equipment</b>	<b>575</b>	<b>381</b>	<b>307</b>
<b>Variance Approvals</b>	<b>47</b>	<b>49</b>	<b>40</b>
<b>Quality Assurance Manual and Audit Reviews and Approvals</b>	<b>132</b>	<b>143</b>	<b>116</b>
<b>Trades Licences issued*</b>	<b>3,699</b>	<b>3,359</b>	<b>9,831</b>
<b>Number of Trade Examinations Administered (Electrical, Gas, Power Engineering &amp; Welding)</b>	<b>1720</b>	<b>1,140</b>	<b>2,044</b>

\* Subject to annual fluctuations due to various trades requiring four-year renewal

## Building and Fire Safety

The Building and Fire Safety Section works to ensure that buildings meet the provincial building, fire and plumbing codes by reviewing building plans, inspecting buildings and providing consultative services to the public. The goal is to reduce injuries, deaths and property losses arising from substandard construction or building maintenance.

INDICATORS	2014/15	2015/16	2016/17
<b>Delivery of Educational Programs for other Government Agencies</b>	14	8	13
<b>Delivery of Stakeholder Information Sessions</b>	7	2	9
<b>Building Permits Issued</b>	799	655	643
<b>Plumbing Permits Issued</b>	237	147	139
<b>Occupancy Permits Issued</b>	64	154	163
<b>Recreational Vehicle Inspections</b>	427	573	380
<b>Mobile Home Inspections</b>	60	40	28
<b>Fire Safety Inspections</b>	181	180	241
<b>Assistance to Local Authorities</b>	24	8	9

## Emergency Response

The Agency engages in a wide variety of emergency response operations including GSAR, WUI and Hazmat incidents. In 2016/17, the Agency responded to 30 emergency situations including 24 GSAR operations, 1 hazmat incident, 3 WUI, and 2 other emergency situation. The Agency also trains and manages a number of specialized tactical teams. These teams are trained to effectively engage in emergency response and are supported by various provincial and federal funding arrangements. These teams are nationally recognized and include: CANTF-4, Heavy Urban Search and Rescue, CBRNE and the Search and Rescue Manitoba Volunteer Network.





# FINANCIAL DISCUSSION AND ANALYSIS

The following is a discussion and analysis for the fiscal year April 1, 2016 to March 31, 2017, comparing the actual operating results to the budget and the Agency's financial position from the previous year. Please read in conjunction with the Agency's audited financial statements.

## Operating Results

**Net Income (000s)** Net income for the year was \$2,236.

**Revenues (000s)** Revenues of \$19,125 exceeded budget by \$734. The variance in revenues from budget is accounted for as follows:

CATEGORY	\$ (000S)	RATIONALE
<b>Grants</b>		
<b>Federal Government</b> <i>New Initiatives Fund (NIF)</i>	(96)	<i>Funding made available by the National Search and Rescue Secretariat.</i>
<b>Fees and other revenue</b>		
<b>Insurance levy</b>	155	<i>Increased value of insurance policies, and number of homes insured.</i>
<b>Inspection and Technical Services fees</b>	267	<i>Electrical licenses renewal year.</i>
<b>Fire inspections</b>	43	<i>Increased inspection demands.</i>
<b>Emergency response</b>	351	<i>Not budgeted due to the nature of the recovery.</i>
<b>Miscellaneous</b>	14	<i>Increase in interest rates for term investments and other non-planned revenue of a minor nature.</i>

**Expenses (000s)** Expenses of \$15,939 were under budget by \$1,125. The variances in expenses from budget are accounted for as follows:

CATEGORY	\$ (000S)	RATIONALE
<b>Supplies and Services</b>	(164)	<i>Decreased requirements due to lower than anticipated staffing levels.</i>
<b>Mutual Aid</b>	(74)	<i>Mutual Aid Districts not capitalizing on full funds available.</i>
<b>Personnel services</b>	(761)	<i>More staff vacancies than expected in 2016-17.</i>
<b>Transportation</b>	(263)	<i>Management of fleet vehicles and travel costs.</i>
<b>Minor capital</b>	143	<i>Higher than budgeted minor capital purchases required to satisfy the federal USAR grant funding agreement.</i>
<b>Amortization</b>	(61)	<i>Reduced amortization because of delayed capital expenditures.</i>
<b>Miscellaneous</b>	55	<i>Increased costs incurred for postage, accommodations and air travel.</i>

**Financial Position (000s)** The accumulated surplus has increased to \$24,186 as a result of a net income for the year of \$2,236. This change is reflected by an increase in net financial assets of \$1,822, as well as an increase of non-financial assets of \$414.

**OFFICE OF THE FIRE COMMISSIONER  
MANAGEMENT REPORT AND FINANCIAL  
STATEMENTS MARCH 31, 2017**



### Management's Responsibility for Financial Reporting

The accompanying financial statements are the responsibility of management of Office of the Fire Commissioner and have been prepared in accordance with Canadian public sector accounting standards. In management's opinion, the financial statements have been properly prepared within reasonable limits of materiality, incorporating management's best judgments regarding all necessary estimates and all other data available as at May 23, 2017.

Management maintains internal controls to properly safeguard the assets of Office of the Fire Commissioner and to provide reasonable assurance that the books and records from which the financial statements are derived accurately reflect all transactions and that established policies and procedures are followed.

The financial statements of Office of the Fire Commissioner have been audited by Magnus LLP, Chartered Professional Accountants, independent external auditors. The responsibility of the auditor is to express an independent opinion on whether the financial statements of Office of the Fire Commissioner are fairly represented, in all material respects, in accordance with Canadian public sector accounting standards. The Independent Auditor's Report outlines the scope of the audit examination and provides the audit opinion on the financial statements.

On behalf of Management of  
Office of the Fire Commissioner

  
\_\_\_\_\_  
David Schafer  
Fire Commissioner

  
\_\_\_\_\_  
Cindy Giesbrecht  
Director of Support Services

## INDEPENDENT AUDITOR'S REPORT

To the Special Operating Agencies Financing Authority  
and Office of the Fire Commissioner

### Report on the Financial Statements

We have audited the accompanying financial statements of Office of the Fire Commissioner, an agency of the Government of Manitoba, which comprise the statement of financial position as at March 31, 2017 and the statements of operations, change in net financial assets and cash flow for the year then ended, and a summary of significant accounting policies and other explanatory information.

### Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

### Auditor's Responsibility

Our responsibility is to express an opinion on the financial statements based on our audit. We conducted our audit in accordance with Canadian generally accepted auditing standards. Those standards require that we comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

### Opinion

In our opinion, the financial statements present fairly, in all material respects, the financial position of Office of the Fire Commissioner as at March 31, 2017 and the results of its operations and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

May 23, 2017  
Winnipeg, Canada



Chartered Professional Accountants

**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

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Statement of Financial Position

(in thousands)

March 31, 2017

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	2017 Actual	2016 Actual
<b>Financial assets</b>		
Cash and cash equivalents	\$ 20,266	\$ 18,724
Accounts receivable (Note 4)	872	608
Portfolio investments	787	787
	<hr/> 21,925	<hr/> 20,119
<b>Liabilities</b>		
Accounts payable and accrued liabilities (Note 5)	1,666	1,956
Deferred revenue and government grants (Note 6)	763	549
Employee future benefits (Note 7)	1,044	984
	<hr/> 3,473	<hr/> 3,489
<b>Net financial assets</b>	<hr/> 18,452	<hr/> 16,630
<b>Non-financial assets</b>		
Tangible capital assets (Note 8)	7,508	7,102
Prepaid expenses	128	120
Inventories of supplies	334	334
	<hr/> 7,970	<hr/> 7,556
<b>Accumulated surplus</b>	<hr/> \$ 26,422	<hr/> \$ 24,186

Designated assets (Note 9)

Commitments (Note 10)

See accompanying notes to financial statements.

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**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

Statement of Operations

(in thousands)

Year ended March 31, 2017

	2017 Budget	2017 Actual	2016 Actual
Revenue (Schedule 1):			
Government grants/transfers:			
Province of Manitoba	\$ 130	\$ 305	\$ 130
Federal Government	400	480	146
	530	785	276
Fees and other revenue	17,821	18,292	17,571
Investment income	40	48	58
	18,391	19,125	17,905
Expenses:			
Salaries and employee benefits	10,848	10,087	10,354
Mutual Aid expenses	360	286	230
Transportation (Schedule 2)	845	582	536
Communications (Schedule 3)	380	415	320
Supplies and services (Schedule 4)	2,106	1,942	1,997
Minor capital expenses	150	293	100
Amortization of tangible capital assets	900	839	731
Loss on disposal of tangible capital assets	10	17	-
Other operating expenses (Schedule 5)	1,465	1,478	1,196
	17,064	15,939	15,464
Net income before transfer of funds to the Province of Manitoba	1,327	3,186	2,441
Transfer of funds to the Province of Manitoba (Note 11)	950	950	750
Net income for the year	377	2,236	1,691
Accumulated surplus, beginning of year	24,232	24,186	22,495
Accumulated surplus, end of year	\$ 24,609	\$ 26,422	\$ 24,186

See accompanying notes to financial statements.

**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

Statement of Change in Net Financial Assets

(in thousands)

Year ended March 31, 2017

	2017 Budget	2017 Actual	2016 Actual
Net income for the year	\$ 377	\$ 2,236	\$ 1,691
Tangible capital assets:			
Acquisitions of tangible capital assets	(2,615)	(1,319)	(621)
Disposals of tangible capital assets	179	74	-
Amortization of tangible capital assets	900	839	731
Net acquisition of tangible capital assets	(1,536)	(406)	110
Other non-financial assets:			
(Increase) in prepaid expenses	-	(8)	(10)
Decrease (increase) in inventories of supplies	-	-	(66)
Net acquisition of other non-financial assets	-	(8)	(76)
Change in net financial assets	(1,159)	1,822	1,725
Net financial assets, beginning of year	15,747	16,630	14,905
Net financial assets, end of year	\$ 14,588	\$ 18,452	\$ 16,630

See accompanying notes to financial statements.

**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

Statement of Cash Flow

(in thousands)

Year ended March 31, 2017

	2017 Actual	2016 Actual
Cash provided by (applied to)		
Operating activities:		
Net income for the year	\$ 2,236	\$ 1,691
Adjustments for:		
Amortization of tangible capital assets	839	731
Loss on disposal of tangible capital assets	17	-
	3,092	2,422
Changes in the following:		
Accounts receivable	(264)	335
Accounts payable and accrued liabilities	(290)	(87)
Deferred revenue and government grants	214	12
Employee future benefits	60	108
Prepaid expenses	(8)	(10)
Inventories of supplies	-	(66)
Cash provided by operating activities	2,804	2,714
Capital activities:		
Acquisitions of tangible capital assets	(1,319)	(621)
Proceeds on disposal of tangible capital assets	57	-
Cash (applied to) capital activities	(1,262)	(621)
Change in cash and cash equivalents	1,542	2,093
Cash and cash equivalents, beginning of year	18,724	16,631
Cash and cash equivalents, end of year	\$ 20,266	\$ 18,724

See accompanying notes to financial statements.



**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

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Notes to Financial Statements

(in thousands)

Year ended March 31, 2017

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**1. Nature of organization**

Effective April 1, 1996, the Office of the Fire Commissioner (the "Agency") was designated as a Special Operating Agency (SOA) pursuant to *The Special Operating Agencies Financing Authority Act*, Cap. S185, C.C.S.M. and operates under a charter approved by the Lieutenant Governor in Council.

Effective April 1, 1996, a Transfer Agreement between the Government of Manitoba (Labour) and the Special Operating Agencies Financing Authority (SOAFA), a corporation pursuant to *The Special Operating Agencies Financing Authority Act*, transferred all assets in the Fires Prevention Fund valued at \$11,809 to the Financing Authority. A Management Agreement executed between the Financing Authority and the Government of Manitoba (Labour) assigned responsibility for these assets to the Agency to manage and account for the related assets and operations on behalf of the Financing Authority. The Agency does not hold title to these assets. Effective April 1, 1996, the Financing Authority established a fund referred to as the Fires Prevention Fund to hold these assets.

Effective April 1, 2011, the operations and related net liabilities valued at \$358 of the former Mechanical and Engineering Branch of the Department of Labour and Immigration were transferred to the Financing Authority to be managed and accounted for by the Office of the Fire Commissioner.

The Agency is now part of the Department of Growth, Enterprise and Trade and is ultimately under the policy direction of the Minister of Growth, Enterprise and Trade. The Agency is bound by relevant legislation and regulations. The Agency is also bound by administrative policy except where specific exemptions have been provided for in its charter in order to meet business objectives.

During the year ended March 31, 2013, the Agency's operating charter was updated and an Audit Committee established to oversee the financial reporting and overall operations of the Agency.

**2. Basis of accounting**

These financial statements have been prepared in accordance with Canadian public sector accounting standards which are Canadian generally accepted accounting principles for the public sector as recommended by the Public Sector Accounting Board.

**3. Summary of significant accounting policies**

**(a) Revenue**

Government grants/transfers

Government transfers without eligibility criteria or stipulations are recognized as revenue when the transfer is authorized.

Government transfers with eligibility criteria but without stipulations are recognized as revenue when the transfer is authorized and all eligibility criteria have been met.

Government transfers with or without eligibility criteria but with stipulations are recognized as revenue in the period the transfer is authorized and all eligibility criteria have been met, except when and to the extent that the transfer gives rise to a liability.

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**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

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Notes to Financial Statements

(in thousands)

Year ended March 31, 2017

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**3. Summary of significant accounting policies (continued)**

**(a) Revenue (continued)**

Fees and other revenue

Insurance levy revenue is recognized in accordance with the underlying legislation. *The Fires Prevention and Emergency Response Act* imposes a special assessment on licensed insurers in Manitoba equal to a set percentage of total property insurance premiums. The levy rate is currently set at 1.25% (2016 - 1.25%). The Agency collects this levy based on the value of premiums and assessments relating to property insurance premiums in a calendar year. Levy revenue with respect to the 2016 calendar year is recognized as revenue in the fiscal year ending March 31, 2017 with no amounts recognized in the financial statements for January to March of the current fiscal year due to it not being practicable to determine a reasonable estimate for these amounts.

Inspection technical services revenue including amusement rides, boiler and pressure vessel, gas and oil, electrical, and elevator fees including certificates, design registrations, examinations, inspections, licenses, permits, searches and special acceptances under *The Amusements Act*, *The Electricians' License Act*, *The Elevator Act*, *The Gas and Oil Burner Act*, *The Power Engineers Act* and *The Steam and Pressure Plants Act* are recognized on the accrual basis.

Codes and standards revenue including building, mobile home and plumbing code inspections and permits under *The Buildings and Mobile Homes Act* is recognized on the accrual basis.

Fire inspections, investigations and reports under *The Fires Prevention and Emergency Response Act* are recognized on the accrual basis.

Tuition fees, emergency services and other conferences revenue are recognized on the accrual basis.

Amounts received in advance for tuition fees, conferences and inspection technical services are deferred on the statement of financial position and recognized as revenue during the period the revenue relates to.

Investment income and all other revenue is recognized on the accrual basis.

**(b) Expenses**

Expenses

Expenses incurred for goods and services are recorded on the accrual basis when the related goods or services are received.

Government transfers

Government transfers are recognized as expenses in the period in which the transfers are authorized and all eligibility criteria have been met.

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**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

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Notes to Financial Statements

(in thousands)

Year ended March 31, 2017

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**3. Summary of significant accounting policies (continued)**

**(c) Financial assets**

Cash and cash equivalents

Cash and cash equivalents include cash on hand and short term investments and deposits with original maturities of three months or less.

Accounts receivable

Accounts receivable are recorded at the lower of cost and net realizable value. An allowance for doubtful accounts is recorded when there is uncertainty whether the amounts will be collected.

Portfolio investments

Portfolio investments are investments and deposits with original maturities of more than three months. These investments are recognized at cost.

**(d) Liabilities**

Liabilities are present obligations as a result of transactions and events occurring at or prior to the end of the fiscal year the settlement of which will result in the future transfer or use of assets or other form of settlement. Liabilities are recognized when there is an appropriate basis of measurement and a reasonable estimate can be made of the amount involved.

**(e) Non-financial assets**

Non-financial assets do not normally provide resources to discharge existing liabilities of the Agency. These assets are normally employed to provide future services.

Tangible capital assets

Tangible capital assets are recognized at cost. Cost includes the purchase price as well as other acquisition costs. The costs of tangible capital assets, less any residual value, are amortized over their estimated useful lives as follows:

Building	5% declining balance
Practical training site	10% declining balance
Equipment	20% declining balance
Fire engines	30% declining balance
Other vehicles	30% declining balance
Air compressors	20% declining balance
Furniture	20% declining balance
Computer equipment and software	30% declining balance
Leasehold improvements	10% declining balance

Prepaid expenses

Prepaid expenses are payments for goods or services which will provide economic benefits in future periods. The prepaid amount is recognized as an expense in the year the goods or services are consumed.

Inventories of supplies

Inventories of supplies are recorded at cost and recognized as an expense in the year the supplies are consumed.

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**OFFICE OF THE FIRE COMMISSIONER  
AN AGENCY OF THE PROVINCIAL GOVERNMENT  
PROVINCE OF MANITOBA**

Notes to Financial Statements

(in thousands)

Year ended March 31, 2017

**3. Summary of significant accounting policies (continued)**

**(f) Financial instruments - measurement**

Financial instruments are classified into one of two measurement categories: (a) fair value; or (b) cost or amortized cost.

The Agency records its financial assets at cost, which include cash and cash equivalents, accounts receivable and portfolio investments. The Agency also records its financial liabilities at cost, which include accounts payable and accrued liabilities.

Gains and losses on financial instruments measured at cost or amortized cost are recognized in the statement of operations in the period the gain or loss occurs. Gains and losses on financial instruments measured at fair value, if any, are recorded in accumulated surplus as remeasurement gains and losses until realized; upon disposition of the financial instruments, the cumulative remeasurement gains and losses are reclassified to the statement of operations.

**(g) Measurement uncertainty**

The preparation of financial statements in accordance with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities, the disclosure of contingencies at the date of the financial statements, and the reported amount of revenues and expenses during the reporting period. These estimates are reviewed periodically and adjustments are recognized in the period they become known. Actual results may differ from these estimates.

**4. Accounts receivable**

	2017	2016
Financial Institutions Branch of the Department of Finance - Fire Prevention Levy	\$ 291	\$ 102
National Search and Rescue Secretariat - New Search and Rescue Initiative	176	139
Trade accounts receivable	724	601
Allowance for doubtful accounts (Note 13)	(319)	(234)
	<b>\$ 872</b>	<b>\$ 608</b>

**5. Accounts payable and accrued liabilities**

	2017	2016
Trade payables and accruals	\$ 817	\$ 388
Vacation and overtime entitlements	840	866
Accrued salaries and benefits	-	638
City of Winnipeg - professional services	-	53
Provincial sales and other taxes payable	9	11
	<b>\$ 1,666</b>	<b>\$ 1,956</b>

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(in thousands)

Year ended March 31, 2017

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**6. Deferred revenue and government grants**

Included in deferred revenue and government grants at year end is \$250 (2016 - \$nil) relating to funding received from Public Safety Canada for the Heavy Urban Search and Rescue Program for which the related eligible expenditures have not been incurred. Pursuant to the funding agreement, these expenditures along with all final reports must be submitted to Public Safety Canada by June 30, 2017.

**7. Employee future benefits**

	2017	2016
Severance benefits	\$ 893	\$ 835
Sick pay benefits	151	149
	<u>\$ 1,044</u>	<u>\$ 984</u>

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**Pension benefits**

Employees of the Agency are eligible for pension benefits in accordance with the provisions of *The Civil Service Superannuation Act (CSSA)*, administered by the Civil Service Superannuation Board. The CSSA established a defined benefit plan to provide benefits to employees of the Manitoba Civil Service and to participating agencies of the Government, including the Agency, through the Civil Service Superannuation Fund.

Effective March 31, 2001, pursuant to an agreement with the Province of Manitoba, the Agency transferred to the Province the pension liability for its employees. Commencing April 1, 2011, the Agency was required to pay to the Province an amount equal to the current pension contributions of its employees. The amount paid for the year ended March 31, 2017 was \$704 (2016 - \$661). Under this agreement, the Agency has no further pension liability.

**Severance benefits**

Effective April 1, 1998, the Agency began recording accumulated severance pay benefits for its employees. The amount of severance pay obligations is based on actuarial calculations. The periodic actuarial valuations of these liabilities may determine that adjustments are needed to the actuarial calculations when actual experience is different from expected and/or because of changes in the actuarial assumptions used. The resulting actuarial gains or losses are amortized over the expected average remaining service life (EARSL) of the related employee group.

An actuarial report was completed for the severance pay liability as at March 31, 2014. The report provides a formula to update the liability on an annual basis. In accordance with the formula, the Agency's actuarially determined net liability for accounting purposes as at March 31, 2017 is \$893 (2016 - \$835), with the net actuarial losses of \$220 (2016 - \$220) based on the completed actuarial reports being amortized over the 15 year EARSL of the employee group.

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**7. Employee future benefits (continued)**

Significant long-term actuarial assumptions used in the March 31, 2014 valuation, and in the determination of the March 31, 2017 present value of the accrued severance benefit liability, are:

Annual rate of return:	
Inflation component	2.00%
Real rate of return	4.00%
	6.00%
Assumed salary increase rates:	
Annual productivity increase	1.00%
Annual general salary increase	2.75%
	3.75%

The severance benefit liability at March 31 includes the following components:

	2017	2016
Accrued benefit liability, beginning of year	\$ 969	\$ 887
Current period service costs	62	57
Interest on accrued severance benefits	58	53
Severance benefits paid	(76)	(28)
Accrued benefit liability, end of year	1,013	969
Less: unamortized actuarial losses	(120)	(134)
Severance benefit liability, end of year	\$ 893	\$ 835

The total expense related to severance benefits for the year ended March 31 includes the following components:

	2017	2016
Current period service costs	\$ 62	\$ 57
Interest on accrued severance benefits	58	53
Amortization of actuarial losses over EARSL	14	15
Total expense related to severance benefits	\$ 134	\$ 125

**Sick pay benefits**

The Agency provides sick leave benefits for employees that accumulate but do not vest. The accrued benefit obligation related to sick leave entitlements earned by employees is determined using a valuation model developed by an actuary. The valuation is based on employee demographics, sick leave usage and actuarial assumptions. These assumptions include a 5.00% (2016 - 5.00%) annual return and a 3.00% (2016 - 3.00%) annual salary increase. The Agency's sick leave benefit liability as at March 31, 2017 based on the valuation model is \$151 (2016 - \$149). The increase in the sick leave benefit liability of \$2 (2016 - \$11) represents the total sick leave benefit expense for the year.

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**8. Tangible capital assets**

	2017			
	Opening Balance	Additions	Disposals	Closing Balance
<b>Cost</b>				
Buildings	\$ 7,873	\$ -	\$ (38)	\$ 7,835
Practical training site	2,848	-	(76)	2,772
Equipment	3,859	356	(1,172)	3,043
Fire engines	1,827	539	(248)	2,118
Other vehicles	1,450	154	(344)	1,260
Air compressors	1,269	251	(129)	1,391
Furniture	345	19	(70)	294
Computer equipment and software	588	-	(87)	501
Leasehold improvements	74	-	-	74
	<b>\$ 20,133</b>	<b>\$ 1,319</b>	<b>\$ (2,164)</b>	<b>\$ 19,288</b>
<b>Accumulated amortization</b>				
Buildings	\$ (3,500)	\$ (216)	\$ 36	\$ (3,680)
Practical training site	(1,914)	(88)	74	(1,928)
Equipment	(3,129)	(126)	1,127	(2,128)
Fire engines	(1,585)	(204)	242	(1,547)
Other vehicles	(1,305)	(42)	317	(1,030)
Air compressors	(856)	(115)	142	(829)
Furniture	(193)	(28)	67	(154)
Computer equipment and software	(535)	(14)	85	(464)
Leasehold improvements	(14)	(6)	-	(20)
	<b>\$ (13,031)</b>	<b>\$ (839)</b>	<b>\$ 2,090</b>	<b>\$ (11,780)</b>
<b>Net book value</b>	<b>\$ 7,102</b>	<b>\$ 480</b>	<b>\$ (74)</b>	<b>\$ 7,508</b>

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(in thousands)

Year ended March 31, 2017

**8. Tangible capital assets (continued)**

	2016			
	Opening Balance	Additions	Disposals	Closing Balance
<b>Cost</b>				
Buildings	\$ 7,845	\$ 28	\$ -	\$ 7,873
Practical training site	2,726	122	-	2,848
Equipment	3,640	219	-	3,859
Fire engines	1,707	120	-	1,827
Other vehicles	1,450	-	-	1,450
Air compressors	1,151	118	-	1,269
Furniture	331	14	-	345
Computer equipment and software	588	-	-	588
Leasehold improvements	74	-	-	74
	<b>\$ 19,512</b>	<b>\$ 621</b>	<b>\$ -</b>	<b>\$ 20,133</b>
<b>Accumulated amortization</b>				
Buildings	(3,271)	(229)	-	(3,500)
Practical training site	(1,816)	(98)	-	(1,914)
Equipment	(2,985)	(144)	-	(3,129)
Fire engines	(1,528)	(57)	-	(1,585)
Other vehicles	(1,243)	(62)	-	(1,305)
Air compressors	(781)	(75)	-	(856)
Furniture	(156)	(37)	-	(193)
Computer equipment and software	(512)	(23)	-	(535)
Leasehold improvements	(8)	(6)	-	(14)
	<b>\$ (12,300)</b>	<b>\$ (731)</b>	<b>\$ -</b>	<b>\$ (13,031)</b>
<b>Net book value</b>	<b>\$ 7,212</b>	<b>\$ (110)</b>	<b>\$ -</b>	<b>\$ 7,102</b>

**9. Designated assets**

The Agency has allocated \$787 (2016 - \$787) of its portfolio investments as designated assets for cash received from the Province of Manitoba for vacation entitlements earned by employees of the Agency prior to its designation as an SOA and for severance pay benefits for certain of its employees. As at March 31, 2017, \$559 (2016 - \$559) is designated for the vacation entitlements and severance pay benefits accumulated to March 31, 1998 for certain of its employees and \$228 (2016 - \$228) is designated for the severance pay benefits accumulated to April 1, 2011 for employees transferred from the former Mechanical and Engineering Branch, now Inspection Technical Services. These amounts are held in an interest bearing account until the cash is required to discharge the related liabilities. Any unused balance is re-invested annually.



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(in thousands)

Year ended March 31, 2017

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**10. Commitments**

The Agency has entered into a lease agreement with the City of Brandon for the land on which the practical training facility has been constructed. The term of the lease expires May 31, 2017. Minimum annual rent is \$12 due in equal monthly installments, plus all operating costs with respect to the subject land.

The Agency has entered into leases on a fleet of 39 vehicles.

These leases give rise to lease commitments as follows:

2018	\$	206
2019		155
2020		113
2021		89
2022		64
Thereafter		40

**11. Transfer of funds to the Province of Manitoba**

During the year, with Lieutenant-Governor-in-Council approval by Order in Council, the Agency transferred \$950 (2016 - \$750) of its surplus funds to the Province of Manitoba.

**12. Professional services - Growth, Enterprise and Trade**

The Agency has a professional services agreement with the Department of Growth, Enterprise and Trade for the provision of legislation and policy services to the Agency for total fees of \$75 for the year ended March 31, 2017. In the prior year, a similar agreement was in place also for legislation and policy services. The amount paid pursuant to this professional services agreement for the year ended March 31, 2017 was \$75 (2016 - \$75). As at year end, all amounts owing pursuant to this agreement have been paid.

**13. Financial instruments and financial risk management**

The Agency does not have any significant financial instruments subsequently measured at fair value or denominated in a foreign currency therefore the Agency did not incur any remeasurement gains or losses during the year (2016 - \$nil).

**Financial risk management – overview**

The Agency has exposure to the following risks from its use of financial instruments: credit risk; liquidity risk; market risk; interest risk; and foreign currency risk.

**Credit risk**

Credit risk is the risk that one party to a financial instrument fails to discharge an obligation and causes financial loss to another party. Financial instruments which potentially subject the Agency to credit risk consist primarily of cash and cash equivalents, accounts receivable and portfolio investments.

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(in thousands)

Year ended March 31, 2017

**13. Financial instruments and financial risk management (continued)**

The maximum exposure of the Agency to credit risk at March 31 is:

	2017	2016
Cash and cash equivalents	\$ 20,266	\$ 18,724
Accounts receivable	872	608
Portfolio investments	787	787
	<u>\$ 21,925</u>	<u>\$ 20,119</u>

Cash and cash equivalents and portfolio investments: The Agency is not exposed to significant credit risk as these amounts are held primarily by the Minister of Finance.

Accounts receivable: The Agency is exposed to credit risk on its trade accounts receivable. The Agency establishes an allowance for doubtful accounts that represents its estimate of potential credit losses. The allowance for doubtful accounts is based on management's estimates and assumptions regarding current market conditions, customer analysis and historical payment trends. These factors are considered when determining whether past due accounts are allowed for or written off.

The balance in the allowance for doubtful accounts at March 31, 2017 is \$319 (2016 - \$234). The change in the allowance for doubtful accounts during the year is as follows:

	2017	2016
Balance, beginning of the year	\$ 234	\$ 381
Provision for receivable impairment	85	-
Reversals of previously recognized impairments	-	(147)
Balance, end of the year	<u>\$ 319</u>	<u>\$ 234</u>

Bad debt expense for the year also includes \$25 (2016 - \$21) of adjustments to accounts receivable for total bad debt expense for the year of \$110 (2016 - net recovery of \$126).

The aging of accounts receivable and the related allowance for doubtful accounts at March 31, 2017 is as follows:

	Accounts receivable	Allowance	Net
Current	\$ 752	\$ -	\$ 752
30-60 days past the billing date	74	-	74
61-90 days past the billing date	46	-	46
Over 90 days past the billing date	319	(319)	-
Balance, end of the year	<u>\$ 1,191</u>	<u>\$ (319)</u>	<u>\$ 872</u>

**Liquidity risk**

Liquidity risk is the risk that the Agency will not be able to meet its financial obligations as they come due. The Agency manages liquidity risk by maintaining adequate cash balances and by review from the Province of Manitoba to ensure adequate funding will be received to meet its obligations.

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Year ended March 31, 2017

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**13. Financial instruments and financial risk management (continued)**

**Market risk**

Market risk is the risk that changes in market prices, such as interest rates and foreign exchange rates, will affect the Agency's income or the fair values of its financial instruments.

Interest rate risk

Interest rate risk is the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market interest rates. The interest rate exposure relates to cash and cash equivalents and portfolio investments.

The interest rate risk on cash and cash equivalents is considered to be low because of their short-term nature. The interest rate risk on portfolio investments is considered low as the original deposits are reinvested at rates for investments with similar terms and conditions.

Foreign currency risk

Foreign currency risk is the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in foreign exchange rates. The Agency is not exposed to significant foreign currency risk as it does not have any significant financial instruments denominated in a foreign currency.

**14. Comparative information**

Certain of the amounts for the year ended March 31, 2016 have been reclassified to conform to the financial statement presentation adopted in the current year.

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Schedule 1 - Revenue

(in thousands)

Year ended March 31, 2017

	2017 Budget	2017 Actual	2016 Actual
Revenue:			
Government grants/transfers:			
Province of Manitoba:			
Indigenous and Municipal Relations - Mutual Aid	\$ 130	\$ 130	\$ 130
Sustainable Development - Emergency Response Cost Recovery	-	150	-
Sustainable Development - FireSmart Initiative	-	25	-
Total Province of Manitoba	130	305	130
Federal Government:			
Public Safety Canada - New Initiative Fund	-	176	146
Public Safety Canada - Heavy Urban Search and Rescue Program	400	304	-
Total Federal Government	400	480	146
Fees and other revenue:			
Insurance Levy	8,661	8,816	8,364
Inspection technical services	5,700	5,967	5,195
Codes and standards	2,300	2,291	2,755
Tuition fees	1,000	983	971
Fire inspections, investigations and reports	140	183	211
Emergency services and other conferences	-	-	3
Other revenue	20	52	72
Total fees and other revenue	17,821	18,292	17,571
Investment income	40	48	58
	\$ 18,391	\$ 19,125	\$ 17,905

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Schedule 2 - Transportation Expenses

(in thousands)

Year ended March 31, 2017

	2017 Budget	2017 Actual	2016 Actual
Transportation expenses:			
Vehicle leases	\$ 550	\$ 361	\$ 385
Travel	250	152	126
Fuel - owned vehicles	40	16	14
Emergency response	-	53	10
Boards and committees	5	-	1
	\$ 845	\$ 582	\$ 536

Schedule 3 - Communications Expenses

(in thousands)

Year ended March 31, 2017

	2017 Budget	2017 Actual	2016 Actual
Communications expenses:			
Communications	\$ 200	\$ 176	\$ 172
Postage and courier	60	93	81
Marketing	50	50	16
Public education material	70	96	51
	\$ 380	\$ 415	\$ 320

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Schedule 4 - Supplies and Services Expenses

(in thousands)

Year ended March 31, 2017

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	2017 Budget	2017 Actual	2016 Actual
Supplies and services expenses:			
Supplies	\$ 250	\$ 217	\$ 196
Repairs and maintenance	250	337	330
Rent	350	389	394
Professional services - Growth, Enterprise and Trade (Note 12)	75	75	75
Professional fees - contracted services	425	347	472
Professional fees - legal and audit	75	87	84
Mutual Aid - air compressor maintenance	120	122	138
Fuel - training supplies	40	21	15
Utilities	90	99	92
Other	31	33	20
Emergency response	400	215	181
	<hr/>	<hr/>	<hr/>
	\$ 2,106	\$ 1,942	\$ 1,997

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Schedule 5 - Other Operating Expenses

(in thousands)

Year ended March 31, 2017

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	2017 Budget	2017 Actual	2016 Actual
Other operating expenses:			
Desktop management	\$ 605	\$ 509	\$ 521
Travel	300	367	316
Bad debt expense (recovery)	50	110	(126)
Property taxes	184	154	165
Insurance	140	137	141
Clothing	65	66	59
Publications	25	46	41
Professional development	60	52	42
Boards and committees	6	-	1
Seminar and conference registration	10	6	8
Memberships and subscriptions	7	10	9
Mutual Aid - meetings	3	2	2
Other	10	19	17
	\$ 1,465	\$ 1,478	\$ 1,196

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