Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 1		Page 3
1	October 5, 2021	1	MR. BUDDEN:
2		2	And as we heard, I believe, late yesterday,
3	THE CLERK:	3	Mr. Smith anticipates he's take much of the
4	This Commission of Inquiry is now open.	4	morning at least to make his presentation.
5	Commissioner James Igloliorte presiding as	5	
6	Commissioner. Please be seated.	6	I would assume we'll probably have a break after
7	COMMISSIONER IGLOLIORTE:	7	about an hour and a quarter to give the presenter
8	I think we're all aware of the COVID rules.	8	a chance to catch his breath. And the
9	They've been explained, now, several times. But	9	opportunity will be there for parties to question
10	we do have a couple of new faces relative to	10	Mr. Smith in the afternoon.
11	yesterday's appearances so I'll ask the	11	
12	practitioners to introduce themselves to the rest	12	I'll leave it to Mr. Smith to introduce himself
13	of the people here please, starting down at the	13	as he plans to do. He'll tell a little bit about
14	end of the table.	14	himself.
15	MR. O'KEEFE:	15	Theorem Mr. Construction
16	Good morning, everybody. My name is Darren	16	Thank you, Mr. Commissioner.
17 10	O'Keefe. I'm a partner with Cox & Palmer and I	17 4 0	COMMISSIONER IGLOLIORTE:
18	represent the Concerned Citizens for Search and	18	Thank you.
19 20	Rescue.	19 20	MR. SMITH:
20 24	COMMISSIONER IGLOLIORTE:	20	Good morning, Commissioner. Thank you very much.
21 22	Thank you. Louise? MS. BRADLEY:	21 22	When I first received the call to see if I was
22		22 23	interested in participating in the hearing, I
23 24	Good morning, Louise Bradley, Mental Health Consultant.	23 24	thought very long and hard about it, but I also
	Page 2	27	Page 4
1	COMMISSIONER IGLOLIORTE:	1	looked at the challenge and then working with
2	Mr. Budden.	2	some really great
3	MR. BUDDEN:	3	MR. BUDDEN:
4	Good morning, Mr. Commissioner. Today we are	4	We need to have you mic'd.
5	going to hear from Mr. Richard Smith who the	5	MR. SMITH:
6	Inquiry retained some months ago as consultant	6	I am mic'd. So it was a wonderful opportunity to
7	and expert in ground search and rescue.	7	work with some of the great people here in the
8		8	Province of Newfoundland and Labrador, and also
9	We are going to enter his presentation as an	9	some of the brothers and sisters I've worked with
10	exhibit rather, the slides that will	10	in the years of Public Safety and search and
11	constitute his presentation.	11	rescue. And it meant I was going to be away for
12		12	more than six weeks.
13	So Madam Clerk, perhaps as a first order of	13	
14	business we can enter that presentation which	14	Well, then, you think back to the sacrifices that
15	you're about to receive this morning as Exhibit,	15	the volunteer Search and Rescue personnel make
16	I believe, P-191?	16	all across the country and, indeed, here in
17	THE CLERK:	17	Newfoundland, and all the sacrifices that we
18	Yes, that's correct.	18	engage in when it comes to saving the lives of
19	MR. BUDDEN:	19	others. And I thought it's a very worthwhile
20	Thank you.	20	cause.
21		21	
22	EXHIBIT P-191, ENTERED AND MARKED ON INQUIRY	22	And it really came down to the perspective is we
23		23	need to get this right. We need to take our time
24		24	and to make sure that when we have these

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
1	Page 5 recommendations from a wide variety and	1	Page 7 and I did.
2	(inaudible) of individuals, they are the right	2	
3	recommendations to go forward, documented towards	3	And again, thanks to contacts and working, I
4	the Commissioner, yourself, and then also the	4	worked for Alberta Justice and Solicitor General
5	government.	5	up until January of 2018.
6	governmente	6	
7	I'm just going to go over the background on	7	Now, that whole time I've been involved in search
8	myself and a couple of short bios here.	8	and rescue, even though I had a full-time
9		9	vocation occupation.
10	So starting many years ago I was engaged with the	10	
11	Canadian Military and the Army Reserves while	11	I started my search and rescue missions while I
12	attending university. And it was a good	12	was in the RCMP - working in Manitoba, which is
13	opportunity to serve the country and learn a lot	13	called D Division; working in O Division, which
14	and work with great teams of individuals. That	14	is Ontario; working in G Division, which is the
15	was starting in the 1970s.	15	Northwest Territories; and at home in K Division.
16		16	And I gained a lot of insight.
17	I then had the opportunity to stay in the	17	
18	military and/or engage in working with the RCMP,	18	I did retire as the K Division search and rescue
19	and I decided to go with the Royal Canadian	19	coordinator. It's a similar position to Sergeant
20	Mounted Police at that time. And I worked in a	20	Danny Williams. And it was an excellent
21	number of different divisions, which I'll touch	21	opportunity to have an insight into SAR.
22	on shortly. And that took me up to about 1999.	22	
23		23	There was several cases that were involved that
24	There was an opportunity to leave the force, as	24	changed my aspect on life, as we went through it.
	Page 6		Page 8
1	we often say, and then work in the interest of	1	And I'll explain those just a little further
2	public safety and emergency management.	2	down, as a member of the RCMP.
3		3	
4	I was able to do that with Clearwater County	4	But since 1986, I've been a volunteer. A
5	which is located in West Central Alberta. And I	5	practitioner with Rocky Mountain House Search and
6	did. And I gained a lot of knowledge working	6	Rescue is where I started. And that is also just
7	with a team of individuals in emergency	7	in West Central Alberta in Clearwater County. It's west of Red Deer.
8 9	management, public safety, and it involved a lot of writing the plans and responding to disasters.	8 9	It's west of Red Deer.
9 10	And also, to further my education.	10	And then I am presently with Mountain View Search
11	And also, to further my education.	11	and Rescue, which is the next county south of
12	I then had another opportunity arise, in 2006, to	12	Clearwater County in West Central Alberta.
13	work for the United States Department of Homeland	13	cital match county in most central Albertar
14	Security. And they were looking for somebody who	14	And those counties back onto Banff and Jasper
15	had a policing background, a search and rescue	15	National Park. And of course, draw a lot of
16	background, emergency management. And it was a	16	population from not only Red Deer, but Calgary,
17	trainer that they could use in the Miami field	17	for tourism and recreation and are very, very
18	office with the Southeast Florida Domestic	18	busy when it comes to public safety and search
19	Security Task Force. So I grabbed that	19	and rescue responses.
20	opportunity and off we went.	20	
21		21	There was a need through myself and another
22	But then Florida gets old pretty fast. The same	22	fellow back in 1992, to really get more training
23	weather every day, unless you get a hurricane.	23	materials here into Canada and also help involve
24	So I decided I wanted to come back to Alberta,	24	writing and changing some of the training

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 9 to 12
	Page 9		Page 11
1	materials that were out there presently at the	1	Typically, I act under the incident management
2	time.	2	team as a branch director. And one of the
3		3	engagements I was involved in, in the last major
4	So I grasped at the opportunity to work with ERI	4	floods in Alberta, which spanned about 16 percent
5	International and then into SARI Canada.	5	of Alberta, in the Calgary area, was to be the
6		6	First Nations Search and Rescue branch director
7	So I've been an instructor and an international	7	and worked with four First Nations to provide
8	presenter with ERI International, SARI Canada	8	search and rescue services when floods had swept
9	since 1992. And I've been involved in a number	9	away a lot of the homes into the rivers, the
10	of authoring publications, standard operating	10	drainages.
11	procedures, field operating guides and working	11	
12	internationally.	12	And then to search all those homes and to make
13		13	sure that the SAR services, through Emergency
14	In Clearwater County, the emergency management	14	Management Alberta, were provided on the First
15	side dealt with: tornados, floods,	15	Nations and work with the band council
16	wildland-urban fire interfaces, search and rescue	16	specifically and about 130-some odd individuals
17	assisting the RCMP in their mandate, major	17	on each one of those First Nations at any given
18	disasters, everything from pipeline explosions to	18	time.
19	anthrax epidemics, and also writing a pandemic	19	
20	plan in 1999.	20	And I was very fortunate to have some great
21		21	division supervisors to assist me in doing that
22	And so that opportunity was very valuable and	22	role.
23	added for myself personally in my development in	23	
24	the interest of public safety.	24	Like Mr. Harry Blackmore, I've been working with
	Page 10		Page 12
1	The emergency management side in Florida was a	1	the CSA group and SARVAC in the ongoing research
2	challenge in itself. Trying to get 26 agencies	2	and development for core competency,
3	to have interoperability and work together was	3	accreditation standards for the country. So
4	(inaudible). It was a really significant	4	across Canada. And also be involved in some of
5	challenge in my life. And also working with four	5	the basic search and rescue skills and what
6	other individuals to make that happen from Palm	6	should be required. We anticipate we can
7	Beach County down to Monroe County which takes	7	complete those studies by 2022.
8	into Key West, Florida. But we did it.	8	I have lectured at a number of international and
9 10	But it took about 18 months to bring	9 10	national conferences, including SARSCENE since
11	interoperability and get everybody to work	11	its beginnings back in 1992-93, the Washington
12	together. So that when the spam hits the fan,	12	State SAR Conference. I didn't put Florida on
12	whether it's a hurricane, something domestic,	12	it. I should put Florida. Alabama. I've
14	and/or large scale Search and Rescue calls, that	14	attended the Mountain Rescue Association in
15	people would have interoperability and work	15	England, the Irish Mountain Rescue Association,
16	together. And it worked out very well. Thanks	16	Icelandic International Conference.
17	to a great team.	17	
18		18	And at each one of those conferences, I was a
19	So presently, I work with Search and Rescue	19	presenter and also completed some preconference
20	Alberta as a volunteer, since I have in 1986, and	20	course training for the attendees at the
21	I'm on a provincial callout team, an incident	21	conferences.
22	management team for Alberta Emergency Management	22	
23	Agency.	23	One of the latest endeavours was to be involved
24		24	with the Syrotuck Science Symposium. And Bill

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 13 to 16
	Page 13		Page 15
1	Syrotuck was a great mind and a great Canadian.	1	But with that being said, I've never really
2	And he was the one that developed a lot of the	2	considered myself an expert. You're never 100
3	scent for the scenting dog for canine handlers,	3	percent. You never completed school. You never
4	but also the original Lost Person Behaviour	4	completed your education. Nothing ever stops.
5	studies go back to the early 1970s. So his name	5	You keep learning. You keep adapting. You keep
6	is attached to the science symposium.	6	utilizing different ways of doing business.
7		7	
8	And I was presented with a challenge of how to	8	So I'm always careful using that term, especially
9	make sure that we could do a transition piece	9	when it comes to search and rescue.
10	from an initial response to advanced planning,	10	
11	and how you could do that seamlessly.	11	Being a practitioner, still engaged in SAR
12		12	missions in my neck of the woods. The last one
13	So I presented my paper. He's there at this	13	being a SAR management role. Did you find that
14	conference. And it was accepted and read over by	14	lost missing overdue subject? You said you were
15	many PhDs and folks from all over the world, and	15	the expert. You should be finding 10 out of 10
16	is now being published.	16	people. Well, in that case we did not find the
17		17	subject. And the person probably is in the rest
18	So with the publishing side, I actually have five	18	of the world. And the police are continuing the
19	books published. And I'm a very big believer in	19	investigation.
20	give credit where credit is due. Even though the	20	
21	company I'm associated with publishes and, of	21	So we have to be careful using that term as we're
22	course, prints and develops this material, I	22	practitioners, but certainly from a legal
23	believe it is important that if somebody has been	23	perspective we are experts.
24	involved with research development has given us a	24	
-			
	Page 14		Page 16
1	hand in developing materials, that they get the	1	Page 16 When we talk about individuals involved in SAR,
1 2	hand in developing materials, that they get the credit. So I've made sure that there are several	1 2	When we talk about individuals involved in SAR, it is important and I really become anal
	hand in developing materials, that they get the		When we talk about individuals involved in SAR, it is important and I really become anal sometimes with this, and it depends on where you
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2 3	hand in developing materials, that they get the credit. So I've made sure that there are several names inside the covers of these manuals, because that is important.	2	When we talk about individuals involved in SAR, it is important and I really become anal sometimes with this, and it depends on where you are in Canada. And having had the honour and privilege of teaching courses here, I've worked
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2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	 hand in developing materials, that they get the credit. So I've made sure that there are several names inside the covers of these manuals, because that is important. These are the folks that are making a difference world wide and have taken up the challenge themselves and put many, many hours into developing search and rescue skills, urban search and rescue, initial response for the incident commander and search and rescue leadership and search and rescue management for extended operations. In other words, operational periods that go beyond the third and fourth (inaudible) into multiple days. That's kind of where I'm coming from. I know I'm here and I was asked to be an expert. 	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	 When we talk about individuals involved in SAR, it is important and I really become anal sometimes with this, and it depends on where you are in Canada. And having had the honour and privilege of teaching courses here, I've worked with great individuals over many, many years and up in the Yukon, Manitoba, Saskatchewan, Alberta, I can tell you - Ontario as well - that it is important that people build a foundation of having the education, training and knowledge that they can do a function. So regardless of what that function is, whether you're a team leader, a team member, SAR responder, SAR provider, SAR worker or SAR manager, that you've got that academic background. But then you need to take it one step further and make sure that with that academic background or
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4 of 125 sheets

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 17 to 20			
	Page 17		Page 19	
1	and there's not many photos in this presentation	1	In the military though, they'll do this training	
2	but there are some. The one on the left is the	2	scenario, they'll do the training regimen 100	
3	Military Royal Canadian Air Force SAR techs, the	3	times because they have the latitude to do that.	
4	pararescue. And they are taking somebody across	4	Whether you're in the army, navy or the air	
5	a very narrow mountainous passage in my neck of	5	force, they do it time and time again.	
6	the woods.	6		
7		7	And the pararescue, the PJs, the SAR techs are	
8	And when they have plane crashes, a lot of times	8	prime example. They are some of the best of the	
9	we work very closely with our stakeholders and	9	best in the world with what they do deal with,	
10	partners, and we assist them in moving a lot of	10	whether it's marine environment in the mountains	
11	equipment back and forth after they parachute in,	11	or in the Arctic. They train constantly. It	
12	and also with the extraction taking the equipment	12	never stops.	
13	out while they get picked up with the casualty by	13		
14	helicopter, which is usually the case.	14	A lot of us, though, in the civilian sector don't	
15		15	always have that luxury. We wish we did, but it	
16	The photo on the right also attests to education	16	is important still to train and train hard and	
17	training and knowledge and being able to do the	17	train like you would be in the environment.	
18	job.	18		
19		19	So when we get to that, I want to stress that a	
20	In Newfoundland many of the cases we dealt with	20	good training development program, as you'll see	
21	here, under the review and in talking to a number	21	later on in the slides, involves training 24	
22	of individuals, involve people that have	22	hours a day.	
23	traumatic injuries but also become hypothermic by	23		
24	being in the outdoors.	24	So we'll tell the team that you're going to meet	
	Page 18		Page 20	
1	And as we can see from this morning that can	1	at 2300 hours, 11:00 at night at the SAR	
2	happen all year round. And obviously, we think	2	building, and it may be 15 below and it may be	
3	about it in the wintertime.	3	snowing but we're going out to train, because	
4		4	that's what we do. And you need to train as if	
5	With training in hypothermia prevention for your	5	you're in real-world scenarios and cases.	
6	SAR team, but also for treating individuals on	6		
7	how they should be treated, and then how they	7	But the same goes for the overhead team. When	
8	should be packaged and then evacuation	8	you're in the overhead team as a SAR manager,	
9	management, getting them out, is crucial to	9	incident commander, your operations, your	
10	success and survival of the people that we're	10	planning, your logistics. It is important that	
11	working for, those potential survivors.	11	you understand how to provide that command and	
12		12	control, how to provide that management, how to	
13	And that's a training photograph on the right.	13	provide leadership.	
14	And you just don't do it once. You do it every	14		
15	month. You do it every week. You do it as often	15	And then how do you articulate to a judge, him or	
16	as you can because you're never done with	16	her, about how you came to make that decision;	
17	training.	17	either to stand down a SAR mission, continue on a	
18		18	SAR mission, send a team in this area and not	
19	And it's interesting because if you're in the	19	send a team in that area?	
20	military, more so than the RCMP and more so than	20		
21	if you were with NLSARA, you know NLSARA and the	21	You need to be able to have that ability to	
22	RCMP, yeah, let's have a training course. We'll	22	articulate decision-making and have a process to	
23	get that done this month. And there's your	23	do that.	
24	training aspect. It's over with.	24		

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 21		Page 23
1	So those are things that are plaguing the SAR managers, the ops sections chief in those	1 2	across and down the street to the Hyatt Regency hotel and set up in a boardroom, similar to what
2	commands posts or in emergency operations centre	2	we're in today, so they could run the emergency
4	time and time again.	4	management for that parish and for the city.
5		- 5	management for that parish and for the city.
6	And we really need to make sure that they're good	6	And they did very well, a good job at doing that
7	at doing what they do as well through practice	7	but they had to bring in a lot of private sector
8	and exercises. Real-world exercises in the field	8	personnel to do that. They had to bring in a lot
9	with people actually out there engaged, using	9	of interoperability with 13 other agencies to
10	aircraft, and also people in the back country.	10	work in that EOC because a lot of the local folks
11		11	had been taken out, and they lost a lot of their
12	But also table top exercises. You just can't get	12	property. Their family had to be moved. They
13	enough of those and those scenario-based table	13	couldn't function.
14	top exercises so you can make the proper	14	
15	decisions, provide leadership management, and	15	The shot on the right is what I love to do. And
16	provide command and control and the documentation	16	when you think back to working as a team, and
17	to support it.	17	even going back into sledding, you've got a sled
18		18	loaded with a couple of hundred pounds of gear
19	These slides, as you can see going forward right	19	and you're on a multiday expedition and trip.
20	now, it was mentioned to me before and I agree,	20	
21	they're not specific to Newfoundland in so much	21	The dog Driver, the dog Puncher, the dog Musher
22	as they are specific to critical incidents,	22	has to run beside the sled, run behind the sled,
23	incident management and SAR management. Search	23	shoving snow out in front, breaking trail in some
24	and rescue management.	24	cases, and then rely on the dogs and the team all
1	Page 22 I, in discussion with learned counsel, Geoffrey	1	Page 24 do different things.
2	Budden, decided that we needed to put an	2	
3	education piece, an academic piece into this	3	The ones in front of the sled are called the
4	presentation, because once I get into the	4	wheel dogs. They are the big brutes that pull
5	strengths, the weaknesses, the opportunities and	5	that sled and break it forward and free of the
6	the threats facing NLSARA and Newfoundland, and	6	ice to start things moving.
7	also the lessons learned and recommendations for	7	
8	Newfoundland, Labrador, you would then leverage	8	The dogs in the middle are called team dogs. And
9	back onto this education academic side to say, oh	9	they keep that momentum going and move that
10	yes, that's what he was talking about and why we	10	leverage down the trail.
11	need that.	11	
12		12	And of course, the ones behind the leaders are
13	So interspersed in this presentation of	13	called swing dogs or point dogs, and they help
14	90-some-odd slides will be some academics so that	14	the leaders make that gee haw right or left
15 16	you see where I'm coming from and why we need to do this.	15 16	turns.
17	do tris.	17	And the leaders are simply the ones that have the
18	I often equate that acronym TEAM, as you can see,	18	most between the ears. That could make that
19	is together emergencies are managed. And it is a	19	decision that when you're up in the Arctic and
20	team effort. There is no I in what we do.	20	you want to go in a reasonably straight line for
21		21	a long period, a couple of hundred kilometres,
22	And the slide on the left is New Orleans during	22	you want to go in a very straight line.
23	Hurricane Katrina. They lost the EOC. It was	23	
1	destroyed by the hurricane. And they had to move	24	When you're crossing Great Slave Lake, you want

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res Page 25	scue	cue Respecting Lost and Missing Persons Page 25 to 28 Page 27 Page 27		
1	to be able to do that as well and not zigzag all	1	How we run the G8 and G20s is using the incident		
2	over the place.	2	command system.		
3	over the place.	3	commund system.		
4	So it's important that you all work together;	4	How we run incidents every day, critical		
			incidents involves the incident command systems		
5	otherwise, you're never going to get anywhere. And it takes a lot of time, energy, training and	5			
6		6	who are all doing the same thing.		
7	effort to make that happen. And SAR is exactly	7	Like a lat of prostitioners and production Times		
8	the same way.	8	Like a lot of practitioners and academics I'm a		
9	And I think shout that often when you're running	9 10	very voracious reader of after action reports and there's a lot of them out.		
10	And I think about that often when you're running	11			
11	a sled. You get lots of time to think on your hands when you're behind those dogs.		Hurrisona Katrina would be one. One of the		
12	nands when you're benind those dogs.	12	Hurricane Katrina would be one. One of the		
13	Course can talk about the law of the land have and	13	largest peace time emergency management search		
14	So we can talk about the lay of the land here and	14	and rescue responses, specifically in North		
15	that's been a big part of what we do. And these	15	America.		
16	slides again are not like when I talk about due	16	There's the PD Culf all anill Mary similar to		
17	diligence. I've got 15 things to talk about due	17	There's the BP Gulf oil spill. Very similar to		
18	diligence. No, not at all, because we're learned	18	the oil spill off the California coast now, but		
19	individuals here. But it's a matter of saying	19	of a lot more significance. Then there's the:		
20	there are certain things that we have to be	20	Enbridge Pipeline spill in Michigan; Andrew		
21	accountable for and that's due diligence,	21	Warburton Search and Rescue mission in July 1986,		
22	responsibility and accountability in public	22	in Nova Scotia; Jessie Rinker, Alberta; Mount		
23	safety in search and rescue, to do the right	23	Saint Helens; and then our public inquiry here in		
24	thing time and time again.	24	Newfoundland and Labrador.		
4	Page 26 That leverages right back to that having the		Page 28 I'm just going to touch on some of these and some		
1	education, the training, the knowledge, being	2	of the lessons learned. The reason we do that is		
3	proficient, competent, credible with that	2	there's some time between these incidents.		
4	academic side. And then providing the troops,	4			
5	your SAR personnel, the command and control,	5	And as I said at the very beginning here, if we		
6	management, leadership and then making the right	6	do not change things now, through this inquiry in		
7	decisions, whether you're a SAR worker, whether	7	search and rescue public safety in the province,		
8	you're team leader or SAR manager.	8	when are they going to be changed? When are we		
9	you're team leader or SAR manager.	9	going to have the best practices? When are we		
10	We are working the auspices of the Canada Labour	10	going to have that standard out there to go		
11	<i>Code.</i> If you're working for the RCMP, that's a	11	forward? Because if we don't do it, I'm showing		
12	function under the <i>Canada Labour Code</i> .	12	you some examples of what's happened in the past		
13		13	and some of these things still happen today.		
14	There are provincial labour codes. Occupational	14	and come of these times sun happen today.		
15	Health & Safety requirements. Mr. Harry Blackmore	15	And in some of the cases that we dealt with,		
16	brought some of those up just the other day. And	16	certainly they were back ten years or more and		
17	then there's the incident command system.	17	things have changed. Things are more better		
18		18	here. But there's always these lessons learned.		
19	So how do we get all these folks to work together	19	And we talk about that through corrective action		
20	with interoperability under one command and	20	reports.		
21	control system? And you'll see that the	21	-F		
22	favourite system in the G8 countries in how we	22	Now David M. Walker was a comptroller for the		
23	run Olympics is using the incident command	23	United States government. And David was that		
			go-between for the president of the United States		
24	system.	24			

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 29 to 32
	Page 29		Page 31
1	and the senate and congress. And his job and his	1	going to work for us in an exercise. What do we
2	task was, after Hurricane Katrina, to come up	2	really need to do? Worst-case scenario, not
3	with an after-action report.	3	something we get done in a few hours. And you
4		4	just get to check in the box.
5	I don't have it here because it's about two	5	
6	inches thick. It's a good read and everybody	6	And it's more than just a check in the box. It's
7	should read it who has a significant interest in	7	making sure people can function and have
8	incident management or emergency management. It		interoperability when the big one happens.
9	is online. You can download it as a PDF file.	9	
10	_	10	And then he also said, you really have to
11	But what's interesting about this is there are	11	understand the difference between having the
12	125 lessons learned. And I thought to myself, I	12	capacity to do something and the capability.
13	went through Hurricane Katrina. It was a very	13	And what do you want to be to be successful? You
14	difficult hurricane to go through, with people	14	And what do you want to be to be successful? You want the capability. You don't necessarily need
15 16	that I worked with in our EOC in Miami, realizing that we'd had 21 people die on our watch,	15 16	all that stuff. You may need to regulate what
17	citizens.	17	you have, but you need that capability to
18		18	function in the field and to get the job done.
19	But also, the fact that the greatest nation in	19	function in the field and to get the job done.
20	the world, from a geopolitical standpoint at that	20	For SAR, search and rescue volunteers here in
21	time, had all these lessons learned. And you	21	Newfoundland get paid the big bucks to find clues
22	would think that, wait a minute, how is that	22	for lost, missing, overdue people. That's their
23	possible with all the money, the training that	23	major job, so you need to be good at it.
24	goes into emergency management, incident	24	
	Page 30		Page 32
1	management?	1	With British Petroleum and Enbridge incidents
2		2	and Enbridge is a Canadian company based out of
3	So David M. Walker took those 125 lessons learned	3	Calgary, Alberta. When they had the Marshall
4	and he broke it down into three main categories.	4	Michigan incident specifically, and they looked
5	And this goes right from the arriving	5	at the Talmadge Creek, which flowed into the
6	firefighter, to the police officer, to the SAR	6	major river system there, and it was a multi-day
7	teams, to incident management's overhead teams.	7	multi-week, multi-month operations involving
8	And he said you have whet? These was a last of	8	many, many agencies. I actually have some of the
9	And he said you know what? There was a lack of	9	slides from that, that we utilized.
10 11	clear and decisive leadership right from the get-go. From the ground level, all the way up to	10 11	I got to spend three and a half months with the
12	Washington. Right up through FEMA. And we	12	hearing and the inquiry for this through the
12	thought, well, that was interesting. But that's	12	Senate Hearing Committee for Environmental
14	what he identified. And that was accepted from	14	Protection and it was a great opportunity to work
15	their hearings.	15	with legal counsel, but also understand how
16	<u> </u>	16	things can improve going forward.
17	In a further part of their senate hearings, he	17	
18	said you know what, there was also a lack of	18	Enbridge stepped up to the plate, and they said
19	exercise, planning design and implementation.	19	we'll pay for everything. It's not an issue.
20		20	We've made mistakes and these mistakes will be
21	In other words, you have this exercise but it's	21	corrected. They bought homes.
22	something you want to get done in half a day or a	22	
23	day, so you can have lunch or dinner and then go	23	Then the cleanup was such a great job at the end,
24	home, and not really concentrate on what's really	24	people said I want my homes back on the creek,

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue Re	
	Page 33		Page 35
1	and so off they went.	1	Because they took over an older pipeline, it
2	5 · · · · · · · · · · · · · · · · · · ·	2	ended up crossing through rivers and creeks. And
3	But what they realized in their mistakes were we	3	the original went through Talmadge Creek, and it
4	didn't perform command and control very well. So	4	was buried.
5	here you end up having multiple incidents for	5	
6	multiple jurisdictions function during a large	6	Most people don't realize that pipelines are only
7	scale North American incident, and most of the	7	buried in Canada anywhere from three feet to six
8	personnel in that incident were trained to what	8	feet deep. If they cross through a water course
9	we call an incident command system I-100 or -200	9	they'll still be only three to six feet, under
10	level.	10	the bed of that river.
11		11	
12	Nowhere near enough to form and provide that	12	And the Talmadge Creek had dropped its flow and
13	service going on for multiple days. So they	13	not that the pipeline was exposed, but a lot of
14	realize that they needed to train better in the	14	rocks and the material overburdened at the base,
15	incident command system.	15	underneath the water was still there. And some
16		16	of the good old boys in these big monster trucks
17	They could function for 24 hours but once you	17	had been crossing that creek and some of the
18	start dealing with multiple agencies, multiple	18	rocks had been pounding down and then eventually
19	jurisdictions and having to crank out multiple	19	the pipeline was punctured and they lost
20	incident action plans for every operational	20	integrity on the pipeline that crossed Talmadge
21	period, which is every 12 hours, 24 hours a day	21	Creek.
22	this thing went, it never stopped, then you need	22	
23	people that can function in command and control.	23	And it actually affected a large lake and a
24	And that's a good lesson learned.	24	reservoir, large tourism recreation area and
1	Page 34 And then, of course, the training for the	1	Page 36 many, many acreages in Marshall, Michigan.
2	worst-case scenario and not just simple things	2	many, many acreages in Marshall, Meingan.
3	that could be over with a dike, a levee or a beam	3	So it was a pipeline that ruptured, Commissioner.
4	in half a day and we have lunch and go home.	4	And so there was a lot of work involved with a
5	But, look, we did our exercise according to the	5	lot of different types of equipment. So now
6	regulations.	6	you're talking about the private sector being
7		7	called in, Environmental Protection Agency, State
8	Well, that's not	8	Health, Federal Health, Fish and Wildlife,
9	COMMISSIONER IGLOLIORTE:	9	volunteer groups and residences, emergency
10	Richard, can you give us a short version of what	10	management agencies, both federal, state and
11	the incident was all about and what the disaster	11	local. And you have to work with all of them to
12	was?	12	function to solve the problem, and that's what
13	MR. SMITH:	13	Enbridge had to do.
14	Yes, sir, I will because it was a \$1.3 billion	14	
15	response by Enbridge out of Calgary.	15	Bill Lokey, being a dear friend for many, many
16	. , 5 5,	16	years, he was actually the director of FEMA for
17	They took over a pipeline that was 35 years old	17	Hurricane Katrina. He was the fall guy. The
18	that ran through Marshall, Michigan in the United	18	person in charge of FEMA was a guy named Brown
19	States. And they did that so they could move	19	and he wasn't going to take the fall, so
20	their product from Alberta, from Fort McMurray	20	fortunately Bill Lokey did.
21	down through Texas, through (inaudible), Michigan	21	, -,
22	and then down through Texas. And it was a	22	And Bill has already made that as a public
23	business arrangement.	23	record. It's open source information, that's why
24	2	24	I can say that. Bill is a great American. He

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res Page 37	scue	Respecting Lost and Missing Persons Page 37 to 40 Page 39
1	has spent many, many years in emergency	1	It was almost like going back to the pony express
2	management and incident management.	2	days of running messages back and forth.
3		3	So communications was an issue in incident
4	And his way of cutting his teeth was back in May	4	management, emergency management, SAR management.
5	18th, 1980, Mount Saint Helens. When it blew its	5	munagement, emergency munagement, oak munagement.
6	lid, which isn't too far from British Columbia	6	There was an ambiguity of authority and what that
7	and Alberta, it was a worldwide volcanic eruption	7	really means in our incidents here is who's in
8	because it affected the world.	8	charge? Who's in charge of search and rescue?
9		9	Who's in charge of this incident that we've
10	And you can think of all the aircraft that are	10	identified here? And the ambigued authority, as
11	affected now by volcanos going off and how it	11	a whole bunch of people in this case, stepped up
12	affects our environment.	12	and said, well, we're the Forest Service, we're
13		13	in charge. Somebody else will say, well, we're
14	But it was a very long 72-day mission where he	14	Environmental Protection Agency, we're in charge.
15	worked in the Emergency Operations Centre, the	15	The military stood up and said no, no, we're in
16	State of Washington with the Governor. She was	16	charge.
17	behind him and beside him the whole entire time,	17	
18	with a good close personal friend of mine, Rick	18	So it was a problem and you don't want that
19	LaValla, who owns ERI International.	19	ambigued authority. You want to make sure that
20		20	you know ahead of time, through field operating
21	And when they went through all this, they were	21	guides, standard operating procedures and
22	dedicating primarily SAR personnel out around	22	planning as to who's going to be in charge.
23	Mount Saint Helens to find all the people that	23	Who's primary, secondary and who's tertiary for
24	have been displaced from the volcano.	24	these incidents?
	Page 38		Page 40
1	And you have to understand that Mount Saint	1	But Bill also realized they had a whole bunch of
2	Helens, when you see those original pictures,	2	people come out of the woodwork. What I mean by
3	just looking at Mount Adams, Mount Hood and today	3	that is they had a whole lot of spontaneous
4	deals with snow and ice on top of the mountain.	4	convergent volunteers.
5	And of course, once you get the volcano going	5	
6	off, you get this lahar. And this lahar goes out	6	And if you spend a lot of time in emergency
7	because everything melts instantaneously, then	7	management, you realize that your initial first
8	starts to slide down and flow and takes	8	responders, whether it's a tornado, hurricane, a
9	everything with it.	9	disaster, are the people on the block, are on the
10		10	street. They're going to get organized. They're
11	And you also have those pyroclastic-type blasts	11	going to get formed up. And they're going to
12	that goes out from the volcano as well, which	12	start helping people. They're not going to wait
13 14	just levels everything.	13 14	for police, for any EMS to show up. They're going to start doing things on their own.
15	So now you've got a catastrophic event. And you	15	And it may not be the right thing but they're
16	got a lot of SAR personnel out there from a wide	16	going to start doing it.
17	variety and (inaudible) of disciplines looking	17	
18	for people.	18	But also when you have an incident, a large scale
19	Foshioi	19	incident like Mount Saint Helens, they're going
20	But Bill realized, partway through,	20	to go out there and start digging and being
21	communications is an issue. Couldn't speak to	21	involved. And you're talking thousands of
22	the Forest service, couldn't speak to the Park	22	people.
23	service. Couldn't speak to police, Fire and EMS.	23	
	· · ·	1 I	Well, you better have a plan for that and you

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 41		Page 43
1	better have a plan for that early and not wait	1	And if I get a missing five-year-old from
2	for it to happen.	2	St. John's, I can tell you right now you're going
3		3	to get a lot of spontaneous convergent
4	And that was a key thing, is you better have an	4	volunteers. The Rovers are going to be inundated
5	understanding of who are these convergent	5	and having to babysit a whole bunch of
6	spontaneous volunteers.	6	spontaneous volunteers doing grid searches
7		7	throughout the town and the city and the
8	And I know Mr. Paul French and Roger Goobie from	8	surrounding area.
9	SAR and I have had conversations specifically as,	9	
10	yeah, boy, we have that missing five-year-old.	10	But what I want to have happen is, I can get a
11	And we had people coming out of the woodwork and	11	word out through the media and say, by the way,
12	we needed to scramble. How are we going to deal	12	folks, you could help out the Rovers and search
13	with all these neighbours who want to go out	13	and rescue and the police by not coming out here
14	there now, look for the missing five-year-old.	14	and destroying any potential evidence and/or
15	And that's a problem. So it's planning.	15	clues. You can search your own backyards, your
16	Also Bill recognized that there was a mission of	16	own houses, check everything, including your
17 18	Also, Bill recognized that there was a misuse of specialized resources. Now, he identified that	17 18	closets, your washing machines, your trucks, your cars, your campers. If you find something,
19	that came from canines being misused, divers.	19	please call this number. Call the RNC at this
20	Dive recovery being misused. Helicopters being	20	number. But don't come out here because you'll
21	misused. And we need to do a better job of that.	20	hamper the SAR effort.
22	misused. And we need to do a better job of that.	22	
23	How are these resources going to be utilized?	23	So that's being progressive and having a plan
24	How should they be utilized? And you really only	24	with the media because that's what we're going to
	Page 42		Page 44
1	know that from meeting and greeting your	1	do through our public information officers. Then
2	resources ahead of time and fully understanding	2	they don't have so many guys coming out.
3	their capacity and capability and how they can be	3	
4	engaged.	4	So that's being recognized now for many years and
5		5	I know it's been mentioned to me, and it was
6	We often say that the alligators, the media, they	6	mentioned the other night when we did a
7	need to be fed. And I'm very straightforward and	7	presentation a week or so ago, by a senior Rover,
8	frank with all of this because they have a role.	8	that, heck, we have some of these problems still
9	The media is in business to make money. That's	9	today. And some of the communities that we go in
10	their job.	10	and assist and help, yes, some of these things
11		11	still occur.
12	And so with that, they do that through	12	Co I'll just talk about CAD Diskor Jacob
13	information. Getting information out, that's how	13	So I'll just talk about SAR Rinker. Jessie
14 15	they make money. But if you don't control them, you don't have a plan for the media, you don't	14 15	Rinker was a two-and-a-half-year-old boy. He was the son of an American missionary family on the
16	feed them, then they're going to get their	16	Sunchild/O'Chiese First Nations, northwest of
17	information sources from somewhere else and it	17	Rocky Mountain House in Clearwater County,
18	may not be what you want. And so Bill said we	18	Alberta.
19	need to do a much better job of understanding the	19	
20	media's role, responsibility, what they're here	20	SAR Rinker was a 15-day ground search and rescue
21	for because we need to look after them and give	21	operation. Not two days, 15 days. And at the
22	them what we need to go out to the public so	22	end of those 15 days, as a police officer
23	things function lot better.	23	responsible for the incident management of that
24		24	mission, we didn't find Jesse. We had no idea

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 45		Page 47
1	where he was, and we had searched a lot of area.	1	police officer, as to why are we here and what
2	And it was very frustrating.	2	are we doing? Yeah. Who are we working for?
3		3	And you're working for all those Jesse Rinkers.
4	At some points we had up to 1300 people a day	4	
5	working and looking for little Jesse Rinker. We	5	And so was understanding a lack of training and
6	had tractor trailer loads full of food coming	6	knowledge in SAR. Wasn't enough of it out there.
7	from McDonald's being delivered to the First	7	We lacked resource management and bringing all
8	Nation at any given time. It was a big	8	those resources in to get the job done.
9	operation.	9	
10	A day state and the state DOND stated	10	We did not form and have command and control very
11	And my statement will be, where the RCMP at that	11	well. We didn't manage our documentation,
12	time failed Roger and Karen Rinker, the parents,	12	information flow, and coordination. And lucky
13	was we did not have enough adequately trained	13	enough, we had the Forest Service to give us a
14	police officers in search and rescue. We didn't	14	hand with some of that to keep us out of trouble,
15	have enough adequately trained police officers to	15	because the Forest Service is being used in the
16	work in the incident management team.	16	incident command system since the mid-1970s.
17	And over though I had taken some CAD management	17 19	And then interportability. We had the Canadian
18	And even though I had taken some SAR management	18	And then interoperability. We had the Canadian
19 20	training in 1980, '81, '82 through Parks Canada, up in Banff National Park and it was a great	19 20	military involved in this; both the air force, the army. We had the British army involved in
20	advantageous ability to be able to do that, it	20	that search. We had Parks, Fish and Wildlife,
21	was given to me in the task to do this. And	21	Forestry. We had hundreds of police officers and
22	plus, I had some military search master training.	22	we were all going out there on a type 3 grid
23 24	plus, i had some minitally search master training.	23 24	search, looking shoulder to shoulder and pushing
27	Page 46	27	Page 48
1	Mr. Smith, here you go. You're going to run this	1	the bush looking for Jesse Rinker.
2	and off we went. But we didn't have enough	2	
3	trained officers to really get involved in doing	3	And so that started my public safety thinking and
_	it. So we learned some hard lessons.	4	career thinking of I think there's a better way
5		5	of doing business. I better find some folks that
6	And part of those hard lessons was we need to	6	we can work on to go forward on that. And that's
7	change and have a RCMP policy in search and	7	what we did.
8			
	rescue, because back in 1986 there was no RCMP	8	
9	rescue, because back in 1986 there was no RCMP policy in search and rescue. It was an assumed	8 9	Andy Warburton was a young boy, back in July
9 10		_	Andy Warburton was a young boy, back in July 1986, to a great friend of mine, Ken Hill, who's
	policy in search and rescue. It was an assumed	9	
10	policy in search and rescue. It was an assumed	9 10	1986, to a great friend of mine, Ken Hill, who's
10 11	policy in search and rescue. It was an assumed role.	9 10 11	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's
10 11 12	policy in search and rescue. It was an assumed role. We'd been doing it since 1873. There was nothing	9 10 11 12	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also
10 11 12 13	policy in search and rescue. It was an assumed role. We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get	9 10 11 12 13	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find
10 11 12 13 14	policy in search and rescue. It was an assumed role. We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get written and published until 1st of April, 1995. I don't know if counsel will probably check on	9 10 11 12 13 14	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find Andy Warburton until the seventh day. And in discussions with Ken Hill over the years,
10 11 12 13 14 15	policy in search and rescue. It was an assumed role. We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get written and published until 1st of April, 1995.	9 10 11 12 13 14 15	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find Andy Warburton until the seventh day. And in discussions with Ken Hill over the years, they realize as well they made some of the same
10 11 12 13 14 15 16	policy in search and rescue. It was an assumed role.We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get written and published until 1st of April, 1995.I don't know if counsel will probably check on	9 10 11 12 13 14 15 16 17 18	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find Andy Warburton until the seventh day. And in discussions with Ken Hill over the years,
10 11 12 13 14 15 16 17	policy in search and rescue. It was an assumed role.We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get written and published until 1st of April, 1995.I don't know if counsel will probably check on that. And that's fine. Because those are the facts.	9 10 11 12 13 14 15 16 17 18 19	1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find Andy Warburton until the seventh day. And in discussions with Ken Hill over the years, they realize as well they made some of the same mistakes.
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10 11 12 13 14 15 16 17 18 19 20 21 22	 policy in search and rescue. It was an assumed role. We'd been doing it since 1873. There was nothing written. The first RCMP SAR policy didn't get written and published until 1st of April, 1995. I don't know if counsel will probably check on that. And that's fine. Because those are the facts. And I was very proud to work with a great team of 	 9 10 11 12 13 14 15 16 17 18 19 20 21 22 	 1986, to a great friend of mine, Ken Hill, who's a processor emeritus now at St. Mary's University, Nova Scotia, realized that that also was seven days in July where they didn't find Andy Warburton until the seventh day. And in discussions with Ken Hill over the years, they realize as well they made some of the same mistakes. So back in 1986, that kind of changed our perspective in Canada as to how are we going to do SAR? There has got to be some better ways of
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Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 49 to 52				
	Page 49		Page 51		
1	And this piece is in here, and the questions are	1			
2	fine, as to what's really changed since 1986?	2	And we've heard that through this hearing from		
3	What have we done?	3	Makkovik all the way down here to St. John's.		
4		4	And people often say in the interviews we've had		
5	And I think sometimes we need to look at	5	as to it's to provide a service to my community.		
6	ourselves and have more meetings and reflect and	6	It's to give something back is what a lot of		
7	look inside and say we need to keep going	7	folks have said.		
8	forward. Be modern, progressive, proactive and	8			
9	changing as things evolve. Because our enemy out	9	But that's love. That's respecting your		
10	there is a live, breathing, ever-changing entity.	10	community and being a part of it and not apart		
11	It never changes all these lost missing people.	11	from it. So that's a big part of what we're		
12		12	dealing with here, these volunteers.		
13	And again, with the advent of snowmobiles being	13			
14	able to go long distances, ATVs now, side by	14	So command and control has to be a standardized		
15	sides, off-highway vehicles. That changes the	15	system. And I say that because in some		
16	dynamics of how and where we're going to look to	16	jurisdictions with other agencies, they've		
17	get things done.	17	embraced a British system called bronze, silver		
18		18	and gold. Other people will use a fire ground		
19	So that gives you an idea of some of these	19	command system instead of a incident command		
20	original lessons learned and some of the	20	system.		
21	foundations for why am I here, and why do I stay	21			
22	in SAR, and why have I moved on, and why have	22	Incident command system is recommended as best		
23	like-minded people done the same thing? And I	23	practices by Public Safety Canada in their		
24	think Mr. Harry Blackmore just feels the same	24	documentation on incident management SAR		
_	Page 50		Page 52		
1	way. We've looked at this and said, yes, we're	1	response. It's in there. It's recommended in		
2	going to get involved.	2	provinces as best practices. It's policy in some		
3	The second second second based on the second s	3	provinces through Emergency Management under		
4	I was very privileged and honoured back in 2001	4	regulations. And in some provinces it's		
5	to have lunch with Prince Charles. And there we	5	legislation that you will use the incident		
6	are in Ottawa. We're at a table and we're having	6	command system if you're going to work in		
7	a lunch. And it was a wonderful, wonderful	7	critical incidents here in the province.		
8	occasion to be able to be awarded Canada's SAR	8	But it's not the same throughout the country. We		
9 10	Volunteer of the Year, back in 2001.	9 10	But it's not the same throughout the country. We have gaps. But it allows you to have continuity		
10	And as a SAR practitioner, as volunteer, I never	10	and operations. It lends consistency with what		
12	expected that. You don't do what you do for	12	we're doing. It makes us efficient, effective		
13	medals, rewards or profit, really. You just try	12	and economic, and also provides direction for our		
14	and make a difference.	14	resources. And it is important to note that very		
15		15	seldom do we ever work with single agency, single		
16	But he asked me and there was ten other people	16	jurisdiction.		
17	at our table. He said I've flown SAR missions in	17			
18	the UK. I've flown with the Sea Kings. And why	18	More often than not, and specific to SAR here,		
19	are you in search and rescue? And I basically	19	it's single agency but multiple resources. And		
20	said it's for love.	20	it can be multiple jurisdictions, if we start		
21		21	dealing with Parks Canada.		
22	Love for my community. Love for my province.	22	-		
23	Love for my country. Love to make a difference	23	So it's good to have a command and control system		
24	in people's lives.	24	in place before an incident occurs and everybody		

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 53 to 56				
	Page 53		Page 55		
1	is up to speed and trained to that.	1	that's missing. And you want to be able to do		
2		2	that.		
3	So again, there's no ambiguity when we come out.	3			
4	There's everybody working under command and	4	And that's important. Because if we're not		
5	control and they know who's the IC, who's	5	working for the stated mission goals and		
6	incident command. They know who's the command	6	objectives, well, it's all for nothing.		
7	staff. Who is information safety liaison and who	7			
8	is the scribe.	8	So when we talk about the combination of		
9		9	facilities and equipment, the incident command		
10	They know who's operations. They know who's	10	system is that command and control system.		
11	planning. They know who's logistics. They know	11	And it should be embraced and utilized on every		
12	who's looking after the administration side. And	12	mission.		
13	that is set up ahead of time so that we can	13			
14	function and not make mistakes.	14	And I'll explain some other things as we go along		
15		15	here because when I start talking about a mistake		
16	If you don't set up command and control right	16	was made here, this is what's been identified to		
17	from the get-go, you're going to lose it. And	17	me. This is what I'm recommending. It falls		
18	that's not what we want to see happen.	18	right back to this here, command and control.		
19		19			
20	So when we mention about the incident command	20	So realistically, though, if I am an incident		
21	system, it's not just one thing and that's what	21	commander from the police, for sake of argument,		
22	unique about it. That's what's so great about	22	if I am that SAR manager who's the ops section		
23	it. And more often than not people will say,	23	chief on behalf of the police, I really just need		
24	well, that system failed because of this, that or	24	to recognize what needs to be done and then take		
1	Page 54 the other.	4	Page 56 the appropriate action.		
2		2			
3	But what they don't realize, it doesn't used	3	I need to find Sally Sanchez by 2400 hours, and I		
4	correctly. It wasn't used properly. But it is a	4	need to develop a plan to do that involving all		
5	combination of facilities, all sorts of different	5	of those people, information, and support		
6	types of facilities from staging areas, to base	6	structure to make that happen.		
7	camps, to emergency operation centres, to command	7			
8	posts, to a host of different types of equipment	8	It's quite simple. It is nothing more than that.		
9	to do a specific function on a mission.	9	And people get way too complicated about what is		
10		10	command and control. And there's an academic		
11	To personnel who are trained to do the job. To	11	side. There's a practitioner-based side, and		
12	making sure that you have procedures. To make	12	that's what it is right there.		
13	sure that we can communicate. That we are	13	-		
14	working within a common organizational framework	14	But as I mentioned, there's different elements		
15	and structure, again, so that everybody knows who	15	working together. And the effective harmonious		
16	reports to who. And that all the resources out	16	actions means that everybody plays in the sandbox		
17	there are going to be efficiently effective, but	17	together.		
18	they meet the requirements of our stated mission,	18			
19	goals, and objections.	19	And I use this example: it doesn't mean that the		
20		20	Royal Canadian Air Force is in this part of the		
21	Because there's no use of doing any of this	21	sandbox. It doesn't mean that the RCMP is in		
22	unless we're all working to find that lost	22	this side of the sandbox. It doesn't mean that		
23	missing subject. You want to find Sally Sanchez	23	the Coast Guard and Coast Guard Auxiliary are		
24	by 2400 hours. She's a little three-year-old	24	over here and SA R is down over here, doing each		

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 57 to 60				
	Page 57		Page 59		
1	and all their own thing with their command and	1	But it is how we're going to do business. It's		
2	control systems trying to work on this problem.	2	symbols. It's words. It's images. It's ideas.		
3		3	It's values. It's all those things. And one way		
4	No, it means that everybody is playing and	4	or another brings command and control to get that		
5	working together to solve the problem on those	5	information out. And information to be useful is		
6	mission goals and objectives. And that's the	6	that old adage is, you know, information to be		
7	key.	7	useful must be shared and it must shared with		
8		8	others.		
9	That is interoperability. And interoperability	9			
10	means it's people, it's information, and it's the	10	So when that team in the field, who's looking for		
11	support structure that functions to solve our	11	the missing five-year-old here in Newfoundland		
12	stated mission goals and objectives.	12	and Labrador, all of a sudden finds a shoe, finds		
13		13	a granola bar wrapper, that information must be		
14	Support structure looks at training, education.	14	relayed back to the Command Post, to the overhead		
15	It looks like at doctrine. And I know my learned	15	team, ops, planning logistics, to the IC.		
16	counsel here, Geoff Budden, mentioned the other	16			
17	day that I've got a lot of props on the table in	17	And if that information goes back to the overhead		
18	front of me.	18	team because they have goals and objectives, they		
19		19	have strategy, they have tactics and they have		
20	I have a lot of books on the table in front of me	20	priorities for all of those, they're going to all		
21	because those are some doctrine materials that	21	of a sudden say you know that information that		
22	support standard operating procedures. Field	22	came back from the field, we know, now, to modify		
23	operating guides. How things can be done. Who	23	and adjust our strategy and tactics as the		
24	reports to who. Whose job is it to do what.	24	mission moves forward based on these clues that		
	Page 58		Page 60		
1	Everybody knows their role and responsibility and	1	are coming in from this hasty team.		
2	duty.	2			
3		3	So information is crucial. Otherwise, it doesn't		
4	This structure and control system does not exist	4	allow you to be flexible in your plan. It		
5	solely on its own but it's to help people	5	doesn't allow you to modify and adjust your plan		
6	recognize, as I just said, what needs to be done	6	as the mission unfolds.		
7	and they take the appropriate action.	7			
8		8	And you have to do that because now I'm going to		
9	Now, information flow and coordination has always	9	say guess what, we're going to put a canine team		
10	been a bugbear of mine, working in my background	10	now ahead of that hasty team to look for that		
11	over the years. It's given me some latitude to	11	lost person because it looks like that's the		
12	say certain things.	12	direction of travel. But it's shared		
13		13	information.		
14	Similar to what you're going through here now in	14			
15	this hearing, I've had meetings with senior	15	Now effective search and rescue management is		
16	ministers of the Executive Cabinet Council in	16	fairly straightforward. Most people get this		
17	Alberta recently.	17	wrong. They kind of glob all the things with		
18		18	objective, strategy, and tactics together, and		
19	And it's interesting, because people will say I	19	they need to keep them separate.		
20	thought we already had that. I thought we had	20			
21	that doctrine. I thought we were there with this	21	So again, when I'm reviewing something, and I		
22	information. And sometimes you have to educate	22	know Paul French will reiterate on this, I am		
23	and get your point across, and say, no, we don't	23	very anal when I ask for something or a		
24	have that. It still needs to be developed.	24	discussion on an item. And it's like, okay, we		

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 61 to 64			
_	Page 61		Page 63	
1	didn't and I'm not saying Paul French did	1	or five-year-old, they're the senses for the	
2	this. This is just an example. We had great	2	people in the overhead team. They've got to	
3	discussions.	3	relay stuff back at what they're seeing out	
4		4	there. Otherwise, the planning side of the house	
5	But he understands that, yeah, objectives are	5	won't be able to make decisions. They can't do	
6	something completely different than the strategy	6	the advance planning for the next operational	
7	and the tactic.	7	period and continue on and on and on, et cetera.	
8		8	So they have to have situation awareness.	
9	So when you walk into a command post, objectives	9		
10	are: what are we here to do and why? That's	10	I mentioned command staff having a scribe.	
11	really what it's all about. What am I here to do	11	Anybody that's been involved in a major incident	
12	and why? And that's like find Sally Sanchez by	12	and there are some individuals here that have	
13	2400 hours, by midnight. That's what we want to	13	been involved in major incidents, and I have a	
14	do.	14	great respect for those individuals, they know	
15		15	they want a scribe. And that scribe is attached	
16	The strategy means how are we going to do it.	16	to their hip and goes everywhere they go to make	
17	The tactics is the who, the where, and the when.	17	sure that every time you give out a task, order,	
18		18	assignment, you interview somebody, you get their	
19		19	message over the radio, that that's documented	
20	But when I have those objectives, like I have on	20	because that gives you situational awareness of	
21	the slide here, the important piece is what am I	21	where are you at with the mission.	
22	going to do first, second, third, fourth and	22		
23	fifth, all the way down to No. 12, let's say, as	23	If I don't have situational awareness with the	
24	an example?	24	mission, I will lose that command and control,	
	Page 62		Page 64	
1	You prioritize all your objectives. That's a key	1	and then the mission is going to gain control of	
2	thing, because if you don't do that, you can get	2	me. As I mentioned before, you don't want that.	
3	them mixed up.	3		
4		4	There is a situation report unit leader under the	
5	Now you can change some of those, based on	5	planning section chief in the incident command	
6	information coming back from the field. That's	6	system. That function provides you situation	
7	fine. But at least you can prioritize what you	7	awareness of where you're at with your mission	
8	want to do.	8	goals and objectives and the overall mission for	
9		9	briefings, debriefings, what teams have	
10	And then you assign the resources: canine,	10	accomplished what, and they come back and go	
11	helicopter with a forward-looking infrared and a	11	through a debriefing process. So the scribe is a	
12	trained observer, a night sun, tracking teams,	12	different process than the situation report unit	
13	containment/confinement teams. I'm going to	13	leader.	
14	assign those resources out there to go find Sally	14		
15	Sanchez. That's important.	15	But again, it comes back to information flow and	
16		16	coordination, and documentation. How can I do a	
17	So effective search and rescue management also	17	transfer of command from one overhead team,	
18	means that that IC and the ops section's chief,	18	incident management team of IC, ops, planning	
19	the SAR commander, must maintain situational	19	logistics, (inaudible) administration to another	
20	awareness.	20	team if I don't have documentation on our plan,	
21		21	our goals and objectives, strategy and tactics	
22	They're in a command post. They're in an EOC.	22	and what we plan to do the next Op so that they	
23	They're not looking outside. The hasty team out there searching for this missing three-and-a-half	23	know what their task is. I got to have that down	
24		24	there because we are running SAR missions 24 and	

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 65 to 68				
	Page 65		Page 67		
1	7, typically regardless of the weather.	1	things go wrong, they go wrong real fast. And		
2		2	that's not what you want happen in that		
3	There are some instances where we may have to	3	particular case.		
4	stand down because the risk outweighs the	4			
5	benefit, but more often than not we're 24 and 7.	5	There's always going to be a threat to our		
6		6	responders. So I comment on the helicopter		
7	And then decision-making. So I mentioned this	7	extraction transportation system. And I've done		
8	before and it comes up more often than not with	8	it. I was on the RCMP's mountain rescue team		
9	civil litigation liability, but decision-making	9	back in the '80s. And I've done it with our		
10	is how I came to make that decision? And it gets	10	Mountain Rescue Association team. And it is a		
11	asked a lot to the police, when they talk about	11	young person's game. That is for sure. I don't		
12	they're the IC. Did you stand the SAR mission	12	do it anymore.		
13	down? How come you did that?	13			
14		14	But when you're slinging, as I just mentioned,		
15	And the police know this from being involved with	15	working with that Sea King aircraft, you have to		
16	critical incidents, when they talk about	16	be 100 percent. You're hoisting and now you're		
17	shoot/don't shoot. How come you made that	17	being slung underneath an aircraft. This is a		
18	decision? So it is crucial that we understand	18	Bell 407, on a class D live sling, using the HEC		
19	that.	19	system, as Mr. Harry Blackmore mentioned		
20		20	yesterday.		
21	Now there are a lot of factors that affect SAR	21			
22	management because critical incidents by their	22	There is no margin for error. You've got to be		
23	very nature are dangerous, dynamic. They're	23	100 percent all the time. And it takes training.		
24	complex and they're confusing.	24	That training takes money. But there's a threat		
	Page 66		Page 68		
1	Here's a Sea King. Yes, it's a British Sea King	1	to the responders in doing that. It becomes		
2	but that's fine. When I was working for the	2	quite high-risk. Are there other ways of doing		
3	Mountain Rescue Association, Northern England,	3	the business? So it must be evaluated and the		
4	they were still using their aircraft here a few	4	risk assessment must be completed.		
5	years ago.	5			
6		6	But there's also a threat to the citizens, that		
7	But if you look that the photograph, this is your	7	you're out there to complete the search and		
8	mountain rescue. This is your guys involved with	8	rescue mission on. If things go wrong, it's		
9	on the rocks. And there are a number of them	9	going to go wrong for them too. And it goes real		
10	with lines laid down to get an injured climber	10	fast.		
11	who's fallen a great distance, and are being	11			
12	hoisted and winched up to that aircraft. And	12	So they're dangerous, dynamic, complex and		
13	that aircraft is in hover effect. So you're	13	confusing. They are dynamic because there's		
14	either 100 percent doing this or you are toast.	14	constant changes.		
15		15			
16	So it's important for the mountain rescue team to	16	One of those things that struck me in Makkovik		
17	know that. It's important for I know the air	17	and it was a real honour and a pleasure to be		
18	crews know this, but that working relationship.	18	there in that great community, but also to work		
19	That interoperability.	19	with the Barry Anderson's of the world. To have		
20	· · · · · · · · · · · · · · · · · · ·	20	Barry take me around and show me the places they		
21	So you want to call in these assets, you need to	21	looked physically out there in the Bight and in		
22	train with them. You need to study and	22	those areas.		
23	understand how everybody works, how everybody	23			
24	functions. Everything involved. Otherwise, when	24	And to walk all the trails in those communities.		

Page 69Page1To walk around that community and have a look at1in changing operational modes and prioritie2everything that was there. It reminded me of1in changing operational modes and prioritie3being back up in the Arctic.344Your plans also are not cast in stone, and h5But when you talk about constant changes, you6the bay, all of a sudden now you have a large7conditions that were there, with the ice out in68the bay, all of a sudden now you have a large9that also comes from the policing agencies9open lead that may or may not have been there9the military agencies who did a fantastic jol10before.10their notes, documenting the cases we revise11Those complexity analysis factors compound our1112search and rescue here in Newfoundland.1313spending some time doing that, the weather1314of the four places here on the East Coast Trail,1415spending some time doing that, the weather1516crashes here. Well, that's a complexity analysis1517factor.1819The boardwalk is broken. It doesn't work, fix it. But there's a1920if the park doesn't work, fix it. But there's a2021potential there for somebody to get injured.2022The subte a patential wade the main and time.2020The subte a patential wode the main and time.20<	. As
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21 potential there for somebody to get injured.21 means things that change your mission in a2222 heartbeat.	
22 22 heartbeat.	,
23 There's a potential under the rain conditions, 23	
24 like early this morning and other times, to slip 24 Here it is sudden severe weather, more so t	nan
Page 70 Page	72
1 down those slippery slopes. 1 most places that I can think of. Yes, it hap	ens
2 2 in the Arctic. Yes, it happens on the West	
3 But those emergency situations are dynamic 3 Coast. But realistically it's like, wow, all of	
4 because of environmental atmospheric conditions 4 a sudden to me, the fog rolled in here. How	am I
5that are constantly changing on us.5going to do things in this fog locally?	
6 6	
7And nothing is cast in stone. We don't always7All of a sudden now the overburden is chan	
8get the right information that you want8because it is extremely wet and slippery for	
9 immediately at the beginning onset of a search 9 moving cascade toboggans and rescue litter	
10 and rescue mission.10 and forth. All of a sudden now we have, as	•
11 11 had in Makkovik, you have ground fog. You	
12People think that you have all the facts that you12see down through it. You had that up in the	
13have now after five weeks of our hearings and13peninsula as well for the missing snowmobi14this Gaussian Variation Variatio Variatio Variation V	
14this Commission. You don't. It's not possible.14Ground fog moving in. You had snow and s15and usus had cald term embrane come in	
15 15 and you had cold temperatures come in. You have the police will often 16 CAP percented following open loads in the comparison of the police will often 16 CAP percented following open loads in the comparison of the percented following open loads in the percented following open loads in the comparison of the percented following open loads in the percen	
16You must investigate, as the police will often16SAR personnel following open leads in the c17tell you, but information comes from all of a17	lean.
 17 tell you, but information comes from all of a 18 sudden somebody out of the woodwork who wasn't 18 Lucky enough they had the training and equal to the training and equal	inmont
 19 there before tells you I found a track. Oh okay, 19 on to be able to get out. Risking those lives 	-
20 I didn't know that before. I found a footprint. 20 save the lives of others. But that sudden	
2021I found a backpack. I found a jacket.2121weather is always changing on us and some	
21 1 22 22 21 weather is diways changing on as and some 22 often forget that.	times we
23 Those things change what you're doing. They're 23	times we
24 all-time critical situations and it does result 24 And I think we need to be incumbent to the	times we

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 73 to 76			
	Page 73		Page 75	
1	that, hey, we need to prepare for the worst and	1	recently with what's happened here with the	
2	that's why that training is important.	2	marine side. We all need to work together under	
3	The mountain receive here, your mountain receive	3	the mandated tasking agencies. We could all make	
4	The mountain rescue here: your mountain rescue	4	a difference. We could all contribute in one way	
5	here is no different than our mountain rescue.	5	or another.	
6	The difference we may have is that we're at 8,000	6	And these are sugged as made have in New form day d	
7	to 10,000 feet doing a lot of the helicopter	7	And there are great examples here in Newfoundland	
8	extractions and altitude. But your mountain	8	and Labrador where that has occurred, because you	
9	rescue here are the rocks. Up north in Labrador	9	see the photo here where the rigid hull	
10	as well, you get up in the Torngat Mountains, is	10	inflatable is going up with souls onboard and	
11	exactly the same as what we have out in the Rocky	11	yeah, things go sideways and they go sideways in	
12	Mountains. It's no different. And it takes that	12	a hurry. But there's also that technical	
13	technical capability and capacity with the	13	expertise to look around the shores and everybody	
14	equipment to do the job. That's a key to being	14	working together.	
15 16	successful.	15 16	Mace cacualty incidents are pover size to be in	
16 17	Winter search and rescue, yeah, it's tough. And	16	Mass casualty incidents are never nice to be in. They do change your life forever. And that is	
18	one of the things that struck me in Makkovik is	18	important to note. But you can have a mission	
19	and I'll mention Barry Anderson's name. He's	19	within a mission, and this is where the training	
20	a fine gentleman indeed. Telling me that we	20	is important on factors that affect SAR	
21	looked at the officer, and we said to him, yes,	21	management here.	
22	you got to come with us on this airplane crash	22		
23	but not dressed like that.	23	Because if I just went through this and said,	
24		24	okay, here's what I've learned. Here's who I've	
	Page 74		Page 76	
1	And they outfitted him in all the proper clothing	1	interviewed. Here's what I think you should do.	
2	so a police officer can go to the plane crash,	2	Thank you very much. I'm out of here. That's	
3	because he didn't have the equipment. And he	3	not going to solve the problem. This background	
4	really didn't have the full training and they	4	is crucial.	
5	were going to look after him with everything they	5		
6	had. That made a difference because it was a	6	So I mentioned to you about Jesse Rinker, May	
7	winter side of the house and it was changing as	7	1986. Andy Warburton, July 1986. My friend Ken	
8	well. It was a blizzard condition.	8	Hill.	
9		9		
10	And that was mentioned by Mr. Harry Blackmore	10	June 1986, June 13th, was also a day I remember.	
11	yesterday, about them going out on snow machines.	11	We got a call from a ground search and rescue	
12	Could barely see the taillight of the machine in	12	RCMP perspective, it was an RCMP officer to go to	
13	front of them. They're actually navigating by	13	Canmore RCMP detachment in Alberta, just outside	
14	global positioning systems and inReach, and lucky	14	of Banff. There was an incident in Kananaskis	
15	enough they were trained to do that.	15	Country, which is just outside Banff National	
16	But we are the state of the sta	16	Park. There had been a plane crash, Orville Paul	
17	But your air marine incidents here, yeah, there's	17	(phonetic), a biologist, and the pilot was	
18	a reason why the Coast Guard and the Royal	18	missing, overdue.	
19	Canadian Air Force called GSAR to give them a	19	Well this was an air farma anna 144-thair an	
20	hand.	20	Well, this was an air force case. What are we	
21	You know at the and it descents wally matter what	21	doing? Well, the weather kind of comes and goes.	
22 23	You know at the end, it doesn't really matter who finds the lost, missing, overdue or down missing	22 23	There's a lot of high winds going across the rocks and they want a hand with interviewing	
23 24	aircraft or ship at sea. And we've seen that			
24	anciait of ship at sea. And we ve seen that	24	people at campgrounds, hiking trails to see if	

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res Page 77	scue	Respecting Lost and Missing Persons Page 77 to 80 Page 79 Page 79
1	they've heard or smelled anything out on the	1	SAR has always been and has been, since our
1	ground for this missing overdue small Cessna 162,	2	Edmonton Sherwood Park tornado, the backbone of
	that was doing wildlife surveys for sheep in the		responding to natural disasters.
3	Rocky Mountains.	3	responding to natural disasters.
4	Rocky Mountains.	-	Mr. Harry Plackmara montioned that Public Cafety
5	I coid allow we can arganize. Do that I'm a	5	Mr. Harry Blackmore mentioned that Public Safety
6	I said, okay, we can organize. Do that. I'm a	6	Canada has now finally realized that we can use SAR for natural disasters.
7	team leader. Let's get at her. Let's make a difference here and off we went.	7	SAR IOI HALUIAI UISASLEIS.
8	difference here and off we went.	8	Vach way and It's been done in Dritich
9	On CAD Walf, CAD Onville David we had 12 needla	9	Yeah, you can. It's been done in British
10	On SAR Wolf, SAR Orville Paul, we had 13 people	10	Columbia and Alberta for a whole bunch of years.
11	die. So the important thing to consider is we	11	You don't always have to use the military. There
12	lost six from CASARA that day. We lost military	12	are better ways of doing business with trained
13	personnel and we lost two other aircraft in	13	personnel.
14	looking for one.	14	Cothat's a thing that's name of it there CAD
15	Compative do out there is difficult. The year	15	So that's a thing, that's part of it there, SAR,
16	So what we do out there is difficult. It's very	16 17	in natural disasters, but you have to be trained to do that.
17	interesting in certain aspects. But with that, I		
18	was one of the individuals, along with a	18	You'll got confusion on a SAR incident through
19	gentleman named Chris Butler who is a park ranger, who got to go to the site of the twin	19 20	You'll get confusion on a SAR incident through SAR management when you get conflicting reports.
20 21	otter crash that the military owned. That they	20	You know I don't think I've been on a perfect SAR
21	had many, many individuals. They had nine	21	mission.
22	individuals onboard. And they were looking for	22	111551011.
23	the other aircraft.	23	Mr. Budden here said to me, you know, Richard,
	Page 78	24	Page 80
1	And there was another aircraft that crashed	1	you have a lot of experience. Well, that
2	looking for the first aircraft. So we had 13	2	experience comes from making mistakes. And I
3	casualties and they all had to be dealt with.	3	don't think I've ever been on a perfect mission.
4	That was a mission within a mission. Those	4	·
5	things can occur when you are pushing the	5	Something invariably always goes wrong. And it
6	envelope time and time again in SAR.	6	may be just a documentation is not right. It may
7		7	be that you wish you would have sent a team up a
8	So multiple agency responses require a lot of	8	certain area at a certain time. It may be
9	command and control coordination, as I've	9	because you failed to document something
10	mentioned. They really do. But all those things	10	yourself. You failed to have a relief ahead of
11	stuck with me as to this is a fight to make sure	11	time.
12	that we, in policing, we in SAR, do the right	12	
13	thing, always.	13	So those are things that are important, but when
14		14	you start getting those conflicting reports,
15	And then in national disasters and I mentioned	15	you've got to work through them, and you got to
16	about the Alberta floods. And I know one	16	have a team that's available to do that.
17	province always likes to say something about	17	You can't do it all by yourself. It's not a
18	another province, but Alberta is really the	18	one-person job.
19	disaster capital of Canada. Just ask the	19	
20	Insurance Bureau of Canada. Because of the	20	But you get these unanticipated events occur. I
21	number of tornados, floods, wildland-urban fire	21	mentioned to you about the 13 people dying in SAR
22	interfaces, Fort McMurray, Slave Lake, billions	22	Wolf, SAR Paul.
23	of dollars in damage there.	23	
24		24	There was another mission in our neck of the

Oct	bber 5, 2021 Public Inquiry for Ground Search and Res Page 81	<u>scue</u>	Respecting Lost and Missing Persons Page 81 to 84 Page 83
1	woods and it was close call. We had a helicopter	1	through this or we've got to go through that.
2	main rotor strike with our SAR personnel onboard	2	through this of we've got to go through that.
	a machine going in to rescue somebody off a rock	2	And you need to have that direct link. You got
3		_	
4	between two sets of falls and Crescent Falls by	4	to be able to talk directly to police, fire, EMS
5	the Bighorn First Nation.	5	and military, coast guard. So we need to improve
6		6	that.
7	And we pulled off the potential survivor. The	7	
8	casualty person was treated for hypothermia and	8	And of course, if you don't establish the comms,
9	then medevacked to a hospital by another machine.	9	and you don't do it properly with all your
10	But then going back to pick up our rescue	10	working stakeholders, people in the SAR sector,
11	personnel, the one person left on the rock, to	11	it's going to create problems.
12	make a long story short, the rope had come up and	12	
13	struck the rotor on the A-Star B3 helicopter.	13	So our incident priorities are always going to be
14		14	the life of the rescuer, the life of the rescuer
15	We were so fortunate that the A-Star rotors turn	15	team. Safety comes first.
16	opposite to a Bell product and that rope happened	16	The best water Martin Strategies in the
17	to come out, and it broke away down the bottom	17	I go back to the Makkovik incident where that
18	and not near the kernmantle in the middle. So	18	search and rescue member fell in the open lead in
19	that also made a difference.	19	those icy waters. They got him out. They dealt
20		20	with it.
21	So the pack and the rope went downstream and the	21	
22	other part of the rope went flying up on top of a	22	But you got to stabilize that incident.
23	cliff. That machine now had to land right away.	23	Stabilizing an incident for SAR a lot of times
24	And I heard talk on the radio from the pilot	24	means containment/confinement. How do we stop
	Page 82		Page 84
1	saying, "I can't believe what just happened." "I	1	this area from getting bigger? How do we stop
2	can't believe what just happened." But it	2	that person from getting up and moving to a
3	happened so fast, when you're doing the job.	3	different area, so that we can go find them?
4	And these are volunteers onboard the deck of that	4	And then we worry about the property, the ships
5		5	
6	aircraft, onboard that aircraft trying to save the life of another. And now your volunteers,	6	at sea, the aircraft. Those things are at the end. We talk about the lives first.
7	· · · ·	7	end. We tak about the lives first.
8	your friends, are there with their life on the	8 9	So there are certain factors that are here. And
9	line. Unanticipated events occur. Now you have a mission within a mission again.	9 10	these things happen as critical incidents unfold.
10 11		11	They create the potential for injury or loss of
12	You also don't get adequate information. It's	12	life. I've given you some examples already.
12	not gathered or it's not relayed. So some of the	12	ine. The given you some examples alleady.
14	problems with our management personnel is not	14	I'll give you the example of property damage.
15	we're not relaying enough and gathering enough	15	Boy, I may break a ski. I could damage a
16	information. You can't get enough information to	16	snowmobile. That happened on the one on the
17	do this job. It takes time. It takes personnel	17	peninsula. The snowmobiles were damaged. They
18	to do that. And as I get into later slides, I'll	18	couldn't see where they were going. They rolled
19	stress one more time this is why you need	19	the machines.
20	multiple incident management teams, not just one.	20	are machines.
20	manaple medent management teams, not just one.	20	We lose an inReach worth \$825. There's property
21	You don't establish comms. Some of the comments	21	damage. There's environmental damage. Sometimes
22	that were made to me here in Newfoundland was we	22	we do that to save a life.
23	that were made to me here in Newtounulatiu was we	23	
24	can't talk to the military. We've got to go	24	

Octobe	r 5, 2021 Public Inquiry for Ground Search and Res	scue	
1	Page 85 But a lot of things that are out there can have a	1	Page 87 making decisions to save the life of others.
2	long-term impact on the agency. This hearing	2	MR. BUDDEN:
3	will have a long-term impact on agencies. I	3	We'll take a break now for 15 minutes. Thank
4	believe that. But it will result in a culture of	4	you.
5	change, which is good.	5	THE CLERK:
6	change, which is good.	6	All rise.
7	Jesse Rinker, SAR Wolf and SAR Paul had a	7	Air fise.
8	long-term impact on the agencies and personnel	8	(Recess)
9	that worked there for those missions.	9	(Recess)
10		10	THE CLERK:
11	You must control the situation or it's going to	11	All right. This Commission of Inquiry is now in
12	control you. So that results in a constant risk	12	session. Please be seated.
13	assessment that never ends. You do a risk	13	MR. BUDDEN:
14	assessment and maybe mentally before you send the	14	Yes, Mr. Commissioner, Mr. Smith will now
15	troops out, but you also want to document it.	15	continue with his presentation.
16		16	COMMISSIONER IGLOLIORTE:
17	And preplanning: where do you want to send	17	Thank you.
18	everybody based on objective, strategy and	18	MR. SMITH:
19	tactics? And then a lot of prior training.	19	Commissioner, I have the honour to develop an
20	That's important to control those incidents.	20	appreciation (inaudible) of the capacity and
21		21	capability of Newfoundland Search and Rescue
22	If you don't have those things going, then how	22	teams throughout the province, and I did not take
23	are you going to control the incidents? It's	23	that lightly.
24	going to be too loose. Things are going to be	24	
	Page 86		Page 88
1	out of control. And they are to bring order to	1	It involved interviewing members of the executive
2	chaos, and that's a key to being successful.	2	for NLSARA in this particular case, and also a
3		3	large number of search and rescue team
4	Now there's a great quote I want to give you	4	coordinators throughout the province. In other
5	before we I'll ask learned counsel here,	5	words, on the island and also in Labrador.
6	before we take a little bit of a break. And this	6	
7	is a great quote which pertains to search and	7	But it also resulted in reviewing of search and
8	rescue.	8	rescue missions and mission reports. And pouring
9		9	over those documents and then making a lot of
10	"You gain strength, courage, and confidence by	10	other phone calls going back. And I know
11	every experience in which you really stop to look	11	Mr. Blackmore is probably getting tired of me
12	fear in the face the danger lies in refusing	12	calling him on several issues. And I know I've
13	to face the fear and not daring to come to grips	13	done that with other members as well of the
14	with it. You must take and make yourself succeed	14	search and rescue coordinators, but they've been
15	each and every time. You must do the thing you	15	very gracious in offering the facts and answering
16	think you cannot do."	16	the questions. So this is part of the objectives
17		17	and strategies of the hearing and why I was here.
18	Eleanor Roosevelt was right. And she gave some	18	•
19	fantastic advice to her husband, President of the	19	I also participate in the public inquiry
20	United States.	20	hearings, and that also allowed us to gather
21		21	information and take notes from the testimony of
22	But that's exactly where we're at. Guys are	22	S AR responders from Makkovik and other
23	coming to the line. They're facing that danger.	23	locations, and really understand the role,
24	And they're looking it in the face and they're	24	responsibilities, and duties in Newfoundland and

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 89 to 92				
	Page 89		Page 91		
1	Labrador for tasking agencies and assisting and	1	Attended a number of NLSARA SAR team facilities		
2	cooperating agencies through the hearing and the	2	and participated in discussions with team members		
3	hearing process.	3	and also their executive members throughout the		
4		4	province.		
5	To look at this information and then just try and	5			
6	correlate it and throw it together in the report	6	That also allowed us to look at equipment and		
7	doesn't always work. So we need to do an	7	have those open and frank discussions with those		
8	analyses. And one of the tools that's out to	8	members as well.		
9	there to do analyses is called SWOT, S-W-O-T,	9 10	Reviewed hundreds of documents and exhibits		
10 11	which is for strength, weaknesses, opportunities and threats.	11	submitted, and also exhibits submitted from the		
12		12	Government of Newfoundland and Labrador, but also		
13	And I use that model because it fits in a little	13	documents submitted by legal counsel, documents		
14	better the public safety realm more so	14	submitted by the RCMP and RNC, and then attended		
15	business uses that as well.	15	meetings and discussions with the Inquiry's legal		
16		16	counsel.		
17	We develop recommendations from the goals and	17			
18	objectives for presenting at the policy and	18	So that kind of put together the strategy. The		
19	procedures hearings. So we have done that.	19	objectives were what are we here to do and why,		
20		20	and now the strategy is how are we going to get		
21	So as you can see, I kind of fell almost on my	21	it done. And that's my final slide there, to		
22	academic side of here but there's also that	22	make that happen.		
23	education piece, and then we get into exactly	23			
24	what we did to move forward. And you'll see that	24	There is something I want to just mention here		
	Page 90		Page 92		
1	with the SWOT recommendations and also the ones at the end.	1	regarding the ground search and rescue teams. And it comes from working with some really fine		
2	at the end.	2	men and women and the individuals that are there.		
4	So these questionnaires were quite in-depth. I	4	men and women and the marvadas that are there.		
5	had the privilege I had most people on the	5	Sometimes the term "volunteer" brings with it a		
6	phone for just over an hour. And again, they	6	lack of recognition; maybe a lack of respect.		
7	were very forthcoming.	7	But the phrase "SAR responder," "SAR provider"		
8	· · ·	8	and "SAR worker" often does not.		
9	What I also appreciate was the SAR members being	9			
10	open, frank and honest. Some of them certainly	10	Search and rescue teams from Nain to Makkovik,		
11	did say, "Well, I wouldn't want this to go out,"	11	from Corner Brook to the Avalon peninsula,		
12	or "I just want you to know" and "here's another	12	deserve credit where credit is due.		
13	example of this happened."	13			
14		14	Search and rescue members of NLSARA are some of		
15	And I felt that was great. Because you want to	15	the best trained SAR responders in Canada and		
16	be correct and you want to be clear when you	16	have often pushed the limits on physical		
17	start giving statements from lessons learned and recommendations.	17	endurance to risk their lives to save lives of another.		
18 19		18 19			
20	We also had the questionnaires and interviews	20	This presentation takes that into the account and		
20	with the RCMP and the RNC SAR coordinators. And	20	respectfully submits that we can all improve in		
22	there was some great cooperation there. Without	22	some way or another by being modern, progressive,		
23	a doubt, open and frank again, and also dealing	23	proactive. And these things we do, that others		
24	with policy and procedures.	24	may live.		
24	with policy and procedures.	24	may live.		

Octo	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 93 to 96				
	Page 93		Page 95		
1	The SWOT analysis, as I mentioned, deals with the	1	that because they all encompassed three levels of		
2	strengths, weaknesses, opportunities and then	2	training, development, and experience. And that		
3	those threats. And they're both internal and	3	is important.		
4	they are external.	4			
5		5	Now some of the strengths involved, again this is		
6	And from going through all that information, all	6	NLSARA, there's a number of people with years of		
7	the interviews and those open and frank	7	training. A high percentage of SAR responders		
8	discussions, I was able to put this together.	8	have greater than ten years on the job doing		
9	And this is specific to the teams in Newfoundland	9	those functions as a searcher, search and rescue		
10	and Labrador.	10	responder, SAR provider.		
11		11			
12	The SWOT analysis chart, just to kind of give you	12	Within those search and rescue skills, one of the		
13	an example, that's a typical chart from SWOT.	13	other strengths I noticed was the experience of		
14	And it does work quite well.	14	the instructors. Fifteen to 20 years with the		
15		15	team. They're long in the tooth. They've been		
16	It's easy to jot that down from people and they	16	there a while. Some of them were there from the		
17	will give you the three strengths, and three	17	inception of the team, from the beginning.		
18	weaknesses, and three opportunities, and what are	18			
19	the three threats they think is out there. And	19	And with that being said, they were very, very		
20	just to have those open and frank discussions was	20	good at their outdoor activities. The majority		
21	very, very meaningful and I respect and	21	of them to maintain that credibility that they		
22	appreciate the input from all the members.	22	had spent a lot of time in the outdoors. And I		
23		23	respect and appreciate the length of time they		
24	One of the things that came up the other day was	24	spent on a snow machine traveling from Point A to		
	Page 94		Page 96		
1	talking about competency. And I want to make	1	Point B in the wintertime, and camping out and		
2	sure, because it was just brought up to me at the break as well and I respect that, age should not	2 3	doing those things. They do all that to maintain their skills. They're constantly using it time		
4	have any bearing at all.	4	and time again.		
5	have any bearing at all.	5			
6	Competency should be the criteria, not age or	6	One of the other strengths here is team		
7	gender or affiliation. And we have members of	7	equipment. There's a lot of team equipment. And		
8	our groups that are 74 years old, all the way	8	I remember being in Grand Falls-Windsor and		
9	down to the 18-year-olds involved right now.	9	looking at all the team equipment up on the		
10	·	10	shelves there, and it was just really, really		
11	And this slide just shows that we've had an	11	exciting to see all those packs that are loaded		
12	Explorer Search and Rescue program for many	12	ready to go.		
13	years. That's the 14- to 18-year-old high school	13			
14	kids. They get 15 high school credits for doing	14	So a high percentage of the teams have their own		
15	a SAR training program. And there they are,	15	group equipment so that they're not purchasing it		
16	without their bikes, finding three middle-age men	16	individually. Helps keep down some of the costs		
17	who were lost for more than 24 hours out on some	17	and expenses.		
18	trail system. So it's not always about the	18			
19	person longest and the (inaudible).	19	The teams do participate in exercises outdoors		
20		20	and also exercises such as tieing knots. That's		
21	So as we start this process, I'll start with	21	an exercise too. So they do spend time doing		
22	breaking it down to search and rescue skills,	22	that. A lot of times they'll get together for a		
23	search and rescue leadership, and search and	23	meeting and it will be a training night where		
24	rescue management. And it was important to do	24	they will have an exercise.		

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue		to 100
	Page 97		Page 99	
1	There's a great embrace of new technology and	1	going to come in?	
2	that new technology, as been mentioned here	2		
3	before throughout the hearings, deals with the	3	And some members do not mind paying for their	
4	inReach.	4	first aid training; others rather have it	
5		5	provided. But it is a weakness because you got	
6	But it's also the tactical tracking radios so	6	to get it done.	
7	that we know exactly where the team went. It	7		
8	also deals with the Emwerx system that they have,	8	And then some can afford their personal	
9	and also deals with not afraid to embrace new	9	equipment; others are getting into it cannot	
10	technology.	10	because of family situations and work and/or	
11		11	school as an example, being educated.	
12	A lot of times it's borrowed and that's fine.	12		
13	They get to have a look at it. And we talk about	13	SAR member participation: it does wane, it does	;
14	geographic information systems for mapping and	14	fall and it's also to do with there's only so	
15	planning.	15	many hours in a day and members are busy work	king,
16		16	looking after families. And it's not just SAR,	
17	Some groups for their strengths out there have	17	volunteer firefighters do have the same thing.	
18	good number of members in training. And this	18	But it's hard to get the participation that every	
19	happens at different times. So each group, I	19	Wednesday night we're meeting. Every Saturday	/,
20	know I had one or two or three members in	20	Sunday we're doing this, that and the other.	
21	training and then some as the Rovers would be	21		
22	example, I believe had 18, 20 members in training	22	It is hard to get 100 percent. You just can't	
23	at this point in time. So that's a good thing.	23	get that. And so that can be difficult because	
24		24	of the other compounding issues.	
	Page 98		Page 100	
1	And it varies, of course, depending on the size	1	Mentorship: I think there needs to be a greater	
2	of the group and the location. Those are some	2	leverage on mentorship and documented mentors	ship,
3	internal strengths that come from NLSARA.	3	especially working together in difficult type of	
4	Come of the weeknesses it leads of funding	4	occasions.	
5	Some of the weaknesses, it's lack of funding.	5	That halve people develop a strong mentovskip	
6	Now this lack of funding can be personal funding	6	That helps people develop a strong mentorship program that can be documented as well, as to	
7	or it can also be government funding.	7	what occurred between the mentor and the perso	20
8	For training, that is a problem. It's difficult	8		11
9	For training, that is a problem. It's difficult	9	being mentored.	
10	when these folks have to pay for their own first aid courses.	10 11	Understanding the skills has some up on this	
11 12	alu courses.	12	Understanding the skills has come up on this hearing, this week and also on previous hearings	
13	And Mr. Harry Blackmore did an excellent job	13	The skills involved with wilderness advance	•
14	yesterday in the presentation, also reiterating	14	remote responder or first aid. You got to	
15	some of these things that I have right here,	15	maintain those skills. Three years on a	
16	because Mr. Blackmore and I have had some good	16	(inaudible) to have those refreshed. So that is	
17	discussions and some arguments over training of	17	one aspect.	
18	personnel and equipment and money involved and	18		
19	who should pay for what.	19	And this also goes back to map and compass, GP	ŝ
20		20	inReach, using the devices and getting not only	ς,
21	We spent a lot of time together last little while	21	the academic side but refresher training and	
22	hashing stuff out. And it's made a difference	22	hands-on.	
23	between the two of us. We both have a heavy	23		
24	respect for each other, but where is this money	24	We all fall that way. If you don't use it, we	

Octob	er 5, 2021 Public Inquiry for Ground Search and Re Page 101	scue	Respecting Lost and Missing Persons Page 101 to 104 Page 103 Page 103
1	all know you lose it. But it's having, again,	1	But they don't have to happen immediately. There
2	time management. It's getting people engaged to	2	can be a short critique and debrief afterwards,
3	do it.	3	but certainly within a week or two there should
4		4	be a full after-action review run by an
5	There are some who are just, as I mentioned	5	independent person who wasn't involved in the
6	before, are outstanding. They are just doing it	6	mission. And through a documented process, what
7	all the time. That's their thing. They have a	7	went right? What went wrong? What are we set
8	lot of time on their hands.	8	out to do? What else can we do to improve
9		9	ourselves? Getting everybody to participate in
10	CISM, critical incident stress management: now	10	that and get those results. And sometimes it is
11	that has come up several times throughout the	11	hard to get everybody involved and have a number
12	hearing process. It also came up yesterday as	12	of those.
13	well. One of weaknesses is not having that	13	
14	available for the SAR responders, SAR workers,	14	This is for
15	SAR provider.	15	COMMISSIONER IGLOLIORTE:
16		16	So is there
17	And (inaudible), readily available for counseling	17	MR. SMITH:
18	services as required. It is first aid for the	18	Sorry, sir.
19	mind. It is first aid for the individual. That	19	COMMISSIONER IGLOLIORTE:
20	is important and so that needs to be developed	20	Is there a text or a book that people can refer
21	and it needs to be documented how that should	21	to for that particular kind of review?
22	happen going forward.	22	MR. SMITH:
23		23	Yes, sir, there is. And there's been a standard
24	The Position Task Book is a way of taking a SAR	24	out there for a number of years in Public Safety
	Page 102		Page 104
1	skills responder, a team leader or SAR manager,	1	from incident management, emergency management
2	and making sure that they get a number of	2	and search and rescue.
3	demonstrated efforts in exercising demonstration	3	
4	of skills, academic skills, being able to	4	I emailed Mr. Budden and yourself a copy of the
5	verbally challenge a skill, how do I do	5	after-action report and review. It's a template
6	something, setting up a 6-to-1 rope rescue	6	that can be followed. It's been used across the
7	system.	7	country.
8		8	
9	Also looking at the first aid side of it, but	9	Externally these are some opportunities that are
10	again getting into how do I table top exercise?	10	out there. And this is a great part of it. We
11	How do I segment my map and train topography	11	can grasp and say, you know what, we need to have
12	analysis? How do I do scenario based? Getting	12	more training with mandated agencies.
13	back into that, those Position Task Books keeps	13	
14	everybody on track. It's done now but it's done	14	I can tell you that, after speaking with a couple
15	not with a book in mind. It's done with, yeah,	15	of police officers involved, they love training.
16	you went through that, great. We got a mental	16	They love training as well as anybody else. And
17	check in the box. It should be documented.	17	they want to be involved.
18		18	
19	Participating in after-action reviews. A lot of	19	The RNC, you know, bringing that training into
20	times people want to go home. Everybody wants to	20	their recruit training classes but also making
21	get it over with. The police want to put the	21	sure that their officers get basic SAR skills and
22	file to bed. The SAR workers want to put their	22	they get that from the Rovers.
23	equipment to bed and get ready for the next one.	23	
24		24	But training with the people you work within the

Octobe	r 5, 2021 Public Inquiry for Ground Search and Res Page 105	scue	Respecting Lost and Missing Persons Page 105 to 108 Page 107 Page 107
1	field, Canadian Coast Guard, Canadian Coast Guard	1	are out there. InReach. The different apps that
2	Auxiliary, Canadian park service and all	2	are out there for Smartphones.
3	different levels of courses is a great	3	
4	opportunity, because then things go a lot	4	I know we mentioned AdventureSmart but there are
5	smoother and easier when you're in the field,	5	apps that go work with the inReach system onto
6	when the spam hits the fan.	6	your Smartphone, so then you can use that device.
7		7	,,,,,,,
8	I believe there's external opportunities there	8	And different types of stoves that are rapidly
9	for police to do more ground search and rescue	9	coming on the market that really meet the
10	training. So whether they do it with, example	10	requirement for SAR. Those are excellent
11	would be the Rovers or the RNC, it doesn't matter	11	opportunities for training and development of new
12	but they need to do more themselves.	12	equipment.
13		13	
14	A rural wilderness isolated policing does require	14	The use of working with CASARA as an example on
15	a strong knowledge of what kind of caseload could	15	the spotter training. New training on new
16	we have up here? Those caseloads involve lost,	16	equipment, a new spotter technology. Advanced
17	missing, overdue people then I should have a	17	medical wilderness responders.
18	foundation in basic SAR skills so I understand	18	MR. BUDDEN:
19	what the teams are doing.	19	Mr. Smith, this might not to interrupt but you
20	j	20	gave me a really good explanation in a couple of
21	There's also that risk assessment side that's	21	minutes of what the technique of spotting is.
22	involved in it, so when somebody is telling you	22	
23	what we're going to do, like a Barry Anderson, in	23	Would you mind doing that here now, just very
24	Makkovik, that you fully understand that. So	24	briefly explaining what a trained spotter is
	Page 106		Page 108
1	having that training available.	1	actually trained to do?
2		2	MR. SMITH:
3	It may not need to be a full course of a six-day	3	I could do that. And I mean, I've gone through
4	course for the police ground search and rescue,	4	the program myself. I've never been a spotter
5	so but the attachment members really know and	5	training but I've gone through it and we've
6	officers know, ah, this is what's going on out	6	documented it.
7	there. I don't have to guess. I don't have to	7	
8	ask 20 questions. I know and understand that.	8	But basically what you're doing is once you're
9		9	onboard the aircraft and there's different
10	I see as an opportunity the joint field exercises	10	aircrafts from light aircraft, everything from a
11	between NLSARA members and their SAR partners.	11	Cessna 162 all the way up to a C-130 Hercules.
12	These are all the stakeholders that you would	12	
13	have in a mission. And that may be involving the	13	Certainly, you're looking out a window. You're
14	Canadian Coast Guard Auxiliary as an example for	14	going to be looking at the ground. But that's
15	body recoveries where they believe the person is	15	also based on altitude and slant distances out
16	gone off the East Coast Trail and is down into	16	from the aircraft.
17	the water area.	17	
18		18	And typically what you're doing is when you place
19	Joint field exercises are invaluable. So it's	19	your arm out at a certain angle and that
20	not just in the classroom, it's out in the field	20	indicates where your fist is located as a piece
21	doing it. And it takes time.	21	of ground that you want to look at, and then as
22		22	the aircraft is going forward, you're not only
23	New equipment: excellent opportunity to look at	23	moving that forward but you're bringing in that
24	global positioning systems, different ones that	24	arm or you're bringing in that sight picture on

2 2 2 0 0	er 5, 2021 Public Inquiry for Ground Search and R Page 109		Respecting Lost and Missing Persons Page 109 to 112 Page 111 Page 111
1	that wrist area back in towards the aircraft and	1	MR. BUDDEN:
2	then back out again.	2	So it's more than experience. It's an actual
3		3	system?
4	So you're constantly scanning back and forth on	4	MR. SMITH:
5	the ground, left to right, up and down on that	5	It is a system. It is training and there's a
6	little object that's out there, that piece of	6	technique to it. And the Royal Canadian Air
7	ground that you're covering.	7	Force for many years has used that with their SAR
8		8	tech program and also teaching CASARA. And then
9	And that is why you'll see most of the aircraft	9	CASARA has taught NLSARA members in this province
10	are certainly less than 1,000 feet and the slant	10	to do it.
11	distances are also less than that as well.	11	
12		12	But it's maintaining that. And it's like
13	It also depends on the aircraft platform and how	13	everything, you can't have enough spotters
14	you do that. Whether it's rotary wing,	14	because you never know when you're going to have
15	helicopter and/or a small fixed-wing.	15	to put them aboard an aircraft to go do something
16		16	and where they are going to be. So you need to
17	But it's important with the spotter training	17	spread them out throughout Newfoundland and
18	and this is why I really believe in spotter	18	Labrador.
19	training and also believe in the aspect of having	19	
20	the military do it and/or CASARA do it is the	20	The other part is, as I mentioned this briefly
21	fact that you got to do it, and you have to do	21	before, the advance medical wilderness responder.
22	the refresher training.	22	So some of the opportunities that are out there.
23		23	
24	And I know Mr. Blackmore mentioned that it costs	24	There's different companies now providing this
	Page 110		Page 112
1	money to do that. I agree. But you're not going	1	training. And it's important to look at
2	to get meaningful probability detection values,	2	different avenues and not always train
3 4	in other words, what you see on the ground and the targets you're looking for, unless you have	3	internally, but to go outside and to bring those
4 5	trained spotters. If you don't have a trained	4	other experts in to give you the latest and best practices because more often than not you're
6	person, then you don't get meaningful probability	6	treating those trauma injuries and those trauma
7	detection values.	7	injuries can be compounded with hypothermia as an
8	detection values.	8	example.
9	Now with that being said, somebody who's doing	9	example.
10	wildlife surveys and that's their job as a	10	And we still have a lot of people pass away from
11	biologist and/or with conservation officers, an	11	hypothermia all across Canada. And it can happen
12	example, they're used to being up in an aircraft	12	in the summer, just as well as it could happen in
13	doing moose surveys and doing orbits and circles	13	the wintertime.
14	on a continuous basis.	14	
15		15	So for SAR skills, some of those external threats
16	But it's also being able to do those grid	16	that I saw: no sustainable funding for training
17	patterns and look at that piece of ground that	17	or equipment.
18	your fist is identifying as well. So there's	18	• •
19	always a chance to bring that in. But it's	19	Now, this is not just NLSARA. This is also going
20	looking at the ground, something the size of your	20	back to the law enforcement agencies because they
21	first held out as you bring it out and in towards	21	have to reallocate budgets and finances.
22	the aircraft and back out again.	22	
23	-	23	So it's not a fault of a SAR coordinator per se
24	Does that help?	24	who's with law enforcement. It's just that

Octo	bber 5, 2021 Public Inquiry for Ground Search and Re Page 113	scue	Respecting Lost and Missing Persons Page 113 to 116 Page 113 to 116 Page 115
1	there's only so much funding to go around and	1	If you're in government you're used to doing all
2	provide policing services.	2	that. All these policy and procedures, it's like
3		3	water off a duck's back. Oh yeah, I'll just read
4	So if there was more money available out there,	4	this, that, and the other thing, and here's where
5	it would help the police train more of their	5	it is.
6	members as part of their role, responsibilities	6	
7	and duties, but also to train CASARA or other	7	But if you're outside of that realm, it's not
8	ways of doing business.	8	always easy to follow that. And so that's a
9		9	threat because it's different now working for,
10	I'm not saying this way or that way. It's like	10	say, the RNC as it would be the RCMP, as an
11	look at other avenues. Look at other ways of	11	example, as it would be for working for Coast
12	providing that service.	12	Guard and/or Parks, Canada park service.
13		13	
14	But sustainable funding is a key for training.	14	So within (inaudible) policy, what can we do?
15	And again, I know Mr. Blackmore brought that up	15	What can we not do? And how are we going to set
16	yesterday and it is a problem all across the	16	this up? And how do things function? Who's
17	country, but let's not lose it. Let's get on top	17	going to be in command and control?
18	of it.	18	
19		19	Not enough field exercises and not enough
20	And the equipment is also important because if	20	stakeholders participating and that's important.
21	you don't train on this new piece of equipment,	21	Field exercises make you successful.
22	all of a sudden you get out there and you need to	22	
23	use a wheel kit on something simple like a	23	We train on some equipment but we need to get out
24	cascade toboggan or a rescue toboggan, and you	24	there and do the 12-hour, 16-hour, even an
	Page 114		Page 116
1	can't figure out how it goes together or a piece	1	overnight and changing teams over in the field;
2	breaks off, man, if you don't have that, that's a	2	24-hour exercises in the field. There needs to
3	threat. It's not going to make it work for you.	3	be a lot more of them.
4		4	
5	The lack of cross training with other SAR sector	5	The recruitment: I know we're doing a session
6	stakeholders. A lot more training with Parks	6	with that on Friday here with the hearing
7	Canada, a lot more training with Canadian Coast	7	process. I'm not going to spend a lot of time on
8	Guard Auxiliary, and a lot more training with	8	it, saying there's a lot of competing interest
9	CASARA.	9	out there.
10	What worke? What does not work? In it readily	10	Come of the follor in years have any converting
11	What works? What does not work? Is it possible	11	Some of the folks in room here are competing
12 13	to use them on every case? You need to figure that out.	12 13	interest in taking those SAR personnel from NLSARA, as an example, and putting them in
13 14	that out.	13	CASARA, putting them in Coast Guard Auxiliary,
14	What are the PODs that are out there from cross	14	going to Canadian Rangers. People have a choice
16	training with these different departments and	16	of where they want to go.
17	agencies, probably detection values of spotting	17	or milling mane to go.
18	somebody that's out in a certain area? You need	18	Local fire municipalities and fire services are
19	to know that and document it, and everybody	19	also a competing interest. So it's hard to get
20	working together can resolve the problem.	20	recruitment.
21		21	
22	We do have multiple agencies and multiple	22	In some communities, and again, Makkovik is a
23	policies. They can be difficult for NLSARA as an	23	prime example, you might have a person doing all
24	example and/or civilians to follow.	24	three or four of those jobs. They're in the

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	<u>scue</u>	
	Page 117		Page 119
1	Coast Guard Auxiliary program. They're a	1	I've seen that time and time again. And I've
2	Canadian Ranger. They're in Ground Search and	2	documented it down with the questionnaires.
3	Rescue. They're with the local fire department.	3	
4		4	So their experience with SAR is good and they
5	Threat is they could be one of those other ones	5	also have a large number of missions they can
6	engaged and then something occurs, and now all of	6	pull upon because of years in service on the job.
7	a sudden you've lost that personnel.	7	You don't want to lose those guys.
8		8	
9	Civil litigation liabilities is always a threat	9	They are proficient, credible and competent in
10	for emergency responders. Did we do the right	10	their SAR skills because all the leader is for
11	thing? Did we drop the person? Is there	11	this perspective is an extension of SAR skills.
12	potential for that to happen to emergency	12	
13	responders? Yes, there's always potential for	13	They are team oriented. I know talking to one
14	that to happen.	14	fine gentleman who's in the room here, who has
15		15	I won't mention his name but he has a long
16	So it's in the back of people's minds. But if	16	history of working in the fire service, and also
17	you can show and demonstrate your plans, your	17	with search and rescue, and he's an older
18	training, your equipment, you're good. But	18	gentleman.
19	people mention to me, that's a threat. Could we	19	
20	be sued? And they want to know the answer to	20	But I tell you what, he is very team oriented.
21	that.	21	He considers his team members first and age
22		22	doesn't mean anything about competency. That
23	Certainly, leadership. And next section deals	23	gentleman can do the job as well as any
24	with leadership. These are the folks that are	24	20-year-old. I know that. And he's told me that
	Page 118		Page 120
1	out there providing that purpose and that	1	too, which is a good thing, because I need to be
2	direction and the motivation to the SAR skills	2	brought in every once in a while. So that's the
3	guys.	3	guys you want. Those are strengths.
4	The energithest are really involved as we often	4	Their experience with outside recourses, they
5	The ones that are really involved as we often	5	Their experience with outside resource: they know who's in the field. They know who they're
6	heard "boots on the ground," where the leaders are putting all that together and they're coming	6	(inaudible). They know who they're working with
7 8	up with an incident action plan. They are coming	7 8	in different parts of the province. And there's
9	up with their task, their assignment. Relaying	9	a trust and bond working with those outside
10	it to the team. Meals, mission, goals,	10	agencies. And that's one thing you see with
11	objectives. Out they go to keep that team going	11	working with the police. You need to build that
12	to find clues, as I mentioned before. Their job	12	trust and the bond.
13	is to find clues and to keep motivating those	13	
14	guys, nighttime, daytime, inclement weather to	14	If you ever break it down and lose it, it's very
15	find clues.	15	difficult to get back. These leaders have that.
16		16	They keep it there.
17	So some of the strengths in there is, there's a	17	
18	lot of folks here that got a lot of years of	18	They do embrace new technology: inReach, GPS and
19	training.	19	satellite systems, other satellite systems that
20	-	20	are out there. They understand that. They take
21	And SAR leader haves the greatest number of years	21	great pride in knowing all these techno gadgets
22	from the number and also the largest number of	22	and devices.
23	SAR courses they've taken by being in the	23	
24	business. So that's a good strength to have and	24	They really enjoy those items. And they also use

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 121		Page 123
1	them to make the team more efficient and	1	working with other teams in the Avalon Peninsula.
2	effective.	2	Working with other teams in Labrador. Working
3		3	with other teams on the west coast, et cetera,
4	Now some of the weaknesses: again, it goes back	4	and in the northern part of the island. And
5	to a lack of funding. There's only so much money	5	that's a continuous thing. So reach outside your
6	to go around when you talk about critical	6	area. Those are opportunities.
7	infrastructure, infrastructure for rolling stock	7	
8	and vehicles, and for training and to replace	8	And also, to involve police GSAR training. They
9	equipment.	9	need to understand how the leader thinks and how
10		10	they're going to act and what they're going to
11	So lack of funding to give them leadership	11	do. They're sending them out there and so there
12	skills, and also leadership skills and courses	12	is that participation to increase that SAR
13	from outside their shop, outside the area so	13	leadership knowledge on behalf of the police.
14	they're constantly evolving and improving	14	
15	themselves as leaders.	15	Because that gives them better respect and
16		16	appreciation that, okay, this person is saying
17	Because the main job of those SAR leaders is to	17	that they need this kind of aircraft, these are
18	make more SAR leaders, and so there needs to be a	18	the injuries they are seeing, I have a faith in
19	mentorship program that's documented but it takes	19	that we have a trust and we have a bond. That's
20	time to do that. And a lot of the guys were	20	an opportunity to build that up.
21	saying that I don't have time to mentor anybody.	21	
22	I don't have time to complete this process that	22	Increased joint exercises with all the NLSARA
23	you're talking about, because it does take time.	23	teams. These are field exercises again. But I
24	So that's a weakness. It can be worked on.	24	will say it's easy for me to say that but it
	Page 122		Page 124
1	CISM, as well. They have a concern because	1	costs money to complete a field exercise. And
2	they're the ones that often (inaudible) not	2	that's a significant issue we're going do be
3	identify a stress injury in their team members,	3	addressing.
4	SAR responders, SAR workers. And they're the	4	
5	ones that are going to bring it up to the	5	We do require new leaders. They want to make
6	overhead team, to the executive, but also get	6	more leaders and also to consider diversity in
7	that team member help. So again, lack of	7	leadership as well as we move forward with all
8	adequate programs and counselling.	8	the people that we have in our communities, based
9		9	on the demographics of our communities.
10	The Position Task Book. And Wildland Fires use	10	
11	the Position Task Book. So does Emergency	11	New training from outside agencies is an
12	Management for years. It's not a new device.	12	opportunity. What can Canadian Coast Guard teach
13	And there's different formats out there.	13	us? What can CASARA teach us? What can the RCMP
14		14	and the RNC teach us? What can Parks Canada
15	That can be used to maintain that competency for	15	teach us? What can the Canadian Rangers do?
16	many, many positions in search and rescue and	16	What can other agencies teach us? How can we
17	succession planning. Because if you're going to	17	share our education, training and knowledge? And
18	build new leaders, here's my documentation on	18	then develop this mentorship program from the SAR
19	making this person a leader. Here's what they've	19	responders.
20	done. Here's what they can do.	20	
21		21	The threats that are out there really comes down
22	The opportunities are out there with training	22	to the funding. I can't tell you the amount, I
23	with other SAR teams. So not only train with SAR	23	can't tell you why you need a million dollars,
24	teams in your backyard, but spreading out and	24	two million dollars or \$500,000. It requires a

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 125 to 128
	Page 125		Page 127
1	financial backing, that is for sure, to have a	1	organizational objectives through efficient
2	mentorship and to assist people.	2	effective use of people and the resources that we
3		3	have to get our job done.
4	From printing documentation, to sustaining it,	4	
5	database on computer software, whatever you're	5	The strengths: In most cases we're talking about
6	going to use, it's there. That's a threat to	6	here, and I did not recall the percentage for
7	being successful in the previous slide.	7	this one but they have the most years in search
8		8	and rescue. They have the most experience. They
9	Not being able to train with the police. The	9	have the most missions under their belt. They're
10	police are busy. They're doing police work.	10	proficient, credible and competent with SAR
11	Parks are busy doing park stuff. You can't	11	management.
12	always get that done. That's a threat. So	12	
13	somehow we have to change the way we do it, the	13	They know they've been trained. They're team
14	dynamics to make sure we can be more successful.	14	orientated. They're good at working in the
15	Not gotting multiple according according.	15	command post. They're good at working in an
16 17	Not getting multiple agency recognition. There needs to be recognition for these leaders for	16 17	overhead team. They're good at working with the police as the incident command side of the house,
18	years of service, outstanding contributions by	17	and also with other agencies.
19	the multiple agencies.	19	and also with other agencies.
20	the multiple agencies.	20	They're good at embracing technology from
21	You've had ships at sea, just recently, engaged	21	geographic information systems: the GPS, the
22	in search and rescue operations and that's	22	tactical mapping, and like the Emwerx system, but
23	important for the leaders that are involved on	23	also the ERI system. So tactical mapping. And
24	those water vessels and what they were doing.	24	producing that documentation. There is good
	Page 126		Page 128
1	Lack of exercises with SAR sector stakeholders.	1	strength there.
2	Train in the field with the people you will be	2	
3	working with. Money. Recruitment.	3	The weaknesses: I could sure use a refresher
4		4	course. That statement was made on several
5	There were some comments made to me, I won't	5	occasions. I could use some additional training
6	mention the area but it was on the island here,	6	on that new stuff dealing with data collections,
7	no, I don't want to be a leader. I would rather	7	statistical analysis, lost person behaviour.
8	just be a boots on the ground person in the	8	Okay, fair enough.
9	field. You tell me what we're doing and I'll go	9	
10	do it.	10	I could actually use some training to go out and
11		11	see, well, what do those divers do anyway when
12	Okay, fair enough. It's not the first time we've	12	they do a dive recovery? And how do they
13	heard that. Some people do not want to step up.	13	actually spot from aircraft and giving meaningful
14	They don't feel it's their role. They say, well,	14	PODs? I don't know that.
15	I'm not a leader. I'm not leader material.	15	Copputer of CAR monogous thereas a lucrus a
16	Well leaders are made they're not here. But	16	So a number of SAR managers, there's always a requirement for more positions, without a doubt
17 18	Well, leaders are made, they're not born. But with that being said, they don't feel comfortable	17 18	requirement for more positions, without a doubt. And the reason you want more SAR managers in the
10	that's a threat, because then we're losing out on	19	province, and I want to say this categorically,
20	that body as we go forward. So we need to have	20	is you want the incident management teams. So
20	recruitment also to build people that can come in	20	that when one team is expended. They've done
22	and be leaders as we move forward.	22	their 12, 16 hours, another incident management
23		23	team, which is basically command staff, general
24	Now what is management? It's accomplishing those	24	staff, SAR managers, come in and they can take
		1	

October	5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 129 to 132
	Page 129		Page 131
1	over and do the night shift. So then that other	1	them where the person is not, but then let's get
2	team can take over, who works that local area,	2	that documented right away and also come up with
3	they can then, again, do the day shift. And you	3	our goals and objectives and scenarios and to
4	can go 24 and 7 that way by having multiple	4	where we want to search next that also allowed
5	incident management teams.	5	you to do transfer command at a later date.
6		6	
7	When the other team is expended, you bring	7	Position Task Books again pertain to SAR
8	another IMT. This is done today. It is carried	8	management as they do with SAR skills and SAR
9	out today but it's done a little more loosely.	9	leadership. They need a strong participation in
10	People have working knowledge who understand that	10	after action reviews.
11	but it also needs to be built upon and be	11	
12	documented, because you want to have a case	12	Not everybody could make it to an after action
13	where and we saw examples here up on the	13	report or review because jobs, families. It's
14	peninsula with multiple operational periods and	14	not just possible. But they need to be there
15	having multiple teams that could do that and not	15	because they're the ones going to say, well, this
16	have an incident management team that runs 17	16	is what we set out to do, here's what actually
17	hours-plus. Because then you get into fatigue	17	happened, and how can we improve ourselves as an
18	management and before you get physically tired,	18	emergency service delivery vehicle for the
19	you get mentally tired.	19	tasking agency? Because how does the tasking
20		20	agency measure the results unless they have an
21	So there needs to be a mentorship program for SAR	21	after action review?
22	managers. So if you can't go on a course, you	22	MR. BUDDEN:
23	need to mentor with somebody about what's the job	23	I'm just going to jump in there, Mr. Smith. Just
24	all about? What can I do for you? What	24	to go back to the previous bullet, the better
	Page 130		Page 132
1	paperwork can I complete and help you out while	1	documentation during the initial response phase.
2	doing that? So better training of people who are	2	
3	going to go into SAR management.	3	And we've talked about this throughout the
4		4	Inquiry. But perhaps you could just explain a
5	There was a SAR group in the province who had a	5	little in a little more detail what you observed
6	SAR coordinator acting as the local SAR manager	6	and what you would have liked to have seen. And
7	who was untrained. So you had somebody who was	7	why it matters?
8	going out there managing searches who was	8	
9	untrained. That's a problem. And but it's also	9	So would this also be basically, I guess, the
10	a case of training needs to be offered and	10	planning of the operation? So if you can sort of
11	continues to be offered or that person should be	11	speak to those things, explain them a little more
12	removed from the role. That's a weakness.	12	thoroughly.
13	Pottor documentation during initial response	13	MR. SMITH:
14 15	Better documentation during initial response	14	When you get that call for lost, missing, overdue
15 16	phase with the incident action plan. There's a	15	subject, it is important that you have a preplan
16	lot going on. No one expects a SAR management or SAR management team to drop everything and plan	16 17	on how you're going to do business. And then once you get to the scene you get all that
18	for two or three hours on the hood of a vehicle	17	information from the police. You're going to
19	or in a command post, while everybody is waiting	19	come up with some scenarios as to what do you
20		20	think has happened.
20 21	outside.	20 21	
21	No. Initial response means we know where we can	21	It does take time to do that. You're going
22	go searching initially to get everything done.	22	through that mentally. Soon as you leave your
24	Let's find out where all those places and check	24	house to get to the RCMP detachment or RNC

Octobe	r 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 133		Page 135
1	station you're saying, okay, I wonder what could	1	
2	have happened here? So you're already going	2	
3	through some scenario analysis.	3	
4		4	
5	Once you get to your location with the police,	5	Then you come with investigational objectives,
6	you want to get with your police incident	6	which the police help you out on,
7	commander or police officer and decide, okay, you	7	containment/confinement objectives, and you're
8	think, from a policing standpoint, through your	8	going to come up with search objectives. Those
9	investigation, that we have a SAR mission. Now	9	can be done in a short, really fast period of
10	we need to develop a plan as to what we're going	10	time.
11	to do. That is based on scenarios.	11	
12		12	What I did see occurring in this process, though,
13	So you want to come up with five to ten solid	13	was not so much having a plan for that initial
14	scenarios as to what do you think has happened to	14	response but having a plan or notes and
15	this individual.	15	documentation for here's what we did.
16		16	
17	They don't take that long. Maybe that child has	17	And so what there needs to be is a little more
18	succumbed to a wildlife human conflict. Maybe	18	upfront as to here's our incident action plan as
19	that child has been abducted. Stranger	19	to our objectives, strategy and tactics, our
20	abduction, parental abduction. Maybe that child	20	scenarios, our probability areas, identifying the
21	has wondered off and followed a deer, a rabbit.	21	hazards and here's where we sent everybody.
22	Maybe that child has actually succumbed to	22	
23	hazardous-type terrain.	23	2
24		24	transfer command because I'm too tired or I have
	Page 134		Page 136
1	That's kind of what I'm talking about, scenarios.	1	
2	So you're kind of already building this up and	2	
3	then you want to quickly document that down.	3	
4	, , , , , , , , , , , , , , , , , , , ,	4	Tormaran
5	Then from those scenarios you can start to look	5	
6	at where do I want to search first, second, third	6	
7	and fourth. And so you can look at a map and	7	
8	say, okay, well, let's find out where she is not	8	
9	based on your scenario.	9	, 5
10		10	
11	So you can say we're going to check this trail,	11	
12	that trail, along the river, along the coastline	12	
13	or the campground, all the infrastructure, all	13	5,
14	the buildings, all the vehicles in the area. We	14	
15	want to check everybody coming and going from the	15	
16	campground area. And all of a sudden I have all	16	
17	these multiple tasks.	17	
18	Twent to get out there is the field and shade	18 10	
19	I want to get out there in the field and check	19	
20	all the tree lines in the field that you look	20	
21	back on the campground site and say, hey, I can	21	•
22	do all those things, but you're building a plan.	22	
23	So that incident action plan is important because	23	
24	it comes up with the objectives.	24	developing an initial response to get that done.

	Page 137		Page 139
1	The time involved in doing that, it can take two	1	may be just a second. Like right now, I can
2	or three minutes, to an hour, depending on the	2	approve this plan because the police officer is
3	complexities of the incident: terrain,	3	right here. Fair enough. Or they're there
4	topography, weather, getting that information	4	working together with the plan.
5	coming in, waiting for the troops to arrive to	5	
6	deploy in the field.	6	The police must also approve the resources. And
7		7	I have some slides coming up a little later on
8	But I will stress again, I'm not saying that you	8	this, but specific to say Newfoundland search and
9	hold 50 people back, while you do a very thorough	9	rescue does not have a mandate to do search and
10	highly detailed plan. I know immediately if I'm	10	rescue. They don't have a SAR responsibility.
11	talking about somebody missing from a campground	11	They are volunteers.
12	where I need to send them to start searching.	12	
13		13	The police have the responsibility to do search
4	More often than not that is done because guys	14	and rescue. So the police have to approve
15	have a working knowledge. The men and women have	15	something. If it's just, I'm going to send
6	a working knowledge. What they need to do so the	16	people here there and everywhere and we will just
17	plan is how you're going to be measured, what you	17	do up some notes, then I don't have a plan. I
8	set out to do. If you don't have that plan ahead	18	don't have something that can be measured by and
9	of time, then how are you measured as to what	19	the police are approving just the notes that have
20	worked and what didn't work and what do you need	20	happened after the fact, instead of an actual
1	to modify and adjust as you get into a second and	21	plan that has the projective strategy and tactics
2	third operational period.	22	and scenarios. So that's a consideration.
23		23	
24	So lots of after action notes but not so much up	24	And then the police must also approve the
	Page 138		Page 140
1	front. And I have that in a slide coming up here	1	ordering of the resources for that plan. Because
2	just a little later as well.	2	if NLSARA doesn't do it - and please, don't take
3	COMMISSIONER IGLOLIORTE:	3	this wrong, what I'm saying here. I'm just
4	So I mean, if the incident commander and the SAR	4	giving the academic side and possibly the legal
5	manager tells you that they have good	5	side here - is that the police order those
6	communication and they know how to communicate	6	resources. If they don't have NLSARA do this -
7	with each other, and they have a close working	7	and there's no way that police can do this across
8	relationship, is this written plan critical or is	8	Canada. It's not physically possible - then they
9	it desirable?	9	must do it without NLSARA, with all of their
0		10	officers.
1	We've heard from one of the teams, at least one	11	
2	of the teams say, well, we kind of know how each	12	And if it's in a place like Makkovik or
3	other is thinking so we share and communicate	13	(inaudible), then they're bringing officers in
4	that information, but we don't necessarily follow	14	from all across the province and outside the
5	some kind of rigid written plan and record it.	15	province to do a SAR mission and they must do it.
6	MR. SMITH:	16	RALPH, Q.C.:
7	Thank you, Commissioner. As I am here, I can	17	I wonder if Mr. Blackmore can weigh in on that
8	only give you best practices. I can only tell	18	issue in terms of, I guess, the police, the plan,
9	you what I've observed from interviews,	19	and approving resources because I didn't get the
20	investigation and observation. I will give you	20	impression that was kind of how it was working in
21	the best practices.	21	this province. But perhaps it is, I just didn't
22		22	understand that.
23	When we talk about the plan, the police must	23	MR. BLACKMORE:
	approve the plan in one way or another. And it	24	I don't think there's any written formula that we

Oct	ober 5, 2021 Public Inquiry for Ground Search and Re	<u>scue</u>	Respecting Lost and Missing Persons Page 141 to 144 Page 143
1	Page 141	4	-
1	have to say the police sign off on it. It's	1	of the sessions. Thank you.
2	always been done between the search manager and the incident commander together.		MR. SMITH:
3	the incluent commander together.	3	The incident action plan and what you're going to
4	Diskand is stating that they have to sign off an	4	do. What are we here to do and why? How are we
5	Richard is stating that they have to sign off on	5	going to do it? Who, where and when?
6	it. I have never seen a plan signed off by any	6	To such Courses Williams To such with
7	police officer since I've been at this. And but	7	I agree with Sergeant Williams, I agree with
8	it is always discussed before anything is done	8	Mr. Blackmore, that if I'm standing here with the
9	and written into the log what we're doing.	9	police here in the command post, I have the plan.
10		10	This is what we want to do. The officer is right
11	If you're talking about actually having someone	11	there.
12	sign off on it, no, it's never done. But it is	12	
13	jointly done. And it is given that once we come	13	But if the officer has to go to an assault
14	up with the plan, we discuss it, and we just	14	causing in progress, a serious crime, motor
15	continue on with it.	15	vehicle collision, there is an understanding that
16		16	they would have to communicate and say this is
17	But actually written down, a plan, that someone	17	what we do. Can somebody in the office approve
18	has to initial? No, it's never done.	18	what we're going to do? You know, you got to
19	MR. FREEMAN:	19	communicate it.
20	Mr. Williams may be able to add to this as well.	20	
21	Sergeant Williams, if that's okay with the	21	More often than not the officers are there.
22	Commission?	22	There's somebody there because of recourses. But
23 24	COMMISSIONER IGLOLIORTE:	23	in some places where it's busy you may have to
	Yes.	24	
27			say here's what we want to get done. And so
	Page 142		Page 144
1	Page 142 SGT. WILLIAMS:	1	Page 144 you'd have to have conversations before the
1 2	Page 142 SGT. WILLIAMS: Yes, Sergeant Williams here. It is a discussion	1 2	Page 144 you'd have to have conversations before the officer left to say what's our delegation of
1	Page 142 SGT. WILLIAMS: Yes, Sergeant Williams here. It is a discussion had at that level, as we discussed before, SAR	1 2 3	Page 144 you'd have to have conversations before the officer left to say what's our delegation of authority to moving forward. And that's the
1 2 3 4	Page 142 SGT. WILLIAMS: Yes, Sergeant Williams here. It is a discussion	1 2 3 4	Page 144 you'd have to have conversations before the officer left to say what's our delegation of authority to moving forward. And that's the working relationships we have with the police and
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Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 145 to 148
	Page 145		Page 147
1	a good one and this whole program. Because I	1	So that comment was made to me and it kind of
2	still have several slides to go on dealing with	2	stuck in that, yeah, you're right. What is my
3	how would you like business done? How do you	3	role? What looks like a good program?
4	want get that completed? What suits your	4	
5	requirements?	5	SAR management field exercises and then
6		6	scenario-based with the SAR teams as well so that
7	So you do that in the tabletop exercise. When	7	they're not just helter-skelter. They're
8	you do a tabletop exercise you have a map on the	8	actually designed with lost, missing, overdue
9	table, you have a scenario of a lost child, and	9	people on different categories and what you're
10	you need to do the tactical, the mapping, the	10	dealing with.
11	planning. You need do the incident action plan.	11	
12	You need to do all those aspects, all those parts	12	If we have a large number of people that are
13	of it with a team. And then the police are there	13	going missing, that are in special needs
14	and getting them involved and resource management	14	categories, then maybe we should start training
15	principles but that's where you start doing it.	15	more on those avenues and in the field. And
16	That's a great opportunity to really say here's	16	getting role players and all sorts of people
17	how we want to go forward.	17	involved to do that.
18		18	
19	And then there is a some times an overabundance	19	So new training for SAR management. New training
20	of tasks that the police are asked to do in	20	on incident management systems. So the databases
21	communities.	21	that make it happen, your Emwerx system and the
22	A lat of police officers may not have time to	22	rest of that. It doesn't matter which system you
23	A lot of police officers may not have time to	23	use, you're using a good solid system here, it
24	read a SAR policy, a division policy, B Division Page 146	24	works. Train more people on that. Get more
1	policy, before a mission or national policy. I	1	Page 148 people understanding some of the changes and
2	don't fault them for that. It's like anything	2	where lost person behaviour is going and the
3	with policy and procedures, usually an incident	2	different data there. And again, more training
4	happens and you're grabbing to see what do I do	4	for the initial response side.
5	now? How do I talk to a senior officer	5	
6	supervisor? When I am going to go forward?	6	Those threats that are out there, sometimes
7		7	people misunderstand the role by police and
8	But a better, I think, understanding of	8	NLSARA.
9	increasing police SAR management training for	9	
10	simply an awareness program for their ICs as	10	So I just opened up the can of worms here about
11	their role, responsibilities, and duties with	11	who's responsible for SAR and is that a
12	NLSARA or any other group.	12	contractual basis? Is it a given? Is it part of
13		13	a you get paid to do SAR and then you can do it
14	And this came from a conversation I had with an	14	through the use of volunteers? Yeah, you do but
15	RCMP officer in Makkovik, who's not there	15	who does what?
16	anymore. But he was really good at identifying	16	
17	you know what, we could do things better that	17	And some officers who are new, and it was
18	way, as far as understanding the full gamut what	18	mentioned to us again in Makkovik, they had a
19	should happen. He admitted that.	19	brand new officer, just out of training and that
20		20	person did not understand everything but lucky
21	I'm really a good investigator. I'm a	21	enough could get ahold to the supervisor at a
22	crackerjack investigator but I need to understand	22	later date and it worked out just fine. But it's
23	the SAR stuff better.	23	getting that advice, what has to happen between
24		24	the incident action plan and the resources.

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
1	Page 149 Cross training: We need to do cross training.	1	Page 151 do it online to give you an overview.
2	It's not there so that's a threat to our great	2	do it offine to give you an overview.
3	program. And again, what I'm mentioning here is	3	The I-200 is a two-day course. It involves a
4	- I have some other slides coming up - it takes	4	greater understanding of incident command system
5	funding to do that.	5	forms. That there are forms involved. That
6		6	there are operational periods and here's what's
7	Multiple agencies and multiple policies is always	7	involved in those operational periods and here's
8	a threat. Which one are we working at? How does	8	how I can look at writing an IAP. What's
9	that work? Did I get that wrong between this	9	required. Here's how I need to staff all the
10	police agency and that police agency? They do	10	organizational functions. When we look at, we're
11	things differently.	11	going to go into a second ops.
12		12	going to go into a second opsi
13	SAR managers need to be trained to a higher level	13	The I-300 does into take you into the multiple
14	of incident command system. Most have I-200. I	14	operational periods, cranking out multiple
15	would recommend I-300 as a minimum because it's	15	incident action plans, dealing with a whole bunch
16	that level IC that takes you into writing	16	of different agencies. And it's not a simple
17	incident action plans for multiple operational	17	(inaudible). It's not something that's going to
18	periods, and also gets you involved with working	18	be over in 24 hours.
19	within multiple jurisdictions. It gives you a	19	
20	good foundation.	20	Majority of the I-100 and 200 folks are used to
21	MR. BUDDEN:	21	things ending within five, six, ten, 12 hours or
22	Would you mind just explaining a little bit about	22	within 24 hours. When you get into the I-300,
23	what an I-200 is and what an I-300 is? Just	23	you're now getting into multiple days.
24	contextualize it a bit for us.	24	
	Page 150		Page 152
1	MR. SMITH:	1	Does that help?
2	Sure.	2	MR. BUDDEN:
3	MR. BUDDEN:	3	Yes.
4	For those us who are less familiar.	4	MR. SMITH:
5	MR. SMITH:	5	Now there is an I-400. And that I-400 training
6 7	Well, the incident command system being majority of it on scene command and control,	6 7	would be for somebody like a Mitch Rumbolt who is working in a provincial Emergency Operations
8	organizational structure. And this falls back to	8	Centre, ESD, because that gentleman will have to
9	my academic - probably overboard - that I gave at	9	work from resources from all over the province
10	the beginning of my presentation, why you need	10	but also outside and working with compacts or
11	this command and control.	11	agreements to bring in things to help with the
12		12	Snowmageddon and different things of that nature.
13	The I-100 is just an introduction. This is IC,	13	
14	yes. This is what it's all about and this tells	14	So the I-400 takes you to that next level up,
15	you some of the functions that are out there. We	15	even more so.
16	talk about functions, not rank. These are the	16	
17	things that are going to happen. If you're the	17	Recruitment, mentorship can be difficult for SAR
18	operations sections chief that means that he or	18	management, similar to sometimes leadership.
19	she is a tactical commander is going to direct	19	People want to stay in the field.
20	the efforts of others and implement the incident	20	
21	and action plan. People would know that.	21	I'd rather be a team leader than be in the
22		22	command post. I'd rather be boots on the ground
23	So that's a basic introduction, I-100. Majority	23	out there. You do that job.
	of the provinces do that online or you can just	24	

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
4	Page 153	1	Page 155
1	That was said to me on a couple of occasions.	-	ground? Or compensate. Have funding to compensate SAR workers. Like volunteer
2	Fair enough. I respect that but it is a threat	2	
3	to getting more SAR managers.	3	firefighters are given, it may be 25 or \$30 an
4	And there express of the CAD means and the same	4	hour, a minimum three-hour callout, to
5	And then some of the SAR managers no one	5	incentivize people to be in SAR.
6	understand and most of the groups when I asked	6	
7	them, it's like, yeah, I feel there's some	7	I mean, I'm just throwing that out there. You
8	liability that comes with this. What if I mess	8	don't have to but I'm just saying. How do you
9	up? What if I do something wrong, can I be sued?	9	use those public funds? There's different ways
10	Deeple cay that Co it's a logitimate concern	10	of using it.
11	People say that. So it's a legitimate concern	11	And a development comites are example to between CAD
12	for a citizen who's a volunteer, because they	12	And a development service agreement between SAR
13	don't want to lose everything. So then you get	13	providers. And that's really between assisting
14	into explaining things.	14	and cooperating agencies.
15	Colible charges in the back of the invested Dece	15	
16	So it's always in the back of their mind. Does	16	Assisting agency are assisting you with the kind
17	it happen that often in Canada? No, it does not	17	of things that are off site. And it could be anything from documentation to incident
18	happen that often.	18	
19	We often say that language is the calculus for	19 20	management.
20 21	We often say that language is the calculus for communications. And I leverage on the academic	20	Cooperating agoncies are the opes that are out
21	side probably more than I should, but I'm going	21	Cooperating agencies are the ones that are out there in the field and helping you do the job,
22	to get into, now, the strategies for SAR going	22	such as CASARA, Coast Guard Auxiliary.
23	forward here in the province.	23	such as CASARA, Coast Guard Auxiliary.
	-		
	Page 154		Page 156
1	Page 154 Where's the plan? Where is the provincial SAR	1	Page 156 And having MOUs. An expectation as to who is
1	Where's the plan? Where is the provincial SAR	1	And having MOUs. An expectation as to who is
	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on	-	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the
2	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across	2	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's
2 3	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across	2 3	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the
2 3 4	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders?	2 3 4	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want
2 3 4 5	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders? And the SAR sectors would involve everybody that	2 3 4 5	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want
2 3 4 5 6	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders? And the SAR sectors would involve everybody that	2 3 4 5 6	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want business carried out?
2 3 4 5 6 7	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders? And the SAR sectors would involve everybody that could be used in SAR.	2 3 4 5 6 7	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want business carried out? So having an agreement so people don't have any
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2 3 4 5 6 7 8 9	Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders? And the SAR sectors would involve everybody that could be used in SAR. I think it's important for a province to have a SAR plan. And I have some information what is	2 3 4 5 6 7 8 9	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want business carried out? So having an agreement so people don't have any ambiguity when something occurs. I think that's
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2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18	 Where's the plan? Where is the provincial SAR strategic plan? Does the province have a plan on search and rescue? And does that plan go across all the sectors that involve the stakeholders? And the SAR sectors would involve everybody that could be used in SAR. I think it's important for a province to have a SAR plan. And I have some information what is involved in the plan. I only did that from it's not a simple process. It takes time, energy and money, personnel to do it. And you have to do it with the people you're going to work. NLSAR would be a main component of that. So that's one thing I noticed. You need to review the funding for the SAR sector. You need to look at how to be efficient, 	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	And having MOUs. An expectation as to who is going to do what. How's it done? Who's the command and control? Who reports to who? Who's primary, secondary and tertiary? How do you want business carried out? So having an agreement so people don't have any ambiguity when something occurs. I think that's a real necessity. Things work here. And I'm going to say this and I know Mr. Blackmore and I have had discussions on this. Strong discussions. And that's fine. We both respect each other. If Harry Blackmore leaves, if the other senior members of NLSARA leave, how does somebody come in and take over and look at a document and say
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Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 157 to 160
	Page 157		Page 159
1	business agreements and MOUs? It's there now but	1	because it's a way of supporting SAR in
2	we need to build it up.	2	Newfoundland.
3		3	
4	In Alberta, where I'm from, it's the same with	4	And it can be used for a number of things. And
5	me. If this old guy goes, it's documented as to	5	it can be a triple P, as far as public, private
6	here's who does what and how it works. And those	6	partnerships. So there's other ways of doing
7	are great agreements. And they've been around	7	business. But a centre of excellence, I think,
8	for a number of years in emergency management and	8	would be a good place to start.
9	in SAR management, since the late '70s.	9	
10		10	Provincial Emergency Operations Centre.
11	We need to foster internal and external	11	Sometimes we get a little semantic here on words,
12	communications. I don't like sending people out	12	but a strong EOC.
13	who can't communicate.	13	
14		14	And I know that sometimes the Emergency Service
15	If I'm relying on a private sector communications	15	Division is kind of a conduit for making resource
16	company in Texas for the life of my SAR	16	management decisions in getting those things in.
17	volunteers, I know they're going to do it but I	17	
18	still worry about that.	18	But sometimes there's other resources, other
19		19	coordinations that I think the police could
20	It's been mentioned about a new radio system. I	20	leverage on saying, yeah, we need CASARA. We
21	can tell you it costs hundreds of millions of	21	need Coast Guard Auxiliary because our SAR
22	dollars for a repeater radio system. It's VHF,	22	managers approved it. We need, actually, JRCC to
23	very high frequency, or ultrahigh frequency, UHF.	23	do something. We need other agencies to come in
24	Page 158	24	from the public and other private sector. Based
4	There are other radio systems out there that	1	Page 160 on the problem we have in Parks Canada, the EOC
1	involve satellites, because you're trained in	2	could do that.
3	topography you could run a portable radio through	3	
4	a satellite system.	4	It could actually be like a fusion centre with
5		5	information coming and going and maintaining of
6	The technology is there today, so instead of	6	that, so that you have your finger on the pulse
7	having all these repeaters all over the place,	7	of what's happening to support things off site.
8	you could do the satellite technology, like King	8	
9	County, LA County, Palm Beach County as an	9	Not to take over and run but just to support and
10	example. That's a possibility. Or you put up	10	make those difficult calls so it freezes up SAR
11	all the repeaters. But you need to get that done	11	to do other things, so they're not always tasked
12	before something happens.	12	with making all the calls through the police.
13		13	
14	Creating a centre of excellence. In my opinion,	14	The tasking numbers, that's been mentioned
15	BC has done a fantastic job of this over the	15	before. We get a police file number because
16	years with the SAR BC folks - the BC Emergency	16	you're on a mission, but a tasking number could
17	Preparedness and Justice Institute in BC.	17	be issued to cover all the insurance and
18	Their Justice BC is their centre for excellence.	18	liability costs through the provincial EOC. So
19		19	now I have a mission number.
20	This centre for excellence does not have to be	20	
21	run by the government. It could be run by	21	This culture of SAR body. And sometimes that
22	private sector. It could be run by a volunteer	22	first sentence kind of gets people upset. Yeah,
23	organization. You can do it a whole bunch of	23	we're all focused on the potential survivor
24	different ways, but involve the stakeholders	24	because if we don't there will be no potential

Oct	October 5, 2021 Public Inquiry for Ground Search and Rescue Respecting Lost and Missing Persons Page 161 to 1			
	Page 161		Page 163	
1	survivors.	1	Promoting the sharing and standardization of	
2		2	resources, kind and type. When I was in Goose	
3	But it's being able to bring all that to bear and	3	Bay, it was a fantastic eye opener for me, and	
4	what could we do? And that means the whole	4	Mr. Blackmore educated me, when it came to the	
5	entire SAR body from education, training,	5	changeover of marine assets. Water vessels,	
6	development and equipment that the SAR centre of	6	boats changing in the province. Their smaller	
7	excellence has to be focused on that. And it can	7	boat was going somewhere else because they're	
8	and it will be to be best practices.	8	getting a larger vessel because of the work they	
9		9	have to do.	
10	Creating meaningful forums every year helps SAR	10		
11	organizations address strategic issues. So here	11	Okay, that makes sense. But now they've got four	
12	you have, now, local groups with the police, with	12	or five boats to do different types of jobs,	
13	tasking (inaudible), doing after action reports	13	which makes sense, but we need to, maybe,	
14	that are all documented but all of a sudden that	14	document them by kind and type.	
15	aha moment comes where you say we got to share	15		
16	this with the rest of the province.	16	Fire has done a great job of this over the years	
17		17	with engines, and ladders, and rescues, and all	
18	Let's in our next quarterly forum talk about our	18	sorts of stuff. We need to do the same in SAR,	
19	case, the problems we have, the challenges and	19	so that when you're ordering resources	
20	how we overcame them or here's a solution. Those	20		
21	would be good things to be funded and go forward.	21	Mr. Blackmore, and I could mention three or four	
22		22	other SAR managers, have a fantastic working	
23	Review your partnerships and relationship between	23	knowledge right now. But I need to be able to	
24	all SAR organizations, promoting a joint	24	pick up a book, if I'm a new guy coming in or	
	Page 162		Page 164	
1	training.	1	check something, and say I need this and this is	
2		2	where it is and here's a contact number. Please,	
3	I say that really based on probability detection.	3	can we do this and make it happen because then	
4	We've seen GSAR marine assets going out to assist	4	it's ordered by kind and type, the resource.	
5	other agencies.	5	It's more efficient, effective and faster.	
6	Walks soon CCAD as sub-and soon lives in such ad	6		
7	We've seen GSAR go out and save lives in crashed	7	Developing a modern, proactive, progressive	
8	airplanes in incredibly difficult conditions and	8	education stance. Education within and going	
9	terrain in Canada, if not in the world, and doing	9	outside to the public. One of the bugbears I	
10	a fantastic job. So promoting that because those	10	have is on the East Coast Trail, there's not	
11	things do occur.	11 12	enough signage.	
12 13	Sometimes the SAR techs, the PJs, the air force	12	We want to keep the natural beauty but you also	
13	can't get in so you rely on GSAR. We've had that	13	want to make sure that people don't get lost,	
14	happen in the rocks, in the mountains, and you	14	missing, overdue. When something happens, it's a	
16	can have it happen here too. So if you don't do	16	critical rescue, they can call something in.	
17	the joint training it costs money because I	17	chaca rescue, they can can something in.	
18	can't say to Lieutenant Colonel Marshall, hey,	18	Better signage at staging areas, and going	
19	you need to give us all this stuff because	19	forward, that's SAR orientated. That shared	
20	they've got a lot of things to do. So where does	20	education program is between the police, the	
21	that funding come from? That means all of a	20	province, NLSARA, and maybe a private partner to	
22	sudden you got to look at federal, provincial or	22	pay for that.	
23	how do we do this. But that makes for a better	23		
24	product in the field for everybody.	24	Right there at the trail head, so they know who	
<u> </u>		<u> </u>	5	

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res Page 165	scue	Respecting Lost and Missing Persons Page 165 to 168 Page 167
1	to call for SAR. It says call 911. Well, people	1	management, and a host of other things with any
2	think of search and rescue. Was that 911 or was	2	other stakeholders (inaudible), here are their
3	that something else? So just going that way.	3	training benchmarks.
4	that something else. So just going that way.	4	
5	Provincial public relations: This came up the	5	Independent review of after action reports really
6	other day, Commissioner, with preventive search	6	comes down to, again, you don't want it
7	and rescue. Well, the best search rescue mission	7	internally. You want an outside source coming
8	is the one that never had to happen.	8	in.
9		9	
10	We need to spend more time doing that. SARVAC is	10	That could be an outside NLSARA member coming in
11	a fantastic job. That's federally funded. I	11	to run it. It could be a police officer doing
12	always worry about funding from government, if	12	it. But that would help the process of the after
13	it's not legislated or regulated, it's not	13	action reports and reviews.
14	written down, could that go with the next change	14	
15	of government? What could happen there?	15	Promoting business excellence for all SAR
16	Co DCAD, that advertise assess for a the faile of	16	organizations. Yeah, people are committed.
17	So PSAR, that education comes from the federal	17 18	They're doing it. But it's that focus.
18 19	government to SARVAC to do AdventureSmart, to do a bunch of programs. It's great. It's	18	I would ask a police officer what time do you
20	fantastic.	20	spend on SAR, if you're the SAR coordinator?
20		20	Well, I have to do this, and I have to do that,
22	We need to do more locally preventive search and	22	and that's off the corner of my desk.
23	rescue, but that takes time. There's one person	23	
24	doing it. There needs to be three, four, five,	24	So even the tasking mandated agencies, it may not
	Page 166		Page 168
1	ten people doing it. And to continue on with	1	be able to do it based on the funding if it's
2	funding to develop those things. And that's the	2	there in the financial commitment. Yeah.
3	working with snowmobile groups, ATV groups,	3	
4	skiers and snowshoers.	4	In BC, they have full-time RCMP officers do SAR.
5		5	Bigger population. Different demographics. But
6	Developing meaningful performance measures. I	6	how could we better do a business model to make
7	believe in the Position Task Book. I was sold on	7	it work here in our interest?
8	that in Emergency Management years ago during	8	Dremating the recepted and development through
9 10	hurricanes down in Florida.	9 10	Promoting the research and development through search and rescue SAR sector for probability
10	It's a great way of developing (inaudible)	10	detection. If I send a team out in the woods, I
12	succession planning and saying this person is	12	need to know that they can find stuff. Their job
13	trained to do the job and is maintaining	13	is to find clues. They're the blood hounds.
14	competency, credibility, because they've been in	14	
15	it years and they can still do the job. There	15	That's every clue from a footprint, to a candy
16	needs to be a system there.	16	bar wrapper, to a jacket, to a pack, you name it,
17		17	broken branches.
18	Establishing SAR training benchmarks. Yes, the	18	
19	CSA standards here, I've seen the books. I've	19	Research and development as to how good the teams
20	seen the policies. Provincially acceptable	20	are, in your environment it's important because
21	through the SAR centre of excellence and these	21	then you have quality. You can qualify and
22	other things to make sure that that's done. This	22	quantify that this team has comes up with
23	is what we're going to use to meet the	23	meaningful PODs of 80 percent. We probably don't
24	requirements of SAR skills, SAR leaders, SAR	24	need to search that area again anymore. But I

Octobe	r 5, 2021 Public Inquiry for Ground Search and Re Page 169	scue	Respecting Lost and Missing Persons Page 169 to 172 Page 171 Page 171
1	need to do it on mountain bikes. I need to do it	1	sector? There's different ways of doing it.
2	on snow machines, ATVs. I need to do it in an	2	
3	aircraft, so that I know that we're seeing stuff.	3	Training effectiveness: Again, making sure we're
4		4	all proficient, competent, and credible at what
5	Also, research, development and lost person	5	we do.
6	behaviour with statistical information tracking.	6	
7	Because if you're not keeping your local data,	7	Incorporate the management and succession
8	then how do you know where every missing three-	8	planning and recruitment and retention
9	to five-year-old goes, that you're not going to	9	strategies. How do we hang to all these people
10	get that person next time? Every berry picker?	10	in that strategic SAR plan going forward?
11	Every snowmobiler?	11	COMMISSIONER IGLOLIORTE:
12		12	So I'll just give you notice of maybe ten minutes
13	So a stronger, local resource on lost person	13	or so and wind down.
14	behaviour. And technology. What works? What	14	MR. BUDDEN:
15	doesn't work?	15	You're talking about the lunch break, I believe,
16		16	Mr. Commissioner?
17	A feedback service sector so that the people who	17	MR. SMITH:
18	use the SAR services can have something that they	18	Okay. Yeah.
19	can feed back into.	19	MR. BUDDEN:
20		20	Mr. Smith may not quite be done by ten minutes.
21	I feel this worked. I feel this has not worked.	21	MR. SMITH:
22	You don't tell me this. You didn't tell me that.	22	Yeah.
23	I felt I should have been briefed more often.	23	COMMISSIONER IGLOLIORTE:
24		24	(Audio difficulties).
	Page 170		Page 172
1	People have a right to bring that back in there.	1	MR. BUDDEN:
2	They have a right to service. They expect the	2	Yes.
3	service. They demand the service.	3	MR. SMITH:
4		4	So incorporating management and succession
5	So what does that look like? And just having a	5	planning, Mr. Blackmore and I have discussed
6	program that covers that.	6	this, when are we going to retire?
7	And there the evolution is to be been done of evolution	7	Mall we have falled that are 74 when are still in
8	And then the system is to be based on a positive	8	Well we know folks that are 74 who are still in
9 10	learning experience for the SAR providers. It's	9	SAR. So it could be a while yet, but we need to
10 11	not a slam dunk and you're bad. It's like, hey,	10 11	think about those things.
11 12	this is what this person said and the families, but here's how we can improve. Here's how we can	11	Who's up and coming to do training, development,
12	change. Here's where they said you did a	12	the writing SOPs, who has all the knowledge who
	fantastic job.	14	can pass it on and do those things? We
14			
14 15		15	
15		15 16	understand that. And that's part of that recruitment and retention.
15 16	Reviewing SAR volunteer issues and promoting	16	recruitment and retention.
15 16 17	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore	16 17	recruitment and retention.
15 16 17 18	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore that Canada Revenue Agency will give you a \$3,000	16 17 18	recruitment and retention. How do you retain these guys so they don't run
15 16 17 18 19	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore that Canada Revenue Agency will give you a \$3,000 tax incentive, tax break federally. That could	16 17 18 19	recruitment and retention. How do you retain these guys so they don't run off to somewhere else? And coming up with a
15 16 17 18 19 20	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore that Canada Revenue Agency will give you a \$3,000	16 17 18 19 20	recruitment and retention. How do you retain these guys so they don't run off to somewhere else? And coming up with a strategic plan to do that for all SAR
15 16 17 18 19 20 21	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore that Canada Revenue Agency will give you a \$3,000 tax incentive, tax break federally. That could be done provincially.	16 17 18 19 20 21	recruitment and retention. How do you retain these guys so they don't run off to somewhere else? And coming up with a
15 16 17 18 19 20	Reviewing SAR volunteer issues and promoting those. It has been mentioned by Mr. Blackmore that Canada Revenue Agency will give you a \$3,000 tax incentive, tax break federally. That could	16 17 18 19 20	recruitment and retention. How do you retain these guys so they don't run off to somewhere else? And coming up with a strategic plan to do that for all SAR

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 173 to 176
	Page 173		Page 175
1	training to back it up, so that people feel	1	management: How is that done now? How can it be
2	comfortable using it when they're in the command	2	done better? I saw not enough detail going
3	post for their incident management and data	3	through on that.
4	collection.	4	
5		5	Again, it takes a database. It takes a sharing.
6	Developing those incident management teams, SAR	6	It takes people coming and going. And people say
7	IMTs, and the documentation and the policy to	7	I would have liked to have known about that
8	provide for that.	8	mission because I think we could have offered
9		9	this. And I said, okay, that makes sense, up on
10	Foster the use of provincial field operating	10	the peninsula.
11	guide. So that gets into what I mentioned	11	
12	before. Who is going to do something first,	12	The statistical collection: We've brought this
13	second, third, and fourth, et cetera, on initial	13	up with one of the tasking agencies, and the
14	response, so the police, EMS, SAR, emergency	14	destruction of search and rescue files is a
15	management can hold a document up and say here's	15	concern.
16	who's responsible for this type of incident? And	16	
17	who's secondary, et cetera, et cetera? And who's	17	So before those files are destroyed, take some of
18	going to support, and who are the contact numbers	18	that data, start point, point found, intended
19	on all our plans and how we do that?	19	destination, distance from point last scene, the
20		20	number of resources that were used.
21	There are a lot of great synergies out there	21	_
22	right now for interoperability. This next part	22	There's a whole bunch of data that's on certain
23	after lunch is all about the interoperability	23	types of forms so that we can start collecting
24	side, between federal, provincial and private	24	our own data here and start analysing it for lost
1	Page 174 sector.	1	Page 176 person behaviour.
2	Sector.	2	
3	It is incredible. When Mr. Blackmore told me	3	But it also contributes to what we call a SAR
4	some of the funding that was involved with their	4	hazard vulnerability assessment. And that's an
5	building for the Rovers. I mean, I said, wow, I	5	important tool. Because that builds on our plan.
6	wish we could only do that in Alberta.	6	It builds on everything that we get involved in.
7		7	, , , ,
8	And I know people have said in the Yukon said,	8	So the last thing I want to touch on before lunch
9	wow, I wish we could do that in the Yukon.	9	is this last sentence: The province needs to
10		10	complete a SAR Hazard Vulnerability Assessment.
11	Because you have the private sector getting	11	
12	involved. It doesn't always have to be	12	I haven't seen a SAR HVA. Other jurisdictions
13	government. And that's fantastic and that's	13	complete them. And I will go into more detail
14	because of the relationships. That's going out	14	after lunch on three or four slides, just to show
15	there, meeting and greeting, and understanding,	15	what is a Search and Rescue Hazard Vulnerability
16	and building those relationships, and giving them	16	Assessment, and how you need that completed
17	a business plan and coming back.	17	before you can build a strategic SAR plan, and
18		18	how can think about a cost benefit analysis for
19	And those synergies are there because people who	19	SAR, and funding, et cetera, going forward and
20	are corporations, they want to help too, and it's	20	why you need to do that because I saw that
21	involving them so they don't get left out.	21	lacking. And that's important.
22	Doveloping a common recourse information and	22	Simple things like how many people use the East
23	Developing a common resource information and	23	Simple things like how many people use the East
24	sharing of information through SAR. Resource	24	Coast Trail? Where are they from? What are the

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue Re: I	
	Page 177 incidents? Where do those incidents occur? All		Page 179
1		1	planning and planning purposes.
2	that stuff we'll just quickly look at.	2	Mitigation offerts to provent the problems. Co
3	Dut that a surduct that woods to be used, and	3	Mitigation efforts to prevent the problems. So
4	But that's a product that needs to be reduced	4	in other words, we can engage in preventive
5	because I don't have one. I haven't seen one in	5	search and rescue activities if we understand and
6	the province.	6	know the problems.
7	The all ways Commission on	7	Duranting and quarkers is training
8	Thank you, Commissioner.	8	Prevention and preplanning in training
9	COMMISSIONER IGLOLIORTE:	9	activities. So what kind of training will we
10	All right. Thank you very much. We will take a	10	need to engage in? Is it slope-rope rescue,
11	lunch break till 1:30?	11	high-angle rescue? A helicopter cargo
12	MR. BUDDEN:	12	extraction, hoisting, winching, and marine? It
13	Perhaps 1:45.	13	incorporates all that side.
14	COMMISSIONER IGLOLIORTE:	14	
15	1:45, please. Thank you.	15	It allows you to modify and adjust your standard
16 17	THE CLERK:	16 17	operating procedures, little manuals, and
17	All right.	17	resource allocation for response to those
19	(Lunch Break)	19	missions.
20		20	It allows you to understand what's engaged in
20	THE CLERK:	20	rescue and recovery procedures and efforts. And
21	All rise. This Commission of Inquiry is now in	22	certainly, will identify and you'll know the
22	session. Please be seated.	23	capabilities of any resources that are going to
23	session. Flease De sealed.	23	be utilized to respond to the problems that you
	Page 178		Page 180
1	MR. BUDDEN:	1	identified through the hazard and vulnerability
2	Yes, Mr. Commission, we will resume the evidence	2	process.
3	of Mr. Smith. Following which, there will be	3	
4	questions from counsel.	4	I just want to cover some of the academic slides
5		5	on this, and then I'll do some more of the
6	That will probably take the rest of the	6	recommendations, lessons learned. And then this
7	afternoon, and we will start tomorrow morning	7	little bit of the academic side on the SAR plan.
8	with Ms. Bradley. That's the plan at the moment.	8	P
9	THE COMMISSIONER:	9	Because it's not a simple process. And it's not
10	All right. Thank you.	10	that complicated, but it does take time, effort,
11	MR. SMITH:	11	energy, personnel hours, et cetera, to produce.
11 12		11 12	-
	MR. SMITH:		-
12	MR. SMITH:	12	energy, personnel hours, et cetera, to produce.
12 13	MR. SMITH: Thank you, Commissioner. Thank you, counsel.	12 13	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by
12 13 14	MR. SMITH: Thank you, Commissioner. Thank you, counsel. Before we broke for lunch, I mentioned that the	12 13 14	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by stakeholders, and other personnel and groups as
12 13 14 15	MR. SMITH: Thank you, Commissioner. Thank you, counsel. Before we broke for lunch, I mentioned that the Search and Rescue Hazard Vulnerability	12 13 14 15	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by stakeholders, and other personnel and groups as
12 13 14 15 16	MR. SMITH: Thank you, Commissioner. Thank you, counsel. Before we broke for lunch, I mentioned that the Search and Rescue Hazard Vulnerability Assessment, or vulnerability assessment, that's a	12 13 14 15 16	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by stakeholders, and other personnel and groups as from the SAR sector.
12 13 14 15 16 17	MR. SMITH: Thank you, Commissioner. Thank you, counsel. Before we broke for lunch, I mentioned that the Search and Rescue Hazard Vulnerability Assessment, or vulnerability assessment, that's a tool that we've been utilizing for many years in	12 13 14 15 16 17	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by stakeholders, and other personnel and groups as from the SAR sector. The vulnerability assessment is the homework and
12 13 14 15 16 17 18	MR. SMITH: Thank you, Commissioner. Thank you, counsel. Before we broke for lunch, I mentioned that the Search and Rescue Hazard Vulnerability Assessment, or vulnerability assessment, that's a tool that we've been utilizing for many years in both emergency management and search and rescue	12 13 14 15 16 17 18	energy, personnel hours, et cetera, to produce. And then the publication, and then approval by stakeholders, and other personnel and groups as from the SAR sector. The vulnerability assessment is the homework and the investigation. As I just mentioned,
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 181 to 184
	Page 181		Page 183
1	It would be different in Nain. And one of the	1	that trail to say, here is where we're getting
2	great interviews I had, as well, was in Nain with	2	most of the problems. What is the problem?
3	the SAR coordinator up there.	3	
4		4	And as I mentioned before, if the park doesn't
5	And in dealing with their geographic area and the	5	work, you may need to fix it. Now, that's kind
6	histories of the area, it has changed. And now	6	of a generalized statement saying, you know, if
7	you have the Torngat National Park in Northern	7	the signages are broken, and the signages are
8	Labrador, up at the tip there.	8	down, if there's any confusing trail junctions,
9		9	you may want to look at that.
10	But it's also, not only the geographic factors	10	
11	you got to look at, it's understanding, well, how	11	But what's the availability of the SAR resources
12	many people go to that park? And they have to do	12	to be able to respond with those resources to get
13	their vulnerability assessment with Parks Canada.	13	the job done in the area?
14		14	
15	And then you have to encompass the weather that's	15	So if you can think about Nain and then they have
16	unique for that geographic area, as well.	16	to respond to base camp, just outside of Torngat
17		17	Mountains, that in itself is a substantial
18	But also about the demographics. Where are the	18	effort. And then you have to stage, and then you
19	folks coming from who attend and go camping,	19	have to get into the back country.
20	whether it's canoeing, hiking, backpacking, in	20	
21	Torngat Mountains National Park and in that area?	21	If you're going to use rotary-wing aircraft as a
22		22	primary asset to move the resources around,
23	And yes, it's Parks Canada. They rely on the	23	again, it adds these complexity analysis factors
24	Nain GSAR group, though, to assist them in	24	in coming in and performing a simple extraction
	Page 182		Page 184
1	carrying out search and rescue functions.	1	from the back country of an injured backpacker.
2	And the one thing to note as we get through this,	2	I was privileged to go ever a spee with their CAD
3	and we can use it as an example, is there are	3 ⊿	I was privileged to go over a case with their SAR coordinator up there as to what actually happened
4 5	seasonal fluctuations. There's not a lot of	4 5	with an injured backpacker that ended up having a
6	activity there in the winter. Most of it is in	6	broken leg.
7	the summertime.	7	bloken leg.
8		8	So you need to look at a good assessment, and it
9	There's also international visitors to that	9	does include the priorities and goals
10	national park, and there's also international	10	commensurate with the need.
11	visitors to the East Coast Trail.	11	
12		12	So you may have some areas that do not have a
13	So there's a lot of private residents go there.	13	high need but, certainly, when you start looking
14	Not as much as tourism and recreation. But what	14	at the Hiking Trails in Newfoundland and Labrador
15	is really causing the problem?	15	book, which is available at all the book stores,
16		16	you'll see you have 130-some trails that can be
17	Well, sudden, severe weather is definitely one of	17	hiked in the province.
18	them in Northern Labrador. But what are the	18	
19	chances and probabilities in any given week that	19	Some of them are remote. Some of them are close
20	we could predict the activity and location and	20	to the city, like here in St. John's. But if you
21	frequency of the number of calls on the East	21	don't ID the resources and needs for both rescue
22	Coast Trail is another example?	22	and search, you're going to cause yourself some
23		23	grief.
24	And you can start to isolate certain areas of	24	

Octobe	r 5, 2021 Public Inquiry for Ground Search and Res Page 185	scue	Respecting Lost and Missing Persons Page 185 to 188 Page 187
1	You may say, well, we just need a rescue	1	your business case, your business plan, your SAR
2	capability here. Okay. Well, what if all of a	2	plan, to say, here's what we have going on in
3	sudden, all you get is somebody calling in, I	3	this area. We need to look at some prevention
		_	
4	found a backpack, or I found a jacket, and	4	and investment and different types of training
5	there's a car still parked in the parking lot?	5	and equipment to get this job done.
6	Now, you start getting that search effort, as	6	
7	well.	7	It will also identify any potential trends. That
8		8	is becoming important. One of the trends that
9	But it gives you direction for preventive PSAR	9	we're dealing with, it's not just with
10	activities and also mitigation. So mitigation	10	international folks coming into Canada and
11	really means what can we do to prevent these	11	travelling on our parks and our different areas,
12	incidents from occurring?	12	but it's also new immigrants to the country.
13		13	
14	It may be just trail signage at the staging area,	14	New immigrants who are not familiar with the
15	modifying the parking lot, modifying trail	15	Canadian weather, the terrain, the topography,
16	junction signs, modifying the boardwalks that are	16	the things that we have to deal with. And all of
17	out there, putting up a secondary sign at trail	17	a sudden, you know, they really take on more than
18	junctions indicating a hazardous-type area. You	18	they can deal with because they're not equipped
19	may slip and fall to your death, so stay away	19	to be there. They're not expecting these certain
20	from the extreme edges, et cetera.	20	things to happen.
21		21	
22	So there's different ways of looking at that.	22	So it allows for realistic preplanning, and thus
23	And certainly, it has been looked at in those	23	the building of your SAR plan.
24	areas.	24	
	Page 186		Page 188
1		1	And you see the last couple slides that have to
2	Parks Canada does a very good job when it comes	2	deal with here on SAR vulnerability assessment,
3	to public safety. They spend a lot of time on	3	this is how you justify building a SAR plan. You
4	that aspect.	4	can't write a SAR plan unless you do a
5		5	vulnerability assessment.
6	Sometimes those outside of the park do not do a	6	
7	good job of it, based on other things that we	7	You'll see it called both a hazard vulnerability
8	have to do, and the commitment and the mandate is	8	assessment and a vulnerability assessment. If
9	different.	9	you just start to write a SAR plan, you don't
10		10	have a foundation. You really need to understand
11	But we need to raise awareness with our local	11	and justify a justification of the problem. The
12	officials. That would be primarily the RNC,	12	assumptions that can be made on, yes, we're going
13	RCMP, Parks Canada, as to, we have some concerns.	13	to get calls in this area. A lot of facts
14	We could get a number of incidents occurring	14	bearing on those problems. Having good
15	there.	15	discussions with stakeholders and people from the
16		16	SAR sector. Coming up with meaningful
17	Also, we can't get an Argo or an ATV down that	17	conclusions. And then doing your
18	trail because of the composition of the trail.	18	recommendations.
19	We'd have to walk in and/or use a helicopter.	19	
20	There are no landing spots for helicopters there.	20	Another part of that is
21		21	RALPH, Q.C.:
22	So making the RCMP and RNC aware of the concerns	22	Q. Mr. Smith, can I just ask you a question? I'm
23	when we do this good assessment. It certainly	23	sorry to interrupt.
24	justifies management decisions. That gets up to	24	MR. SMITH:

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue Re	specting Lost and Missing Persons Page 189 to 192
	Page 189		Page 191
1	A. Yes. Sorry, counsel. Yes.	1	remote. And if the weather crashes and there's
2	RALPH, Q.C.:	2	fog in there, what are the avenues you have to
3	Q . In terms of, like, who's usually it's on.	3	utilize? And there's costs to that.
4	Okay. In terms of who's usually holding the pen,	4	
5	who's writing this report, is it usually someone	5	So the flowchart that we've used now for a couple
6	within government or is it someone within the	6	of years, just before I get into specific slides,
7	police service?	7	you know, really, again, goes over the
8	MR. SMITH:	8	jurisdictional data from Torngat Mountains, down
9	A. Thank you, sir. That's a great question, and	9	the Avalon Peninsula and across the great
10	it's been dealt with time and time again.	10	province.
11		11	
12	In the past, my experience is a law enforcement	12	It is different geographically, topographically,
13	SAR coordinator, SAR liaison officer, working	13	and then demographically, of course, is your
14	with the local search and rescue volunteer group	14	people who are there.
15	produces this product in consult with the other	15	.
16	agencies they work with.	16	And to go back to the immigrant situation, look
17	And no you know know an ukny three to the	17	at where your new immigrant population is
18	And as you know, based on where they are in the	18	located.
19	province, who are those other stakeholders?	19 20	And then are they encoding in outdoor
20 21	There may be none, or there may be three or four,	20 21	And then are they engaging in outdoor recreational activities? And where is that
21	like, you might have around here in St. John's.	21	
22	So primarily, it's been a law enforcement and a	22	mainly out of? St. John's. The larger centres. And then they're going out and using the East
23 24	volunteer SAR group who produces that.	23	Coast Trail, as an example, and some of the other
	Page 190		Page 192
1		1	hiking trails and back country areas.
2	But there's nothing saying that the government	2	<u> </u>
3	couldn't write this product and do the research	3	But identifying those activities and the hazards
4	development.	4	that are there is also an important aspect.
5		5	
6	But with that being said, you couldn't do it in	6	So I'm just taking my time to make sure we
7	isolation either. You'd have to have a consult	7	understand that this is not a, oh, we'll do this
8	for the stakeholders, the people who are going to	8	in half a day, or we'll do it in a day.
9	engage and actually do it.	9	
10		10	There's a lot of visitation to these areas. A
11	Does that answer the question, sir?	11	lot of interviewing park staff, Public Works,
12	RALPH, Q.C.:	12	people that are putting up signs, the SAR group,
13	Yes. I'll have some follow-up questions later.	13	those tasking agencies involved.
14	MR. SMITH:	14	
15	Okay. Thank you. So we also don't want to	15	The unique thing about it nowadays, though,
16	forget about the cost-benefit calculations that	16	compared to how we used to do this, back when I
17	come with this.	17	did my first one was in 1981, '82, was that we
18		18	now have geographic information systems or
19	And a big part of that is, what is it going to	19 20	mapping data. So now, we can use tactical
20	cost us? How do you get people out of these more	20	mapping and planning and great databases.
21	remote, isolated, back country areas? How do you	21 22	An avample Daul French from Devers Coastshand
22 23	get people off the East Coast Trail.	22 23	An example, Paul French from Rovers Search and Rescue is really up on all this stuff. He can
	It's close to St. John's but it's also your		Rescue is really up on all this stuff. He can
24	It's close to St. John's, but it's also very	24	just bring up the map. We can just put little

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 193		Page 195
1	pins on that map and then have a database to say,	1	may not have a piece of equipment that's required
2	here is where everything's occurring, right?	2	for doing winching off the side of the slopes.
3		3	You may need to upgrade that equipment. You need
4	And that's a simple process. But all of a	4	to train on that equipment. And, of course,
5	sudden, you can see the clusters and say, wow,	5	there's a cost to doing that.
6	look, a group here, a group there. That makes it	6	
7	short work of where we need to put our resources.	7	The human resources gets into the fact of, how
8		8	many personnel do we have available 24/7 that can
9	Because you may want a rescue cache in some of	9	respond to do that job with the equipment, and do
10	those locations that's secure, either in a	10	we need to get them trained on it?
11	facility and/or a locked device, because you	11	
12	won't be able to carry everything back there.	12	Night operations. The report is a fairly
13		13	straightforward report. It's very similar to a
14	An example would be, we've used bear-proof	14	gap analysis. It's very similar to just a
15	garbage containers, locked, the big ones that	15	standard business report.
16	Parks have, and put all our rescue gear in there.	16	
17	And it's all waterproofed, and it's pretty hard	17	It's got problem assumptions, facts bearing on
18	for somebody to break into it. And it's in the	18	the problem, discussion items, conclusions, and
19	middle of a trail system, so we don't have to	19	then your recommendations with a cost-benefit
20	helicopter so much stuff in. That's what this is	20	analysis.
21	doing for you, as well.	21	
22		22	It also means if you don't do something, like a
23	But identifying the hazards and effects, so the	23	SAR vulnerability assessment, it could also cost
24	vulnerability. What is that vulnerability?	24	you this in the long run.
	Page 194		Page 196
1	Steep cliffs, the ocean. Being on the rocks that	1	
2	-	2	Now, to go back to the refined and improved
	Steep cliffs, the ocean. Being on the rocks that are slippery. Being swept away out to sea.	2 3	Now, to go back to the refined and improved alignments and linkages in SAR. There needs to
2 3 4	Steep cliffs, the ocean. Being on the rocks that are slippery. Being swept away out to sea. And so what are the effects? Now, the effects	2 3 4	Now, to go back to the refined and improved alignments and linkages in SAR. There needs to be a common SAR operational manual, a SAR plan,
2 3 4 5	Steep cliffs, the ocean. Being on the rocks that are slippery. Being swept away out to sea. And so what are the effects? Now, the effects could certainly be a downturn. Hey, it's too	2 3 4 5	Now, to go back to the refined and improved alignments and linkages in SAR. There needs to
2 3 4 5 6	Steep cliffs, the ocean. Being on the rocks that are slippery. Being swept away out to sea. And so what are the effects? Now, the effects could certainly be a downturn. Hey, it's too dangerous to go there. The weather is too bad	2 3 4 5 6	Now, to go back to the refined and improved alignments and linkages in SAR. There needs to be a common SAR operational manual, a SAR plan, and a preplan. We don't have one here.
2 3 4 5 6 7	Steep cliffs, the ocean. Being on the rocks that are slippery. Being swept away out to sea. And so what are the effects? Now, the effects could certainly be a downturn. Hey, it's too dangerous to go there. The weather is too bad there all the time. We don't want to visit. We	2 3 4 5 6 7	Now, to go back to the refined and improved alignments and linkages in SAR. There needs to be a common SAR operational manual, a SAR plan, and a preplan. We don't have one here. The next item, I know, sometimes can be
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 197		Page 199
1		1	it, go through a vulnerability assessment if you
2	So they need training, they need development, and	2	are a SAR agency in the area.
3	they need better working conditions so they can	3	
4	go out working with their stakeholders and their	4	Am I getting it right?
5	partners, et cetera, that are out there. We	5	MR. SMITH:
6	can't keep the norm.	6	A. Let me just elaborate on that, Commissioner,
7		7	because, yeah, I may have gone over it a little
8	So it allows you to do that, but that's what's	8	too fast.
9	required. So once you have either the	9	
10	legislation, regulation policy, it kind of is	10	The SAR vulnerability assessment would be
11	built into a foundation. And then you shouldn't	11	completed province-wide, in all areas, not just
12	lose it. You can modify it and go forward as the	12	in parks, because you have so many trails. I
13	time goes on. But it also protects the health	13	think there was 130 trails I saw in this book
14	and safety of SAR volunteers.	14	that I saw at the Chapters Bookstore, as an
15		15	example, in Newfoundland.
16	We do need a CISM Program, Critical Incident	16	
17	Stress Management Program for the SAR sector. I	17	And not that incidents is going to occur on all
18	know our counsellor, Louise, will certainly	18	those trails. But certainly, you want to do that
19	advise us on that. And it's a wonderful program	19	provincially to say where are our problems? You
20	that can be adapted and utilized in many ways.	20	know, who are the people that are going there?
21		21	And what are those problems? Is it ice climbing?
22	I'm not going to address that fully, but there	22	Is it sea kayaking? You know, is it hiking? Is
23	needs to be one. We can't leave it loose the way	23	it mountain biking? Is it snowmobiling? Is it
24	it is.	24	skiing? Snowshoeing? Dogsledding? Is it all
1	Page 198	1	Page 200 those things?
2	Mr. Harry Blackmore and I had a discussion here.	2	those things.
3	And yes, he will always find the money. He said	3	And then, of course, when are all those
4	he'd even pay out of his own pocket, but he will	4	activities occurring? And so it pertains to the
5	get somebody on a team somewhere treatment, to	5	whole jurisdiction. Sorry if I didn't make that
6	see a psychologist, to get help, to see a peer	6	quite clear.
7	counselling group, if necessary.	7	THE COMMISSIONER:
8		8	Okay. Thank you. I think I get it now.
9	But it should also be there in a plan. The	9	MR. SMITH:
10	incident command system	10	The incident command system, I've kind of been
11	THE COMMISSIONER:	11	beating up on through the process here. But
12	Q. So can I just interrupt for a second?	12	certainly, it's recommended best practices by
13	MR. SMITH:	13	Public Safety Canada to be utilizing critical
14	A. Yes, Commissioner. Sorry.	14	incidents. They've published that, but it's also
15	THE COMMISSIONER:	15	legislation in British Columbia to really make
16	Q. So you're speaking about the SAR vulnerability	16	sure that all these stakeholders and everybody
17	assessment in light of what might occur in a	17	that's encompassed working with SAR have the
18	jurisdiction.	18	right command and control system. You need to
19		19	either have legislation regulation or a policy
20	You're not saying that for every trail, for every	20	that ensures that.
21	area, we should make it into a mini national	21	
22	park?	22	Because it builds interoperability to all the
23		23	responders in the SAR sector. You can't have
24	I mean, you're just saying to be sensible about	24	groups doing different types of command and

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res Page 201	scue	Respecting Lost and Missing Persons Page 201 to 204 Page 203 Page 203
1	control systems.	1	the detachments. They have to attend all the
2		2	senior NCO meetings, the officers' meetings,
3	There's just a couple of slides here I just want	3	interview people, assist the Newfoundland Search
4	to cover on this plan. I had many of the SAR	4	and Rescue program, people and volunteers doing
5	personnel ask me, well, what is this plan you're	5	this program, SAR vulnerability, and writing it,
6	talking about?	6	that takes a lot of time.
7		7	
8	And you'll see it called a preplan. It is a SAR	8	And then you have the maintenance, as well. And
9	plan. And now that you've completed your Search	9	they're continuously updating and changing things
10	and Rescue Hazard Vulnerability Assessment, like,	10	in the program.
11	what are we going to get ourselves into?	11	
12		12	And then there's training that goes beyond that.
13	You can produce a document for your jurisdiction	13	And then, so those relationships have to be built
14	that talks about all the SAR missions, the	14	and maintained. So it's not something you can
15	resources, and who is going to do the job? Who	15	just do once and then walk away from it.
16	is going to do the job on regular basis? Who is	16	And horo's the slide that save it's a working
17	primary, as I mentioned, secondary and tertiary to complete that mission?	17 18	And here's the slide that says it's a working document. Ongoing information. Information
18 19		19	changes. Usually, it typically is when you
20	And it's an exciting thing to participate in.	20	produce it. But now, thanks to our databases, we
21	The actual process of writing the plan, in my	21	can do it electronically. And you can just print
22	mind, has always been better than the plan itself	22	it out as required.
23	for some reason.	23	
24		24	But it's the technical data that's actually going
	Page 202		Page 204
1	When you go through that process, SAR	1	to be used in the mission, so it should be
2	vulnerability assessment, writing a SAR plan, you	2	operational. It should pertain to how are we
3	really understand public safety and what	3	going to get the job done. And it is the key to
4	everybody has to do in the province to save	4	being successful.
5	lives.	5	It's going to be officient officiative cooperation
6	There are many books out there, so it's not so	6	It's going to be efficient, effective, economic, and does protect you from litigation. Because
7 8	much the how to get the job done. That's not the	7	you can say, your SAR plan is how you're going to
9	technical manual. It's not the SAR management	9	be measured on how you're going to do business.
10	manuals. It's usually that little one	10	be measured on now you're going to do business.
11	underneath, that's quite readable. And it's got	11	And if you say that somebody else is going to do
12	to be readable, to put it in simple terms. It's	12	that, and that's part of your plan, then that's
13	a working document.	13	what it is. But it's identified.
14		14	
15	And, again, once you write it, there's a	15	So preplanning is one of the most important
16	maintenance program for these documents. So	16	functions of SAR management. I asked several of
17	somebody said to me, well, how can you justify a	17	the SAR managers and some of these other groups,
18	full-time police SAR coordinator?	18	and through the questionnaire process, have you
19		19	engaged in writing a SAR plan? Everybody said
20	This is an example: They said, they can just do	20	no. There was no SAR plan out there.
21	that part-time or quarter-time, whenever you want	21 22	Okay. What do you do locally? Well, I kind of
22 23	to do.	22	know what to do locally. It was a typical thing.
23 24	And I said, by the time they get around to all	23 24	I said, yeah, I know you do. But is there a SAR

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 205		Page 207
1	plan? Is there a little template to follow? And they didn't have one.	1	you to be updated on a continuous cyclic basis. So it's a team effort, but it takes maintenance.
3		2	So it's a team erfort, but it takes maintenance.
4	I said, have you ever gotten one from the police?	4	And here's the last ten points when we talk
5	And they said, well, we've never seen one. So I	5	about, yeah, these are what you need to do to get
6	said, okay. That's fine.	6	the plan done: It's rescue and search-related,
7		7	historical data from all the past incidents,
8	So providing initial direction and solving the	8	establish who is going to respond to what, obtain
9	mission and solving the problem and allows you to	9	the law enforcement, parks, and agency having
10	look for a foundation for future decisions. How	10	jurisdiction's support. It can be legislatively
11	are we doing to do things in the future? It is a	11	mandated, right? By the responsible agency
12	management tool.	12	executive. Talk to resources. You've got to
13		13	meet and greet those resources, make sure they're
14	The preplan is complete when it defines the	14	willing to do the job. Draft an SOP. That's
15	authorities. And I mentioned this before, and I	15	standard operating procedures. How you're going
16 17	know we've had discussions over this, the police have the mandate to do SAR.	16 17	to do it when the incident occurs. And then get
17	Have the manuale to do SAR.	17	comments on the draft plan. Allow people to comment on them.
19	Newfoundland Search and Rescue does not have a	19	comment on them.
20	mandate to do SAR, but they get delegated	20	Usually, you give 30 days to comment on the plan.
21	authority through the police to do that function.	21	They get everything back to you, saying, you can
22		22	change this, modify that, based on this, that,
23	And that just goes back to the plane crash in	23	and the other. And then you clarify it, you
24	Makkovik where, now, GSAR is going out to do a	24	modify it. We all do that as we go forward. You
	Page 206		Page 208
1	tasking that typically the Royal Canadian Air	1	eliminate and avoid any duplication or conflict.
2	Force would do through their resources, but	2	
3	they're weathered out, which is fine. So then	3	Training missions, using the plan. Critique that
4 5	they contact the police, and the police contact GSAR, and off they go.	4 5	training with a goal of improving the plan. Finalize the plan. Get more final critique
6	GSAR, and on they go.	6	comments, and then you have a plan.
7	They get delegated authority to go out there and	7	comments, and then you have a plan.
8	do it. But the preplan defines that. It is a	8	I'm going to miss that one and just go right here
9	blueprint. It also talks about the legal	9	to refine it. So this is the last few slides
10	responsibilities and jurisdictions because you've	10	where we talk about some improvements.
11	got Parks Canada here running some parks, and	11	
12	you'd want to work with that.	12	The sustainable funding for the SAR sector is not
13		13	there right now. That would allow you to have
14	And the agreement should be in writing, easy to	14	the FTEs, full-time equivalency positions to do a
15	read, simple, and be flexible because they have to be changed and modified as you go forward.	15 16	job.
16 17	to be changed and mounied as you go forward.	16 17	It really can be a multifaceted way of doing
18	So just some of the major influences to consider:	18	business, but it does require sustainable
19	vulnerability assessment, area, any constraints	19	funding. Is it just for one year? Two years?
20	you may have there, external influences, the	20	Three years? Or is it going to be in perpetuity
21	organization, and, of course, the emergency	21	to go forward for SAR?
22	conditions.	22	
23		23	SAR is not going to go away. People getting
24	The plan has to be simple. And it also allows	24	injured and hurt out there is not going to go

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 209 to 212
	Page 209		Page 211
1	away. People have more leisure time, more	1	
2	disposable income to go out and do things.	2	That can be looked at. It can be researched. It
3		3	can be developed to build those programs.
4	Infrastructure, sustainability funding for the	4	Specific SAR in Indigenous communities involving
5	SAR sector. That's an interesting comment	5	NLSARA, as an example, as a lead agency to get
6	because it came right from the Bay of Islands	6	that done.
7	Search and Rescue group, where they're borrowing	7	
8	a building from the local municipality. All	8	The last one is it wasn't typed in after
9	their vehicles are parked outside. The building	9	Mr. Blackmore brought it up. It's certainly
10	needs to be expanded.	10	something I've had in here because the accident,
11		11	death, and dismemberment, workers' compensation
12	Should SAR own buildings, or should the	12	outside even any existing temporary coverages.
13	government own the infrastructure? It's a	13	
14	question.	14	It is hard, and I don't have the exact wording
15		15	that Mr. Blackmore used, but let's talk about
16	And then the SAR groups, as an example, would,	16	Algoma Insurance and where that funding is coming
17	almost like a lease or a grant procedure, apply	17	from.
18	for grants and infrastructure money to maintain	18	
19	that change and do whatever they need to do.	19	With government changes, cutbacks, you're going
20		20	to lose some of that. There's trade-offs.
21	And maybe the government should own all the	21	They're not covered, or are they covered? Those
22	vehicles, too, as far as that goes and all the	22	things need to be there.
23 24	costs associated with those vehicles.	23 24	And, again, in discussions with the Executive is
24	Page 210	24	Page 212
1	So there's different ways of doing it. That	1	they don't have a solid foundation for insurance
2	comes down to the public/private partnerships for	2	coverage.
3	development and implementation. I don't see that	3	
4	right now. It's really heavy on NLSARA.	4	We often say that it's funny how people think you
5		5	should mention about thinking outside the box.
6	I can tell you in major discussions with people	6	Well, you shouldn't be in the box in the first
7	on the Executive, and you heard it yesterday from	7	place. Being modern, progressive, proactive
8	Mr. Harry Blackmore, a lot of time, energy, and	8	sometimes means rocking the boat and stepping on
9	effort goes into fundraising in a wide variety of	9	toes, but it means you're out front and you are
10	different types of fields just to do that,	10	willing to make changes. A culture of change.
11	infrastructure and sustainability.	11	
12		12	CASARA spotters on search missions, I think, is a
13	And it's burning out the SAR workers, SAR	13	really value-added to the program. They cannot
14	responders. And all of a sudden, they get calls	14	be used, though, unless you have a SAR manager,
15	on top of it, and you start to lose people, and	15	ops sections chief, police IC that says, the
16	they say, I don't have time for this anymore.	16	terrain, the topography, geography, the weather
17	And that's what's sad to see.	17	is conducive to a fixed-wing aircraft over there
18		18	or a light rotary-wing aircraft on the decision
19	So federal, provincial partnerships for	19	of the ops section chief, SAR manager.
20	Indigenous SAR programs. And I know the	20	
21	discussions, we've had the discussions at our	21	Because they're the ones that are in there with
22	hearings. I think it's a great thing. And it	22	the weather looking at the situation and know
23	should be there, and it's just a matter of how do	23	what kind of coverage they want to get.
24	you want to do that?	24	

Octobe	r 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 213		Page 215
1	But certainly, CASARA spotters and CASARA	1	do it. It's holding everything back.
2	training spotters is also a great program. It's	2	
3	done nationally. I think it's a value-added for	3	And I think we have to have some sort of
4	sure with their expertise through the Royal	4	discussion and leverage going towards Transport
5	Canadian Air Force.	5	Canada for the CARs regulations (Civil Air
6		6	Regulations) to say there needs to be changes for
7	CASARA can also be used for flying overhead at a	7	public safety, SAR.
8	higher altitude as a radio relay. So we're	8	
9	talking about, what's a quick fix? We don't have	9	Always making decisions to perform with the
10	repeaters and other radios.	10	closest asset is nice. There aren't enough UAVs
11		11	to go around the province. There needs to be
12	If it's available, depending on the weather and	12	more.
13	other things, and icing conditions, et cetera,	13	
14	they can run a communications relay over an area	14	Now, whether that's the small lightweight ones to
15	so people can talk to each other.	15	deploy down the trail or the larger ones that
16		16	they have here in the Rovers, again, it goes back
17	Regular crews on aircraft give you a higher POD.	17	to that's a decision for stakeholders, not for
18	I mentioned this a few slides ago. When they are	18	myself.
19	scanning, much better than part-time observers.	19	
20	People that are trained, retrained, practice,	20	I would suspect that we need more out there
21	practice, practice. It costs money to do that.	21	because everybody is saying, we'd love to have
22		22	one that Paul French has. Not that it's Paul's.
23	Again, you put money and funding and	23	It belongs to the Rovers.
24	sustainability for training development, it has	24	
	Page 214		Page 216
1	to include these recurrency fundings for	1	I mentioned this just a few minutes ago. The
2	credibility.	2	trained spotters through CASARA
3	There's no doubt that retains using aircraft have	3	THE COMMISSIONER:
4	There's no doubt that rotary-wing aircraft have	4	Q. Can I just interrupt for a second on the last point?
5	changed the way we do business for many, many	5	•
6	years, but it's got to be the right aircraft for	6	MR. SMITH:
7	the right job. And there's a wide variety of	7	A. Yes. Yes, sir. Sorry.
8	those out there.	8	THE COMMISSIONER:
9	The deployment of upmenned serial systems	9	Q. So what would enhanced regulations to support
10	The deployment of unmanned aerial systems, unmanned aerial vehicles, those legal terms that	10	unmanned vehicles or drones look like to support
11		11	SAR specifically?
12 13	I'm using, I know people have a tendency to call them drones, but drones are bees. But these	12 13	MR. SMITH: A . Allowing the SAR, as the Rovers as an example
13	UAVs, UASs are a valuable tool, but there are	14	and they're \$130,000 UAV to be able to fly out of
14	some problems. And part of that is the licensing	15	sight. In other words, you can preprogram your
16	requirement that's been mentioned before, the	16	UAV to run a grid pattern.
17	training, maintaining your pilot proficiency,	17	
17	also be able to fly five kilometres, ten	17	A grid pattern based on the platform can fly a
10	kilometres away from line of sight and do	19	certain type of distance, and it can go out
20	tactical gridding and mapping and photographing	20	there, and it can search. But it can also grid
20	the area, and then putting all these map sheets	20	the area and come back with a number of
21	together.	21	photographs and show you what's out there.
22		22	photographs and show you what's out there.
23 24	That technology is there, but you can't legally	23 24	But right now you have to do it within sight
24	That technology is there, but you can't legally	24	But right now, you have to do it within sight.

	bber 5, 2021 Public Inquiry for Ground Search and Res Page 217	scue Re	specting Lost and Missing Persons Page 217 to 220 Page 219 Page 219
1	It's to get the regulations changed, so you can	1	the coloured ones are very nice because it's like
2	fly out of sight.	2	looking at a small colour TV and identifying the
3	RALPH, Q.C.:	3	objects there through infrared.
_			objects there through innared.
4	Q. Mr. Smith, those regulations, would they be	4	Vey een identify maggets in a dead dea from 1 000
5	federal regulations?	5	You can identify maggots in a dead dog from 1,000
6	MR. SMITH:	6	feet. I've done it. Okay. You can identify a
7	A. They are federal regulations. Yes, they are,	7	lot of things out there. As long as there is a
8	sir. Yes.	8	temperature differentiation of .002 degrees, see,
9		9	you're good to go.
10	But with that being said, I know I mentioned that	10	
11	there may have to be some move towards	11	So everything changes based on sun, light, and
12	approaching Transport Canada, the federal	12	all sorts of stuff going on. But you've got to
13	government, and get support to do that for SAR	13	be good at it.
14	missions, to change things. Yeah.	14	
15	THE COMMISSIONER:	15	And, again, if you don't have a full-time crew
16	Thank you.	16	working on a FLIR, it's part-time results.
17	MR. SMITH:	17	
18	For helicopter operations, again, trained	18	I know the military do a great job of that.
19	spotters through NLSARA and across Newfoundland	19	Sometimes in the Aurora aircrafts there, though,
20	and Labrador. More spotters.	20	right, it's probably a little difficult because
21		21	of speed. When you're looking for somebody on
22	So if a group has two or three, let's get them	22	the ground and the trees are around that area, as
23	ten because those two or three may not be	23	compared to out looking for a ship or a
23 24	available at the right time to board aircrafts to	23	submarine.
24		24	
	Page 218		Page 220
	as do the job Vou need more trained coettors	4	
1	go do the job. You need more trained spotters.	1	The Nightour is also your important, which you'll
2		2	The Nightsun is also very important, which you'll
2 3	Night operations are important. We don't just	2 3	see on those two aircraft there, the EC130 and,
2 3 4	Night operations are important. We don't just search during the daytime or from 06 to 1800. We	2 3 4	
2 3 4 5	Night operations are important. We don't just	2 3 4 5	see on those two aircraft there, the EC130 and, of course, the A-Star B3.
2 3 4 5 6	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7.	2 3 4 5 6	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the
2 3 4 5	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared.	2 3 4 5	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the ground, which makes it easier for searchers to do
2 3 4 5 6	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared. And that is the instrument that you see on the	2 3 4 5 6	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the
2 3 4 5 6 7	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared.	2 3 4 5 6 7	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the ground, which makes it easier for searchers to do
2 3 4 5 6 7 8	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared. And that is the instrument that you see on the	2 3 4 5 6 7 8	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the ground, which makes it easier for searchers to do their job, easier for a canine to do their job.
2 3 4 5 6 7 8 9	Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared. And that is the instrument that you see on the bottom of the two helicopters up on the screen	2 3 4 5 6 7 8 9	see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the ground, which makes it easier for searchers to do their job, easier for a canine to do their job. But aircraft operations, I am recommending that
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2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22	 Night operations are important. We don't just search during the daytime or from 06 to 1800. We search 24 and 7. Teledyne produces the forward-looking infrared. And that is the instrument that you see on the bottom of the two helicopters up on the screen there now. The one on the right, it's forward-facing, and on the RCMP one, it's also forward-facing with a Nightsun spotlight in the back of the aircraft. So it's about the size of a soccer ball. You're looking at a television screen about the size of my laptop through a hooded device. The observer has to be highly trained and dedicated and have many hours on the instrument. 	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22	 see on those two aircraft there, the EC130 and, of course, the A-Star B3. And that's because it can really light up the ground, which makes it easier for searchers to do their job, easier for a canine to do their job. But aircraft operations, I am recommending that that has a capability. There's a difference here between this slide and kind of the next couple. You need an aircraft mechanic, of course, AME, to attach some of these tools to the aircraft. Where if you're using a HEC system for slinging, Class D, a trained rescue person can put that on the aircraft their self without an AME mechanic being there. They're signed off to do it.
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Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	<u>scue</u>	
	Page 221		Page 223
1	do?	1	The surples as last of second lung sould also south the surp
2		2	There's a lot of good knowledge out there.
3	So do they go back and get a mountain rescue	3	There's a lot of good knowledge in this room.
4	crew, or do they have the basic understanding and	4	
5	a basic LION gear with them to do some, yeah,	5	With helicopter operations, it's no good having a
6	low-angle, high-angle work when they're up there.	6	crew or somebody get off who does not know how to
7		7	treat somebody for a traumatic injury or
8	NLSARA and stakeholders can determine the type of	8	hypothermia.
9	aircraft. None of these next pictures are meant	9	
10	to say, this is what you should have. No.	10	If you have a crew person get out and they just
11	They're just an example.	11	grab a patient, a casualty, and drag him to the
12		12	aircraft, throw him aboard the aircraft, and then
13	Helicopter operations: The pilots and crews,	13	fly off and that person's mild to severe
14	need to be trained to perform search patterns	14	hypothermic, you're causing yourself a lot of
15	that are based on the Royal Canadian Air Force's	15	grief. They could go to into ventricular
16	SAR Program. That's what's acceptable.	16	fibrillation, and they could die.
17		17	
18	A lot of the times, you'll want those patterns,	18	So it's important that the time is spent with the
19	and you may want a 50 percent overlap to get	19	crews being able to perform the job, once they go
20	higher probability detection values for looking	20	out there and they go on the ground. That's the
21	for a lost child in the forest or in forest	21	aircraft frame. They can land and get it done.
22	cover.	22	This set to be able to transmit action to One
23	And the an important that sizes ft evenue lynew	23	It's got to be able to transport patients. One
24	And it's an important that aircraft crews know	24	patient, two patients, all depends on the
1	Page 222 how you want them to search. And it's not just	4	Page 224 platform. Depends on the aircraft.
2	going out there and looking around and then	1	
3	developing their own system.	2	The aircraft for service should be done
4	developing their own system.	4	provincially. I know it was brought up to my
5	An aircraft that has the HEC system capability on	5	attention that one aircraft in St. John's is not
6	it, helicopter external transport system, yes,	6	going to look after the province.
7	systems cost \$26,000 just to get it. Then it's	7	
8	the training and the capability, and then also	8	I understand that because I've had people in
9	the performance of that. You know, it's got to	9	different areas tell me, that we'd love to have a
10	be there.	10	helicopter up here.
11		11	
12	For a light, single-engine aircraft, like the	12	And we were just in a community where that was
13	EC130 there, the A-Star, they are great tools.	13	certainly the case. And they've had to go
14	-	14	through several machines to go and get the job
15	If you get a machine that can hoist, winch like	15	done. So there are trade-offs that has to be
16	you see here with the Bell 412 and the Cormorant,	16	determined.
17	well, then you got the winching capability, and	17	
18	that's great, too.	18	You can have a look at the SAR HVA to determine
19		19	the level of service, which we just went through.
20	So there's tradeoffs. Is one platform going to	20	
21	answer all your questions? I don't know.	21	This is the HEC system you see here with the Bell
22	Probably not. You'd have to have a look at it	22	407 on your left at the top of a mountain. And
23	and do a study and get the study done as soon as	23	it goes down to being attached to the two rescue
24	you can.	24	personnel on the left with the counterweight bag.

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue Re	especting Lost and Missing Persons Page 225 to 228
	Page 225		Page 227
1		1	you, Mr. Smith. One thing is we've heard quite a
2	The A-Star B3 on the right, there it is all laid	2	bit, I guess, about risk. About the risk that
3	out, and it's expensive. But it's a system that	3	searchers have taken on. And we've heard in our
4	lends itself very well to mountain rescue, search	4	hearings around the island, here and St. John's,
5	and rescue personnel because those aircraft	5	some quite extraordinary stories.
6	platforms are usually a little more cheaper and	6	
7	more inexpensive to operate than the larger	7	We heard about Mr. Dyson in Makkovik out on the
8	platforms. And they can also sometimes get in in	8	open ice, very thin ice, and actually going
9	tighter holes to get the job done.	9	through the ice. And I believe Mr. Anderson may
10		10	have, as well.
11	So just to conclude, I'll tell you that the SWOT	11	
12	analysis I mentioned before to some of the	12	We've heard of people also in Makkovik, in the
13	members and SAR Executive, that when the members	13	Burton Winters search, being out on thin ice and
14	spoke to me, some of them wanted it off record,	14	their great efforts to try to rescue Mr. Winters.
15	some of them wanted it on record. But they were	15	
16	brutally honest.	16	Also, from Makkovik, we heard about the search
17		17	for the downed aircraft. We heard in the Great
18	And so then it was documenting that and coming up	18	Northern Peninsula about the searchers coming
19	with the strength, the weaknesses, the	19	back with their skidoos beat up from operating in
20	opportunities, and the threats. And there are	20	very difficult conditions.
21	different strategies to do that. And I went	21	
22	through that process after all the questionnaires	22	And there's a general tendency, I would say, in
23	and all interviews and visitations. And I	23	our culture to celebrate heroism and to give
24	believe it worked to our advantage here in SAR	24	people rewards for really fearless acts.
	Page 226		Page 228
1	for the hearings.	1	
2		2	And against that background and this sort of
3	I can probably take the questions now, counsel,	3	long-winded question, you talk about the duty to
4	if you wanted to before we're done?	4	manage risk, about how not to put a searcher in
5	MR. BUDDEN:	5	harm's way trying to or unacceptably in harm's
6	Mr. Commissioner has spoken to all the lawyers,	6	way in order to save a lost person.
7	and I know that everybody will have I did not	7	
8	speak to the lawyers, the federal government were	8	And we heard Lieutenant Colonel Marshall talk, as
9	in the room at the time. But I know everybody	9	well, about the pressures that SAR techs operate
10	else will have questions. And perhaps, Ms.	10	under the risk and that some of them have died,
11	Bedford and Mr. Freeman will also.	11	and why it's important to calibrate that risk.
12		12	
13	I can start with a few questions, and then we can	13	And I guess what I'm asking you now - that's sort
14	go around the room. Everybody will certainly	14	of a preamble - at what point is it best to have
15	have their chance.	15	sort of arbitrary standards, like, we will not
16		16	attempt to search if the winds are over 100
17	But I will say, as I said yesterday, we regard	17	kilometres an hour, or the temperature is below a
18	this as somewhat free-flowing. So if, say, I ask	18	certain point, or what have you?
19	a particular question that ties into somebody	19	
20	else's question, don't hesitate to jump in, and	20	And at what point should that be left to the
21	we can explore that topic rather than doing it	21	discretion of the search manager, realizing the
22	somewhat of a disjointed fashion.	22	pressures the search manager may be under to find
23	BY MR. BUDDEN:	23	a child or find another vulnerable person?
24	Q. So I have a few things I'd like to explore with	24	

000	ober 5, 2021 Public Inquiry for Ground Search and Res Page 229	scue Respecting Lost and Missing Persons Page 229 to 232 Page 231 Page 231
1	Can you tell us a little bit about how that is	1 sections chief, the SAR manager to do that
2	best managed?	2 process.
3	MR. SMITH:	3
4	A. Thank you, sir. You need to have a risk	4 But they should have something. They should have
5	assessment process. Certainly, senior SAR	5 a guide or a tool because somebody is going to
6	managers, senior SAR personnel have been able to	6 say, well, how did you come to make that decision
7	do this mentally. And so they calculate the risk	7 to go out on that SAR mission when, all of a
8	based on what they're seeing and uncovering out	8 sudden, you lost two SAR members?
9	there in the terrain, topography in environmental	9
10	atmosphere-type conditions.	10 And so that would be the issue. And then you
11		11 could say, well, here's what we did.
12	By going through a risk assessment process, you	12
13	want to make sure that certain avenues are	13 Why didn't you go out and search over this area
14	covered when we talk about risk assessment for	14 here?
15	the team.	15
16		16 Because the risk outweighed the benefit, and it's
17	And that guide is there. It's local conditions.	17 documented.
18	It's local people who would be conducting those	18 RALPH, Q.C.:
19	risk assessments who would have the ultimate say.	19 Q . Thank you. Mr. Smith, have you ever been in a
20		20 situation where the police have said to
21	But by going through the risk assessment process	21 searchers, we want you to go out, and the SAR
22	and there are forms, and there's data	22 manager is saying, no way, I'm not sending my
23	collected. And you just fill in the blanks, and	23 people out?
24	you check things off to make sure that you are	24
	Page 230	Page 232
1	green, amber, red. And it's called SAR GAR,	1 Have you been in that situation?
2	Green, Amber, Red.	2 MR. SMITH:
3		3 A. I'm sorry. Could you sorry. I couldn't quite
4	And so that risk assessment process has been used	4 hear you.
5	for a number of years, different jurisdictions to	5 RALPH, Q.C.:
6	really understand the risk involvement in your	6 Q. Have you ever been in a situation where the
7	mission.	7 police, the incident commander, is saying send
8		8 the searchers out?
9	And it may be because you have inexperienced	9
10	people. It may be because the equipment is not	10 So the search manager is saying, no way, it's too
11	what you want. It may be because the weather is	11 dangerous? Have you been in that situation?
12	a factor. But it's calculated.	12 MR. SMITH:
13		13 A. No. I have not personally. I do not know of any
14	And most good managers have calculated that	14 cases where that has occurred. I know of cases
15	mentally. And now, we need to make sure that	15 where things have happened. I gave you my
16	it's documented and that they can do that.	16 helicopter rotor strike as a main example where
17		17 the search and rescue leader said back to the
18	And if you have a standard format to do that and	18 police IC that, we're good to go, and then things
19	a guide and folks are trained on it, it will help	19 happened.
20	them out as well.	20
21		21 If you're in the business long enough, hard
22	But the ultimate decision would be with the IC,	enough, the spam will hit the fan. Things can
23	looking at a written documented risk assessment	23 occur. But you try and calculate those risks and
24	and/or a discussion between the IC and the ops	24 have a look at it.

	ober 5, 2021 Public Inquiry for Ground Search and Res Page 233	cue	Respecting Lost and Missing Persons Page 233 to 2 Page 235 Page 235
1	~	1	done that. And it's, again, a risk assessment
2	I've never been in a situation where the police	2	comfort level they will accept and deploy.
3	said, you will go or else. No. I've never heard	3	
4	or know of that personally.	4	But at any time when they're out there, the risk
5	RALPH, Q.C.:	5	assessment can be modified and adjusted. And
6	Q. Because it's interesting. I mean, I think what	6	they can stop and shut her down or come back.
7	we heard with regard to some of the operations	7	
8	that the Commissioner was examining, it appeared	8	That's part of that process that is constantly
9	as though, that certainly, the people that were	9	evaluated. It's not just done once. It's
0	working as the SAR managers with the GSAR teams,	10	constantly evaluated as you move along, as well.
1	perhaps, had more knowledge about search and	11	And then it's relayed back to the tasking,
2	rescue issues than the RCMP officer that was the	12	mandated agency, if that helps.
3	incident commander.	13	RALPH, Q.C.:
4		14	Q. Yes.
5	And you wonder, who should be making that	15	MR. SMITH:
6	decision in that instance where, perhaps, the SAR	16	A. Yeah.
7	manager is more experienced and knowledgeable	17	MR. BUDDEN:
8	about risks than, perhaps, the incident	18	Q. Just a follow-up question. And, again, I'm
9	commander?	19	struck by Lieutenant Colonel Marshall's point.
20	MR. SMITH:	20	And if I misunderstood you, Lieutenant Colonel,
21	A. Yes, sir. That's a great question and a good	21	do jump in.
22	statement. In my opinion, it's the learned	22	
23	person, which is the SAR manager, the ops	23	But as I understood your evidence, there are sort
24	sections chief, the tactical commander advises	24	of red lines that crews will not be in the air
	Page 234		Page 236
1	the incident commander on the plan, resources,	1	or not engaged more than 15 hours a day. They
2	and whether we can do it based on a risk	2	will not fly when the ceiling is below a certain
3	assessment and the process they've gone through.	3	point?
4	And then there's a discussion.	4	•
5		5	And these are lines that cannot be crossed by
6	And in my opinion, majority of the RCMP officers	6	people on the scene. So it's not up to the crew
7	and RNC officers that I've spoken to, and not	7	to say, well, we're feeling pretty good. Let's
8	just here, elsewhere, will take the advice of the	8	stay 16 hours. That's an absolute standing
9	learned volunteer search and rescue person over	9	order, that you stop at a certain point.
0	what they think, what they know.	10	, , , ,
1	, , ,	11	And as I understand it, the intention is to
	And so they'll certainly say, no. It's a no-go	12	protect people from their own best instincts.
2	for launch. It's a red. We're not doing it.	13	
		14	And I'm wondering, do such red lines exist in the
3		15	GSAR community? Like, are there rules that
3 4	Avalanches are a prime example, and the		-
3 4 5	Avalanches are a prime example, and the blizzards. So it's also based on the comfort	16	basically say, you will not search more than 16
3 4 5 6	blizzards. So it's also based on the comfort		basically say, you will not search more than 16 hours a day for three consecutive days, or you
3 4 5 6 7		16	hours a day for three consecutive days, or you
3 4 5 6 7 8	blizzards. So it's also based on the comfort level.	16 17 18	hours a day for three consecutive days, or you will not go out in weather below minus 40, or any
3 4 5 6 7 8	blizzards. So it's also based on the comfort level. And I know Mr. Budden here, sort of, just	16 17 18 19	hours a day for three consecutive days, or you will not go out in weather below minus 40, or any such thing that you're aware of?
13 14 15 16 17 18 19 20	blizzards. So it's also based on the comfort level. And I know Mr. Budden here, sort of, just mentioned about the teams going out in a	16 17 18 19 20	hours a day for three consecutive days, or you will not go out in weather below minus 40, or any such thing that you're aware of? MR. SMITH:
 12 13 14 15 16 17 18 19 20 21 22 	blizzards. So it's also based on the comfort level. And I know Mr. Budden here, sort of, just	16 17 18 19 20 21	hours a day for three consecutive days, or you will not go out in weather below minus 40, or any such thing that you're aware of?MR. SMITH:A. The SAR plan stipulates fatigue management as
13 14 15 16 17 18 19 20	blizzards. So it's also based on the comfort level. And I know Mr. Budden here, sort of, just mentioned about the teams going out in a	16 17 18 19 20	hours a day for three consecutive days, or you will not go out in weather below minus 40, or any such thing that you're aware of? MR. SMITH:

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	e Respecting Lost and Missing Persons Page 237 to 24
	Page 237		Page 239
1	initially, and then finally they go to 10s, and	1	
2	then they go to 8s when they're working through	2	
3	wildland fire. That may last for 7, 10, 14 days.	3	8 methodology that says, if I'm looking for a
4		4	4 6-year-old child, the child is most likely to be
5	As I mentioned before, in your plan, you want to	5	5 within a half a kilometre of where the child was
6	have that in there, how you're going to manage	6	last seen, as opposed to a 12-year-old child who
7	fatigue management. How are you going to deal	7	7 might go farther in terms of lost persons?
8	with people getting tired? That you will not	8	3
9	have people go over 12 hours.	9	And we've also heard in the searches we've looked
10		10	at that, in some cases, at least, individuals
11	With that being said, the team lead, the SAR	11	have been found outside of where, perhaps, the
12	manager, in consult with each other, and the IC,	12	2 manuals might suggest they might be.
13	if they've got to transit back for an hour on	13	3
14	snow machines and/or whatever, skiing back or	14	And I guess my question is, how should a search
15	whatever they have to do, certainly.	15	5 and rescue manager or incident commander guard
16		16	against tunnel vision?
17	I've heard already that folks will their	17	7
18	mission is over when they're out there, and now	18	And by that, I mean, it's a term we use in
19	they have to get back to the command post. So	19	examining police operations. And it's basically
20	they're just willing to ski back instead of	20) saying, well, because, oh, most women are
21	spending the night out there.	21	I murdered by their domestic partners, then we will
22		22	2 focus on the domestic partner. That's called
23	Because that's why the teams are so highly	23	3 tunnel vision.
24	trained and dedicated is because they can spend a	24	1
	Page 238		Page 240
1	night in a location if they have to. They have	1	
2	the equipment to do that.	2	
3			2 rescue literature as to how to avoid against the
		3	predictive methods?
4	I believe Mr. Blackmore mentioned that the Arctic	3 4	3 predictive methods?4 MR. SMITH:
4 5	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in	3 4 5	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's
4 5 6	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend	3 4 5 6	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial
4 5 6 7	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next	3 4 5 6 7	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area.
4 5 6 7 8	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend	3 4 5 6 7 8	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area.
4 5 6 7 8 9	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves.	3 4 5 6 7 8 9	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is,
4 5 6 7 8 9 10	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and	3 4 5 6 7 8 9 10	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost
4 5 6 7 8 9 10 11	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and	3 4 5 6 7 8 9 10 11	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three
4 5 6 7 8 9 10 11 12	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and all the equipment they needed to camp out, which	3 4 5 6 7 8 9 10 11 12	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three to six-year-old would be that data from your
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4 5 7 8 9 10 11 12 13 14 15	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and all the equipment they needed to camp out, which would relieve some of the fatigue management. So that can be put into the SAR plan.	3 4 5 6 7 8 9 10 11 12 13 14 15	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three to six-year-old would be that data from your community, your area that pertains to you. And that's done through statistical analysis, and you work with partners to produce those documents.
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4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and all the equipment they needed to camp out, which would relieve some of the fatigue management. So that can be put into the SAR plan. Those items that you mentioned with Lieutenant Colonel Marshall thinking about, yeah, you can't fly more than 15, etcetera, operational maintenance, that's put into your SAR plan as to	3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three to six-year-old would be that data from your community, your area that pertains to you. And that's done through statistical analysis, and you work with partners to produce those documents. Then you can rely on material that's available for lost person behaviour from Eastern Canada, and then from Canada as a whole to rely on that.
4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and all the equipment they needed to camp out, which would relieve some of the fatigue management. So that can be put into the SAR plan. Those items that you mentioned with Lieutenant Colonel Marshall thinking about, yeah, you can't fly more than 15, etcetera, operational maintenance, that's put into your SAR plan as to what you want as a guide.	3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three to six-year-old would be that data from your community, your area that pertains to you. And that's done through statistical analysis, and you work with partners to produce those documents. Then you can rely on material that's available for lost person behaviour from Eastern Canada, and then from Canada as a whole to rely on that.
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4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21	I believe Mr. Blackmore mentioned that the Arctic oven tents were issued to the SAR groups in Labrador just as a provision. So they can spend the night out there and then start again the next day, and they can look after themselves. And when they went out for the plane crash and other SAR missions, they had all the tools and all the equipment they needed to camp out, which would relieve some of the fatigue management. So that can be put into the SAR plan. Those items that you mentioned with Lieutenant Colonel Marshall thinking about, yeah, you can't fly more than 15, etcetera, operational maintenance, that's put into your SAR plan as to what you want as a guide. MR. BUDDEN:	3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21	 predictive methods? MR. SMITH: A. Yeah. Thank you, sir. There is. And it's called the four methods to establish the initial search area. You mentioned lost person behaviour. That is, statistical data and knowledge. The best lost person behaviour you can have for a missing three to six-year-old would be that data from your community, your area that pertains to you. And that's done through statistical analysis, and you work with partners to produce those documents. Then you can rely on material that's available for lost person behaviour from Eastern Canada, and then from Canada as a whole to rely on that. But those percentile statistics are based on your 25 percentile persons found from the point last seen, the 50 percentile, and then the 75

	ober 5, 2021 Public Inquiry for Ground Search and Re	<u>scue</u>	Respecting Lost and Missing Persons Page 241 to 244 Page 243
4	Page 241	4	-
1	percentile.	1	And so that also comes into it, as well, when
2	Company module and found along to the modian	2	you're looking at the map, and you're planning.
3	So more people are found closer to the median	3	
4	distance, the 50 percentile, based on number of	4	And the last part of the four methods would be
5	cases than any other location. But you still	5	deductive reasoning, reasoning backward. So the
6	need to search from the point last seen going	6	police do this all the time. Every good
7	out. But again, you find people in this 50	7	detective can do deductive reasoning. It's
8	percentile.	8	called analytical reasoning, as well, where all
9		9	of a sudden, you find the body. And all of a
10	If you focused only on that, and all of a sudden,	10	sudden, now you got to reason backward of how did
11	you have a really fit, well-educated, outdoor	11	the body get here?
12	pursuits interest, young adult, they could	12	
13	certainly go outside of that norm of the 50th	13	Well, we think in SAR or when we have to look at
14	percentile of, in your case, I think you said 810	14	it is the clues that are out there from the point
15	metres from the point last seen.	15	last seen heading off in a certain type of
16		16	direction.
17	So people underestimate the search area because	17	
18	they only focus on statistics to plan this	18	We want to start deducting that, yeah, the
19	search. They don't focus on the other three	19	person's not going to climb that mountain.
20	methods, which we've mentioned before.	20	They're not going to go around the base of this
21		21	cliff, et cetera. Because the terrain takes this
22	So the four methods to establish a search area	22	kind of footwear, they're probably not going to
23	would be: theoretically.	23	get far if they're only in flip-flops. So it's
24		24	looking at that, or they could be injured.
	Page 242		Page 244
1	Theoretically, how far could this person walk in	1	Co all faux matheda are used. Co you do not
2	this kind of environment? This kind of terrain?	2	So all four methods are used. So you do not
3	The overburden in the weather with the equipment	3	underestimate the initial search area because
4	they have, based on we've profiled the person.	4	what typically happens - kind of follow-up on
5	We know everything about them. And we've got	5	your question there - is that SAR managers will draw these circles on a map 360 degrees from the
6	into their head, and we know their equipment and all sorts of things. So they're quite capable of	6	point last seen, which is the physical place that
7		7	point last seen, which is the physical place that
8	aging thus for which may and up being two or		somobody sow on individual
	going thus far, which may end up being two or three times what it says in Lost Person	8	somebody saw an individual.
9	three times what it says in Lost Person	9	
9 10		9 10	And then when they draw those circles on there,
9 10 11	three times what it says in Lost Person Behaviour.	9 10 11	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to
9 10 11 12	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we	9 10 11 12	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here,
9 10 11 12 13	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is	9 10 11 12 13	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the
9 10 11 12 13 14	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we	9 10 11 12 13 14	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here,
9 10 11 12 13 14 15	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations.	9 10 11 12 13 14 15	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it.
9 10 11 12 13 14 15 16	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained	9 10 11 12 13 14 15 16	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must
9 10 11 12 13 14 15 16 17	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained experienced SAR managers can eliminate vast	9 10 11 12 13 14 15 16 17	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must have gone way outside or in what we call the rest
9 10 11 12 13 14 15 16 17 18	three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained experienced SAR managers can eliminate vast portions of the search area based on a terrain	9 10 11 12 13 14 15 16 17 18	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must
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9 10 11 12 13 14 15 16 17 18 19 20	three times what it says in Lost Person Behaviour.The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations.So the subjective considerations are trained experienced SAR managers can eliminate vast portions of the search area based on a terrain and topography analysis.	9 10 11 12 13 14 15 16 17 18 19 20	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must have gone way outside or in what we call the rest of the world. When in actual fact, some cases based on
9 10 11 12 13 14 15 16 17 18 19 20 21	 three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained experienced SAR managers can eliminate vast portions of the search area based on a terrain and topography analysis. A person crossing rivers, would they cross a 	9 10 11 12 13 14 15 16 17 18 19 20 21	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must have gone way outside or in what we call the rest of the world. When in actual fact, some cases based on outliers, skewed data because it's based on
9 10 11 12 13 14 15 16 17 18 19 20 21 22	 three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained experienced SAR managers can eliminate vast portions of the search area based on a terrain and topography analysis. A person crossing rivers, would they cross a large open lake, as an example? Would they go 	9 10 11 12 13 14 15 16 17 18 19 20 21 22	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must have gone way outside or in what we call the rest of the world. When in actual fact, some cases based on outliers, skewed data because it's based on normal distribution data, mode, median, and mean.
 9 10 11 12 13 14 15 16 17 18 19 20 21 	 three times what it says in Lost Person Behaviour. The next part of that is statistical, which we just talked about. And the next part of that is subjective considerations. So the subjective considerations are trained experienced SAR managers can eliminate vast portions of the search area based on a terrain and topography analysis. A person crossing rivers, would they cross a 	9 10 11 12 13 14 15 16 17 18 19 20 21	And then when they draw those circles on there, they say, oh, the 50 percentile. We're going to concentrate all our resources just around here, which is 800 or, let's say, a kilometre from the point last seen. And that's it. And if we don't find the person there, they must have gone way outside or in what we call the rest of the world. When in actual fact, some cases based on outliers, skewed data because it's based on

Octo	ber 5, 2021 Public Inquiry for Ground Search and Re	scue	Respecting Lost and Missing Persons Page 245 to 248
	Page 245		Page 247
1	in normal distribution, the bell curve. But if	1	found. There's always a chance.
2	you get skewed data, then the mode, median, and	2	
3	the mean are different. You want to focus on the	3	So you need that information from the guys in the
4	median distance because more positions are found	4	field to say, you know what? This trail is open.
5	closer to the median than any place else.	5	This trail is in good condition. This creek bed
6		6	is dry. The person could have gone down there,
7	Also, half are one side. Half are on the other.	7	way outside the search area. So then you start
8	And if that's all you do, you've missed that skew	8	to look at episodal-type areas and not just
9	data or the person going off on that trail, you	9	circular radial and not just squares.
10	know, a railway bed that goes right through the	10	
11	whole entire area, the nice walk down the	11	They're all different shapes and sizes of looking
12	drainage that leads you outside the area. They	12	in search segments to get the job done.
13	kind of miss that, which is now taking them way	13	MR. BUDDEN:
14	beyond your 50 percentile or your data.	14	Thank you. What I think I'll do,
15		15	Mr. Commissioner, I have a few more questions,
16	And that's why they miss a child. They miss an	16	but perhaps, we can move on and let other people
17	individual. They've gone outside that. But if	17	ask some. And then if mine remains uncovered,
18	you look at the terrain, yeah, it's part of it.	18	I'll return to them at the end.
19		19	
20	And the other thing with deductive reasoning,	20	So, Mr. Ralph, perhaps?
21	that's scenario-based analysis. You're saying,	21	RALPH, Q.C.:
22	yeah, if I'm a berry picker, where are the best	22	That's fine. Great. Thank you.
23	berries? Where am I going to go on a continuous	23	BY RALPH, Q.C.:
24	place to go find those berries? And then off you	24	Q. Mr. Smith, I think it's in your discussion paper
	Page 246		Page 248
1	go.	1	you cited a search in Newfoundland. That was
2		2	from the Newfoundland Rangers. It was quite some
3	Does that help, sir?	3	time ago, maybe 80 or 90 years ago.
4	MR. BUDDEN:	4	
5	Q. Yeah, that does. And I'm struck by what you said	5	Do you remember that?
6	about the 90th percentile. So nobody would be so	6	MR. SMITH:
7	arrogant as to say, well, this is 100th	7	A. I'm having trouble with it, sir, to be honest
8	percentile or 99.9.	8	with you.
9		9	RALPH, Q.C.:
10	So I would assume there's some humility in	10	Q. That's okay. Sorry. My point being is that, to
11	recognizing that predictive models are only	11	me, it appears sort of historically the police
12	even a 90 percent is still 1 in 10 falls outside	12	have been responsible for searches. They sort of
13	of that?	13	
14	MR. SMITH:	14	MR. SMITH:
15	A. Yeah. It's easy to get caught up and lose	15	A. I'm sorry. Did you say 80 or 90 years ago?
16	situation awareness. As I mentioned, it's about	16	RALPH, Q.C.:
17	information flow and coordination, which you're	17	Q. Yes.
18	getting back from the field, what the field	18	MR. SMITH:
19	personnel are telling you. It allows you to look	19	A. Oh, yes. I'm sorry. I remember that on the
20	at it and constantly modify and adjust your plan	20	historical side. Yes, sorry.
21	as the situation unfolds.	21	RALPH, Q.C.:
22		22	Q. Right. No problem.
23	But you're not going to just focus and say, this	23	MR. SMITH:
24	is it. This is where the person's going to be	24	A. I thought you said '89 (phonetic).

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 249		Page 251
1	RALPH, Q.C.:	1	do as a standard, okay?
2	Q. But it appears as though the police have been	2	
3	responsible for, I guess, search and rescue	3	In some jurisdictions, they'll go right to using
4	historically.	4	the Canadian Rangers if you're up in the higher
5		5	Arctic, those personnel. Yeah.
6	Is that your sort of sense of things?	6	RALPH, Q.C.:
7	MR. SMITH:	7	Q. Right. And it's your conclusion that it's better
8	A. That is correct, sir.	8	to go with the volunteers as opposed to having
9	RALPH, Q.C.:	9	teams of policemen trained to do that work?
10	Q. And I guess in Newfoundland, our model or sort of	10	MR. SMITH:
11	maybe, perhaps, you can call it our ground search	11	A. Yeah. For trained police officers to go do the
12	and rescue policy is that the police are, I guess	12	job, I would not want that. I can't afford it.
13	you'd say, mandated to do the search and rescues.	13	RALPH, Q.C.:
14		14	Q. So it's a question of expenses, you think, or
15	They call on volunteers, and I guess the	15	cost?
16	volunteers, to a large extent, have the	16	MR. SMITH:
17	expertise.	17	A. A big part of it is financial. You think if you
18		18	have 90-some personnel who are police officers.
19	And, I guess, government officials, generally	19	It's like your emergency response team or your
20	speaking, in Newfoundland, are not sort of	20	SWAT-type teams, right? And you have to move
21	directly involved in a ground search and rescue	21	them all around the province to go do searches.
22	except when they're arranging air support.	22	They come from different detachments.
23		23	
24	Is that your understanding of how?	24	You're losing some of your policing capability in
	Page 250		Page 252
1	MR. SMITH:	1	your local communities already when you start to
2	A. That is my understanding, sir. Yes.	2	do that.
3	RALPH, Q.C.:	3	
4	Q. And I guess in terms of that model, is that	4	And how do they maintain their competency in
5	similar throughout the country?	5	those skills after their courses? And then you
6	MR. SMITH:	6	have the expense of getting them all this gear,
7	A. It is variable. I prefer the model where the	7	as well. And they would have to gain some
8	police are the incident commander, and you have	8	knowledge anyway, get local knowledge once they
9	strong, highly-trained and dedicated volunteer	9	get there.
10	search and rescue personnel who can go out in the	10	
11	field and do the job. In my opinion, that's one	11	So it's a lot better to have the trained GSAR
12	of the better models in North America.	12	personnel locally and even have those folks move
13		13	around the province. It's a very expensive
14	There are some models, Ontario and Quebec, where	14	option to use law enforcement for search.
15	they have police search and rescue teams. They	15	RALPH, Q.C.:
16	have spent a lot of money, time, effort, and	16	Q. No, fair enough. If I hear you correctly, it's
17	equipment to train police officers to go all over	17	not just a question of cost then, it's actually a
18	the province doing search and rescue operations.	18	question of quality of service that's
19		19	MR. SMITH:
20	And they typically may not use volunteer SAR in	20	A. It is quality of service. Now, if I have a
21	their areas until the third or fourth operational	21	homicide and I have a perpetrator out in the
22	period or later on.	22	area, I have a psychotic who could harm
23		23	themselves or somebody else and/or GSAR, I would
24	It's slowly changing, but that's been what they	24	not use ground search and rescue.

Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	Respecting Lost and Missing Persons Page 253 to 256
	Page 253		Page 255
1		1	You don't complete that plan in isolation.
2	There are certain cases where it's a criminal	2	You've got to write your SAR vulnerability
3	and/or a person who has psychotic capability, I	3	assessment first. And that's a team effort with
4	would not use that SAR team. I would use a law	4	stakeholders who are in the SAR sector.
5	enforcement team.	5	
6		6	That's why I kind of use that term "SAR sector."
7	That law enforcement team may not be just police.	7	It's a big part of it.
8	It would be armed law enforcement officers. So	8	
9	they can come from varied disciplines in law	9	So I wrote it without involving Newfoundland
10	enforcement within a province.	10	Search and Rescue Association, it would be like,
11		11	okay, I've probably missed something here. So I
12	I'll give you an example. It could be a park	12	would need to incorporate all my actors from that
13	ranger, conservation officer, fish and wildlife,	13	sector, including law enforcement, including
14	a sheriff, as an example, commercial vehicle.	14	Parks Canada.
14	And they would go out and do that under the	14	
15	direction of the local, provincial police.	15	And now who, actually, is going to write that?
17		17	RALPH, Q.C.:
18	RALPH, Q.C.:	18	
19	Q. Because you've mentioned now I guess it's	10	Q. Yeah, that's my question.MR. SMITH:
	interesting to me that you've mentioned a number		
20	of plans: the vulnerability assessment, I guess	20	A. Yeah. I know that, and I was getting to that.
21	the strategic plan, and the SAR plan.	21	So who's actually going to write that? I would
22	And resident the metal state of the terms	22	say the volunteers would have trouble writing
23	And, again, I'm not quite sure. I think you	23	that without funding, direction, and support
24	mentioned that vulnerability would not be done by	24	because you got to travel. You're going to
	Page 254		Page 256
1	government.	1	incorporate expenses. And so it's hard for the
2		2	volunteer sector to do that on their own.
3	But the other plans, again, who would be	3	
4	responsible, do you think, for doing your SAR	4	But if you had a volunteer sector that was
5	plan and also your strategic plan?	5	funded, then that, quite possibly, would be the
6	MR. SMITH:	6	best way to do it.
7	A. So you have the SAR vulnerability assessment,	7	
8	which we know and understand what that is now.	8	And they're not going to do it in isolation
9	RALPH, Q.C.:	9	either. They're going to go work with
10	Q. Yes.	10	government, and they're going to work with the
11	MR. SMITH:	11	stakeholders from law enforcement and Parks, and
12	A. And that's kind of why I did the education	12	also work with CASARA and Coast Guard Auxiliary
13	academic side. And then you have that SAR plan.	13	as an example.
14	So the SAR plan is your strategic overall plan of	14	
15	how are you going to do what you	15	So that's part of it.
16	RALPH, Q.C.:	16	RALPH, Q.C.:
17	Q. I'm sorry. So the SAR plan and strategic plan,	17	Q . Okay. Okay. Because I guess you got to think
18	are they different things or are the same thing?	18	right now, really, are we fair to say, no
19	MR. SMITH:	19	officials in the Province of Newfoundland and
20	A. No. They're the same thing. Yeah. Some people	20	Labrador who, by virtue of their position, are
21	call it a preplan. Some call it a SAR plan or	21	trained in Ground Search and Rescue; am I right?
22	strategic plan. It's kind of the same thing.	22	
23	But it's how are you going to do business in SAR?	23	And now Mr. Rumbolt is different because he was
24		24	an RNC officer who was engaged in that thing, so

Octo	bber 5, 2021 Public Inquiry for Ground Search and Re Page 257	<u>escue</u>	Respecting Lost and Missing Persons Page 257 to 260 Page 259 Page 259
1	he was trained in that.	1	MR. SMITH:
2	he was trailed in that.	2	A. He's the director of I can't remember what his
3	But otherwise, there's no sort of official	3	exact title is anymore. Sorry. I've got it
4	position within government that would warrant, I	4	somewhere, but yeah.
5	guess, the training and that at the present time?	5	RALPH, Q.C.:
6	MR. SMITH:	6	Q. No, it's okay. But I think it's Director of
7	A. In your government? That is correct.	7	Ground Search and Rescue.
8	RALPH, Q.C.:	8	MR. SMITH:
9	Q . Yes, that's right.	9	Q . That's right, yeah.
10	MR. SMITH:	10	UNIDENTIFIED MALE SPEAKER:
11	A. Sir, yes, in your government. And other	11	Rescue specialist is what they call him.
12	jurisdictions, they have government workers,	12	MR. SMITH:
13	employees that do that.	13	A. Yeah.
14	RALPH, Q.C.:	14	RALPH, Q.C.:
15	Q. And so where would that be? Can you give me an	15	Q. I'm sorry?
16	example of	16	MR. SMITH:
17	MR. SMITH:	17	Q. He's a ground search and rescue specialist.
18	A. Alberta, British Columbia. The Yukon is another	18	MR. BLACKMORE:
19	example there where they do that. In Manitoba,	19	His actual title is rescue specialist.
20	it's the Fire Commissioners Office that does that	20	RALPH, Q.C.:
21	for GSAR.	21	Q. And I guess, so in Alberta, I guess, perhaps, you
22	RALPH, Q.C.:	22	are most familiar with that system. Can you
23	Q. And so have those people been all of those	23	describe how it works there in terms of, again,
24	officials been involved in the vulnerability	24	the role of government, the role of the police,
	Page 258		Page 260
1	assessment?	1	and the role of volunteers?
2	MR. SMITH:	2	MR. SMITH:
3	A. They have, but they	3	A. Yeah. SAR falls under the Alberta Emergency
4	RALPH, Q.C.:	4	Management Agency. And they fall under the
5	Q. And so which one would you sort of think is kind	5	Alberta Emergency Management Agency for use, and
6	of the best vulnerability assessment that you've	6	SAR being used in disaster response, but also for
7	kind of seen?	7	funding because they supply the SAR groups with a
8	MR. SMITH:	8	certain amount of funding.
9 10	A. The B.C. model. Some of what I say - you may find this hard to believe - falls on deaf ears in	9	And the funding is coming from a course of
10 11	Alberta. And I've really been pushing hard to	10 11	And the funding is coming from a couple of different ministries, such as Alberta Parks and
12	change that over the years. But B.C. runs a good	12	Alberta Environment presently, putting it into
12	program, but \$6.6 million buys you a good	12	AEMA, as they call it, to kind of look after SAR.
13 14	program.	14	ALMA, as they call it, to kind of look after SAN.
15	RALPH, Q.C.:	15	They are asking for SAR to be a governance body
16	Q. I think I understand they have a director. I	16	under the governance of Alberta at this time.
17	can't remember the fellow's title or the fellow's	17	It's just not quite there.
18	name now.	18	RALPH, Q.C.:
19		19	Q. I don't understand what you're saying. What do
20	What was the position? Ian Foss, I think?	20	you mean?
21	MR. SMITH:	21	MR. SMITH:
22	A. Yeah. Yeah.	22	A. They're going to be their own entity under
23	RALPH, Q.C.:	23	government. So quasi-judicial government body.
	Q. And what's his title? He is a director of?	24	That's what they're looking at right now. Very

	ober 5, 2021 Public Inquiry for Ground Search and Page 261	Rescue	Respecting Lost and Missing Persons Page 261 to 264 Page 263 Page 263
1	similar to the B.Ctype model.	1	have something, what appears to be province wide
2	RALPH, Q.C.:	2	as opposed to isolated.
3	Q. Right.	3	· · · · · · · · · · · · · · · · · · ·
4	MR. SMITH:	4	And when I went through the Emergency Program Act
5	A. And then they will supply them with funding, and	5	in B.C., and their management regulations and
6	they'll report to Assistant Deputy Minister,	6	they have local authority management regulations,
7	Deputy Minister, and go through the same	7	emergency program, the word "SAR" doesn't appear
8	processes that we're all used to.	8	in any of them. Like, there's no reference.
9		9	
10	So in Alberta they fall under Alberta Emergency	10	So when I look at our legislation, I said, well,
11	Management Agency. They still have a provincial	11	maybe our legislation is a little antiquated.
12	volunteer association called Search and Rescue	12	And B.C. seems to be the cutting edge.
13	Alberta, who then has the volunteer teams, like	13	
14	it is here, throughout the province reporting to	14	But when I looked at least this legislation I
15	them. To Search and Rescue Alberta.	15	could stand to be corrected here. Maybe there's
16	RALPH, Q.C.:	16	other legislation. But I don't see any reference
17	Right.	17	to SAR in any of them.
18	WILLIAMS, Q.C.:	18	
19	Peter, if I could?	19	And so I'm wondering, I guess my question is,
20	RALPH, Q.C.:	20	what's the advantageous piece of having
21	Yeah, jump in.	21	legislation? And do we all need legislation, or
22	WILLIAMS, Q.C.:	22	should there be how does SAR operations and
23	Q. Because I think we're on the same topic, instead	23	legislation fit together? That's what, I guess,
24	of me going back because this came up in our	24	I'm missing.
	Page 262		Page 264
1	initial discussions. And I was interested in it,	1	MR. SMITH:
2	and I still, I guess, I'm a little lost as to it.	2	A. I'm not sure exactly where it is in the British
3	And I think this is probably where you're	3	Columbia side under Emergency Management, but
4	pursuing your line of questioning in terms of the	4	it's how they run their justice institute and
5	legislative role of search and rescue.	5	their SAR programs, the provincial emergency
6 7	Or where does that fit into the mix? Because I	6	preparedness programs, through their Emergency
7		7	Management And unfortunately I dealt remember
0		7	Management. And unfortunately, I don't remember
8 9	know in your presentation and your	8	Management. And unfortunately, I don't remember where that is.
9	know in your presentation and your recommendations says to develop legislation	8 9	where that is.
9 10	know in your presentation and your	8 9 10	where that is. And I think what you're talking about there is
9 10 11	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR.	8 9 10 11	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency
9 10 11 12	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation	8 9 10 11 12	where that is. And I think what you're talking about there is
9 10 11	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation before. And since Friday, we did our original, I	8 9 10 11	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency Personnel.
9 10 11 12 13	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation	8 9 10 11 12 13	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency
9 10 11 12 13 14	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation before. And since Friday, we did our original, I	8 9 10 11 12 13 14	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency Personnel. But the legislation, in my opinion, would just
9 10 11 12 13 14 15	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation before. And since Friday, we did our original, I had a chance to look at it.	8 9 10 11 12 13 14 15	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency Personnel. But the legislation, in my opinion, would just formalize who is responsible for search and
9 10 11 12 13 14 15 16	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation before. And since Friday, we did our original, I had a chance to look at it. Again, I'm not certain. The B.C. Emergency	8 9 10 11 12 13 14 15 16	where that is. And I think what you're talking about there is what's called Emergency Services or Emergency Personnel. But the legislation, in my opinion, would just formalize who is responsible for search and rescue in the province and all the coverage that
9 10 11 12 13 14 15 16 17	know in your presentation and your recommendations says to develop legislation regulation and policy for SAR. And I know we had referenced the B.C. situation before. And since Friday, we did our original, I had a chance to look at it. Again, I'm not certain. The B.C. Emergency Program Act, would that be the governing	8 9 10 11 12 13 14 15 16 17	 where that is. And I think what you're talking about there is what's called Emergency Services or Emergency Personnel. But the legislation, in my opinion, would just formalize who is responsible for search and rescue in the province and all the coverage that goes with that, roles, responsibilities, and
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Oct	ober 5, 2021 Public Inquiry for Ground Search and Re	<u>scue</u>	
	Page 265		Page 267
1	saying is, there's governance.	1	
2		2	In discussions with the President of SARVAC
3	And it's also been brought up to my attention	3	(Search and Rescue Volunteer Association of
4	that when I've looked at other provinces, as	4	Canada), in discussions recently, it doesn't mean
5	well, it is different because sometimes it's just	5	that we should not do it.
6	policy, and sometimes it's just a policy	6	
7	direction. And this is what we'll do as to who's	7	It's a way of making sure that you have
8	going to write the plan.	8	continuity of programs going forward and all
9		9	those things that involve search and rescue.
10	But if you don't have something from a governance	10	
11	standpoint, either in legislation, regulation, or	11	And so how do you protect the interest of the SAR
12	policy, it could fall by the wayside, and it can	12	worker? So in Alberta, if you went to the
13	change going forward in the future.	13	Emergency Management Act, I think it's section
14		14	31-1 I'd have to look it up. It's online.
15	So it's about the integrity of the SAR program	15	But it mentions the SAR. Because you're using
16	itself. And so how do you govern that without a	16	search and rescue for disaster response, and they
17	backing from government under authority?	17	are covered. And they're the only ones that are
18	WILLIAMS, Q.C.:	18	actually mentioned under that act.
19	Q. And I think Mr. Ralph alluded to how the process	19	
20	works, and we all understand it. I don't need to	20	But it doesn't outline exactly the SAR plan. No,
21	reiterate that.	21	it does not.
22		22	WILLIAMS, Q.C.
23	In terms if a call comes in and I spoke to	23	Q . Yeah. And I think that leads to Mr. Ralph's
24	this yesterday, is there any province or are you	24	point of who's responsible for what plans, what
4	, ,, ,, ,, ,,		· · · · · · · · · · · · · · · · · · ·
	Page 266		Page 268
1	Page 266 aware of any jurisdiction that has a policy?	1	Page 268 course of action, I think?
1	•	1	-
	aware of any jurisdiction that has a policy?		course of action, I think? MR. SMITH:
2	•	2	course of action, I think? MR. SMITH: A. Correct. So my opinion going forward is, there
2 3	aware of any jurisdiction that has a policy? Like, we've talked about what the procedure is, but I don't think you can find anywhere, here's	2 3	course of action, I think? MR. SMITH:
2 3 4	aware of any jurisdiction that has a policy? Like, we've talked about what the procedure is,	2 3 4	course of action, I think? MR. SMITH: A. Correct. So my opinion going forward is, there should be direction. There should be some way of
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	bber 5, 2021 Public Inquiry for Ground Search and Re	<u>scue</u>	
	Page 269		Page 271
1	Q. There's no funding for operations and no funding	1	your equipment and stuff like that?
2	for	2	MR. SMITH:
3	MR. SMITH:	3	A. No. Critical infrastructure is not covered at
4	A. No. The operational funding, it comes out of the	4	all. The Alberta model now is there's a and
5	police budget through the Justice Solicitor	5	Mr. Blackmore can correct me, but I think it's a
6	General. If K-Division RCMP, for some reason,	6	\$2.2 million NIF (National Initiative Fund) grant
7	don't have the money at the end of the fiscal	7	they have now to reexamine the Alberta model.
8	year and then it comes out of the Solicitor	8	
9	General's Warrant for financial countability.	9	Right now, they have full-time people hired. I
10	There's always money for SAR, but it comes out of	10	believe there's three people that are hired to do
11	the police budget.	11	exactly what we're doing right here before an
12	RALPH, Q.C.:	12	inquiry. That's what they're doing right now in
13	Q. Right. So is there any other province that's	13	Alberta.
14	similar to British Columbia at this point in	14	RALPH, Q.C.:
15	terms of funding?	15	Q . Okay. So when did that start? When did that
16	MR. SMITH:	16	work start?
17	A. No, sir, there are not.	17	MR. SMITH:
18	RALPH, Q.C.:	18	A. Just this year, right?
19	Q. And I guess it's kind of difficult, I suppose.	19	RALPH, Q.C.:
20	So basically, if you're to compare provinces,	20	Q . Was that SAR? I'm sorry. That was a SAR NIF
21	you'd have to look at money that's spent sort of	21 22	grant to? MR. SMITH:
22 23	through police forces.	22	A. Yeah. So it started this year.
23	Are there police forces in Alberta that give	23 24	RALPH, Q.C.:
	Page 270		Page 272
	1 490 210		1 490 212
1	money to GSAR arouns to buy things?	1	Q . And to whom did that grant go to? I'm just
1	money to GSAR groups to buy things? MR. SMITH:	1	Q . And to whom did that grant go to? I'm just curious to hear.
1 2 3	MR. SMITH:		curious to hear.
2	MR. SMITH: A. No. The provincial money covers all the training	2 3	
2 3 4	MR. SMITH:A. No. The provincial money covers all the training for all SAR groups in the province, including the	2 3	curious to hear. MR. BLACKMORE: A. That grant went to SAR Alberta. It started this
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 273		Page 275
1	thoughts again.	1	vulnerability assessment comes first?
2	RALPH, Q.C.:	2	MR. SMITH:
3	Yeah. I was going to suggest that perhaps I	3	A. That is correct, sir.
4	could stop asking questions for a few minutes and	4	MR. FREEMAN:
5	then perhaps jump in later.	5	Q. And are you thinking that that would be a
6	THE COMMISSIONER:	6	like, who would be the whole I understand it
7	All the time.	7	would require stakeholders to participate in
8	RALPH, Q.C.:	8	those conversations. To create this
9	Okay.	9	vulnerability assessment, you would basically
10	THE COMMISSIONER:	10	what does that look like?
11	Q. So don't you agree, though, that for Newfoundland	11	
12	and Labrador, where every search is a potential	12	You look at your province, and you see if you
13	police investigation, it can switch at any	13	have a lot of search and rescue operations
14	moment, that really, it should start off under	14	happening in Butter Pot Park or something, then
15	the aegis or the authority of the police in most	15	you know you have to focus on that area?
16	respects or in all respects for this province?	16	
17	MR. SMITH:	17	Is that what a vulnerability assessment looks
18	A. Commissioner, thank you very much. Yes. You	18	like when you start out? Can you tell us a
19	never know what you have until you find the	19	little bit more about that?
20	ultimate clue, the person being sought after.	20	MR. SMITH:
21	And it could be a sexual assault and a homicide.	21	A. It does do that, sir, in one aspect. But it
22	The police have to be the lead agency.	22	doesn't mean you just focus on that area. It
23		23	means that you are going to identify that as a
24	They are responsible for all missing person	24	problem area based on the hazards, the geography,
	Page 274		Page 276
1	incidents and the investigation. And majority of	1	the demographics, who is using it.
2	all of the search and rescue teams in North	2	
3	America fall under the law enforcement umbrella	3	The terrain comes into it, what equipment and
4	or community. There's really no outside.	4	training is required to go in there and look
5		5	after the incidents.
6	There's the odd emergency management one in some	6	
7	of the states, but they all primarily fall under	7	So now you have identified a high-use area. But
8	the local sheriff and/or police agency.	8	you want to do the SAR vulnerability assessment
9		9	provincially so that you know throughout the
10	And it's the and, sorry, Commissioner. It's	10	whole entire province where are your problem
11	the same in the U.K.	11	areas? Where are you getting all the calls, all
12	THE COMMISSIONER:	12	the cases? What kind of cases are they?
13	Yeah.	13	
14	MR. FREEMAN:	14	And then that allows you to go from there and
15	Q. Thank you, Mr. Commissioner. Mr. Smith, so I'm	15	develop a plan.
16	just trying to understand. We're talking about,	16	MR. FREEMAN:
17	it sounds like, two major documents - the	17	Q. So that's just one part? The locations of
18	vulnerability assessment and the SAR plan, which	18	interest is just one part of this vulnerability
19	is also called the preplan or the strategic plan;	19	assessment; is that what you're saying?
20	is that correct?	20	MR. SMITH:
21	MR. SMITH:	21	A. Yes, sir, that's correct.
22	A. That is correct, sir.	22	MR. FREEMAN:
23	MR. FREEMAN:	23	Q. So if it's a province-wide review, the
24	Q. Okay. And so in your assessment, I guess, the	24	vulnerability assessment that is, it would be a

2.000	ober 5, 2021 Public Inquiry for Ground Search and Re	scue	
	Page 277	1	Page 279 a sense of this.
1	provincial document, you would think, is what I'm		
2	driving at as opposed to where we have two police forces and Parks Canada.	2	
		3	•
4	Tmaan, these may be stalkshelders who have	4	
5	I mean, these may be stakeholders who have	5	, , , ,
6	participated in that conversation, but who would	6	
7	be the holder of this document and the maintainer	7	
8	of it? And I assume it would be a living	8	5 1 1 ,
9	document?	9	
10	The sight shares are constructed as The sight	10	
11	It might change every five years, or I'm just	11	
12	trying to understand who's document that might	12	, , , , , , , , , , , , , , , , , , , ,
13	be.	13	
14	Kitha Commissioni in the first state	14	
15	If the Commissioner is recommending, for example,		
16	a vulnerability assessment should be written,	16	
17	well, who's going to be responsible for that or	17	
18	who should be?	18	·
19	MR. SMITH:	19	5 5 5
20	A. Thank you, sir. That's an excellent question.	20	
21	Well, the tasking mandated agency through the	21	,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,
22	governance through the province would be	22	
23	responsible for that.	23	
24		24	
	Page 278		Page 280
1	So if you're responsible for search and rescue,	1	Q. Okay. Thank you. I understand you were involved
		•	
2	that search and rescue vulnerability assessment,	2	
3	that is yours because you are responding. You're	23	RCMP policy back in 1995; is that correct?
3 4		3 4	RCMP policy back in 1995; is that correct?MR. SMITH:
3 4 5	that is yours because you are responding. You're getting paid to do that job.	3 4 5	 RCMP policy back in 1995; is that correct? MR. SMITH: A. That is correct, sir.
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 281	_	Page 283
1	stakeholder or agency having jurisdiction.	1	says, "Ground Search and Rescue searches for lost
2	MR. FREEMAN:	2	and missing persons and walkaways from downed
3	Q. Okay. Thank you. You had mentioned Transport	3	aircraft?"
4	Canada and drones during your presentation. You	4	MR. SMITH:
5	may have noticed my ears perked up a little bit.	5	A. Yes, sir.
6	Of course, you hear anything aeronautical in	6	MR. FREEMAN:
7	federal is a very esoteric and complicated area.	7	Q. Yeah. So we're fairly certain that that would be
8		8	a federal response in that scenario there where
9	I just wanted to and I certainly don't mean to	9	you say, "Ground Search and Rescue for lost and
10	be adversarial with you, sir, at all, but I	10	missing persons and walkways from downed
11	wonder, you don't have any particular expertise	11	aircraft."
12	in aeronautics or the Aeronautics Act?	12	
13	MR. SMITH:	13	I think that one may be a federal search if it's
14	A. No, sir. No, sir. I do not. I'm speaking as a	14	a walkaway from a downed aircraft. At least,
15	ground search and rescue expert with a knowledge	15	we're fairly certain that that is the case.
16	that we have to use UAVs and UAS systems out	16	
17	there and that there are some restrictions at	17	So is that just, perhaps, an error there or?
18	this point in time.	18	MR. SMITH:
19	MR. FREEMAN:	19	A. No, sir. I disagree with you. The walkaway is a
20	Q. And so you would sort of defer to the expertise	20	missing person. If there is an injured person
21	of the Aeronautics Act or the aeronautics	21	onboard the aircraft or beside the aircraft or it
22	regulations when it comes to what's safe or not	22	becomes a Royal Canadian Air Force
23	when it comes to drone operation?	23	responsibility, if it's a walkaway from the
24	MR. SMITH:	24	aircraft, if it is now a police responsibility
	Page 282		Page 284
1	A. Yes. With the CARs regulation. Yes, for sure.	1	and a search responsibility.
2	Yeah.	2	
3	MR. FREEMAN:	3	If the person's a fatality onboard the aircraft,
4	Q. Thank you.	4	beside the aircraft, it becomes a police
5	MR. SMITH:	5	responsibility.
6	A. Yeah.	6	
7	MR. FREEMAN:	7	Now, that is my understanding from policy and
8	Q. And I just had a very minor point we wanted to	8	working as a practitioner in the field.
9	make about your discussion paper, which I know is	9	MR. FREEMAN:
10	sort of the jumping-off point for our discussions	10	Q . Okay. And so the source of the information that
11	here.	11	you're providing there is your experience, I
12		12	guess, or your recollection of
13	The discussion paper, I think, is Madam Clerk,	13	MR. SMITH: A. Yes, sir. Part of it's experience, and part of
	if you could call it we family a plant of the set	14	A THE SIT PART OF IT'S EXPERIENCE AND DART OF
14	if you could call it up for us, please. I think	4-	
15	it's Exhibit 83.	15	it is a recollection of a policy. Now, unless
15 16	it's Exhibit 83. MR. SMITH:	16	it is a recollection of a policy. Now, unless the policy has changed recently, that the RCAF is
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	<u>scue</u>	
	Page 285		Page 287
1	Okay. I don't know if Lieutenant Colonel	1	Colonel Marshall did have some statistics and
2	Marshall can weigh on that, as well, because he	2	things that you had requested when we were back
3	has some expertise in that area, and it's just	3	in Makkovik.
4	one of those things.	4	
5		5	And if you have time this afternoon, he could
6	And I apologize I hadn't brought this up	6	speak to that, as well. But I don't want to
7	previously, but it just came up in passing. And	7	interrupt Mr. Smith's evidence right now, but I
8	I thought it might be a minor thing. And if it's	8	just wanted to let you know that.
9	more complicated, then so be it, but I don't know	9	MR. BUDDEN:
10	if you have anything to say on that Lieutenant	10	Thank you. I think we will have time at the end
11	Colonel?	11	of today. If not, you'll be here tomorrow, will
12	LTCOL. MARSHALL:	12	you, Lieutenant Colonel? We'll get to you, if
13	Yeah, absolutely. Lieutenant Colonel Marshall.	13	not today, then tomorrow. Thank you.
14	I did notice that in the document there, and I	14	
15	thought it was curious. So I did reach out again	15	Do you wish to take a quick break,
16	to my OICs of the JRCCs, and they agreed with me,	16	Mr. Commissioner? Fifteen minutes.
17	where we don't really search for airplanes in an	17	THE CLERK:
18	aeronautical event. We search for people.	18	All rise.
19		19	
20	So even if we found the airplane empty, we would	20	(Recess)
21	still consider the people, the walkaways, our	21	
22	responsibility.	22	THE CLERK:
23		23	All rise. This Commission of Inquiry is now in
24	Now, there's no specific legislation or policy	24	session. Please be seated.
1			
	Page 286		Page 288
1	that says that. It's just, as is your	1	MR. BUDDEN:
2	that says that. It's just, as is your understanding, it's a ground SAR event. It's our	2	MR. BUDDEN: I believe where we left things, Mr. Commissioner,
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0000	er 5, 2021 Public Inquiry for Ground Search and Res Page 289	Scue	Respecting Lost and Missing Persons Page 289 to 29 Page 291 Page 291
1	in, I think it's Slide 84 it was. "Federal,	1	considering Indigenous communities in the SAR
2	provincial partnership funding for Indigenous SAR	2	program?
3	programs."	3	MR. SMITH:
4		4	A. Thank you, sir. Yes, there are.
5	And you specifically identified that. And I	5	
6	referenced previously in Makkovik in the Senate	6	And really spending that time in Makkovik and
7	Report that was done and, again, we're not	7	embracing the people that were there, we had the
8	going to but, again, that was a review of	8	opportunity to walk around the community, again,
9	search and rescue, albeit marine search and	9	with Mr. Barry Anderson.
10	rescue. But there was a number of	10	
11	recommendations that came out of that report that	11	And in discussions, I realized that the Canadian
12	identified specific recommendations in relation	12	Rangers have a Junior Canadian Rangers program.
13	to Indigenous communities and things that could	13	And those young adults kind of stay in the
14	be done as a benefactor to that.	14	Canadian Rangers program.
15		15	
16	Then as I had referenced in my discussion with	16	But there is the potential there for a youth
17	Mr. Ralph earlier, I had had an opportunity to	17	education preventive search and rescue program
18	look at some B.C. legislation. And I just, by	18	within the youth community which would help
19	coincidence, happened to cross the fact that B.C.	19	engage young Indigenous youth in a search and
20	has emergency legislation and Indigenous	20	rescue explorer or search and rescue Rover
21	communities.	21	program. And it would be up to the NLSARA group
22		22	folks to determine which terminology they'd like
23	And the quote I found was, "The Government of	23	to use.
24	Canada and the Province of British Columbia have	24	Page 292
1	Page 290 a ten-year bilateral agreement to enhance the	1	So education for search and rescue for young
2	delivery of emergency management support services	2	adults and maybe leveraging on the school diploma
3	to First Nations communities in B.C."	3	system as we've done elsewhere regarding that, I
4		4	think would be really advantageous as one.
5	So there seems to be a recognition of a	5	
6	uniqueness to Indigenous communities. And I	6	The second part of that would be an off-highway
7	don't think it's fair to say that it's a	7	vehicle, over-snow vehicle snowmobile program,
8	uniqueness to necessarily just northern	8	again, for preventive search and rescue that does
9	Indigenous communities because, obviously, you	9	involve technology such as the inReach or the
10	know, the Indigenous communities are not	10	Personal Locator Beacon.
11	restricted to the north.	11	
12		12	It was brought to our attention, in those
13	In terms of your review and consideration of SAR	13	communities, that we have Indigenous people going
14	programs, is there anything in particular that	14	out on the land with really no emergency beacon.
15	you could draw our attention to in terms of, one,	15	Aircraft have an emergency locator transmission,
16	what you think is lacking, in terms of support	16	ELT, but the snowmobiles do not.
17	services for Indigenous communities; and the fact	17	
18	that one of the focal points of our Inquiry is a	18	Would we need that on every snowmobile in the
19	loss that happened in Northern Labrador that	19	province? I do not think so. But definitely,
20	involves a number of coastal communities with a	20	with folks who are doing much longer trips.
	hanny Indiannaus influence?	21	Hunting, fishing, going out on the land, spending
	heavy Indigenous influence?		
22		22	time out there, the Personal Locator Beacon
21 22 23 24	Is there anything in particular that comes to mind that you think we should be cognizant in		

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	
4	Page 293		Page 295
1	NLSARA for training and development and the	1	with respect to considerations for operating both
2	management of those beacons.	2	on the land and on the water.
3		3	· · · · · · · · · · · · · · · · · · ·
4	But of course, people in the local community	4	Are you able to speak to that at all?
5	could also get involved with management through	5	MR. SMITH:
6	training and development side.	6	A. Thank you, sir. Not really. I don't have an
7		7	in-depth knowledge of that at all. I just know
8	The third part of that would involve the Coast	8	the program. I've read about it and looked at it
9	Guard Auxiliary and/or the water side, water	9	online.
10	vessel training.	10	
11		11	But I will say the SARVAC programs on ice safety,
12	And I know for many years, law enforcement	12	what they're doing involves the climate change is
13	agencies were involved with the education side of	13	what I remember, and travelling and the changes.
14	small vessels regulations under the Canada	14	
15	Shipping Act.	15	And I believe we had conversations, again, in
16		16	Makkovik specific to - it's different now than it
17	But now, with the Coast Guard Auxiliary and the	17	was 10, 30 years ago. And people in the
18	contacts in those communications with NLSARA, who	18	community are telling us that.
19	were teaching the small vessels and education	19	
20	preventive SAR programs, there is another	20	So yes. That SmartICE program will take that
21	opportunity there, as well, for NLSARA to get	21	expertise and work it with the community members
22	involved in doing those programs.	22	to make a difference.
23		23	WILLIAMS, Q.C.:
24	But my understanding is that the funding has been	24	Q. And, again, I know little of it. In fact, I was
	Page 294		Page 296
1	returned or cut back when it came to that. But	1	just looking at something online as you were
2	definitely, the water vessel. So this pertains	2	speaking. It says, "It's an innovative program
3	to going out on the land, which a lot of folks	3	called SmartICE that is putting new technology in
4	do, I mean, as we know.	4	the hands of people in the north to reinforce
5		5	their traditional knowledge of sea ice in the
6	So those are preventive SAR programs. That leads	6	face of unpredictable changes and conditions."
7	you into people's interest in joining ground	7	
8	search and rescue.	8	And I've made contact with that group in
9		9	preparation for the Inquiry. And they do have an
10	So then you end up with the recruitment and then	10	educational program that involves the youth of
11	to foster that through NLSARA, as well, as part	11	that area.
12	of the training avenues.	12	
13	WILLIAMS, Q.C.:	13	And I wonder whether or not something of that
14	Q. Are you familiar with the SmartICE Program that	14	nature would be also beneficial in terms of
15	exists? The group called SmartICE?	15	educational components?
16	MR. SMITH:	16	MR. SMITH:
17	A. Yes. I just know of it, yeah.	17	A. Yes. Yes, sir. Yes, sir, 100 percent. You
18	WILLIAMS, Q.C.:	18	can't do enough education in communities. I
19	Q. And, again, I have very limited knowledge myself,	19	think it's really important, especially with
20	but this is a group that, my understanding is,	20	peoples that spend a lot of time on the land
21	are involved in the use of technology in northern	21	traditionally and also for hunting and fishing
22	areas and with changing climate change and	22	and tour guides, as well.
23	impacts on ice with respect to providing supports	23	WILLIAMS, Q.C.:
24	and education to local communities in the north	24	Q. Okay. The next area I'd like to touch on, and,

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 297		Page 299
1	again, it was just triggered by the Federal	1	
2	Marine Search and Rescue Inquiry and the Senate	2	
3	Committee Inquiry.	3	
4		4	, , , , , , , , , , , , , , , , , , , ,
5	And there was a recommendation that came out of	5	,
6	that report that said, "The Committee recommends	6	
7	that, as a pilot project, the Department of	7	
8	National Defence authorize a civilian helicopter	8	
9	operator to provide aeronautical search and	9 10	
10 11	rescue coverage in the Canadian Arctic and in Newfoundland and Labrador."	10	
12		12	
12	Are you familiar with any other similar types	12	5 .
14		14	
14	and I'm not speaking just to that recommendation. It's just that that kind of triggers where I'm	14	
15	leading with this, is that are you familiar with	15	
17	any other pilot-type projects?	17	
18		18	
19	Because we have a tendency to talk about	19	-
20	helicopters like they're Volkswagens, when you	20	
21	get in-depth conversations like this.	21	
22		22	•
23	But obviously, the involvement of any new	23	1 5 /
24	helicopter program, whether it be provincially,	24	5.
	Page 298		Page 300
1	federally, or otherwise, is an expensive	1	1 And in particular, I mean, it's come up on
2	undertaking.	2	2 numerous occasions throughout this Inquiry about
3		3	3 the mental health element of that and mental
4	So are you familiar with any other similar-type	4	4 health medical aid. And that seems to be a gap.
5	pilot programs, if it was to be recommended that	5	5
6	such a program be undertaken from a study	6	6 Is that because you don't think there's a need
7	perspective as to utilizing, in this particular	7	7 for it, or do you see a need for any enhanced
8	case, because I think it's been highlighted, the	8	8 programming or recommendations in respect to that
9	void in nighttime applications of helicopter	9	9 whole communication piece and support piece?
10	search and rescue here in the province?	10	0 MR. SMITH:
11	MR. SMITH:	11	1 A. I see a gap there, sir. And I'm glad you brought
12	A. Thank you, sir. I do not know myself personally	12	
13	of any other programs across the country.	13	
14	WILLIAMS, Q.C.:	14	5.5
15	Q. So you're not aware of any models that might to	15	
16	be able to be adopted or anything like that, that	16	
17	we might be able to consider in terms of that?	17	·
18	MR. SMITH:	18	
19	A. No, sir, not at this time. I know of	19	
20	public-private partnerships with aircraft. The	20	
21	City of Calgary, being one of them where there	21	
22	was fundraising for two AC130 helicopters,	22	
23	Eurocopters for that city, all raised by private	23	
24	funding. And then, the city partnership was the	24	4 police, where I mentioned that we should have an

	r 5, 2021 Public Inquiry for Ground Search and Res	<u>scue</u>	
	Page 301		Page 303
1	answer back from them as to what happened, in	1	It's just, it's a timing thing and time
2	your perspective, with the SAR program and the	2	management for that.
3	emergency services that were delivered to you or	3	
4	your family.	4	So that's that service delivery communications
5		5	piece. And I could see it coming back and being
6	So it's like having a gap analysis with the	6	developed, but that's an investment.
7	family and having people that can mentor and	7	WILLIAMS, Q.C.:
8	bring that out. I see that as a missing piece,	8	Q . So would you see that being something that could
9	and I'm glad you brought that up.	9	be added? Because I think when we went through
10		10	it, as you've probably described this morning,
11	And then having it go back to the SAR group and	11	the academic side of search and rescue. And it
12	the SAR agency having jurisdiction, the	12	lays out policies and formats and procedures,
13	stakeholders and say, here's what we understand	13	manuals, et cetera, as to how operations should
14	that's occurred from that individual's	14	be conducted and who should be in charge of
15	perspective. That they were out there for 12 or	15	things.
16	14 hours and before they got the service, even	16	
17	though they activated the Spot or the inReach or	17	But again, it doesn't appear that the
18	did something.	18	communications pieces fit in there. Is that
19	•	19	something that should be addressed?
20	I mean, it's just, you have to look at it that	20	The filleness in the fill CAR strain start fills and
21	way. That's exactly what happened. It's not to	21	That those involved in SAR missions should have a
22	say fault causes. It's to say how can we	22	set protocol in place as to how to deal with it;
23	improve.	23	whether it be through debriefing, through SAR
24	Page 302	24	technicians, through the police resources, or the
1	-	1	Page 304
1	And then to go back in the SAR group in a	1	rage 304 community?
2	And then to go back in the SAR group in a positive light and saying, this is what we've	2	community?
	And then to go back in the SAR group in a positive light and saying, this is what we've learned. Here are some changes which require	2 3	community? Because I think in the case of John Doe, it
2 3 4	And then to go back in the SAR group in a positive light and saying, this is what we've learned. Here are some changes which require some changes to training, developments, standard	2 3 4	community? Because I think in the case of John Doe, it became very apparent that there was a significant
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2 3 4 5 6 7 8	And then to go back in the SAR group in a positive light and saying, this is what we've learned. Here are some changes which require some changes to training, developments, standard operating procedures, and/or, yeah, you did a great job. We just failed to get back to the family.	2 3 4 5 6 7 8	community? Because I think in the case of John Doe, it became very apparent that there was a significant community piece that could have been involved there to avoid this from being as repetitious as it was. MR. SMITH:
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Octobe	r 5, 2021 Public Inquiry for Ground Search and Res Page 305	scue	Respecting Lost and Missing Persons Page 305 to 308 Page 307
1	There's one other point I'd like to touch on	1	I've characterized as your concerns?
2	because it comes directly from the family at the	2	i ve characterized da your concerna:
3	break. And then maybe we'll open it up if	3	Have I characterized it appropriately? Okay.
4	anybody would like to speak to any aspect that	4	Sure.
5	I've raised, and this one in particular.	5	MR. SMITH:
6		6	A. Sir, again, with all due respect to the family
7	It probably comes out of our discussions prior to	7	and you, sir, I'm here because there's been a
8	the break. And we were discussing it, and I	8	missing piece over the years. I have failed to
9	think one line that was very characteristic of	9	do it as myself, and I've gained experience
10	discussions was that one of the family members	10	because of it.
11	had said it seems like everybody's in the	11	because of it.
12	sandbox, but they're not playing together.	12	Yes. You're absolutely right. Playing in the
12	sandbox, but they re not playing together.	13	sandbox together. It may not have that
13	And that it seems disjointed in the sense that	14	appearance, but the SAR operations is working
14	through all the academic professional discussions	14	well together as a whole.
16	that we've had over the course of this day, at	16	
17	the end of it, they're left to think and	17	It's never perfect. Well, more often than not,
18	correct me if I'm not categorizing your comments	18	it's working great. It's working well with all
19	to me correctly. But they're left to feel like	19	the agencies that are there.
20	there's no rule book.	20	
21		21	What we fail to do is after the SAR mission is to
22	You know, the questions that Mr. Ralph raises.	22	sit down with the family and/or individuals and
23	Okay. Well, who's responsible for drafting the	23	bring them into a debriefing and a critique
24	specific plan?	24	process. I think that would be really
	Page 306		Page 308
1	And then we speak to the order of procedure as to	1	value-added and important because then they have
2	who gets called, but we can't point to a piece of	2	a full understanding of plans, goals, objectives,
3	legislation or a policy or a regulation as to	3	strategy and tactics, how it unfolded.
4	where that outlines.	4	
5		5	Because if you're not briefing the family twice
6	Can you understand, or can you appreciate the	6	every operational period on their missing loved
7	concern that the family sees, having sat down and	7	one and what's going on, they don't have that
8	listened to all our discussions over the last	8	situation awareness themselves. And that's a
9	five hours, that it seems like there's no rule	9	failure of our system. We all get hung up, and
10	book out there?	10	we're all really busy in doing that.
11		11	
12	And that everybody has an understanding of what	12	And allow them to have a bit of a critique
13	their role is, but if you were Joe Blow to come	13	process themselves, but it's to take their
14	into the room and say, okay, can you show me the	14	interest and take it at heart so that we can
15	document that shows how the search and rescue	15	improve ourselves as we move along.
16	stuff works in the country, that we can point to?	16	RALPH, Q.C.:
17		17	And I guess the interesting point, as well,
18	The RCMP have their own procedures. The RNC have	18	because it seemed to me that during the course of
19	their own procedures. Search and rescue have	19	this Inquiry, there were times when the families
20	their own procedures.	20	learned a lot about the search during the
21		21	Inquiry.
22	I'll throw that out there. I don't know if that	22	WILLIAMS, Q.C.:
23	accurately reflects your comments, or if anybody	23	Yes, correct.
24	in the family wants to add or elaborate to what	24	

Octo	ober 5, 2021 Public Inquiry for Ground Search and Re	escue	
	Page 309		Page 311
1	RALPH, Q.C.:	1	need more communication to see outcomes, so we
2	And it was kind of interesting to learn that, I	2	won't have to go through things like this, and
3	think, certainly, there is a couple operations	3	more people don't have to go through things like
4	where the family learned a great deal.	4	this.
5	And you wandar whathar that should have been	5	And I found our family upo lights as much right
6 7	And you wonder whether that should have been available, that information should have been	6	And I found our family was lied to so much right
7		8	from the beginning, and the lying has made me
8 9	available right after the operation ended. WILLIAMS, Q.C.:	9	feel like I got no trust in, like, the higher part of it.
9 10	Is there anything else left that anybody would	10	
10	like to speak to from the family? Sure.	11	But with the ground search and rescue, I feel I
12	UNIDENTIFIED FEMALE SPEAKER:	12	can trust them with my life. But everybody else,
12	I just wanted to mention, as we have discussed	13	if I got lost today, I wouldn't trust nobody else
14	briefly, but thinking over all of this and we	14	to search for me.
14	discussed it just a few minutes ago (Audio	14	
16	difficulties.)	16	And that's pretty much all I got to say.
17	umentics.y	17	WILLIAMS, Q.C.:
18	Okay. Just to mention, as you had said, everyone	18	Okay. Thank you.
19	is all playing in the same sandbox, but working	19	MR. BUDDEN:
20	in different corners. Working with different	20	Are those your questions, Mr. Williams?
21	policies and guidelines. Working for the same	21	WILLIAMS, Q.C.:
22	goal but not really communicating to each other.	22	Yes. That's all my questions. Thank you.
23		23	MR. BUDDEN:
24	And we don't see that standard or standardized	24	I believe Mr. O'Keefe is the last counsel who has
	Page 310		Page 312
1	plan working with the feds, with the province,	1	yet to have the opportunity to ask any questions.
2	with the GSARs.	2	MR. O'KEEFE:
3		3	Q. Thank you, Mr. Budden. Mr. Smith, I have a
4	And we have people, like Mr. Blackmore, who is	4	couple of questions. I represent the Concerned
5	volunteering so much of his time to search for	5	Citizens for Search and Rescue, as you know. And
6	missing people and so many others like him that	6	we have two of our members here today, Mr. Mervin
7	commit to saving lives when someone is out there.	7	Wiseman and Captain Wilf Bartlett. And they've
8		8	given me some questions.
9	And I think or I would like to recommend that	9	- · · · · · · · · · · · · · · ·
10	these parties all come together and work	10	I want to start off with a general question, and
11	together, communicate together for the best	11	then I want to ask a specific question that
12	outcome, so that people don't have the same	12	touches on this MOU that was referenced in your
13 14	outcome that we had to face. Thank you. WILLIAMS, Q.C.:	13 14	recommendations.
14	If there's anybody else who would like to have	14	The first question is and I appreciate your
15 16	any comment, or? Okay.	16	presentation. But throughout the presentation -
17	UNIDENTIFIED FEMALE SPEAKER:	17	and I saw it Friday, I saw it again today - I
18	Okay. I'd like to say thank you to	18	don't get a good sense of where Newfoundland and
19	Mr. Blackmore, too, for everything you guys did,	19	Labrador sits in the national picture.
20	but same as my mother said. I find the federal	20	
21	part of it was a little disconnected from what	21	You presented to us significant experience in
22	should have been.	22	North America and the United States, attending
23		23	European conferences and so forth.
24	But like everybody's saying right now, they all	24	

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	<u>scue Res</u>	specting Lost and Missing Persons Page 313 to 316
	Page 313		Page 315
1	I guess to put it simply, how does Newfoundland	1	maybe just half the amount and bring it here, and
2	and Labrador's search and rescue system compare	2	everything is going to be right. No. It's not
3	to the others in Canada?	3	necessarily going to work.
4		4	
5	And specifically, you had mentioned British	5	We are all different in this great country of
6	Columbia, I think you had said that's, in your	6	ours, and we need to have that uniqueness in the
7	view, the best of the systems we have.	7	public safety sector.
8		8	
9	Where do we rank compared to those other	9	You've got a great delivery vehicle here, and I
10	provinces?	10	know I may be going around your direct question.
11	MR. SMITH:	11	But you have excellent SAR services here with the
12	A. Thank you, sir. I had a slide that dealt with	12	SAR personnel and the equipment they have that
13	Newfoundland Search and Rescue SAR workers, SAR	13	they've fundraised to make it happen to save
14	providers, SAR responders. I presented that	14	lives.
15	slide to the hearing in all sincerity.	15	
16		16	Can it be improved upon? Every system can be
17	The individual search and rescue worker here is	17	improved upon. That's why I mentioned about
18	highly dedicated and trained and has committed	18	giving best practices. So to say that you're
19	many, many hours to providing search and rescue	19	number two, number three, number ten. No, not at
20	services through Newfoundland and Labrador, and	20	all. I would never do that.
21	they have made sacrifices.	21	
22		22	You can't do that because of the uniqueness of
23	And it's some of the infrastructure, some of the	23	what we have and some of those factors I
24	governance that doesn't always come together like	24	mentioned in the SAR vulnerability assessment.
1	Page 314 you want. And some of that is sustainable	1	Page 316 The people here going back many, many years have
2	funding.	2	dedicated themselves to search and rescue.
3	runung.	3	Whether it was the Canadian Rangers sorry, the
4	To say that one system is better than another	4	Newfoundland Rangers, the Royal Newfoundland
5	system, there is no one system across Canada or	5	Constabulary or the Royal Canadian Mountain
6	in the world that's going to fit everybody's	6	
			Police, the volunteer programs that started in
7	model. We are similar, but there are		Police, the volunteer programs that started in the late '60s, early '70s, they've all made a
7 8	model. We are similar, but there are differences.	7	the late '60s, early '70s, they've all made a
7 8 9	model. We are similar, but there are differences.		
8		7 8	the late '60s, early '70s, they've all made a significant difference. And they will continue
8 9	differences.	7 8 9	the late '60s, early '70s, they've all made a significant difference. And they will continue
8 9 10	differences. The system is fragile. And what I like to either	7 8 9 10	the late '60s, early '70s, they've all made a significant difference. And they will continue to do so.
8 9 10 11	differences. The system is fragile. And what I like to either train to or help people with is that resilience.	7 8 9 10 11	the late '60s, early '70s, they've all made a significant difference. And they will continue to do so. And even if there was never any aspect of
8 9 10 11 12	differences. The system is fragile. And what I like to either train to or help people with is that resilience. It can break, and it can break based on hours	7 8 9 10 11 12	the late '60s, early '70s, they've all made a significant difference. And they will continue to do so. And even if there was never any aspect of improvement, I can tell you, by talking to so
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Oct	bber 5, 2021 Public Inquiry for Ground Search and Res Page 317	<u>scue</u>	
1	the model, and you fit number four. No. It just	1	Page 319 available as they're used in our system.
2	doesn't work that way.	2	
3		3	Where is your sense of where we would fit
4	I'd like to say there's a measurement tool, but	4	relative to the other provinces in Canada?
5	there's not because of what you have here.	5	MR. SMITH:
6	MR. O'KEEFE:	6	A. Thank you, sir. I respect your question. It's
7	Q. I appreciate your answer. It didn't answer the	7	difficult. Yourself and some other provinces are
8	question, but I appreciate everything you've	8	in that 70 percent range, if I was to weigh it
9	said.	9	out. I wouldn't be the only GSAR expert or
10		10	person you could bring in here to look at this
11	Let me just try to rephrase this in a way that	11	after a gap analysis or a SWOT, whatever you want
12	maybe makes a bit more sense.	12	to call it.
13		13	
14	So in your presentation, you've outlined, in	14	Many provinces are there. It's often been an
15	addition to your experiences, numerous factors	15	overlooked area, and it's often been relied upon
16	that you would take into consideration in	16	for the search and rescue personnel from the
17	advising on best practices, how to come up with a	17	volunteer associations to provide as much level
18	search and rescue system that's effective and	18	of service as you can. And it's never had that
19	efficient. And there are a number of different	19	full government support. Okay?
20	factors. You went through them.	20	
21		21	And that's just a fact we've had in Canada. So
22	And if I was to take all those factors and put	22	I'm not sure if that helps or not, but there are
23	them on a checklist, okay? And do, essentially,	23	other provinces in your position, sir.
24	a triage and say, well, look, I've got ten areas	24	
4	Page 318		Page 320
1	that need to be covered off to have an effective	1	MR. O'KEEFE:
2	-	2	MR. O'KEEFE: Q. No, it is helpful. And just focusing on that
2 3	that need to be covered off to have an effective search and rescue system.	2 3	MR. O'KEEFE:Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in
2 3 4	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down	2 3 4	MR. O'KEEFE:Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's
2 3 4 5	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale.	2 3 4 5	MR. O'KEEFE:Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and
2 3 4 5 6	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really	2 3 4 5 6	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100
2 3 4 5 6 7	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale.	2 3 4 5 6 7	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I
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2 3 4 5 6 7 8	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem.	2 3 4 5 6 7 8	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I
2 3 4 5 6 7 8 9	that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem. If you were to do that kind of a triage in our	2 3 4 5 6 7 8 9	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I think that's just common sense.
2 3 4 5 6 7 8 9	 that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem. If you were to do that kind of a triage in our system because I expect, based on the 	2 3 4 5 6 7 8 9 10	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I think that's just common sense. In terms of the recommendations that you would
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2 3 4 5 6 7 8 9 10 11 12	 that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem. If you were to do that kind of a triage in our system because I expect, based on the questionnaires and all the other things that you've done since you've been here, if you did 	2 3 4 5 6 7 8 9 10 11 12	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I think that's just common sense. In terms of the recommendations that you would have coming out of your review of our search and rescue system, what are, in your view, the
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2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22	 that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem. If you were to do that kind of a triage in our system because I expect, based on the questionnaires and all the other things that you've done since you've been here, if you did that kind of a triage on our system, what I'm asking is relative to what you've observed in other provinces, where would we be on the scale? Are we at 60 percent? Are we at 70 percent? Are we at 30 percent? Where is your sense of where our province sits on that scale? And I'm not asking for just to be clear, I'm not asking for a comment on specific search and 	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I think that's just common sense. In terms of the recommendations that you would have coming out of your review of our search and rescue system, what are, in your view, the critical steps that would need to be taken to get us among the higher ranges in Canada? Assuming, for example, that British Columbia is the gold standard, if you will. And I'm just using British Columbia based on what you told us earlier. What are the mission-critical things that need to be done in this province to get us to that
2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21	 that need to be covered off to have an effective search and rescue system. And of those ten areas, I can break them down into 10 points each, so I got a 100-point scale. And if I fall below 60, then I've got a really big problem. If you were to do that kind of a triage in our system because I expect, based on the questionnaires and all the other things that you've done since you've been here, if you did that kind of a triage on our system, what I'm asking is relative to what you've observed in other provinces, where would we be on the scale? Are we at 60 percent? Are we at 70 percent? Are we at 30 percent? Where is your sense of where our province sits on that scale? And I'm not asking for just to be clear, I'm 	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21	 MR. O'KEEFE: Q. No, it is helpful. And just focusing on that point. So you say there a number of provinces in this 70 percent range. And I think maybe it's fair to say that no province, no search and rescue system anywhere is going to be at 100 percent based on what you've told us. And I think that's just common sense. In terms of the recommendations that you would have coming out of your review of our search and rescue system, what are, in your view, the critical steps that would need to be taken to get us among the higher ranges in Canada? Assuming, for example, that British Columbia is the gold standard, if you will. And I'm just using British Columbia based on what you told us earlier. What are the mission-critical things that need to

Oct	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	Resp	
	Page 321			Page 323
1	MR. SMITH:	1		. O'KEEFE:
2	A. Thank you, sir. I know that what I'm saying here	2	Q.	Thank you. So I just took two points from your
3	is live, and the British Columbians will admit,	3		answer, and you covered this off in your
4	as well, that their system's not perfect. There	4		presentation. You focus on a SAR plan and the
5	are problems.	5		various aspects that go into a SAR plan, you just
6		6		used that term generally, and funding.
7	Governance is a very important factor in search	7		
8	and rescue. That governance, we kind of covered	8		One other point that you mentioned in your
9	off this afternoon.	9		presentation that's come up, and there was some
10		10		discussion amongst my colleagues there and the
11	I'm not going to say that you have to do this or	11		participants on this issue, is this
12	you should do that and the other, but a strong	12		recommendation of an MOU.
13	governance model, which involves the SAR HVA and	13		
14	involves the SAR plan. It involves your	14		And in the MOU, I understand your recommendation
15	stakeholders. That's an important aspect.	15		is that we have participation from all
16		16		stakeholders. I was wondering if you could
17	The other thing that comes in is the Volunteer	17		elaborate on how you see an MOU unfolding, given
18	Search and Rescue Association, and its personnel	18		the geographic challenges that we face in
19	need sustainable funding. They need support for	19		Newfoundland and Labrador.
20	critical infrastructure. Buildings. They also	20		
21	need sustainable funding for infrastructure,	21		And specifically, what I mean is, one of the
22	which is rolling stock and equipment.	22		points that our group has been making and, I
23		23		believe, the Winters family were just making the
24	They need some sort of break financially to	24		same or similar point, is that we live in a
	Page 322			Page 324
1	assist them with being a volunteer. I would ask	1		province where our shoreline oceans are
2	them, do you want to be paid like a volunteer	2		essentially our highways. We live in a province
3	firefighter on compensation that way as they get	3		where the vast majority of our people live around
4	it from municipality, or do you want to be a	4		the coast.
5	volunteer and maybe have a tax incentive or some	5		And The second sector in the base of the C
6	other avenue along those lines? I wouldn't be so	6		And I know we're not unique in that respect. Of
7	pretentious to say you have to do this. No.	7		course, Nova Scotia, New Brunswick, Prince Edward
8	The second s	8		Island, British Columbia, and the northern
9	Those things, in my mind, are very important. In	9		territories all have oceans, obviously.
10	a way, you've got Newfoundland Search and Rescue	10		Dut an aifis to sur manines, hour de usur and an
11	Association with a great Executive, a great	11		But specific to our province, how do you see an
12	board.	12		MOU coming together without meaningful
13	As wolve seen here in all the hearings and all	13 14		involvement from both the provincial government
14	As we've seen here in all the hearings and all	14		and the federal government to address things like allocation of resources and allocation of
15 16	the time, many, many hours and dedication from many people. It doesn't get much better than	15		
10	that.	17		responsibility?
18	uiat.	17		Or, in other words, to ask a very simple
19	They need support. It's fragile. And I go back	19		question: Is it possible to achieve an effective
20	to that. Resilience will be that we can adapt,	20		MOU without the provincial government and federal
20	utilize, and overcome to all these unfolding	20		government being actively involved in that?
22	circumstances and make it work. And part of that	21	MP	. SMITH:
22	is those five things I've mentioned.	22		Thank you, sir. That's a very detailed question.
23	le chose five chings i ve mencioned.	23	~	And I want to be very careful how we qualify and
24		24		And I want to be very careful now we qualify and

	er 5, 2021 Public Inquiry for Ground Search and Re	Jeac	Resp	pecting Lost and Missing Persons Page 325 to 328
	Page 325			Page 327
1	quantify my answer here with that.	1		O'KEEFE:
2		2		I guess one quick point I'd just like you to
3	I had a little sentence up there about you should	3		touch on, and maybe it's more of a comment, and
4	not be in the box in the first place. When it	4		maybe I can get your reaction.
5	comes to MOUs and when we talk about governance,			
6	we have a lot of learned counsel here from	6		It strikes me that a MOU to govern search and
7	federal and provincial, they work within the	7		rescue issues in this province is likely not
8 9	realm of their governance and legalities.	8 9		going to be effective unless both the provincial government and the federal government are
10	It can be difficult to develop an MOU that	10		involved in that.
11	involves all the SAR sector and all the	11		
12	stakeholders, but it should not be and does not	12		Would you agree or disagree with that point?
13	have to be.	13	MR.	SMITH:
14		14	Α.	I'm not sure, sir, if I agree with that entirely,
15	I mentioned to the federal counsel that our	15		because this is ground search and rescue here. I
16	national SAR plan, our guiding document	16		believe we already have that established for the
17	federally, is 2008.	17		marine and for the aeronautical side. That's
18		18		already been established.
19	We had another one that was addressed in 2017	19		
20	that went out for review, but it was not	20		For ground search and rescue and then resource
21	accepted.	21		management from ground search and rescue, I
22		22		think, MOUs would be value-added for that
23	I would say that we can move forward. There are	23		program.
24	many, many brilliant minds out there in search	24		
	Page 326			Page 328
1	and rescue that can be involved in assisting in a	1		But certainly, from a provincial standpoint,
2	new federal plan, a new provincial plan, and then	2		through their agencies having jurisdiction, it's
3	MOUs from all sectors.	3		nearthly and the honneyed that they can preduce
				possible, and it's happened that they can produce
4		4		the plans to go forward and MOUs internally. You
4 5	There's nothing that can't be done. We often say	4 5		
	in the private sector, you would like us to do			the plans to go forward and MOUs internally. You
5	in the private sector, you would like us to do what? Yes, we can do that. We'll take that as a	5 6 7		the plans to go forward and MOUs internally. You don't always have to go federal if that's the case.
5 6 7 8	in the private sector, you would like us to do	5 6 7 8		the plans to go forward and MOUs internally. You don't always have to go federal if that's the case. And I'm talking from the GSAR perspective. I
5 6 7 8 9	in the private sector, you would like us to do what? Yes, we can do that. We'll take that as a challenge, and we'll go forward.	5 6 7 8 9		the plans to go forward and MOUs internally. You don't always have to go federal if that's the case. And I'm talking from the GSAR perspective. I don't think it's my place to comment on the
5 6 7 8 9 10	in the private sector, you would like us to do what? Yes, we can do that. We'll take that as a challenge, and we'll go forward. This should be a challenge, I think, because of	5 6 7 8 9 10		the plans to go forward and MOUs internally. You don't always have to go federal if that's the case. And I'm talking from the GSAR perspective. I don't think it's my place to comment on the marine and the air side of that and saying, you
5 6 7 8 9 10 11	in the private sector, you would like us to do what? Yes, we can do that. We'll take that as a challenge, and we'll go forward.This should be a challenge, I think, because of the unique geography and peoples of Newfoundland	5 6 7 8 9 10 11		the plans to go forward and MOUs internally. You don't always have to go federal if that's the case. And I'm talking from the GSAR perspective. I don't think it's my place to comment on the marine and the air side of that and saying, you have to have an MOU, and everybody work together
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Octo	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 329		Page 331
1	Mr. Commissioner. Thank you.	1	Because the resources are very limited and
2	THE COMMISSIONER:	2	already existing departments, whether it's
3	Let's continue.	3	clinical or what else, are already running to a
4	RALPH, Q.C.:	4	max.
5	Actually, my issues have been addressed by	5	THE COMMISSIONER:
6	counsel. Thank you.	6	Thank you very much. Please continue, Geoff.
7	THE COMMISSIONER:	7	MR. BUDDEN:
8	Thank you. Go ahead, Edna.	8	Thank you, Mr. Commissioner. Just before I
9	MS. WINTERS:	9	start, we're going to be hearing from Ms. Bradley
10	We just talked about the	10	tomorrow. And I think that some of what she'll
11	THE CLERK:	11	have to say flows directly out of, I think, some
12	Could you take off your mask, please?	12	of your concerns, Ms. Winters, and other concerns
13	MS. WINTERS:	13	other people have raised, as well.
14	Just to tie it back up with what he was just	14	BY MR. BUDDEN:
15	discussing in terms of working up plans on any	15	Q . I just have a couple of further questions for
16	type of rescue that needs to be implemented	16	Mr. Smith. One is that, we've heard some really
17	within the region or within my region, I guess,	17	amazing things about the technologies available.
18	in Labrador. When you look at what the ground	18	
19	search does and I commend them for what they	19	I assume if somebody said to you 20 years ago
20	do and anyone else who has to step up when	20	that you'd be able to track every snowmobile on a
21	they're called.	21	search or be able to see the colour of a house
22	When you tall, shout whe's drawing up a plan and	22	from 40 kilometres away, you would find that,
23	When you talk about who's drawing up a plan and	23	probably, literally unbelievable, which sort of
24	looking at our ground search and rescue teams,	24	begs the question, and you may be, with your Page 332
1	Page 330 which are very limited numbers in our	1	expertise, best position to give us some insights
2	communities, and the understanding of those	2	into this. And we're going to be hearing stuff
3	relationships with who they have to work with,	3	tomorrow, as well, of course.
4	whether it's the RCMP or having to call any other	4	
5	parties that need to become involved, as they had	5	But like, how will search and rescue be
6	with my grandson.	6	different, do you think, in ten years' time?
7		7	
8	Looking at the recruitment and retention and the	8	We've heard from searches back as far as 2010 and
9	drawing up of plans as to what's going to be done	9	ones from a year or two ago. And a lot has
10	for a missing person, you already have an idea,	10	happened in ten years in terms of the available
11	but you need to set up the safety plans.	11	technology.
12		12	
13	And I think setting up those safety plans in the	13	What's on the horizon? In just, I guess, a few
14	long term for our very limited number of	14	sentences, how might search and rescue evolve on
15	volunteers that already volunteer in so many	15	a technical front over the few years ahead?
16	other different areas in such small communities.	16	MR. SMITH:
17		17	A. Thank you, sir. The address of the unmanned
18	And you talked about burnout. That burnout is	18	aerial systems, unmanned aerial vehicles, that
19	real, and it's there. And being a member of a	19	technology and capability will only increase and
20	support team for GSAR and other departments in	20	develop in the future.
21	the field that I work in, it's very real. And I	21	MR. BUDDEN:
22	think those things in smaller regions, you need	22	Q. And I know you don't like to use the word
23	to be aware of, as well.	23	"drones," but what you're talking about is what
24		24	we've talked about here as drones, I guess?

Octo	ober 5, 2021 Public Inquiry for Ground Search and Res	scue	Resp	
1	Page 333 MR. SMITH:	1		Page 335 some of them to have their own skidoos, their own
2	A. Yes, sir, that is correct. Yeah. So the UAVs,	2		snow machines, their own trucks.
2	UAS platforms going forward, bigger. Certainly,	3		show machines, then own trucks.
		4		We've heard about the costs of the gear. And I
4	now the technology is there where you can put two, three people in a UAV type of aircraft and			guess this is the question for you and a question
5		5		
6	it's autonomous, and up it goes and does its	6		for Mr. Blackmore if he would care to comment, as
7	thing and delivers people from Point A to Point	7		well.
8	В.	8		Here do a succeed as a set was set of a set with the
9	Co containly the way of that from an	9		How does ground search and rescue deal with the
10	So certainly, the use of that from an	10		challenge of being too pricey for many people who
11	aeronautical standpoint, again, has limitations.	11		would otherwise be glad to become involved and to
12		12		help out? Is that sort of on the radar, and how
13	The ideal aspect is the tracking side through	13		is it addressed?
14	satellite technology. Certainly, some of the	14		. SMITH:
15	larger players in the world right now are putting	15	А.	Yes, sir. That's a great point. A very good
16	up enough satellites that would literally sink a	16		question. I'll address it first, if
17	ship when it comes to internet capability.	17		Mr. Blackmore doesn't mind.
18		18		
19	That technology is also there for tracking people	19		One of the aspects with clothing and everything,
20	by wearing an apparatus or having an apparatus	20		including a backpack and the items needed in the
21	with you, so that you can have a signal go back	21		backpack to be a part of a hasty team, that can
22	for your active track.	22		be around \$3,000.
23		23		7
24	The inReach does that now, but it's only going to	24		If the group is not supplying anything, you can
	Page 334			Page 336
1	get better and increase. And then have the	1		invest an easy \$3,000 to do that today with the
2	capability to touch a button to say, this is	2		proper equipment that could sustain you for 24
3	what's going on. I need help. So it's just	3		hours.
4	going to go to that next and next level.	4		If you're yoing your olde by olde your guod
5	Dut realistically. I'll also he hencet with you	5		If you're using your side-by-side, your quad,
6	But realistically, I'll also be honest with you,	6		your off-highway vehicle, your snowmobile, now
7	sometimes there's no substitute for somebody	7		you're looking at 12- to \$20,000 for one of those
8	looking at footfall impressions on the ground for	8		vehicles.
9 10	tracking somebody as to exactly where they went in a certain type of environment.	9		Sure you use it for regreation and you use it
10		10 11		Sure, you use it for recreation, and you use it for your own enjoyment, but you're using it for
11	Technology can only take you so far, but it's	12		search and rescue.
12				
13	definitely great tools, and the imagination is the limit, as we know.	13 14		So those are investments because it's the wear
14	MR. BUDDEN:	14		and tear on that apparatus. And there are some
16	Q. Thank you. And we've heard, again, a lot over	16		coverages involved now and pricing agreements and
17	the past several weeks about the heavy commitment			MOUs that say, yeah, these certain costs will be
18	of training time, and volunteer time, and	18		covered.
10	fundraising, and all that.	19		
20	יטויטימוטוואָ, מווע מון נוומנ.	20		If we can incorporate, again, a triple P,
20 21	We've also heard, I believe, it might have been	20 21		public-private partnerships, with corporations
22 23	in Exploits. And I'm not quoting directly, but	22		getting tax incentives, some other format where
	there's something to the effect that we expect	23		they can say, I don't mind sponsoring SAR in the
24	our volunteers to have their own or at least	24		province on a continuous basis so they can have

	bber 5, 2021 Public Inquiry for Ground Search and Re Page 337		Page 339
1	this pack or a pack. It doesn't matter what it	1	their own equipment.
2	is.	2	
3		3	If we use our equipment when we turn up with a
4	So we're not talking about the larger items, but	4	\$20,000 skidoo, you could pay \$10 an hour if you
5	clothing items. That we'll supply the rain gear	5	use it.
6	or some other gear to use. Those are all	6	
7	possibilities going forward.	7	But most people like to use their own equipment
8		8	for the simple reason they know what they got.
9	And volunteerism from the business and industry,	9	They know what's on it. They know how the
10	and corporate sector can certainly be tapped in	10	machine works and everything that they would need
11	to help. That's a great avenue to look at to	11	if they're out doing a search, hopefully, is on
12	assist with the funding.	12	their own machines. And most of our people
13		13	operate that way.
14	There are groups, and we've seen that here in the	14	
15	province that, as I mentioned before have, here's	15	As for the last part of your question, I'm not
16	your hasty team pack, and off you go.	16	exactly sure what you wanted. So unless you want
17		17	to repeat it, but.
18	But it's when you start having to spend those	18	MR. BUDDEN:
19	cold winter nights, those wet, miserable days out	19	Q. Yeah. Sure. Well, I guess my concern is, when
20	there 24 and 7, that sometimes the clothing	20	you're looking to attract people, how do you deal
21	becomes the key, as well, so you don't become a	21	with the fact that some people may, while
22	potential survivor yourself and end up in	22	otherwise qualified, while otherwise really
23	trouble.	23	willing to step up, are either not in a position
24	Dama 220	24	to afford this and are, perhaps, embarrassed to
1	Page 338 So it's looking at different options, different	1	Page 340 say so, or feel intimidated by the sort of the
2	ways of doing it, and networking with the private	2	sense that they're expected to provide a certain
3	business and industry and corporations. But	3	level of equipment and stuff?
4	also, allowing some of the governance side to	4	
5	say, yes, we believe this is a worthwhile tax	5	Is that on your radar, I guess what I'm asking?
6	incentive and base to help the groups out.	6	And how do you deal with it, if it is?
7		7	MR. BLACKMORE:
8	But that would be my perspective on it, as well.	8	A. It is on our radar. Most of the way that the
9	I'll turn it over to Mr. Blackmore.	9	teams tackle it, pretty well, as long as you got
10	MR. BLACKMORE:	10	a good pair of boots, you can join.
11	A. I'm not a hundred percent sure, Mr. Budden, if I	11	
12	understood the last part of your question.	12	Once you get in and you're on the team, if the
13		13	team is worth anything at all, if they see you,
14	But to do with clothing, equipment that we're	14	that you are turning up to searches with improper
15	using, most of the people now we'd like to	15	equipment or improper gear, they probably won't
16	have clothing supplied, don't get me wrong. But	16	let you go. But steps would be taken to buy
17	right now, most people buy their own things	17	equipment for you.
18	because they know what shape it's in. They keep	18	
19	it in good shape.	19	We've had people come in that, yes, they had a
20		20	good pair of boots, and they're willing to help
21	And that comes right on down to snowmobiles,	21	out. Not fully decked out, but the team then
22	ATVs, etcetera. Some teams out there do have a	22	would step in and help them out the best way they
23	couple of snowmobiles or an ATV, but most of the	23	could.
	search and rescue volunteers would rather use	24	

October	r 5, 2021 Public Inquiry for Ground Search and Res	scue	
	Page 341	_	Page 343
1	I know on our team, you haven't got a set of rain	1	together.
2	clothes, I'll go upstairs, and I'll give you a	2	When we get together in our ACMs, and This
3	set. Simple as that.	3	When we get together in our AGMs, and I've
4 5	But most of the people that are coming into this,	4 5	already invited the Commissioner and yourself to it, things are then set up, what do you got?
6	we haven't seen that as being a big problem.	6	What do we got? How to do this better? How to
7	There might be a scatter one, but most of the	7	do this better? And things are done up that way.
8	people that are in volunteer search and rescue	8	do this better? And things are done up that way.
9	are well equipped to go out in the country.	9	The big things that we're after is to continue on
10	And as part of the coordinator's job within the	10	as we did, as I spoke about yesterday, was the
11	team is to make sure you are.	11	big items and how search and rescue work and
12		12	keeping that stuff going.
13	And one example of that was exactly in Makkovik	13	
14	when they went for the plane crash someone said	14	The little stuff that we use ourselves and
15	the RCMP, the fellow wasn't dressed properly.	15	skidoos and all that type stuff, no different if
16	Before he left, Barry Anderson and a couple more	16	I roll up. Yes, I got a \$20,000 skidoo. I would
17	of the boys made sure he was properly clothed.	17	rather take my skidoo than take a skidoo that's
18		18	been sitting on the trailer there belonging to
19	So that's the way we go at it. As to someone	19	the SAR team.
20	supplying everything for you, unless you're in	20	
21	the military or something that they're going to	21	I'm used to my own machine. I know what's in it.
22	give you the clothes, I think that's the only way	22	If I roll it over and get hurt, at least I know I
23	it'll work.	23	got enough gear there to take care of me. But
24	Down 242	24	that's just the way we are.
1	Page 342 And then once you get into everything being given	1	Page 344 I don't know if that answers it or not.
2	to you that way, you also lose the part of	2	MR. BUDDEN:
3	volunteering a bit. You expect everything to be	3	Q. Yeah. That's helpful. And some of this will
4	given to you, and that's not what we're at.	4	come up again on our Friday roundtable.
5		5	,,
6	We are asking for a lot out of this Inquiry.	6	My last question, perhaps, Madam Clerk you call
7	Don't get me wrong, and I won't drop my price.	7	up Exhibit 190, page 3, and that's
8	But things out there, too, that volunteers do, we	8	Mr. Blackmore's presentation of yesterday.
9	will keep doing. And that's just the way it is.	9	
10		10	This question is more for Mr. Smith. Well, it's
11	But overall, most people come well equipped,	11	the last paragraph that I'm particularly
12	enough to go out. And then the team itself has	12	interested in, Madam Clerk. 190.
13	extra gear that would be made up for them.	13	THE CLERK:
14	No different than if we want out or a second	14	Which
15 16	No different than if we went out on a search	15	MR. BUDDEN:
16	tonight on the East Coast Trail. Every single team out there has a kit on their back to stay	16 17	Q. Page 3, near the end of it. I'm struck by that figure, and obviously, it's beyond the scope of
18	the whole night if they got to. No matter what.	18	this Inquiry to put a value on any particular
19	are more right if they got to into matter what.	19	type of work.
20	Kits are done up that way. You seen it in	20	.,
21	Exploits. You seen it here. You've seen it down	21	But for \$25 an hour to expect somebody to be on
22	with Barry Anderson. Pretty well, all the teams	22	sort of 24-hour standby and to use their own
23	are set up that way, and that's due to education,	23	equipment and perhaps work 16 hours with no
24	and I guess just to tell them what teams to get	24	overtime and doing all this in all kinds of

	bber 5, 2021 Public Inquiry for Ground Search and Res	scue	
4	Page 345 weather and in some danger - this is sort of	1	Page 347 MR. BUDDEN:
1 2	Mr. Smith - does that not seem a very modest	2	
2	figure for that kind of service?	2	Well, my point is simply that if you're looking at the actual the value of the services and
-	MR. SMITH:	_	
4		4	you're going to put in any dollar figure, perhaps 25 is rather low.
5	A. Thank you, sir. Yes, it does. And sometimes	5	
6	when doing the cost-benefit analysis for	6	These are really my questions. Mr. Commissioner
7	volunteers, we've lowered that figure.	7	Those are really my questions, Mr. Commissioner.
8	But in actual fact, to complete what you just	8 9	I'm not sure if anybody in the room, counsel or
9 10	mentioned, very similar to volunteer fire departments, the figure would be closer to 50- or	10	otherwise, have questions?
10	\$55 an hour.	11	Otherwise, I propose we not do anything further
11 12	MR. BUDDEN:	12	today. And, Mr. Marshall, if he's here anyway,
13	Q. So really, when we look at that figure that the	13	can speak in the morning. And, of course, we'll
13 14	value of what the ground search NLSARA, the	14	hear from Ms. Bradley in the morning, as well.
15	value of the work they do, which they self-value	15	RALPH, Q.C.:
16	at a little over \$3 million, you would regard	16	I wonder if we can get does Lieutenant Colonel
17	that, I take it from your previous answer, as	17	have a document that he can share with us before
18	maybe half of its true value if we were to	18	tomorrow?
19	approach this from a market point of view?	19	MR. FREEMAN:
20	MR. SMITH:	20	Pardon me, Peter? Sorry.
21	A. Yes, sir, that would be correct. If you equate	21	RALPH, Q.C.:
22	it back to a police officer and the hourly wage	22	I'm sorry. Does the Lieutenant Colonel have a
23	for a constable who has to do the job, what	23	document that he can share with us?
24	they're paid as an example, a full-time	24	
	Page 346		Page 348
1	firefighter, what they're paid, those would be	1	MR. FREEMAN:
2	comparisons when you're engaged in a search and	2	Today?
3	rescue mission.	3	RALPH, Q.C.:
4	MR. BLACKMORE:	4	Yes.
		-	
5	A. Mr. Budden, that number actually came from a	5	MR. FREEMAN:
5 6	study, and it is about 12, 15 years old. It's		MR. FREEMAN: No. But he had collected some statistics. He
6 7	study, and it is about 12, 15 years old. It's recognized and this was done throughout Canada	5	MR. FREEMAN: No. But he had collected some statistics. He intended to just speak to it.
6 7 8	study, and it is about 12, 15 years old. It's recognized and this was done throughout Canada and the United States, volunteerism, whether you	5 6 7 8	 MR. FREEMAN: No. But he had collected some statistics. He intended to just speak to it. RALPH, Q.C.:
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6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	 study, and it is about 12, 15 years old. It's recognized and this was done throughout Canada and the United States, volunteerism, whether you were playing volunteer at bingo or you were a volunteer search and rescue or a volunteer at the swimming pool, that was the hourly rate they came up with. And that was the only rate that we had that was actually on paper as a credible amount at that time. And we do know right now in most places, \$40 is what's used, but we stuck with what we got because we do have it in writing, and that's all. 	5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	 MR. FREEMAN: No. But he had collected some statistics. He intended to just speak to it. RALPH, Q.C.: That's fine. No worries. Yeah, that's fine. MR. FREEMAN: We can type it out if you need it? RALPH, Q.C.: Yeah, that's fine. MR. FREEMAN: Thanks. THE COMMISSIONER: Thank you very much. Once again, so grateful for your participation, your openness, and your respectfulness for each other's positions.

Octo	ber 5, 2021 Public Inquiry for Ground Search and Res	cue Respecting Lost and Missing Persons Page
	Page 349	
1	5 · · · · · · · · · · · · · · · · · · ·	
2	But that's the task we're given, and you've taken	
3	it on quite seriously. So we'll see you again	
4	tomorrow morning.	
5		
6	What time, sir?	
7	MR. BUDDEN:	
8	Ms. Bradley has a little bit of a drive ahead of	
9	her tomorrow, I believe.	
10		
11	Would 9:30, perhaps, be an appropriate time?	
12	THE COMMISSIONER:	
13	Works for me.	
14	MR. BUDDEN:	
15	Thank you.	
16	THE COMMISSIONER:	
17	9:30.	
18	THE CLERK:	
19	All rise. This Commission of Inquiry is	
20	concluded for the day.	
21		
22	(Inquiry is adjourned)	
23		
24		
1		
2		
3		
4	CERTIFICATE	
5		
6		
7		
8	I, Beverly Guest, of Elite Transcription, of	
9	St. John's, in the Province of Newfoundland	
10	and Labrador, hereby certify that the	
11	foregoing, numbered 1 to 349, dated	
12	October 5, 2021, is a true and correct	
13	transcript of the proceedings which has been	
14	transcribed by me to the best of my	
15	knowledge, skill and ability.	
16		
17		
18	Certified By:	
19	·	
20		
	Beverly Guest,	
21	Court Reporter	
22		
23		
23 24		
24		

Page 349 to 350

				Page
\$	12-year-old [1] - 239:6	2017 [1] - 325:19	7	331:21
Ŧ	125 [2] - 29:12, 30:3	2018 [1] - 7:5		aboard [2] - 111:15,
	13 [4] - 23:9, 77:10,	2021 [1] - 1:1		223:12
\$10 [1] - 339:4	78:2, 80:21	2022 [1] - 12:7	7 [6] - 65:1, 65:5,	absolute [1] - 236:8
5100,000 [1] - 270:12	130 [1] - 199:13	21 [1] - 29:16	129:4, 218:5, 237:3,	absolutely [2] -
\$130,000 [1] - 216:14	130-some [2] - 11:16,	2300 [1] - 20:1	337:20	285:13, 307:12
\$20,000 [3] - 336:7,	184:16	24 [12] - 19:21, 33:17,	70 [3] - 318:17, 319:8,	AC130 [1] - 298:22
339:4, 343:16		•••	320:4	academic [17] - 16:16,
\$25 [1] - 344:21	1300 [1] - 45:4	33:21, 64:24, 65:5,	72-day [1] - 37:14	
	13th [1] - 76:10	94:17, 129:4,	74 [2] - 94:8, 172:8	16:20, 22:3, 22:9,
\$26,000 [1] - 222:7	14 [3] - 94:13, 237:3,	151:18, 151:22,		26:4, 56:10, 89:22,
\$3,000 [3] - 170:18,	301:16	218:5, 336:2, 337:20	75 [1] - 240:23	100:21, 102:4,
335:22, 336:1	15 [9] - 20:2, 25:17,	24-hour [2] - 116:2,		140:4, 150:9,
\$30 [1] - 155:3	44:21, 44:22, 87:3,	344:22	8	153:21, 180:4,
\$40 [1] - 346:18	94:14, 236:1,	24/7 [1] - 195:8		180:7, 254:13,
500,000 [1] - 124:24	238:18, 346:6	2400 [4] - 54:24, 56:3,	0.000	303:11, 305:15
\$55 [1] - 345:11	15-day [1] - 44:20	61:13, 135:1	8,000 [1] - 73:6	academics [2] - 22:14
\$825 [1] - 84:21	16 [5] - 11:4, 128:22,	25 [4] - 155:3, 240:22,	80 [3] - 168:23, 248:3,	27:8
	236:8, 236:16,	270:12, 347:5	248:15	accept [1] - 235:2
I	344:23		800 [1] - 244:13	acceptable [2] -
		26 [1] - 10:2	810 [1] - 241:14	166:20, 221:16
	16-hour [1] - 115:24	•	83 [1] - 282:15	*
'60s [1] - 316:7	162 [2] - 77:2, 108:11	3	84 [1] - 289:1	accepted [4] - 13:14,
'70s [2] - 157:9, 316:7	17 [1] - 129:16		8s [1] - 237:2	30:14, 266:18,
'80s [1] - 67:9	18 [2] - 10:10, 97:22	2 (1) 47.02 244.7		325:21
'81 [1] - 45:19	18-year-old [1] - 94:13	3 [4] - 47:23, 344:7,	9	accident [1] - 211:10
	18-year-olds [1] - 94:9	344:16, 345:16	9	accomplished [1] -
'82 [2] - 45:19, 192:17	1800 [1] - 218:4	30 [3] - 207:20,		64:10
'89 [1] - 248:24	1873 [1] - 46:12	295:17, 318:18	90 [3] - 246:12, 248:3,	accomplishing [1] -
	18th [1] - 37:5	31-1 [1] - 267:14	248:15	126:24
0	190 [2] - 344:7, 344:12	35 [1] - 34:17	90-some [1] - 251:18	according [1] - 34:5
		360 [1] - 244:6		account [1] - 92:20
	1970 s [2] - 5:15, 13:5		90-some -odd [1] -	accountability [1] -
002 [1] - 219:8	1980 [2] - 37:5, 45:19	4	22:14	25:22
06 [1] - 218:4	1981 [1] - 192:17	-	90th [2] - 240:24,	-
	1986 [10] - 8:4, 10:20,		246:6	accountable [1] -
1	27:21, 46:8, 48:10,	4.3 [2] - 282:19,	911 [2] - 165:1, 165:2	25:21
	48:20, 49:2, 76:7,	282:24	99.9 [1] - 246:8	accreditation [1] -
	76:10	40 [2] - 236:18, 331:22		12:3
1 [1] - 246:12	1992 [2] - 8:22, 9:9	407 [2] - 67:18, 224:22	Α	accurately [1] -
1,000 [2] - 109:10,	1992-93 [1] - 12:11		~	306:23
219:5		412 [1] - 222:16		achieve [1] - 324:19
1.3 [1] - 34:14	1995 [2] - 46:14, 280:3		A-Star [5] - 81:13,	acreages [1] - 36:1
10 [8] - 15:15, 237:3,	1999 [2] - 5:22, 9:20	5	81:15, 220:4,	acronym [1] - 22:18
246:12, 282:20,	1:30 [1] - 177:11		222:13, 225:2	Act [7] - 262:17,
	1:45 [2] - 177:13,		abducted [1] - 133:19	
284.22 205.17				262:23, 263:4,
284:22, 295:17, 318:5	177:15	5 [2] - 1:1, 284:22	abduction 101 - 122 - 20	
318:5	177:15 1st [1] - 46:14	50 [9] - 137:9, 221:19,	abduction [2] - 133:20	267:13, 281:12,
318:5 10,000 [1] - 73:7		50 [9] - 137:9, 221:19, 240:23, 241:4,	ability [2] - 20:21,	281:21, 293:15
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2,	1st [1] - 46:14	50 [9] - 137:9, 221:19,	ability [2] - 20:21, 45:21	281:21, 293:15 act [4] - 11:1, 123:10,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23,		50 [9] - 137:9, 221:19, 240:23, 241:4,	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17,	281:21, 293:15
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16,	1st [1] - 46:14	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11,	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21,	281:21, 293:15 act [4] - 11:1, 123:10,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23,	1st [1] - 46:14	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12,	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6	1st [1] - 46:14 2	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5	1st [1] - 46:14 2 2.2 [1] - 271:6	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23,	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100 th [1] - 246:7 10s [1] - 237:1	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100 th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] -	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23,	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6 -to-1 [1] - 102:6	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23, 128:22, 151:21,	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24 200 [2] - 33:9, 151:20	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6-to-1 [1] - 102:6 6-year-old [1] - 239:4	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12, 193:12, 214:18,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21, 134:23, 135:18,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23, 128:22, 151:21, 237:9, 301:15,	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24 200 [2] - 33:9, 151:20 2001 [2] - 50:4, 50:9	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6-to-1 [1] - 102:6 6-year-old [1] - 239:4 6.6 [1] - 258:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12, 193:12, 214:18, 216:14, 220:22,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21, 134:23, 135:18, 137:24, 142:16,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23, 128:22, 151:21, 237:9, 301:15, 336:7, 346:6	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24 200 [2] - 33:9, 151:20	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6-to-1 [1] - 102:6 6-year-old [1] - 239:4	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12, 193:12, 214:18, 216:14, 220:22, 223:19, 223:23,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21, 134:23, 135:18, 137:24, 142:16, 143:3, 145:11,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23, 128:22, 151:21, 237:9, 301:15, 336:7, 346:6	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24 200 [2] - 33:9, 151:20 2001 [2] - 50:4, 50:9	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6-to-1 [1] - 102:6 6-year-old [1] - 239:4 6.6 [1] - 258:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12, 193:12, 214:18, 216:14, 220:22, 223:19, 223:23, 229:6, 262:21,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21, 134:23, 135:18, 137:24, 142:16,
318:5 10,000 [1] - 73:7 100 [9] - 15:2, 19:2, 66:14, 67:16, 67:23, 99:22, 228:16, 296:17, 320:6 100-point [1] - 318:5 100th [1] - 246:7 10s [1] - 237:1 11:00 [1] - 20:1 12 [8] - 33:21, 61:23, 128:22, 151:21, 237:9, 301:15,	1st [1] - 46:14 2 2.2 [1] - 271:6 20 [5] - 95:14, 97:22, 106:8, 284:23, 331:19 20-year-old [1] - 119:24 200 [2] - 33:9, 151:20 2001 [2] - 50:4, 50:9 2006 [1] - 6:12	50 [9] - 137:9, 221:19, 240:23, 241:4, 241:7, 244:11, 245:14, 270:12, 345:10 50th [1] - 241:13 6 6-to-1 [1] - 102:6 6-year-old [1] - 239:4 6.6 [1] - 258:13	ability [2] - 20:21, 45:21 able [33] - 6:4, 17:17, 20:21, 25:1, 45:21, 49:14, 50:8, 55:1, 63:5, 72:19, 83:4, 93:8, 102:4, 110:16, 125:9, 141:20, 161:3, 163:23, 168:1, 183:12, 193:12, 214:18, 216:14, 220:22, 223:19, 223:23,	281:21, 293:15 act [4] - 11:1, 123:10, 264:24, 267:18 acting [1] - 130:6 action [29] - 27:9, 28:19, 29:3, 33:20, 56:1, 58:7, 102:19, 103:4, 104:5, 118:8, 130:15, 131:10, 131:12, 131:21, 134:23, 135:18, 137:24, 142:16, 143:3, 145:11,

_	I	1	1	Page
161:13, 167:5,	advance [3] - 63:6,	149:7, 151:16,	aircraft [65] - 21:10,	allocation [3] -
167:13, 268:1,	100:13, 111:21	155:14, 155:21,	37:10, 66:4, 66:12,	179:17, 324:15
300:18	advanced [2] - 13:10,	159:23, 162:5,	66:13, 67:15, 67:17,	Allow [1] - 207:17
actions [1] - 56:16	107:16	167:24, 175:13,	74:24, 77:13, 77:24,	allow [4] - 60:4, 60:5,
activated [1] - 301:17	advantage [1] -	189:16, 192:13,	78:1, 78:2, 82:6,	208:13, 308:12
active [1] - 333:22	225:24	279:22, 286:18,	84:6, 108:9, 108:10,	allowed [3] - 88:20,
active [1] - 324:21		293:13, 307:19,	108:16, 108:22,	
• • • •	advantageous [3] -	328:2, 328:21	109:1, 109:9,	91:6, 131:4
activities [7] - 95:20,	45:21, 263:20, 292:4			allowing [2] - 216:13,
179:5, 179:9,	advent [1] - 49:13	agency [21] - 52:15,	109:13, 110:12,	338:4
185:10, 191:21,	AdventureSmart [2] -	52:19, 78:8, 85:2,	110:22, 111:15,	allows [10] - 52:10,
192:3, 200:4	107:4, 165:18	125:16, 131:19,	123:17, 128:13,	178:24, 179:15,
activity [2] - 182:6,	adversarial [2] -	131:20, 149:10,	169:3, 183:21,	179:20, 187:22,
182:20	281:10, 348:22	155:16, 180:22,	212:17, 212:18,	197:8, 205:9,
actors [1] - 255:12	advice [3] - 86:19,	199:2, 207:9,	213:17, 214:4,	206:24, 246:19,
acts [1] - 227:24	148:23, 234:8	207:11, 211:5,	214:6, 218:14,	276:14
actual [7] - 111:2,	advise [1] - 197:19	235:12, 273:22,	220:3, 220:9,	alluded [1] - 265:19
139:20, 201:21,	advised [1] - 284:21	274:8, 277:21,	220:13, 220:15,	almost [3] - 39:1,
244:20, 259:19,	advises [1] - 233:24	281:1, 301:12	220:19, 221:9,	89:21, 209:17
345:8, 347:3	advising [1] - 317:17	Agency [7] - 10:23,	221:24, 222:5,	altitude [3] - 73:8,
adage [1] - 59:6	aegis [1] - 273:15	36:7, 39:14, 170:18,	222:12, 223:12,	108:15, 213:8
Adams [1] - 38:3		260:4, 260:5, 261:11	223:21, 224:1,	amazing [1] - 331:17
	AEMA [1] - 260:13	AGMs [1] - 343:3	224:3, 224:5, 225:5,	amber [1] - 230:1
adapt [1] - 322:20	aerial [4] - 214:10,	ago [13] - 2:6, 5:10,	227:17, 283:3,	
adapted [1] - 197:20	214:11, 332:18	44:7, 66:5, 166:8,	283:11, 283:14,	Amber [1] - 230:2
adapting [1] - 15:5	aeronautical [6] -		283:21, 283:24,	ambigued [2] - 39:10,
add [2] - 141:20,	281:6, 285:18,	213:18, 216:1,		39:19
306:24	286:3, 297:9,	248:3, 248:15,	284:3, 284:4,	ambiguity [3] - 39:6,
added [6] - 9:23,	327:17, 333:11	295:17, 331:19,	284:17, 286:10,	53:3, 156:8
212:13, 213:3,	aeronautics [2] -	332:9	298:20, 299:1, 333:5	AME [2] - 220:14,
303:9, 308:1, 327:22	281:12, 281:21	ago [1] - 309:15	Aircraft [1] - 292:15	220:19
addition [1] - 317:15	Aeronautics [2] -	agree [9] - 21:20,	Aircrafts [1] - 220:22	America [4] - 27:15,
additional [1] - 128:5	281:12, 281:21	110:1, 143:7,	aircrafts [3] - 108:10,	250:12, 274:3,
address [6] - 161:11,	affect [2] - 65:21,	144:10, 273:11,	217:24, 219:19	312:22
197:22, 324:14,	75:20	304:14, 327:12,	airplane [2] - 73:22,	American [3] - 33:7,
326:18, 332:17,	affected [4] - 35:23,	327:14	285:20	36:24, 44:15
335:16		agreed [1] - 285:16	airplanes [2] - 162:8,	amount [4] - 124:22,
	37:8, 37:11, 299:17	agreement [5] -	285:17	
addressed [5] -	affects [2] - 37:12,	142:15, 155:12,	Alabama [1] - 12:13	260:8, 315:1, 346:15
303:19, 304:16,	280:24	156:7, 206:14, 290:1	albeit [1] - 289:9	anal [2] - 16:2, 60:23
325:19, 329:5,	affiliation [1] - 94:7	agreements [4] -	Alberta [45] - 6:5,	analyses [2] - 89:8,
335:13	afford [3] - 99:8,		6:24, 7:4, 8:7, 8:12,	89:9
addressing [1] - 124:3	251:12, 339:24	152:11, 157:1,		analysing [1] - 175:24
adds [1] - 183:23	afraid [1] - 97:9	157:7, 336:16	10:20, 10:22, 11:4,	analysis [20] - 69:11,
adequate [2] - 82:12,	after - action [5] - 29:3,	aha [1] - 161:15	11:5, 11:14, 16:7,	69:16, 71:19, 71:20,
122:8	102:19, 103:4,	ahead [9] - 39:20,	27:22, 32:3, 34:20,	93:1, 93:12, 102:12,
adequately [2] -	104:5, 300:18	42:2, 53:13, 60:10,	37:7, 44:18, 58:17,	128:7, 133:3,
45:13, 45:15	afternoon [4] - 3:10,	80:10, 137:18,	76:13, 78:16, 78:18,	176:18, 183:23,
adjust [5] - 59:23,	178:7, 287:5, 321:9	288:18, 329:8,	79:10, 157:4, 174:6,	195:14, 195:20,
60:5, 137:21,	afterwards [1] - 103:2	332:15	257:18, 258:11,	225:12, 240:14,
179:15, 246:20	age [4] - 94:3, 94:6,	ahold [1] - 148:21	259:21, 260:3,	242:19, 245:21,
adjusted [1] - 235:5	•	aid [7] - 98:11, 99:4,	260:5, 260:11,	301:6, 319:11, 345:6
• • • •	94:16, 119:21	100:14, 101:18,	260:12, 260:16,	analytical [1] - 243:8
djustments [1] -	agencies [39] - 10:2,	101:19, 102:9, 300:4	261:10, 261:13,	
280:22	23:9, 32:8, 33:18,	air [11] - 19:4, 47:19,	261:15, 267:12,	AND [1] - 2:22
administration [2] -	36:10, 51:16, 71:8,	66:17, 74:17, 76:20,	268:16, 269:24,	Anderson [5] -
53:12, 64:19	71:9, 75:3, 85:3,	142:8, 142:10,	270:8, 271:4, 271:7,	105:23, 227:9,
admit [1] - 321:3	85:8, 89:1, 89:2,		271:13, 272:4,	291:9, 341:16,
aunint [1] - 321.3	104:12, 112:20,	162:13, 235:24, 249:22, 328:10	272:15, 272:17	342:22
admitted [1] - 146:19		1 749 77 370 10	212.10, 212.11	Anderson 's [2] -
	114:17, 114:22,		Algoma 141 211-16	
admitted [1] - 146:19	114:17, 114:22, 120:10, 124:11,	Air [9] - 17:3, 56:20,	Algoma [1] - 211:16	68:19, 73:19
admitted [1] - 146:19 adopted [1] - 298:16 adult [1] - 241:12		Air [9] - 17:3, 56:20, 74:19, 111:6, 206:1,	alignments [1] - 196:3	
admitted [1] - 146:19 adopted [1] - 298:16	120:10, 124:11,	Air [9] - 17:3, 56:20,	-	68:19, 73:19

				Page
76:7	24:19, 69:3, 72:2,	18:24, 100:17,	67:10, 255:10,	availability [1] -
angle [4] - 108:19,	238:4, 251:5, 297:10	109:19, 186:4,	267:3, 321:18,	183:11
179:11, 221:6	area [55] - 11:5, 20:18,	192:4, 275:21,	322:11	available [15] - 80:16,
answer [9] - 117:20,	20:19, 35:24, 43:8,	305:4, 316:11,	associations [1] -	101:14, 101:17,
190:11, 222:21,	45:1, 80:8, 84:1,	321:15, 333:13	319:17	106:1, 113:4,
301:1, 317:7, 323:3,	84:3, 106:17, 109:1,	aspects [4] - 77:17,	assume [4] - 3:6,	184:15, 195:8,
325:1, 345:17	114:18, 121:13,	145:12, 323:5,	246:10, 277:8,	213:12, 217:24,
	123:6, 126:6, 129:2,	335:19	331:19	240:17, 309:7,
answering [1] - 88:15				
answers [1] - 344:1	134:14, 134:16,	assault [2] - 143:13,	assumed [1] - 46:9	309:8, 319:1,
anthrax [1] - 9:19	168:24, 181:5,	273:21	Assuming [1] - 320:16	331:17, 332:10
anticipate [1] - 12:6	181:6, 181:16,	Assessment [4] -	assumptions [2] -	Avalanches [1] -
anticipates [1] - 3:3	181:21, 183:13,	176:10, 176:16,	188:12, 195:17	234:15
antiquated [1] -	185:14, 185:18,	178:16, 201:10	atmosphere [1] -	Avalon [3] - 92:11,
263:11	187:3, 188:13,	assessment [47] -	229:10	123:1, 191:9
Anyway [1] - 286:6	198:21, 199:2,	68:4, 85:13, 85:14,	atmosphere -type [1] -	avenue [2] - 322:6,
anyway [3] - 128:11,	206:19, 213:14,	105:21, 176:4,	229:10	337:11
252:8, 347:12	214:21, 216:21,	178:16, 178:19,	atmospheric [1] - 70:4	avenues [6] - 112:2,
apart [1] - 51:10	219:22, 231:13,	180:17, 181:13,	attach [1] - 220:14	113:11, 147:15,
apologize [1] - 285:6	240:7, 240:13,	184:8, 186:23,	attached [3] - 13:6,	191:2, 229:13,
	241:17, 241:22,	188:2, 188:5, 188:8,	63:15, 224:23	294:12
apparatus [3] -	242:18, 244:3,	195:23, 198:17,	attachment [1] - 106:5	avoid [3] - 208:1,
333:20, 336:15	245:11, 245:12,	199:1, 199:10,		240:2, 304:6
apparent [1] - 304:4	247:7, 252:22,	202:2, 206:19,	attempt [1] - 228:16	
appear [2] - 263:7,	275:15, 275:22,		attend [2] - 181:19,	awarded [1] - 50:8
303:17	275:24, 276:7,	229:5, 229:12,	203:1	aware [7] - 1:8,
appearance [1] -		229:14, 229:21,	attended [3] - 12:14,	186:22, 236:19,
307:14	281:7, 285:3,	230:4, 230:23,	91:1, 91:14	266:1, 270:8,
appearances [1] -	296:11, 296:24,	234:3, 235:1, 235:5,	attendees [1] - 12:20	298:15, 330:23
1:11	319:15	253:20, 254:7,	attending [2] - 5:12,	awareness [9] - 62:20
appeared [1] - 233:8	areas [21] - 54:6,	255:3, 258:1, 258:6,	312:22	63:8, 63:20, 63:23,
applications [1] -	68:22, 135:20,	274:18, 274:24,	attention [4] - 224:5,	64:7, 146:10,
298:9	164:18, 182:24,	275:1, 275:9,	265:3, 290:15,	186:11, 246:16,
230.3	184:12, 185:24,	075.17 076.0		
onnhy (1) 200,17	104.12, 100.24,	275:17, 276:8,	202.12	308:8
apply [1] - 209:17	187:11, 190:21,	276:19, 276:24,	292:12	308:8
appreciate [8] - 90:9,	187:11, 190:21,	276:19, 276:24,	attests [1] - 17:16	
appreciate [8] - 90:9, 93:22, 95:23,	187:11, 190:21, 192:1, 192:10,	276:19, 276:24, 277:16, 278:2,	attests [1] - 17:16 attract [1] - 339:20	^{308:8}
appreciate [8] - 90:9,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3,	
appreciate [8] - 90:9, 93:22, 95:23,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] -	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23	В
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3,	B B.C [11] - 258:9,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23	B B.C [11] - 258:9, 258:12, 262:12,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] -	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] -	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] -	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] -	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] -	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 argument [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] -	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] -	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19,	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] - 333:6	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approvel [1] - 188:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19, 142:6	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5 arriving [1] - 30:5	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1,	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] - 333:6 Auxiliary [11] - 56:23,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21, 185:4, 335:20,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19, 142:6 apps [2] - 107:1, 107:5	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5 arriving [1] - 30:5 arrogant [1] - 246:7	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1, 328:21	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 authorize [1] - 297:8 authorize [1] - 333:6 Auxiliary [11] - 56:23, 105:2, 106:14,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21, 185:4, 335:20, 335:21
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19, 142:6 apps [2] - 107:1, 107:5 April [1] - 46:14	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5 arriving [1] - 30:5 arrogant [1] - 246:7 art [1] - 238:23	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1, 328:21 associated [2] -	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] - 333:6 Auxiliary [11] - 56:23, 105:2, 106:14, 114:8, 116:14,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21, 185:4, 335:20,
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19, 142:6 apps [2] - 107:1, 107:5 April [1] - 46:14 AR [1] - 88:22	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5 arriving [1] - 30:5 arrogant [1] - 246:7 art [1] - 238:23 articulate [2] - 20:15, 20:22	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1, 328:21 associated [2] - 13:21, 209:23	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] - 333:6 Auxiliary [11] - 56:23, 105:2, 106:14, 114:8, 116:14, 117:1, 155:23,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21, 185:4, 335:20, 335:21
appreciate [8] - 90:9, 93:22, 95:23, 266:18, 306:6, 312:15, 317:7, 317:8 appreciation [2] - 87:20, 123:16 approach [1] - 345:19 approaching [1] - 217:12 appropriate [2] - 56:1, 58:7 appropriately [1] - 307:3 approval [1] - 180:13 approve [6] - 138:24, 139:2, 139:6, 139:14, 139:24, 143:17 approved [1] - 159:22 approving [3] - 139:19, 140:19, 142:6 apps [2] - 107:1, 107:5 April [1] - 46:14	187:11, 190:21, 192:1, 192:10, 199:11, 224:9, 247:8, 250:21, 276:11, 288:20, 294:22, 317:24, 318:4, 330:16 Argo [1] - 186:17 arguments [1] - 55:21 arguments [1] - 98:17 arise [1] - 6:12 arm [2] - 108:19, 108:24 armed [1] - 253:8 Army [1] - 5:11 army [3] - 19:4, 47:20 arrangement [1] - 34:23 arranging [1] - 249:22 arrive [1] - 137:5 arriving [1] - 30:5 arrogant [1] - 246:7 art [1] - 238:23 articulate [2] - 20:15,	276:19, 276:24, 277:16, 278:2, 278:10, 315:24 assessments [1] - 229:19 asset [3] - 183:22, 215:10, 314:21 assets [4] - 66:21, 162:4, 163:5, 286:15 assign [2] - 62:10, 62:14 assignment [2] - 63:18, 118:9 assist [9] - 11:21, 17:10, 44:10, 125:2, 162:4, 181:24, 203:3, 322:1, 337:12 Assistant [1] - 261:6 assisting [7] - 9:17, 89:1, 155:13, 155:16, 326:1, 328:21 associated [2] - 13:21, 209:23 association [1] -	attests [1] - 17:16 attract [1] - 339:20 ATV [3] - 166:3, 186:17, 338:23 ATVs [3] - 49:14, 169:2, 338:22 Audio [1] - 309:15 audio [1] - 171:24 Aurora [1] - 219:19 auspices [1] - 26:10 authoring [1] - 9:10 authorities [1] - 205:15 authority [9] - 39:6, 39:10, 39:19, 144:3, 205:21, 206:7, 263:6, 265:17, 273:15 authorize [1] - 297:8 autonomous [1] - 333:6 Auxiliary [11] - 56:23, 105:2, 106:14, 114:8, 116:14,	B B.C [11] - 258:9, 258:12, 262:12, 262:16, 263:5, 263:12, 279:4, 289:18, 289:19, 290:3, 314:24 B.Ctype [1] - 261:1 B3 [3] - 81:13, 220:4, 225:2 babysit [1] - 43:5 backbone [1] - 79:2 background [8] - 5:7, 6:15, 6:16, 16:17, 16:20, 58:10, 76:3, 228:2 backing [2] - 125:1, 265:17 backpack [4] - 70:21, 185:4, 335:20, 335:21 backpacker [2] -

Page	4	to	4
------	---	----	---

	1			Page
backward [2] - 243:5,	bear-proof [1] -	245:22	bilateral [1] - 290:1	boat [2] - 163:7, 212:8
243:10	193:14	beside [4] - 23:22,	Bill [8] - 12:24, 36:20,	boats [2] - 163:6,
backyard [1] - 122:24	bearing [3] - 94:4,	37:17, 283:21, 284:4	36:22, 36:24, 38:20,	163:12
backyards [1] - 43:15	188:14, 195:17	best [29] - 19:8, 19:9,	40:1, 41:17, 42:18	body [8] - 106:15,
bad [2] - 170:10, 194:6	beat [1] - 227:19	28:9, 51:22, 52:2,	bill [1] - 36:15	126:20, 160:21,
bag [1] - 224:24	beating [1] - 200:11	92:15, 112:4,	billion [1] - 34:14	161:5, 243:9,
ball [1] - 218:16	beauty [1] - 164:13	138:18, 138:21,	billions [1] - 78:22	243:11, 260:15,
band [1] - 11:15	became [1] - 304:4	142:16, 142:23,	bingo [1] - 346:9	260:23
Banff [4] - 8:14, 45:20,	become [5] - 16:2,	161:8, 165:7,	biologist [2] - 76:17,	bond [4] - 120:9,
76:14, 76:15	17:23, 330:5,	200:12, 228:14,	110:11	120:12, 123:19,
bar [2] - 59:13, 168:16	335:11, 337:21	229:2, 236:12,	bios [1] - 5:8	144:11
barely [1] - 74:12	becomes [4] - 68:1,	240:10, 245:22,	bit [12] - 3:13, 86:6,	Book [4] - 101:24,
Barry [7] - 68:19,	283:22, 284:4,	256:6, 258:6,	149:22, 149:24,	122:10, 122:11,
68:20, 73:19,	337:21	286:17, 310:11,	180:7, 227:2, 229:1,	166:7
105:23, 291:9,	becoming [1] - 187:8	313:7, 315:18,	275:19, 281:5,	book [8] - 102:15,
341:16, 342:22	bed [5] - 35:10,	316:24, 317:17,	308:12, 317:12,	103:20, 163:24,
Bartlett [1] - 312:7	102:22, 102:23,	332:1, 340:22	342:3	184:15, 199:13,
base [5] - 35:14, 54:6,	245:10, 247:5	better [36] - 28:17,	black [1] - 218:23	305:20, 306:10
183:16, 243:20,	Bedford [1] - 226:11	33:14, 40:24, 41:1,	black - and - white [1] -	books [4] - 13:19,
338:6	bees [1] - 214:13	41:4, 41:21, 42:19,	218:23	57:20, 166:19, 202:7
based [39] - 21:13,	beginning [5] - 28:5,	42:23, 48:4, 48:5,	BLACKMORE [8] -	Books [2] - 102:13,
32:2, 56:11, 59:24,	70:9, 95:17, 150:10,	48:22, 79:12, 89:14,	140:23, 259:18,	131:7
62:5, 71:13, 85:18,	311:7	123:15, 130:2,	272:3, 272:14,	Bookstore [1] -
		130:14, 131:24,	272:18, 338:10,	199:14
102:12, 108:15,	beginnings [1] - 12:11	146:8, 146:17,	340:7, 346:4	boots [5] - 118:6,
124:8, 133:11,	begs [1] - 331:24	146:23, 162:23,	Blackmore [32] -	126:8, 152:22,
134:9, 147:6,	behalf [2] - 55:23,	164:18, 168:6,	11:24, 26:15, 49:24,	340:10, 340:20
159:24, 162:3,	123:13	175:2, 197:3,		born [1] - 126:17
168:1, 170:8, 186:7,	behaviour [10] -	201:22, 213:19,	67:19, 74:10, 79:5, 88:11, 98:13, 98:16,	borrowed [1] - 97:12
189:18, 207:22,	128:7, 148:2, 169:6,	250:12, 251:7,		
216:18, 219:11,	169:14, 176:1,	252:11, 286:17,	109:24, 113:15,	borrowing [1] - 209:7
221:15, 229:8,	238:22, 240:9,	314:4, 322:16,	140:17, 143:8,	bottom [2] - 81:17,
234:2, 234:16,	240:11, 240:18,	334:1, 343:6, 343:7	156:12, 156:16,	218:9
240:21, 241:4,	302:18	between [20] - 24:18,	163:4, 163:21,	bought [1] - 32:21
242:4, 242:18,	Behaviour [2] - 13:4,	28:3, 28:24, 31:11,	170:17, 170:22,	box [6] - 31:4, 31:6,
244:20, 244:21,	242:10	81:4, 98:23, 100:8,	172:5, 174:3, 198:2,	102:17, 212:5,
245:21, 275:24,	behind [4] - 23:22,	106:11, 141:2,	210:8, 211:9,	212:6, 325:4
279:18, 314:12,	24:12, 25:12, 37:17	142:15, 148:23,	211:15, 238:4,	boy [4] - 41:10, 44:14,
318:10, 320:7,	believer [1] - 13:19	149:9, 155:12,	271:5, 310:4,	48:9, 84:15
320:18	bell [1] - 245:1	155:13, 161:23,	310:19, 335:6,	boys [2] - 35:16,
basic [6] - 12:5,	Bell [4] - 67:18, 81:16,	164:20, 173:24,	335:17, 338:9	341:17
104:21, 105:18,	222:16, 224:21	220:12, 230:24,	Blackmore 's [1] -	BP [1] - 27:17
150:23, 221:4, 221:5	belonging [1] - 343:18	299:13	344:8	BRADLEY [1] - 1:22
basis [5] - 110:14,	belongs [1] - 215:23	beyond [4] - 14:16,	blanks [1] - 229:23	Bradley [4] - 1:23,
148:12, 201:16,	below [5] - 20:2,	203:12, 245:14,	blasts [1] - 38:11	178:8, 331:9, 347:14
207:1, 336:24	228:17, 236:2,	344:17	blew [1] - 37:5	branch [2] - 11:2, 11:6
bay [1] - 69:8	236:18, 318:6	big [16] - 13:19, 24:4,	blizzard [2] - 74:8,	branches [1] - 168:17
Bay [2] - 163:3, 209:6	belt [1] - 127:9	25:15, 31:8, 31:21,	234:21	brand [1] - 148:19
BC [6] - 158:15,	benchmarks [2] -		blizzards [2] - 234:16,	Break [1] - 177:19
158:16, 158:17,	166:18, 167:3	35:16, 45:8, 51:11,	234:23	break [20] - 3:6, 24:5,
158:18, 168:4	benefactor [1] -	190:19, 193:15,	block [1] - 40:9	84:15, 86:6, 87:3,
Beach [2] - 10:7,	289:14	251:17, 255:7,	blood [1] - 168:13	94:3, 120:14,
158:9	beneficial [1] - 296:14	318:7, 341:6, 343:9,	Blow [1] - 306:13	170:19, 171:15,
Beacon [2] - 292:10,	benefit [6] - 65:5,	343:11	blueprint [1] - 206:9	177:11, 193:18,
292:22	176:18, 190:16,	bigger [3] - 84:1,	board [2] - 217:24,	286:24, 287:15,
beacon [1] - 292:14	195:19, 231:16,	168:5, 333:3	322.12	305:3, 305:8,
beacons [1] - 293:2	345:6	Bighorn [1] - 81:5	boardroom [1] - 23:2	314:12, 314:15,
beam [1] - 34:3	berries [2] - 245:23,	Bight [1] - 68:21	boardwalk [1] - 69:19	318:4, 321:24
bear [2] - 161:3,	245:24	bikes [2] - 94:16,	boardwalks [1] -	breaking [2] - 23:23,
		169:1		
193:14	berry [2] - 169:10,	biking [1] - 199:23	185:16	94:22

			-	Page
breaks [1] - 114:2	171:14, 171:19,	214:5, 232:21,	206:11, 215:5,	282:1
breath [1] - 3:8	172:1, 177:12,	254:23, 279:12,	217:12, 240:18,	cars [1] - 43:18
breathing [1] - 49:10	178:1, 226:5,	337:9, 338:3	240:19, 255:14,	CASARA [17] - 77:12,
briefed [1] - 169:23	226:23, 235:17,	busy [6] - 8:18, 99:15,	267:4, 277:3, 278:6,	107:14, 109:20,
briefing [1] - 308:5	238:21, 246:4,	125:10, 125:11,	281:4, 289:24,	111:8, 111:9, 113:7,
briefings [1] - 64:9	247:13, 286:16,	143:23, 308:10	293:14, 313:3,	114:9, 116:14,
briefly [3] - 107:24,	287:9, 288:1,	Butler [1] - 77:19	314:5, 319:4,	124:13, 155:23,
111:20, 309:14	304:17, 311:19,	Butter [1] - 275:14	319:21, 320:14,	159:20, 212:12,
	311:23, 331:7,	button [1] - 334:2	346:7	213:1, 213:7, 216:2,
brilliant [1] - 325:24	331:14, 332:21,	buy [4] - 154:22,	Canada 's [1] - 50:8	256:12
bring [17] - 10:10,	334:15, 339:18,	270:1, 338:17,	Canadian [30] - 5:11,	cascade [2] - 72:9,
23:7, 23:8, 86:1,	344:2, 344:15,	340:16	5:19, 13:1, 17:3,	113:24
110:19, 110:21,	345:12, 346:21,		32:2, 47:18, 56:20,	
112:3, 122:5, 129:7,	347:1	buys [1] - 258:13		case [20] - 15:16,
152:11, 161:3,	budget [5] - 196:22,		74:19, 105:1, 105:2,	17:14, 31:2, 34:2,
170:1, 192:24,		C	106:14, 111:6,	39:11, 67:3, 76:20,
301:8, 307:23,	196:24, 269:5,		- 114:7, 116:15, 117:2, 124:12	88:2, 114:12,
315:1, 319:10	269:11, 270:20	C-130 [1] - 108:11	117:2, 124:12,	129:12, 130:10,
bringing [5] - 47:7,	budgets [1] - 112:21	Cabinet [1] - 58:16	124:15, 187:15,	161:19, 184:3,
104:19, 108:23,	bugbear [1] - 58:10		206:1, 213:5,	187:1, 224:13,
108:24, 140:13	bugbears [1] - 164:9	cache [1] - 193:9	221:15, 251:4,	241:14, 283:15,
brings [2] - 59:4, 92:5	build [9] - 16:9,	calculate [2] - 229:7,	283:22, 291:11,	298:8, 304:3, 328:6
British [16] - 32:1,	120:11, 122:18,	232:23	291:12, 291:14,	caseload [1] - 105:15
37:6, 47:20, 51:17,	123:20, 126:21,	calculated [2] -	297:10, 316:3, 316:5	caseloads [1] - 105:16
66:1, 79:9, 200:15,	157:2, 176:17,	230:12, 230:14	candy [1] - 168:15	cases [16] - 7:23,
257:18, 264:2,	178:24, 211:3	calculations [1] -	canine [4] - 13:3, 60:9,	17:20, 20:5, 23:24,
269:14, 289:24,	building [11] - 20:2,	190:16	62:10, 220:8	28:15, 71:10, 127:5,
313:5, 320:16,	134:2, 134:22,	calculus [1] - 153:20	canines [1] - 41:19	232:14, 239:10,
320:18, 321:3, 324:8	174:5, 174:16,	calendar [1] - 194:10	Canmore [1] - 76:13	241:5, 244:20,
broke [3] - 30:4,	187:23, 188:3,	Calgary [7] - 8:16,	cannot [5] - 86:16,	253:2, 276:12,
81:17, 178:14	209:8, 209:9, 270:24	11:5, 32:3, 34:15,	99:9, 212:13, 236:5,	348:24
broken [4] - 69:19,	buildings [3] - 134:14,	270:5, 270:8, 298:21	316:20	cast [2] - 70:7, 71:4
168:17, 183:7, 184:6	209:12, 321:20	calibrate [1] - 228:11	canoeing [1] - 181:20	casualties [1] - 78:3
bronze [1] - 51:17	builds [3] - 176:5,	California [1] - 27:18	capabilities [1] -	casualty [4] - 17:13,
	176:6, 200:22	callout [2] - 10:21,	179:23	75:16, 81:8, 223:11
Brook [1] - 92:11	built [3] - 129:11,	155:4	capability [17] - 31:12,	catastrophic [1] -
Brooks [1] - 270:9	197:11, 203:13	camp [2] - 183:16,	31:15, 31:17, 42:3,	38:15
brothers [1] - 4:9	bullet [2] - 131:24,	238:12		
brought [13] - 26:16,			73:13, 87:21, 185:2,	catch [1] - 3:8
94:2, 113:15, 120:2,	320:24	campers [1] - 43:18	220:10, 222:5,	categorically [1] -
175:12, 211:9,	bunch [8] - 39:11,	campground [5] -	222:8, 222:17,	128:19
224:4, 264:21,	40:1, 43:5, 79:10,	134:13, 134:16,	251:24, 253:3,	categories [3] - 30:4,
265:3, 285:6,	151:15, 158:23,	134:21, 135:3,	280:24, 332:19,	147:9, 147:14
292:12, 300:11,	165:19, 175:22	137:11	333:17, 334:2	categorizing [1] -
301:9	Bureau [1] - 78:20	campgrounds [1] -	capable [1] - 242:7	305:18
Brown [1] - 36:18	buried [2] - 35:4, 35:7	76:24	capacity [4] - 31:12,	caught [1] - 246:15
Brunswick [1] - 324:7	burning [1] - 210:13	camping [2] - 96:1,	42:3, 73:13, 87:20	causes [1] - 301:22
brutally [1] - 225:16	burnout [2] - 330:18	181:19	capital [1] - 78:19	causing [3] - 143:14,
brutes [1] - 24:4	Burton [1] - 227:13	camps [1] - 54:7	Captain [1] - 312:7	182:15, 223:14
bucks [1] - 31:21	bush [1] - 48:1	Canada [49] - 8:23,	car [1] - 185:5	ceiling [1] - 236:2
Budden [10] - 2:2,	business [33] - 2:14,	9:5, 9:8, 12:4, 16:4,	care [2] - 335:6,	celebrate [1] - 227:23
22:2, 57:16, 79:24,	15:6, 34:23, 42:9,	26:10, 26:12, 35:7,	343:23	cell [1] - 144:17
104:4, 234:19,	48:5, 48:23, 59:1,	45:19, 48:21, 51:23,	career [1] - 48:4	Central [3] - 6:5, 8:7,
286:23, 312:3,	68:3, 79:12, 89:15,	52:21, 78:19, 78:20,	careful [3] - 15:8,	8:12
338:11, 346:5	113:8, 118:24,	79:6, 92:15, 112:11,	15:21, 324:24	centre [8] - 21:3,
	132:16, 145:3,	114:7, 115:12,	cargo [1] - 179:11	158:14, 158:18,
BUDDEN [40] - 2:3, 2:10 3:1 4:3 87:2	156:5, 156:19,	124:14, 140:8,	carried [2] - 129:8,	158:20, 159:7,
2:19, 3:1, 4:3, 87:2,	156:20, 157:1,	153:17, 160:1,	156:5	160:4, 161:6, 166:21
87:13, 107:18,	159:7, 167:15,	162:9, 170:18,	carry [1] - 193:12	
111:1, 131:22,	168:6, 174:17,	181:13, 181:23,		Centre [3] - 37:15,
136:5, 149:21,	187:1, 195:15,	186:2, 186:13,	carrying [1] - 182:1	152:8, 159:10
150:3, 152:2,	204:9, 208:18,	187:10, 200:13,	CARs [2] - 215:5,	centres [2] - 54:7,
	204.3, 200.10,	, 200110,		

		<u> </u>		Page 6
191:22	changed [11] - 7:24,	CISM [3] - 101:10,	337:20, 338:14,	313:6, 320:16,
certain [25] - 25:20,	28:8, 28:17, 48:20,	122:1, 197:16	338:16	320:18, 324:8
58:12, 77:17, 80:8,	49:2, 72:7, 181:6,	cited [1] - 248:1	clue [2] - 168:15,	Columbians [1] -
84:9, 108:19,	206:16, 214:5,	citizen [1] - 153:12	273:20	321:3
114:18, 175:22,	217:1, 284:16	citizens [2] - 29:17,	clues [8] - 31:21,	combination [2] -
182:24, 187:19,	changeover [1] -	68:6	43:15, 59:24,	54:5, 55:8
216:19, 228:18,	163:5	Citizens [2] - 1:18,	118:12, 118:13,	comfort [2] - 234:16,
229:13, 236:2,	changes [15] - 49:11,	312:5	118:15, 168:13,	235:2
236:9, 243:15,	49:15, 68:14, 69:5,	City [1] - 298:21	243:14	comfortable [2] -
253:2, 260:8,	71:12, 148:1,	city [6] - 23:4, 43:7,	clusters [1] - 193:5	126:18, 173:2
262:16, 283:7,	203:19, 211:19,	184:20, 270:7,	coast [4] - 27:18, 83:5,	coming [38] - 14:17,
283:15, 334:10,	212:10, 215:6,	298:23, 298:24	123:3, 324:4	22:15, 41:11, 43:13,
336:17, 340:2	219:11, 295:13,	Civil [1] - 215:5	Coast [26] - 56:23,	44:2, 45:6, 60:1,
certainly [30] - 15:22,	296:6, 302:3, 302:4	civil [2] - 65:9, 117:9	69:14, 72:3, 74:18,	62:6, 86:23, 107:9,
28:16, 90:10, 103:3,	changing [12] - 8:24,	civilian [2] - 19:14,	105:1, 106:14,	118:7, 118:8,
108:13, 109:10,	49:9, 49:10, 70:5,	297:8	106:16, 114:7,	134:15, 137:5,
117:23, 178:23,	71:1, 72:21, 74:7,	civilians [1] - 114:24	115:11, 116:14,	138:1, 139:7, 149:4,
179:22, 184:13,	116:1, 163:6, 203:9,	claims [1] - 270:18	117:1, 124:12,	160:5, 163:24,
185:23, 186:23,	250:24, 294:22	clarify [1] - 207:23	155:23, 159:21,	167:7, 167:10,
194:5, 197:18,	chaos [1] - 86:2	Class [1] - 220:18	164:10, 176:24,	172:12, 172:19,
199:18, 200:12,	Chapters [1] - 199:14	class [1] - 67:18	182:11, 182:22,	174:17, 175:6,
211:9, 213:1,	characteristic [1] -	classes [1] - 104:20	190:22, 191:24,	181:19, 183:24,
224:13, 226:14,	305:9	classroom [1] -	256:12, 293:8,	187:10, 188:16,
233:9, 234:12,	characterized [2] -	106:20	293:17, 342:16	211:16, 225:18,
237:15, 241:13,	307:1, 307:3		coastal [1] - 290:20	227:18, 260:10,
281:9, 309:3, 328:1,	charge [9] - 36:18,	cleanup [1] - 32:23	coastline [1] - 134:12	278:15, 303:5,
333:3, 333:10,	39:8, 39:9, 39:13,	clear [4] - 30:10,	Code [2] - 26:11,	320:11, 324:12,
337:10	39:14, 39:16, 39:22,	90:16, 200:6, 318:21	26:12	341:5
Certainly [2] - 229:5,	303:14	Clearwater [5] - 6:4,	codes [1] - 26:14	Command [1] - 59:14
333:14	Charles [1] - 50:5	8:7, 8:12, 9:14, 44:17	cognizant [2] -	command [61] - 20:11,
Cessna [2] - 77:2,	chart [2] - 93:12,		290:24, 302:18	21:16, 26:5, 26:17,
108:11	93:13	Clerk [4] - 2:13, 282:13, 344:6,	coincidence [1] -	26:20, 26:23, 27:2,
cetera [12] - 63:7,	cheaper [1] - 225:6	344:12	289:19	27:5, 33:4, 33:9,
123:3, 173:13,	check [11] - 31:4,	CLERK [10] - 1:3,	cold [2] - 72:15,	33:15, 33:23, 47:10,
173:17, 176:19,	31:6, 43:16, 46:16,		337:19	47:16, 51:14, 51:19,
180:11, 185:20,	102:17, 130:24,	2:17, 87:5, 87:10,	colleagues [1] -	51:22, 52:6, 52:23,
197:5, 213:13,	134:11, 134:15,	177:16, 177:21, 287:17, 287:22,	323:10	53:4, 53:6, 53:16,
243:21, 303:13	134:19, 164:1,	329:11, 344:13	collected [2] - 229:23,	53:20, 54:7, 55:9,
challenge [10] - 4:1,	229:24		348:6	55:10, 55:18, 56:10,
10:2, 10:5, 13:8,	checklist [1] - 317:23	cliff [2] - 81:23, 243:21	collecting [1] - 175:23	57:1, 59:4, 61:9,
14:7, 102:5, 326:8,	chief [9] - 21:2, 55:23,	cliffs [1] - 194:1	collection [3] - 173:4,	62:22, 63:10, 63:24,
326:10, 326:18,	62:18, 64:5, 150:18,	climate [2] - 294:22,	175:12, 302:14	64:5, 64:17, 78:9,
335:10	212:15, 212:19,	295:12	collections [1] - 128:6	115:17, 127:15,
challenges [2] -	231:1, 233:24	climb [1] - 243:19	collision [1] - 143:15	127:17, 128:23,
161:19, 323:18	child [12] - 133:17,	climber [1] - 66:10	Colonel [12] - 162:18,	130:19, 131:5,
chance [6] - 3:8,	133:19, 133:20,	climbing [1] - 199:21	228:8, 235:19,	135:24, 143:9,
110:19, 226:15,	133:22, 145:9,	clinical [1] - 331:3	235:20, 238:17,	149:14, 150:6,
247:1, 262:14,	221:21, 228:23,	close [5] - 37:18, 81:1,	285:1, 285:11,	150:7, 150:11,
286:24	239:4, 239:5, 239:6,	138:7, 184:19,		151:4, 152:22,
chances [1] - 182:19	245:16	190:24	285:13, 287:1,	156:3, 173:2,
change [21] - 28:6,	children [2] - 302:10,	closely [1] - 17:9	287:12, 347:16,	198:10, 200:10,
46:7, 62:5, 70:23,	302:12	closer [3] - 241:3,	347:22	200:18, 200:24,
71:2, 71:21, 75:17,	choice [1] - 116:15	245:5, 345:10	colour [2] - 219:2, 331:21	237:19, 328:12
85:5, 125:13,		closest [1] - 215:10		commander [16] -
165:14, 170:13,	Chris [1] - 77:19	closets [1] - 43:17	coloured [2] - 218:24,	14:11, 20:9, 55:21,
196:16, 207:22,	circles [3] - 110:13,	clothed [1] - 341:17	219:1	62:19, 133:7, 138:4,
209:19, 212:10,	244:6, 244:10	clothes [2] - 341:2,	Columbia [11] - 37:6,	141:3, 142:4,
217:14, 258:12,	circular [1] - 247:9	341:22	79:10, 200:15,	150:19, 232:7,
265:13, 277:11,	circumstances [1] -	clothing [6] - 74:1,	257:18, 264:3,	233:13, 233:19,
294:22, 295:12	322:22	335:19, 337:5,	269:14, 289:24,	233:24, 234:1,
				,,,

				Page
239:15, 250:8	common [4] - 54:14,	compensation [2] -	conclusion [1] - 251:7	121:14, 235:8,
commands [1] - 21:3	174:23, 196:4, 320:8	211:11, 322:3	conclusions [2] -	235:10, 246:20
commend [1] - 329:19	comms [2] - 82:22,	competency [7] -	188:17, 195:18	constitute [1] - 2:11
commended [1] -	83:8	12:2, 94:1, 94:6,	condition [2] - 74:8,	constraints [1] -
316:21	communicate [7] -	119:22, 122:15,	247:5	206:19
commensurate [1] -	54:13, 138:6,	166:14, 252:4	conditions [11] - 69:7,	consult [3] - 189:15,
184:10	138:13, 143:16,	competent [5] - 16:21,	69:23, 70:4, 162:8,	190:7, 237:12
comment [10] - 67:6,	143:19, 157:13,	26:3, 119:9, 127:10,	197:3, 206:22,	Consultant [1] - 1:24
147:1, 207:18,	310:11	171:4	213:13, 227:20,	consultant [1] - 2:6
207:20, 209:5,	communicating [1] -	competing [3] - 116:8,	229:10, 229:17,	consultation [1] -
310:16, 318:22,	309:22	116:11, 116:19	296:6	280:2
327:3, 328:9, 335:6	communication [6] -	complete [13] - 12:7,	conducive [1] -	consulting [1] -
comments [6] - 82:22,	138:6, 299:10,	68:7, 121:22, 124:1,	212:17	180:24
126:5, 207:17,	299:13, 299:24,	130:1, 176:10,	conducted [1] -	contact [6] - 142:10,
208:6, 305:18,	300:9, 311:1	176:13, 178:19,	303:14	164:2, 173:18,
306:23	communications [12]	201:18, 205:14,	conducting [1] -	206:4, 296:8
commercial [1] -	- 38:21, 39:3,	255:1, 278:6, 345:8	229:18	contacts [2] - 7:3,
253:14	153:21, 157:12,	completed [8] - 12:19,	conduit [1] - 159:15	293:18
Commission [7] - 1:4,	157:15, 213:14,	15:3, 15:4, 68:4,	conference [1] - 13:14	containers [1] -
70:14, 87:11,	293:18, 299:14,	145:4, 176:16,	Conference [2] -	193:15
141:22, 177:22,	300:21, 303:4,	199:11, 201:9	12:12, 12:16	containment /
178:2, 287:23	303:18, 304:15	completely [1] - 61:6	conferences [4] -	confinement [3] -
Commissioner [29] -	communities [24] -	complex [2] - 65:24,	12:10, 12:18, 12:21,	62:13, 83:24, 135:7
1:5, 1:6, 2:4, 3:16,	44:9, 68:24, 116:22,	68:12	312:23	contentious [1] -
3:20, 5:4, 36:3,	124:8, 124:9, 144:7,	complexities [1] -	confidence [1] - 86:10	196:8
87:14, 87:19,	145:21, 194:17,	137:3	conflict [2] - 133:18,	contextualize [1] -
138:17, 165:6,	211:4, 252:1,	complexity [5] -	208:1	149:24
171:16, 177:8,	289:13, 289:21,	69:11, 69:16, 71:19,	conflicting [2] - 79:20,	continue [10] - 20:17,
178:12, 198:14,	290:3, 290:6, 290:9,	71:20, 183:23	80:14	63:7, 87:15, 136:3,
199:6, 226:6, 233:8,	290:10, 290:17,	complicated [4] -	confusing [3] - 65:24,	141:15, 166:1,
247:15, 273:18,	290:20, 291:1,	56:9, 180:10, 281:7,	68:13, 183:8	316:8, 329:3, 331:6,
274:10, 274:15,	292:13, 294:24,	285:9	confusion [1] - 79:19	343:9
277:15, 287:16,	296:18, 330:2,	component [1] -	congress [1] - 29:1	continues [1] - 130:11
288:2, 329:1, 331:8,	330:16	154:14	consecutive [1] -	continuing [1] - 15:18
343:4, 347:7	community [20] -	components [1] -	236:17	
COMMISSIONER [32]	50:22, 51:5, 51:10,	296:15		continuity [2] - 52:10,
- 1:7, 1:20, 2:1,	68:18, 69:1, 144:9,	composition [1] -	conservation [2] -	267:8 continuous [5] -
3:17, 34:9, 87:16,	224:12, 236:15,	186:18	110:11, 253:13	
103:15, 103:19,	240:13, 274:4,	compound [1] - 69:11	consider [5] - 77:11,	110:14, 123:5,
138:3, 141:23,	291:8, 291:18,	compounded [1] -	124:6, 206:18,	207:1, 245:23,
142:20, 171:11,	293:4, 295:18,	112:7	285:21, 298:17	336:24
171:23, 177:9,	295:21, 300:22,	compounding [1] -	consideration [3] -	continuously [1] - 203:9
177:14, 178:9,	302:11, 304:1,	99:24	139:22, 290:13,	
198:11, 198:15,	304:5, 316:14	comptroller [1] -	317:16	contractual [2] -
200:7, 216:3, 216:8,	Comox [1] - 284:20	28:22	considerations [3] -	148:12, 279:18
217:15, 272:23,	compacts [1] - 152:10	computer [1] - 125:5	242:14, 242:16,	contribute [1] - 75:4
273:6, 273:10,	companies [1] -	•	295:1	contributes [1] -
274:12, 288:13,	111:24	concentrate [2] -	considered [1] - 15:2	176:3
329:2, 329:7, 331:5,	company [4] - 13:21,	30:24, 244:12	considering [1] -	contributions [1] -
346:23, 348:16	32:2, 157:16, 299:3	concept [1] - 304:14 concern [7] - 122:1,	291:1	125:18
commissioners [1] -	compare [3] - 269:20,		considers [1] - 119:21	control [32] - 20:12,
257:20	278:17, 313:2	153:11, 175:15,	consistency [1] -	21:16, 26:5, 26:21,
commit [1] - 310:7	compared [3] -	196:13, 240:1,	52:11	33:4, 33:23, 42:14,
commitment [3] -	192:16, 219:23,	306:7, 339:19	constable [1] - 345:23	47:10, 51:14, 52:23,
168:2, 186:8, 334:17	313:9	Concerned [2] - 1:18,	Constabulary [1] -	53:5, 53:16, 55:10,
committed [3] -	comparisons [1] -	312:4	316:5	55:18, 56:10, 57:2,
	346:2	concerns [5] - 186:13,	constant [3] - 68:14,	58:4, 59:4, 63:24,
			00.0 00.40	64:1, 78:9, 85:11,
167:16, 313:18,		186:22, 307:1,	69:5, 85:12	
	compass [1] - 100:19 compensate [2] -	331:12 conclude [1] - 225:11	constantly [8] - 19:11, 70:5, 96:3, 109:4,	85:12, 85:20, 85:23, 86:1, 115:17, 150:7,

				Page 8
150:11, 156:3,	190:16, 190:20,	12:20, 13:22, 18:22,	credits [1] - 94:14	danger [3] - 86:12,
200:18, 201:1	195:5, 195:19,	24:12, 34:1, 35:8,	Creek [4] - 32:5, 35:3,	86:23, 345:1
convergent [3] - 40:4,	195:23, 222:7,	38:5, 83:8, 98:1,	35:12, 35:21	dangerous [4] - 65:23,
41:5, 43:3	251:15, 252:17,	106:3, 106:4, 128:4,	creek [3] - 32:24,	68:12, 194:6, 232:11
conversation [2] -	345:6	129:22, 142:16,	35:17, 247:5	Danny [1] - 7:20
146:14, 277:6	cost-benefit [3] -	151:3, 191:13,	creeks [1] - 35:2	daring [1] - 86:13
conversations [6] -	190:16, 195:19,	195:4, 200:3,	Crescent [1] - 81:4	Darren [1] - 1:16
41:9, 144:1, 275:8,	345:6	206:21, 218:24,	crew [6] - 219:15,	data [24] - 71:14,
278:12, 295:15,	costs [11] - 96:16,	220:4, 220:14,	220:24, 221:4,	71:15, 128:6, 148:3,
297:21	109:24, 124:1,	268:1, 281:6, 293:4,	223:6, 223:10, 236:6	169:7, 173:3,
cooperating [4] -	157:21, 160:18,	305:16, 308:18,	crews [7] - 66:18,	175:18, 175:22,
89:2, 155:14,	162:17, 191:3,	324:7, 332:3, 347:13	213:17, 221:13,	175:24, 191:8,
155:21, 328:21	209:23, 213:21,	courses [6] - 16:5,	221:24, 223:19,	192:19, 203:24,
cooperation [1] -	335:4, 336:17	98:11, 105:3,	235:24, 299:1	207:7, 229:22,
90:22	council [1] - 11:15	118:23, 121:12,	crime [1] - 143:14	240:10, 240:12,
cooperative [1] -	Council [1] - 58:16	252:5	criminal [1] - 253:2	244:21, 244:22,
348:23	counsel [18] - 22:1,	court [1] - 14:24	criteria [1] - 94:6	244:23, 245:2,
coordination [5] -	32:15, 46:16, 57:16,	cover [4] - 160:17,	critical [15] - 21:22,	245:9, 245:14,
47:12, 58:9, 64:16,	86:5, 91:13, 91:16,	180:4, 201:4, 221:22	27:4, 52:7, 65:16,	302:14
78:9, 246:17	144:17, 178:4,	coverage [4] - 212:2,	65:22, 70:24, 84:10,	database [3] - 125:5,
coordinations [1] -	178:12, 189:1,	212:23, 264:16,	101:10, 121:6,	175:5, 193:1
159:19	226:3, 288:3,	297:10	138:8, 164:16,	databases [3] -
coordinator [8] - 7:19,	311:24, 325:6,	coverages [2] -	200:13, 320:13,	147:20, 192:20,
112:23, 130:6,	325:15, 329:6, 347:8	211:12, 336:16	320:21, 321:20	203:20
167:20, 181:3,	counseling [1] -	covered [11] - 211:21,	Critical [2] - 197:16,	date [2] - 131:5,
184:4, 189:13,	101:17	229:14, 267:17, 270:17, 270:19,	271:3	148:22
202:18	counselling [2] - 122:8, 198:7	271:3, 318:1, 321:8,	critique [5] - 103:2,	David [3] - 28:22,
coordinator 's [1] -	counsellor [1] -	323:3, 336:18	208:3, 208:5,	28:23, 30:3
341:10 coordinators [3] -	197:18	covering [1] - 109:7	307:23, 308:12	days [12] - 14:17, 33:13, 39:2, 44:21,
88:4, 88:14, 90:21	countability [1] -	covers [3] - 14:3,	cross [7] - 35:8, 114:5, 114:15,	44:22, 48:13,
copy [1] - 104:4	269:9	170:6, 270:3	149:1, 242:21,	151:23, 207:20,
core [1] - 12:2	counterweight [1] -	COVID [1] - 1:8	289:19	236:17, 237:3,
Cormorant [1] -	224:24	Cox [1] - 1:17	crossed [2] - 35:20,	337:19
222:16	counties [1] - 8:14	crackerjack [1] -	236:5	daytime [2] - 118:14,
corner [1] - 167:22	countries [1] - 26:22	146:22	crossing [4] - 24:24,	218:4
Corner [1] - 92:11	country [18] - 4:16,	crank [1] - 33:19	35:2, 35:17, 242:21	dead [1] - 219:5
corners [1] - 309:20	5:13, 12:3, 21:10,	cranking [1] - 151:14	crucial [4] - 18:9,	deaf [1] - 258:10
corporate [1] - 337:10	50:23, 52:9, 104:7,	crash [7] - 73:22,	60:3, 65:18, 76:4	deal [11] - 19:9, 41:12,
corporations [3] -	113:17, 183:19,	74:2, 76:16, 77:21,	CSA [2] - 12:1, 166:19	187:16, 187:18,
174:20, 336:21,	184:1, 187:12,	205:23, 238:10,	CSAR [1] - 284:19	188:2, 237:7,
338:3	190:21, 192:1,	341:14	culture [4] - 85:4,	303:22, 309:4,
Correct [1] - 268:3	250:5, 298:13,	crashed [2] - 78:1,	160:21, 212:10,	335:9, 339:20, 340:6
correct [18] - 2:18,	306:16, 315:5, 341:9	162:7	227:23	dealing [10] - 33:18,
90:16, 249:8, 257:7,	Country [1] - 76:15	crashes [3] - 17:8,	curious [3] - 268:14,	51:12, 52:21, 90:23,
266:22, 271:5,	county [1] - 8:11	69:16, 191:1	272:2, 285:15	128:6, 145:2,
274:20, 274:22,	County [10] - 6:4, 8:7,	create [3] - 83:11,	curve [1] - 245:1	147:10, 151:15,
275:3, 276:21,	8:12, 9:14, 10:7,	84:11, 275:8	cut [1] - 294:1	181:5, 187:9
280:3, 280:5,	44:17, 158:9	creating [2] - 158:14,	cutbacks [1] - 211:19	deals [6] - 38:4, 93:1,
280:11, 288:4,	couple [18] - 1:10, 5:8,	161:10	cutting [2] - 37:4,	97:3, 97:8, 97:9,
305:18, 308:23,	23:18, 24:21,	creation [2] - 280:2,	263:12	117:23
333:2, 345:21	104:14, 107:20,	280:7	cycles [1] - 196:16	dealt [7] - 9:15, 17:20,
corrected [2] - 32:21,	136:16, 153:1, 188:1, 191:5, 201:3	credibility [3] - 95:21,	cyclic [1] - 207:1	28:15, 78:3, 83:19, 180:10, 313:12
263:15	188:1, 191:5, 201:3, 220:13, 260:10,	166:14, 214:2		189:10, 313:12
corrective [1] - 28:19	309:3, 312:4,	credible [6] - 16:22, 26:3, 119:9, 127:10,	D	dear [1] - 36:15 death [2] - 185:19,
correctly [3] - 54:4,	331:15, 338:23,	171:4, 346:15		211:11
252:16, 305:19 correlate [1] - 89:6	341:16	credit [5] - 13:20,	damage [5] - 78:23,	debrief [1] - 103:2
cost [10] - 176:18,	courage [1] - 86:10	14:2, 92:12	84:14, 84:15, 84:22	debriefing [3] - 64:11,
UUSI [10] - 170.10 ,	course [31] - 8:15,	,	damaged [1] - 84:17	
	/			

	1	1	1	Page 9
303:23, 307:23	demonstrated [1] -	developing [9] - 14:1,	342:15, 343:15,	142:15, 195:18,
debriefings [1] - 64:9	102:3	14:9, 136:24, 164:7,	348:22	198:2, 215:4,
decide [1] - 133:7	demonstration [1] -	166:6, 166:11,	differentiation [1] -	230:24, 234:4,
decided [3] - 5:19,	102:3	173:6, 174:23, 222:3	219:8	247:24, 282:9,
6:24, 22:2	Department [2] - 6:13,	development [18] -	differently [1] - 149:11	282:13, 289:16,
decision [13] - 20:16,	297:7	9:23, 12:2, 13:24,	difficult [16] - 29:14,	304:22, 323:10
20:22, 24:19, 65:7,	department [1] - 117:3	19:20, 95:2, 107:11,	77:16, 98:9, 99:23,	discussions [26] -
65:9, 65:10, 65:18,	departments [5] -	155:12, 161:6,	100:3, 114:23,	48:16, 61:3, 91:2,
142:9, 212:18,	114:16, 268:19,	168:9, 168:19,	120:15, 152:17,	91:7, 91:15, 93:8,
215:17, 230:22,	330:20, 331:2,	169:5, 172:12,	160:10, 162:8,	93:20, 98:17,
231:6, 233:16	345:10	190:4, 197:2, 210:3,	219:20, 227:20,	156:13, 188:15,
decision -making [3] -	deploy [3] - 137:6,	213:24, 293:1, 293:6	269:19, 316:23,	205:16, 210:6,
20:22, 65:7, 65:9	215:15, 235:2	developments [1] -	319:7, 325:10	210:21, 211:24,
decisions [8] - 21:15,	deployment [1] -	302:4	difficulties [1] -	262:1, 267:2, 267:4,
26:7, 63:5, 87:1,	214:10	develops [1] - 13:22	309:16	282:10, 284:20,
159:16, 186:24,	depth [3] - 90:4,	device [4] - 107:6,	difficulties) [1] -	291:11, 305:7,
205:10, 215:9	295:7, 297:21	122:12, 193:11,	171:24	305:10, 305:15,
decisive [1] - 30:10	Deputy [2] - 261:6,	218:18	dig [1] - 71:17	306:8
deck [1] - 82:5	261:7	devices [2] - 100:20,	digging [1] - 40:20	disjointed [2] -
decked [1] - 340:21	describe [1] - 259:23	120:22	dike [1] - 34:3	226:22, 305:14
dedicated [6] -	described [1] - 303:10	die [3] - 29:16, 77:11,	diligence [3] - 25:17,	dismemberment [1] -
218:21, 237:24,	deserve [1] - 92:12	223:16	25:18, 25:21	211:11
250:9, 313:18,	design [1] - 30:19	died [1] - 228:10	dinner [1] - 30:23	displaced [1] - 37:24
316:2, 326:21	-	diems [1] - 270:22	diploma [1] - 292:2	disposable [1] - 209:2
dedicating [1] - 37:22	designed [1] - 147:8 desirable [1] - 138:9	difference [13] - 14:6,	direct [3] - 83:3,	distance [6] - 66:11,
dedication [1] - 07.22		31:11, 50:14, 50:23,	150:19, 315:10	175:19, 194:13,
322:15	desk [1] - 167:22	73:6, 74:6, 75:4,	direction [10] - 52:13,	216:19, 241:4, 245:4
deducting [1] - 243:18	destination [1] -	77:8, 81:19, 98:22,	60:12, 118:2, 185:9,	distances [3] - 49:14,
deductive [3] - 243:18	175:19	220:12, 295:22,	205:8, 243:16,	108:15, 109:11
	destroyed [2] - 22:24,	316:8	253:16, 255:23,	distribution [2] -
243:7, 245:20	175:17	differences [1] - 314:8	265:7, 268:4	244:22, 245:1
deep [1] - 35:8	destroying [1] - 43:14	different [67] - 5:21,	directly [5] - 83:4,	dive [2] - 41:20,
deer [1] - 133:21	destruction [1] -	15:6, 24:1, 36:5,		128:12
Deer [2] - 8:8, 8:16	175:14	54:5, 54:8, 56:14,	249:21, 305:2,	divers [2] - 41:19,
Defence [1] - 297:8	detachment [2] -	61:6, 64:12, 73:5,	331:11, 334:22	128:11
defer [1] - 281:20	76:13, 132:24	73:12, 84:3, 97:19,	director [6] - 11:2,	diversity [1] - 124:6
defines [2] - 205:14,	detachments [2] -	105:3, 106:24,	11:6, 36:16, 258:16,	division [2] - 11:21,
206:8	203:1, 251:22	107:1, 107:8, 108:9,	258:24, 259:2	145:24
definitely [4] - 182:17,	detail [3] - 132:5,	111:24, 112:2,	Director [1] - 259:6	Division [9] - 7:13,
292:19, 294:2,	175:2, 176:13	114:16, 115:9,	disagree [2] - 283:19,	7:14, 7:15, 7:18,
334:13	detailed [2] - 137:10,	120:8, 122:13,	327:12	145:24, 159:15,
degrees [2] - 219:8,	324:23	147:9, 148:3,	disaster [5] - 34:11,	269:6, 280:18
244:6	detection [6] - 110:2,	151:16, 152:12,	40:9, 78:19, 260:6,	divisions [1] - 5:21
delegated [2] -	110:7, 114:17,	155:9, 158:24,	267:16	doctrine [3] - 57:15,
205:20, 206:7	162:3, 168:11,	163:12, 168:5,	disasters [6] - 6:9,	57:21, 58:21
delegation [1] - 144:2	221:20	171:1, 181:1,	9:18, 78:15, 79:3,	
delivered [2] - 45:7,	detective [1] - 243:7	185:22, 186:9,	79:7, 79:16	document [21] - 80:9, 85:15, 114:19,
301:3	determine [3] - 221:8,	187:4, 187:11,	disciplines [2] -	134:3, 156:18,
delivers [1] - 333:7	224:18, 291:22	191:12, 200:24,	38:17, 253:9	, ,
delivery [5] - 131:18,	determined [1] -	210:1, 210:10,	disconnected [1] -	163:14, 173:15,
290:2, 303:4,	224:16	224:9, 225:21,	310:21	201:13, 202:13,
314:22, 315:9	develop [12] - 56:4,	230:5, 234:24,	discretion [1] - 228:21	203:18, 277:1,
demand [1] - 170:3	87:19, 89:17, 100:6,	245:3, 247:11,	discuss [1] - 141:14	277:7, 277:9,
demographically [1] -	124:18, 133:10,	251:22, 254:18,	discussed [5] - 141:8,	277:12, 279:16,
191:13	166:2, 262:9, 268:9,	256:23, 260:11,	142:3, 172:5,	280:7, 285:14,
demographics [4] -	276:15, 325:10,	265:5, 272:20,	309:13, 309:15	306:15, 325:16,
124:9, 168:5,	332:20	278:24, 295:16,	discussing [2] -	347:17, 347:23
181:18, 276:1	developed [5] - 13:2,	309:20, 315:5,	305:8, 329:15	documentation [14] -
demonstrate [1] -	58:24, 101:20,	317:19, 330:16,	discussion [16] - 22:1,	21:16, 47:11, 51:24,
117:17	211:3, 303:6	332:6, 338:1,	60:24, 142:2, 142:7,	64:16, 64:20, 80:6,
	1	002.0, 000.1,	1	122:18, 125:4,

				Page 10
127:24, 130:14,	225:9, 226:4, 235:1,	drop [3] - 117:11,	57:14, 89:23,	97:9, 120:18
132:1, 135:15,	235:9, 240:14,	130:17, 342:7	124:17, 161:5,	embraced [2] - 51:17,
155:18, 173:7	247:12, 253:24,	dropped [1] - 35:12	164:8, 164:20,	55:11
documented [18] -	272:7, 289:7,	dry [1] - 247:6	165:17, 254:12,	embracing [2] -
5:3, 63:19, 100:2,	289:14, 292:3,	duck's [1] - 115:3	291:17, 292:1,	127:20, 291:7
100:7, 101:21,	300:18, 318:12,	due [7] - 13:20, 25:16,	293:13, 293:19,	emergencies [2] -
102:17, 103:6,	320:22, 326:5,	25:17, 25:21, 92:12,	294:24, 296:18,	22:19, 262:24
108:6, 119:2,	330:9, 342:20,	307:6, 342:23	342:23	Emergency [21] -
121:19, 129:12,	343:7, 346:7	dunk [1] - 170:10	educational [2] -	10:22, 11:13, 37:15,
131:2, 136:20,	doubt [3] - 90:23,	duplication [1] - 208:1	296:10, 296:15	52:3, 122:11, 152:7,
157:5, 161:14,	128:17, 214:4	during [10] - 22:22,	Edward [1] - 324:7	158:16, 159:10,
230:16, 230:23,	down [55] - 1:13, 4:22,	33:6, 130:14, 132:1,	effect [2] - 66:13,	159:14, 166:8,
231:17	8:2, 10:7, 20:17,	166:8, 218:4, 281:4,	334:23	260:3, 260:5,
documenting [2] -	23:1, 24:10, 30:4,	286:24, 308:18,	effective [14] - 52:12,	261:10, 262:16,
71:10, 225:18	34:21, 34:22, 35:18,	308:20	54:17, 56:15, 60:15,	262:22, 263:4,
documents [7] - 88:9,	38:8, 51:3, 56:24,	duties [4] - 88:24,	62:17, 121:2, 127:2,	264:3, 264:6,
91:10, 91:13,	61:23, 64:23, 65:4,	113:7, 146:11,	154:19, 164:5,	264:11, 267:13
202:16, 240:15,	65:13, 66:10, 70:1,	264:18	204:6, 317:18,	emergency [34] - 6:2,
274:17	72:12, 74:23, 81:17,	duty [2] - 58:2, 228:3	318:1, 324:19, 327:8	6:7, 6:16, 9:14, 10:1,
Doe [1] - 304:3	93:16, 94:9, 94:22,	dying [1] - 80:21	effectiveness [1] -	21:3, 23:3, 27:13,
dog [5] - 13:3, 23:21,	96:16, 106:16,	dynamic [4] - 65:23,	171:3	29:8, 29:24, 36:9,
219:5	109:5, 119:2,	68:12, 68:13, 70:3	effects [3] - 193:23,	37:1, 39:4, 40:6,
dogs [7] - 23:24, 24:4,	120:14, 124:21,	dynamics [2] - 49:16,	194:4	54:7, 70:3, 104:1,
24:8, 24:13, 25:12	134:3, 141:17,	125:14	efficient [7] - 52:12,	117:10, 117:12,
Dogsledding [1] -	165:14, 166:9,	Dyson [1] - 227:7	121:1, 127:1,	131:18, 157:8,
199:24	167:6, 171:13,		154:18, 164:5,	173:14, 178:18,
dollar [1] - 347:4	183:8, 186:17,	E	204:6, 317:19	206:21, 251:19,
dollars [4] - 78:23,	191:8, 194:14,	-	efficiently [1] - 54:17	263:7, 264:5,
124:23, 124:24,	210:2, 215:15,		effort [11] - 22:20,	266:10, 274:6,
157:22	224:23, 235:6,	early [4] - 13:5, 41:1,	25:7, 43:21, 180:10,	289:20, 290:2,
domostic tot 10.10	245.11 247.6			
domestic [3] - 10:13,	245:11, 247:6,	69:24, 316:7	183:18, 185:6,	292:14, 292:15,
239:21, 239:22	278:9, 302:20,	ears [3] - 24:18,	183:18, 185:6, 207:2, 210:9,	301:3
	278:9, 302:20, 306:7, 307:22,	ears [3] - 24:18, 258:10, 281:5		301:3 emeritus [1] - 48:11
239:21, 239:22	278:9, 302:20, 306:7, 307:22, 318:4, 338:21,	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5,	207:2, 210:9, 250:16, 255:3, 326:22	301:3 emeritus [1] - 48:11 employees [1] -
239:21, 239:22 Domestic [1] - 6:18	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8	207:2, 210:9, 250:16, 255:3,	301:3 emeritus [1] - 48:11 employees [1] - 257:13
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17,	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10,	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] -	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14 draft [1] - 207:17	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] -
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14 draft [1] - 207:17 drafting [1] - 305:23	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14 draft [1] - 207:17 drafting [1] - 305:23 drag [1] - 223:11	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] -
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\ \textbf{download}\ [1]-29:9\\ \textbf{downstream}\ [1]-\\ 81:21\\ \textbf{downturn}\ [1]-194:5\\ \textbf{Draft}\ [1]-207:14\\ \textbf{draft}\ [1]-207:17\\ \textbf{drafting}\ [1]-305:23\\ \textbf{drag}\ [1]-223:11\\ \textbf{drainage}\ [1]-245:12\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] -	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14 draft [1] - 207:17 drafting [1] - 305:23 drag [1] - 223:11 drainage [1] - 245:12 drainages [1] - 11:10	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] - 203:21	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13,	278:9, 302:20, 306:7, 307:22, 318:4, 338:21, 342:21 downed [4] - 227:17, 283:2, 283:10, 283:14 download [1] - 29:9 downstream [1] - 81:21 downturn [1] - 194:5 Draft [1] - 207:14 draft [1] - 207:17 drafting [1] - 305:23 drag [1] - 223:11 drainage [1] - 245:12 drainages [1] - 11:10 draw [4] - 8:15, 244:6,	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] - 203:21 element [1] - 300:3	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] - 203:21 element [1] - 300:3 elements [1] - 56:14	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed} \ [4] - 227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download} \ [1] - 29:9\\\\ \textbf{downstream} \ [1] -\\ 81:21\\\\ \textbf{downturn} \ [1] - 194:5\\\\ \textbf{Draft} \ [1] - 207:14\\\\ \textbf{draft} \ [1] - 207:17\\\\ \textbf{drafting} \ [1] - 305:23\\\\ \textbf{drag} \ [1] - 223:11\\\\ \textbf{drainage} \ [1] - 245:12\\\\ \textbf{drainages} \ [1] - 11:10\\\\ \textbf{draw} \ [4] - 8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing} \ [2] - 329:23,\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] - 203:21 element [1] - 300:3 elements [1] - 56:14 eliminate [2] - 208:1,	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainages}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2,	207:2, 210:9, 250:16, 255:3, 326:22 efforts [5] - 102:3, 150:20, 179:3, 179:21, 227:14 either [10] - 20:17, 66:14, 190:7, 193:10, 197:9, 200:19, 256:9, 265:11, 314:10, 339:23 elaborate [3] - 199:6, 306:24, 323:17 Eleanor [1] - 86:18 electronically [1] - 203:21 element [1] - 300:3 elements [1] - 56:14 eliminate [2] - 208:1, 242:17	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompasse [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:12, 141:13, 141:14, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 300:3\\ elements\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ \end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompasse [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:12, 141:13, 141:14, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ 341:15\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 300:3\\ elements\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ \end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompasse [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20, 175:1, 175:2,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-23:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ 341:15\\\\ \textbf{Driver}\ [1]-23:21\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8 educate [1] - 58:22	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ ELT\ [1]\ -\ 292:16\\ \end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompasse [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16 endeavours [1] -
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20, 175:1, 175:2, 183:13, 187:5,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-207:17\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainages}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ 341:15\\\\ \textbf{Driver}\ [1]-23:21\\\\ \textbf{driving}\ [1]-277:2\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8 educate [1] - 58:22 educated [3] - 99:11,	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ ELT\ [1]\ -\ 292:16\\ emailed\ [1]\ -\ 104:4\\ \end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16 endeavours [1] - 12:23
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20, 175:1, 175:2, 183:13, 187:5, 202:8, 204:3, 207:6,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ 341:15\\\\ \textbf{Driver}\ [1]-281:23\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8 educate [1] - 58:22 educated [3] - 99:11, 163:4, 241:11	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 300:3\\ elements\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ ELT\ [1]\ -\ 292:16\\ emailed\ [1]\ -\ 104:4\\ embarrassed\ [1]\ -\end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16 endeavours [1] - 12:23 ended [3] - 35:2,
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20, 175:1, 175:2, 183:13, 187:5, 202:8, 204:3, 207:6, 211:6, 213:3, 219:6,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed} \ [4] - 227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download} \ [1] - 29:9\\\\ \textbf{downstream} \ [1] -\\ 81:21\\\\ \textbf{downturn} \ [1] - 194:5\\\\ \textbf{Draft} \ [1] - 207:14\\\\ \textbf{draft} \ [1] - 207:17\\\\ \textbf{drafting} \ [1] - 305:23\\\\ \textbf{drag} \ [1] - 223:21\\\\ \textbf{drainages} \ [1] - 11:10\\\\ \textbf{draw} \ [4] - 8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing} \ [2] - 329:23,\\ 330:9\\\\ \textbf{dressed} \ [2] - 73:23,\\ 341:15\\\\ \textbf{Driver} \ [1] - 281:23\\\\ \textbf{drones} \ [6] - 214:13,\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8 educate [1] - 58:22 educated [3] - 99:11, 163:4, 241:11 education [23] - 6:10,	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 300:3\\ elements\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ ELT\ [1]\ -\ 292:16\\ emailed\ [1]\ -\ 104:4\\ embarrassed\ [1]\ -\\ 339:24\\ \end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompasse [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16 endeavours [1] - 12:23 ended [3] - 35:2, 184:5, 309:8
239:21, 239:22 Domestic [1] - 6:18 donated [1] - 299:4 done [79] - 18:16, 18:23, 30:22, 31:3, 31:18, 47:8, 49:3, 49:17, 49:23, 55:24, 57:23, 58:6, 67:7, 67:9, 79:9, 88:13, 89:19, 91:21, 99:6, 102:14, 102:15, 122:20, 125:12, 127:3, 128:21, 129:8, 129:9, 130:23, 135:9, 136:24, 137:14, 141:2, 141:8, 141:12, 141:13, 141:18, 143:24, 145:3, 156:2, 158:11, 158:15, 163:16, 166:22, 170:20, 171:20, 175:1, 175:2, 183:13, 187:5, 202:8, 204:3, 207:6,	$\begin{array}{c} 278:9,\ 302:20,\\ 306:7,\ 307:22,\\ 318:4,\ 338:21,\\ 342:21\\\\ \textbf{downed}\ [4]-227:17,\\ 283:2,\ 283:10,\\ 283:14\\\\ \textbf{download}\ [1]-29:9\\\\ \textbf{downstream}\ [1]-\\ 81:21\\\\ \textbf{downturn}\ [1]-194:5\\\\ \textbf{Draft}\ [1]-207:14\\\\ \textbf{draft}\ [1]-207:17\\\\ \textbf{drafting}\ [1]-305:23\\\\ \textbf{drag}\ [1]-223:11\\\\ \textbf{drainage}\ [1]-245:12\\\\ \textbf{drainage}\ [1]-11:10\\\\ \textbf{draw}\ [4]-8:15,\ 244:6,\\ 244:10,\ 290:15\\\\ \textbf{drawing}\ [2]-329:23,\\ 330:9\\\\ \textbf{dressed}\ [2]-73:23,\\ 341:15\\\\ \textbf{Driver}\ [1]-281:23\\\\ \end{array}$	ears [3] - 24:18, 258:10, 281:5 easier [3] - 105:5, 220:7, 220:8 East [9] - 69:14, 106:16, 164:10, 176:23, 182:11, 182:21, 190:22, 191:23, 342:16 Eastern [1] - 240:18 easy [6] - 93:16, 115:8, 123:24, 206:14, 246:15, 336:1 EC130 [2] - 220:3, 222:13 economic [3] - 52:13, 154:19, 204:6 edge [1] - 263:12 edges [1] - 185:20 Edmonton [3] - 79:2, 270:5, 270:8 Edna [1] - 329:8 educate [1] - 58:22 educated [3] - 99:11, 163:4, 241:11	$\begin{array}{c} 207:2,\ 210:9,\\ 250:16,\ 255:3,\\ 326:22\\ efforts\ [5]\ -\ 102:3,\\ 150:20,\ 179:3,\\ 179:21,\ 227:14\\ either\ [10]\ -\ 20:17,\\ 66:14,\ 190:7,\\ 193:10,\ 197:9,\\ 200:19,\ 256:9,\\ 265:11,\ 314:10,\\ 339:23\\ elaborate\ [3]\ -\ 199:6,\\ 306:24,\ 323:17\\ Eleanor\ [1]\ -\ 86:18\\ electronically\ [1]\ -\\ 203:21\\ element\ [1]\ -\ 300:3\\ elements\ [1]\ -\ 56:14\\ eliminate\ [2]\ -\ 208:1,\\ 242:17\\ elsewhere\ [2]\ -\ 234:8,\\ 292:3\\ ELT\ [1]\ -\ 292:16\\ emailed\ [1]\ -\ 104:4\\ embarrassed\ [1]\ -\end{array}$	301:3 emeritus [1] - 48:11 employees [1] - 257:13 empty [1] - 285:20 EMS [4] - 38:23, 40:13, 83:4, 173:14 Emwerx [3] - 97:8, 127:22, 147:21 Enbridge [6] - 27:20, 32:1, 32:2, 32:18, 34:15, 36:13 encompass [1] - 181:15 encompassed [2] - 95:1, 200:17 end [16] - 1:14, 32:23, 33:5, 44:22, 74:22, 84:7, 90:2, 242:8, 247:18, 269:7, 279:11, 287:10, 294:10, 305:17, 337:22, 344:16 endeavours [1] - 12:23 ended [3] - 35:2,

Page 11 to 11

			1	Page 11
endurance [1] - 92:17	environmental [3] -	185:20, 197:5,	examples [5] - 28:12,	expense [2] - 252:6,
enemy [1] - 49:9	70:4, 84:22, 229:9	213:13, 243:21,	75:7, 84:12, 129:13,	270:18
energy [4] - 25:6,	EOC [7] - 22:23,	303:13	136:11	expenses [3] - 96:17,
154:11, 180:11,	23:10, 29:15, 62:22,	etcetera [2] - 238:18,	excellence [7] -	251:14, 256:1
210:8	159:12, 160:1,	338:22	158:14, 158:18,	expensive [3] - 225:3,
enforcement [16] -	160:18	Eurocopters [1] -	158:20, 159:7,	252:13, 298:1
112:20, 112:24,	epidemics [1] - 9:19	298:23	161:7, 166:21,	experience [16] - 80:1,
189:12, 189:23,	episodal [1] - 247:8	European [1] - 312:23	167:15	80:2, 86:11, 95:2,
207:9, 252:14,	episodal -type [1] -	evacuation [1] - 18:8	excellent [6] - 7:20,	95:13, 111:2, 119:4,
253:5, 253:7, 253:8,	247:8	evaluated [3] - 68:3,	98:13, 106:23,	120:5, 127:8, 170:9,
253:10, 255:13,	equate [2] - 22:18,	235:9, 235:10	107:10, 277:20,	189:12, 284:11,
256:11, 270:18,	345:21	event [4] - 38:15,	315:11	284:14, 302:9,
270:19, 274:3,	equipment [52] -	285:18, 286:2, 286:4	except [1] - 249:22	307:9, 312:21
293:12	17:11, 17:12, 36:5,	events [2] - 80:20,	exciting [2] - 96:11,	experienced [2] -
engage [7] - 4:18,	54:8, 55:9, 72:18,	82:9	201:20	233:17, 242:17
5:18, 178:21, 179:4,	73:14, 74:3, 91:6,	eventually [1] - 35:18	executive [4] - 88:1,	experiences [1] -
179:10, 190:9,	96:7, 96:9, 96:15,	ever-changing [1] -	91:3, 122:6, 207:12	317:15
291:19	98:18, 99:9, 102:23,	49:10	Executive [5] - 58:16,	expert [7] - 2:7, 14:20,
engaged [13] - 5:10,	106:23, 107:12,	everywhere [3] -	210:7, 211:24,	14:23, 15:2, 15:15,
15:11, 21:9, 42:4,	107:16, 112:17,	63:16, 139:16,	225:13, 322:11	281:15, 319:9
101:2, 117:6,	113:20, 113:21,	156:23	exercise [10] - 30:19,	expertise [8] - 75:13,
125:21, 179:20,	115:23, 117:18,	evidence [4] - 43:14,	30:21, 31:1, 34:5,	213:4, 249:17,
204:19, 236:1,	121:9, 161:6, 187:5,	178:2, 235:23, 287:7	96:21, 96:24,	281:11, 281:20,
256:24, 300:14,	194:24, 195:1,	, ,	102:10, 124:1,	285:3, 295:21, 332:1
346:2	195:3, 195:4, 195:9,	evolve [2] - 49:9,	145:7, 145:8	
	230:10, 238:2,	332:14		experts [2] - 15:23,
engagement [1] - 314:20	238:12, 242:3,	evolved [1] - 280:8	exercises [15] - 21:8,	112:4
		evolving [1] - 121:14	21:12, 21:14, 96:19,	explain [4] - 8:1,
engagements [1] -	242:6, 250:17,	exact [2] - 211:14,	96:20, 106:10,	55:14, 132:4, 132:11
11:3	271:1, 276:3,	259:3	106:19, 115:19,	explained [1] - 1:9
engaging [1] - 191:20	314:22, 315:12,	exactly [14] - 25:7,	115:21, 116:2,	explaining [3] -
engine [1] - 222:12	321:22, 336:2,	73:11, 86:22, 89:23,	123:22, 123:23,	107:24, 149:22,
engines [1] - 163:17	338:14, 339:1,	97:7, 264:2, 266:14,	126:1, 147:5	153:14
England [2] - 12:15,	339:3, 339:7, 340:3,	266:23, 267:20,	exercising [1] - 102:3	explanation [1] -
66:3	340:15, 340:17,	271:11, 301:21,	exhibit [1] - 2:10	107:20
enhance [1] - 290:1	344:23	334:9, 339:16,	Exhibit [3] - 2:15,	Exploits [2] - 334:22,
enhanced [2] - 216:9,	equipped [3] - 187:18,	341:13	282:15, 344:7	342:21
300:7	341:9, 342:11	examining [2] - 233:8,	EXHIBIT [1] - 2:22	explore [2] - 226:21,
enjoy [1] - 120:24	equivalency [1] -	239:19	exhibits [2] - 91:10,	226:24
enjoyment [1] -	208:14	example [45] - 19:8,	91:11	Explorer [1] - 94:12
336:11	ERI [4] - 9:4, 9:8,	56:19, 61:2, 61:24,	exist [2] - 58:4, 236:14	explorer [1] - 291:20
ensures [1] - 200:20	37:19, 127:23	84:14, 90:13, 93:13,	existing [4] - 211:12,	explosions [1] - 9:18
enter [2] - 2:9, 2:14	error [2] - 67:22,	97:22, 99:11,	262:19, 264:24,	exposed [1] - 35:13
ENTERED [1] - 2:22	283:17	105:10, 106:14,	331:2	express [1] - 39:1
entire [4] - 37:17,	eruption [1] - 37:7	107:14, 110:12,	exists [1] - 294:15	extended [1] - 14:12
161:5, 245:11,	ESD [1] - 152:8	112:8, 114:24,	expanded [1] - 209:10	extension [1] - 119:11
276:10	esoteric [1] - 281:7	115:11, 116:13,	expect [5] - 170:2,	extensive [1] - 282:21
entirely [1] - 327:14	especially [3] - 15:8,	116:23, 144:23,	318:10, 334:23,	extent [1] - 249:16
entities [1] - 288:3	100:3, 296:19	158:10, 180:24,	342:3, 344:21	external [8] - 93:4,
entity [2] - 49:10,	essentially [2] -	182:4, 182:22,	expectation [1] -	105:8, 112:15,
260:22	317:23, 324:2	191:24, 192:22,	156:1	144:20, 157:11,
envelope [1] - 78:6	establish [5] - 82:22,	193:14, 199:15,	expected [2] - 50:12,	206:20, 222:6
environment [6] -	83:8, 207:8, 240:6,	202:20, 209:16,	340:2	externally [1] - 104:9
19:10, 19:17, 37:12,	241:22	211:5, 216:13,	expecting [1] - 187:19	extra [1] - 342:13
168:20, 242:2,	established [2] -	221:11, 232:16,	expects [1] - 130:16	extraction [4] - 17:12,
334:10	327:16, 327:18	234:15, 242:22,	expedition [1] - 23:19	67:7, 179:12, 183:24
Environment [1] -	establishing [1] -	253:12, 253:14,	expended [2] -	extractions [1] - 73:8
260:12	166:18	256:13, 257:16,	128:21, 129:7	
	et [12] - 63:7, 123:3,	257:19, 277:15,	expenditures [1] -	extraordinary [1] -
Environmental [3] -	173:13, 173:17,	278:6, 320:16,	270:17	227:5
32:13, 36:7, 39:14	176:19, 180:11,	341:13, 345:24	210.11	extreme [1] - 185:20
	170.10, 100.11,	511.10, 510.21		

			T	Page 1
extremely [1] - 72:8	Falls - Windsor [1] -	324:20, 325:7,	files [2] - 175:14,	five [18] - 13:18,
eye [1] - 163:3	96:8	325:15, 326:2,	175:17	41:10, 41:14, 43:1,
, - [.]	familiar [7] - 150:4,	327:9, 328:5	fill [1] - 229:23	46:22, 59:11, 63:1,
F	187:14, 259:22,	federally [4] - 165:11,	final [2] - 91:21, 208:5	70:13, 133:13,
	294:14, 297:13,	170:19, 298:1,	finalize [1] - 208:5	151:21, 163:12,
	297:16, 298:4	325:17	finally [2] - 79:6, 237:1	165:24, 169:9,
face [5] - 86:13, 86:24,	families [5] - 99:16,	feds [1] - 310:1	finances [1] - 112:21	196:15, 214:18,
296:6, 310:13,	131:13, 170:11,	feed [2] - 42:16,		277:11, 306:9,
323:18	299:14, 308:19	169:19	financial [4] - 125:1,	322:23
face [1] - 86:12	family [19] - 23:12,	feedback [1] - 169:17	168:2, 251:17, 269:9	five-year-old [6] -
faces [1] - 1:10	44:15, 99:10,		financially [1] - 321:24	41:10, 41:14, 43:1,
facilities [4] - 54:5,		feet [6] - 35:7, 35:8,	fine [17] - 46:17, 49:2,	59:11, 63:1, 169:9
54:6, 55:9, 91:1	299:19, 300:21,	35:9, 73:7, 109:10,	62:7, 66:2, 73:20,	fix [3] - 69:20, 183:5,
facility [1] - 193:11	301:4, 301:7, 302:7,	219:6	92:2, 97:12, 119:14,	213:9
facing [4] - 22:6,	305:2, 305:10,	fell [2] - 83:18, 89:21	148:22, 156:14,	
86:23, 218:12,	306:7, 306:24,	fellow [2] - 8:22,	205:6, 206:3,	fixed [2] - 109:15,
218:13	307:6, 307:22,	341:15	247:22, 268:12,	212:17
fact [12] - 29:19,	308:5, 309:4,	fellow 's [2] - 258:17	348:9, 348:13	fixed -wing [2] -
72:24, 109:21,	309:11, 311:6,	felt [2] - 90:15, 169:23	finger [1] - 160:6	109:15, 212:17
139:20, 195:7,	323:23	FEMA [3] - 30:12,	finished [1] - 288:4	flexible [2] - 60:4,
	fan [3] - 10:12, 105:6,	36:16, 36:18	fire [12] - 9:16, 51:18,	206:15
244:20, 289:19, 200:17, 205:24	232:22	FEMALE [2] - 309:12,	78:21, 83:4, 116:18,	flip [1] - 243:23
290:17, 295:24, 319:21, 339:21,	fantastic [11] - 71:9,	310:17	117:3, 119:16,	flip-flops [1] - 243:23
345:8	86:19, 156:22,	few [15] - 31:3, 66:4,	163:16, 236:23,	FLIR [1] - 219:16
	158:15, 162:10,	170:23, 208:9,	237:3, 345:9	floods [5] - 9:15, 11:4
factor [3] - 69:17,	163:3, 163:22,	213:18, 216:1,	Fire [2] - 38:23,	11:8, 78:16, 78:21
230:12, 321:7	165:11, 165:20,	226:13, 226:24,	257:20	flops [1] - 243:23
factors [13] - 65:21,	170:14, 174:13	247:15, 273:4,	firefighter [3] - 30:6,	Florida [7] - 6:18,
69:11, 71:20, 75:20,	far [9] - 37:6, 146:18,	288:12, 309:15,	322:3, 346:1	6:22, 10:1, 10:8,
84:9, 181:10,	159:5, 209:22,	320:23, 332:13,	firefighters [2] -	12:12, 12:13, 166:9
183:23, 302:19,	242:1, 242:8,	332:15	99:17, 155:3	flow [6] - 35:12, 38:8,
315:23, 317:15,	243:23, 332:8,	fibrillation [1] - 223:16	Fires [1] - 122:10	47:12, 58:9, 64:15,
317:20, 317:22	334:12	field [38] - 6:17, 9:11,	first [29] - 2:13, 3:22,	246:17
facts [5] - 46:18,	fashion [1] - 226:22	21:8, 31:18, 39:20,	40:7, 46:13, 61:22,	flowchart [1] - 191:5
70:12, 88:15,	fast [6] - 6:22, 67:1,	57:22, 59:10, 59:22,	78:2, 83:15, 84:7,	flowed [1] - 32:5
188:13, 195:17	68:10, 82:3, 135:9,	62:6, 105:1, 105:5,	98:10, 99:4, 100:14,	flowing [1] - 226:18
fail [1] - 307:21	199:8	106:10, 106:19,	101:18, 101:19,	flown [2] - 50:17,
failed [6] - 45:12,	faster [1] - 164:5	106:20, 115:19,	102:9, 110:21,	50:18
53:24, 80:9, 80:10,	fatality [1] - 284:3	115:21, 116:1,	119:21, 126:12,	flows [1] - 331:11
302:6, 307:8	fatigue [5] - 129:17,	116:2, 120:6,	134:6, 160:22,	fluctuations [1] -
failure [1] - 308:9	236:21, 236:22,	123:23, 124:1,	173:12, 192:17,	182:5
Fair [1] - 346:22	237:7, 238:13	126:2, 126:9,	212:6, 255:3, 275:1,	fly [7] - 214:18,
fair [8] - 126:12,	fault [3] - 112:23,	134:19, 134:20,	282:24, 288:16,	216:14, 216:18,
128:8, 139:3, 153:2,	146:2, 301:22	137:6, 147:5,	312:15, 325:4,	217:2, 223:13,
252:16, 256:18,	favourable [1] -	147:15, 152:19,	335:16	236:2, 238:18
290:7, 320:5	280:14	155:22, 162:24,	First [8] - 11:6, 11:7,	flying [2] - 81:22,
fairly [4] - 60:16,	favourite [1] - 26:22	173:10, 246:18,	11:14, 11:17, 44:16,	213:7
195:12, 283:7,	fear [2] - 86:12, 86:13	247:4, 250:11,	45:7, 81:5, 290:3	focal [1] - 290:18
283:15	fearless [1] - 227:24	284:8, 330:21	fiscal [1] - 269:7	focus [9] - 167:17,
faith [1] - 123:18	fed [1] - 42:7	fields [1] - 210:10	Fish [2] - 36:8, 47:21	239:22, 241:18,
fall [11] - 36:17, 36:19,	Federal [5] - 36:8,	Fifteen [2] - 95:14,	fish [1] - 253:13	241:19, 245:3,
99:14, 100:24,	288:3, 288:24,	287:16	fishing [2] - 292:21,	
185:19, 260:4,	289:1, 297:1	fifth [1] - 61:23	296:21	246:23, 275:15,
261:10, 265:12,	federal [21] - 36:10,	fight [1] - 78:11		275:22, 323:4
274:3, 274:7, 318:6		figure [8] - 114:1,	fist [2] - 108:20,	focused [3] - 160:23,
fallen [2] - 66:11,	162:22, 165:17,	114:12, 344:17,	110:18	161:7, 241:10
236:23	173:24, 210:19,		fit [8] - 241:11, 262:7,	focusing [1] - 320:2
Falls [2] - 81:4, 96:8	217:5, 217:7,	345:3, 345:7, 345:10, 345:13	263:23, 264:18,	fog [5] - 72:4, 72:5,
falls [6] - 55:17, 81:4,	217:12, 226:8,	345:10, 345:13,	303:18, 314:6,	72:11, 72:14, 191:2
150:8, 246:12,	266:11, 281:7,	347:4	317:1, 319:3	folks [24] - 13:15,
258:10, 260:3	283:8, 283:13,	file [3] - 29:9, 102:22,	fits [1] - 89:13	14:6, 23:10, 26:19,
	310:20, 324:14,	160:15	1	

		1	1	Page 13
43:12, 48:5, 51:7,	fortunate [2] - 11:20,	FREEMAN [26] -	113:1, 113:14,	337:6, 340:15,
98:10, 116:11,	81:15	141:19, 274:14,	121:5, 121:11,	342:13, 343:23
117:24, 118:18,	fortunately [1] - 36:20	274:23, 275:4,	124:22, 149:5,	gee [1] - 24:14
151:20, 158:16,	forum [1] - 161:18	276:16, 276:22,	154:17, 155:1,	gender [1] - 94:7
172:8, 181:19,	forums [1] - 161:10	278:8, 279:24,	162:21, 165:12,	general [5] - 128:23,
187:10, 230:19,	forward [45] - 5:3,	280:6, 280:12,	166:2, 168:1, 174:4,	227:22, 262:24,
237:17, 252:12,	21:19, 24:5, 28:11,	281:2, 281:19,	176:19, 196:18,	312:10, 348:21
291:22, 292:20,	32:16, 48:6, 48:23,	282:3, 282:7,	208:12, 208:19,	General [2] - 7:4,
294:3, 314:13,	49:8, 59:24, 62:11,	282:18, 283:6,	209:4, 211:16,	269:6
316:13	89:24, 101:22,	284:9, 284:24,	213:23, 255:23,	General 's [1] - 269:9
follow [8] - 114:24,	108:22, 108:23,	286:5, 286:12,	260:7, 260:8,	generalized [1] -
115:8, 136:6,	124:7, 126:20,	286:19, 347:19,	260:10, 261:5,	183:6
138:14, 190:13,	126:22, 136:4,	348:1, 348:5,	268:15, 268:20,	generally [3] - 249:19,
205:1, 235:18, 244:4	142:19, 144:3,	348:10, 348:14	268:22, 269:1,	280:13, 323:6
follow -up [3] - 190:13,	144:22, 145:17,	Freeman [1] - 226:11	269:4, 269:15,	generic [1] - 262:23
235:18, 244:4	146:6, 153:24,	freezes [1] - 160:10	278:21, 289:2,	gentleman [6] - 73:20,
followed [3] - 104:6,	161:21, 164:19,	French [5] - 41:8,	293:24, 298:24,	77:19, 119:14,
133:21, 136:11	171:10, 176:19,	60:22, 61:1, 192:22,	314:2, 321:19,	119:18, 119:23,
following [1] - 72:16	197:12, 206:16,	215:22	321:21, 323:6,	152:8
Following [1] - 178:3	207:24, 208:21,	frequency [3] -	337:12	Geoff [2] - 57:16,
food [1] - 45:6	218:7, 218:12,	157:23, 182:21	fundings [1] - 214:1	331:6
footfall [1] - 334:8	218:13, 265:13,	Friday [4] - 116:6,	fundraised [1] -	Geoffrey [1] - 22:1
footprint [2] - 70:20,	267:8, 268:3,	262:13, 312:17,	315:13	geographic [7] -
168:15	279:19, 299:5,	344:4	fundraising [3] -	97:14, 127:21,
footwear [1] - 243:22	325:23, 326:8,	friend [4] - 36:15,	210:9, 298:22,	181:5, 181:10,
for [1] - 269:2	328:4, 333:3, 337:7	37:18, 48:10, 76:7	334:19	181:16, 192:18,
force [5] - 5:24, 19:5,	forward -facing [2] -	friends [1] - 82:8	funds [2] - 154:20,	323:18
47:19, 76:20, 162:13	218:12, 218:13	front [8] - 23:23, 24:3,	155:9	
Force [8] - 6:19, 17:3,	forward -looking [2] -	57:18, 57:20, 74:13,	funny [1] - 212:4	geographically [1] - 191:12
56:20, 74:19, 111:7,	62:11, 218:7	138:1, 212:9, 332:15	fusion [1] - 160:4	geography [3] -
206:2, 213:5, 283:22	Foss [1] - 258:20	frustrating [1] - 45:2	future [5] - 205:10,	212:16, 275:24,
Force's [1] - 221:15	foster [3] - 157:11,	FTEs [1] - 208:14	205:11, 265:13,	326:11
forces [5] - 269:22,	173:10, 294:11	full [14] - 7:8, 45:6,	302:15, 332:20	geopolitical [1] -
269:24, 270:7,	foundation [8] - 16:9,	74:4, 103:4, 106:3,		29:20
203.24, 270.7, 277:3, 278:23	105:18, 149:20,	146:18, 168:4,	G	
forest [2] - 221:21	178:24, 188:10,	202:18, 208:14,	–	get-go [2] - 30:11, 53:17
Forest [4] - 38:22,	197:11, 205:10,	219:15, 271:9,		given [14] - 11:17,
39:12, 47:13, 47:15	212:1		C20 a 10 07.1	
Forestry [1] - 47:22		308.2 319.19	G20s [1] - 27:1	
	foundations [1] -	308:2, 319:19, 345:24	G205 [1] - 27.1 G8 [2] - 26:22, 27:1	13:24, 45:8, 45:22,
• • • •	foundations [1] - 49:21	345:24		13:24, 45:8, 45:22, 58:11, 84:12,
forever [1] - 75:17	49:21	345:24 full-time [7] - 7:8,	G8 [2] - 26:22, 27:1	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12,
forever [1] - 75:17 forget [2] - 72:22,	49:21 four [15] - 10:5, 11:7,	345:24 full-time [7] - 7:8, 168:4, 202:18,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19,
forever [1] - 75:17 forget [2] - 72:22, 190:16	49:21 four [15] - 10:5, 11:7, 69:14, 116:24,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 globa [1] - 60:17 global [2] - 74:14,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17 global [2] - 74:14, 106:24
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] -
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9, 64:6, 115:16, 205:21	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9, 64:6, 115:16, 205:21 functions [8] - 57:11,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 globa [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9, 64:6, 115:16, 205:21 functions [8] - 57:11, 66:24, 95:9, 150:15,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 66:, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 globa [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9, 64:6, 115:16, 205:21 functions [8] - 57:11, 66:24, 95:9, 150:15, 150:16, 151:10,	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 66:, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 globa [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24 Fort [2] - 34:20, 78:22	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14 frank [6] - 42:8, 90:10,	345:24 full-time [7] - 7:8, 168:4, 202:18, 208:14, 219:15, 271:9, 345:24 fully [4] - 42:2, 105:24, 197:22, 340:21 function [16] - 16:11, 16:13, 23:13, 26:12, 31:7, 31:18, 33:6, 33:17, 33:23, 36:12, 42:23, 53:14, 54:9, 64:6, 115:16, 205:21 functions [8] - 57:11, 66:24, 95:9, 150:15, 150:16, 151:10, 182:1, 204:16	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1 garbage [1] - 193:15	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12, 59:18, 64:8, 64:21,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24 Fort [2] - 34:20, 78:22 forth [6] - 17:11, 39:2,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14 frank [6] - 42:8, 90:10, 90:23, 91:7, 93:7,	345:24 $full-time [7] - 7:8,$ $168:4, 202:18,$ $208:14, 219:15,$ $271:9, 345:24$ $fully [4] - 42:2, 105:24,$ $197:22, 340:21$ $function [16] - 16:11,$ $16:13, 23:13, 26:12,$ $31:7, 31:18, 33:6,$ $33:17, 33:23, 36:12,$ $42:23, 53:14, 54:9,$ $64:6, 115:16, 205:21$ $functions [8] - 57:11,$ $66:24, 95:9, 150:15,$ $150:16, 151:10,$ $182:1, 204:16$ $Fund [1] - 271:6$	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1 garbage [1] - 193:15 gather [1] - 88:20	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12, 59:18, 64:8, 64:21, 89:17, 118:10,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24 Fort [2] - 34:20, 78:22 forth [6] - 17:11, 39:2, 72:10, 109:4,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14 frank [6] - 42:8, 90:10, 90:23, 91:7, 93:7, 93:20	$\begin{array}{c} 345:24\\ \textbf{full-time} \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \$	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1 garbage [1] - 193:15 gather [1] - 88:20 gathered [1] - 82:13 gathering [1] - 82:15	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12, 59:18, 64:8, 64:21, 89:17, 118:10, 131:3, 184:9, 308:2
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24 Fort [2] - 34:20, 78:22 forth [6] - 17:11, 39:2, 72:10, 109:4, 194:16, 312:23	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14 frank [6] - 42:8, 90:10, 90:23, 91:7, 93:7, 93:20 free [2] - 24:5, 226:18	345:24 $full-time [7] - 7:8,$ $168:4, 202:18,$ $208:14, 219:15,$ $271:9, 345:24$ $fully [4] - 42:2, 105:24,$ $197:22, 340:21$ $function [16] - 16:11,$ $16:13, 23:13, 26:12,$ $31:7, 31:18, 33:6,$ $33:17, 33:23, 36:12,$ $42:23, 53:14, 54:9,$ $64:6, 115:16, 205:21$ $functions [8] - 57:11,$ $66:24, 95:9, 150:15,$ $150:16, 151:10,$ $182:1, 204:16$ $Fund [1] - 271:6$ $funded [3] - 161:21,$ $165:11, 256:5$	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1 garbage [1] - 193:15 gather [1] - 88:20 gathered [1] - 82:13	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 glob [1] - 60:17 global [2] - 74:14, 106:24 go-between [1] - 28:24 goals [12] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12, 59:18, 64:8, 64:21, 89:17, 118:10, 131:3, 184:9, 308:2 gold [2] - 51:18,
forever [1] - 75:17 forget [2] - 72:22, 190:16 form [2] - 33:12, 47:10 formal [2] - 142:13, 142:14 formalize [1] - 264:15 format [2] - 230:18, 336:22 formats [2] - 122:13, 303:12 formed [1] - 40:11 forms [4] - 151:5, 175:23, 229:22 formula [1] - 140:24 Fort [2] - 34:20, 78:22 forth [6] - 17:11, 39:2, 72:10, 109:4,	49:21 four [15] - 10:5, 11:7, 69:14, 116:24, 163:11, 163:21, 165:24, 176:14, 189:20, 196:15, 240:6, 241:22, 243:4, 244:2, 317:1 fourth [5] - 14:16, 61:22, 134:7, 173:13, 250:21 fragile [2] - 314:10, 322:19 frame [1] - 223:21 framework [1] - 54:14 frank [6] - 42:8, 90:10, 90:23, 91:7, 93:7, 93:20	$\begin{array}{c} 345:24\\ \textbf{full-time} \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \$	G8 [2] - 26:22, 27:1 gadgets [1] - 120:21 gain [3] - 64:1, 86:10, 252:7 gained [3] - 6:6, 7:16, 307:9 game [1] - 67:11 gamut [1] - 146:18 gap [8] - 195:14, 299:9, 299:23, 300:4, 300:11, 300:21, 301:6, 319:11 gaps [1] - 52:10 GAR [1] - 230:1 gather [1] - 88:20 gathered [1] - 82:13 gathering [1] - 82:15 gear [10] - 23:18,	13:24, 45:8, 45:22, 58:11, 84:12, 141:13, 148:12, 155:3, 182:19, 312:8, 323:17, 342:1, 342:4 glad [3] - 300:11, 301:9, 335:11 global [2] - 74:14, 106:24 go-between [1] - 28:24 goal [2] - 208:4, 309:22 goals [12] - 54:19, 55:5, 57:6, 57:12, 59:18, 64:8, 64:21, 89:17, 118:10, 131:3, 184:9, 308:2

	T	T	1	Page 1
Goobie [1] - 41:8	61:2, 63:14, 66:11,	181:24, 189:14,	guides [4] - 9:11,	hazardous [2] -
Goose [1] - 163:2	68:18, 75:7, 86:4,	189:24, 192:12,	39:21, 57:23, 296:22	133:23, 185:18
govern [2] - 265:16,	86:7, 90:15, 90:22,	193:6, 198:7, 209:7,	guiding [1] - 325:16	hazardous -type [2] -
327:6	97:1, 102:16,	217:22, 291:21,	Gulf [1] - 27:17	133:23, 185:18
Governance [1] -	104:10, 105:3,	294:15, 294:20,	guy [4] - 36:17, 36:18,	hazards [4] - 135:21,
321:7	120:21, 144:8,	296:8, 301:11,	157:5, 163:24	192:3, 193:23,
governance [13] -	145:16, 149:2,	302:1, 323:22,	guys [15] - 38:24,	275:24
260:15, 260:16,	156:22, 157:7,	335:24	44:2, 66:8, 72:8,	head [2] - 164:24,
265:1, 265:10,	163:16, 165:19,	groups [18] - 36:9,	86:22, 118:3,	242:6
268:10, 277:22,	166:11, 173:21,	94:8, 97:17, 153:6,	118:14, 119:7,	heading [1] - 243:15
313:24, 314:19,	181:2, 189:9, 191:9,	161:12, 166:3,	120:3, 121:20,	health [3] - 197:13,
321:8, 321:13,	192:20, 194:12,	180:14, 200:24,	136:18, 137:14,	300:3, 300:4
325:5, 325:8, 338:4	210:22, 213:2,	204:17, 209:16,	172:18, 247:3,	Health [4] - 1:23,
governing [1] - 262:17	219:18, 222:13,	238:5, 260:7, 270:1,	310:19	26:15, 36:8
Government [2] -	222:18, 227:14,	270:4, 270:16,		hear [7] - 2:5, 232:4,
91:12, 289:23	233:21, 302:6,	337:14, 338:6	Н	252:16, 272:2,
government [39] - 5:5,	307:18, 309:4,	GSAR [17] - 74:19,		279:4, 281:6, 347:14
28:23, 98:7, 115:1,	315:5, 315:9,	123:8, 162:4, 162:7,		
	322:11, 334:13,	162:14, 181:24,	Half [1] - 245:7	heard [26] - 3:2, 51:2,
158:21, 165:12, 165:15, 165:18	335:15, 337:11	205:24, 206:5,	half [10] - 30:22,	77:1, 81:24, 118:6,
165:15, 165:18,	greater [3] - 95:8,	233:10, 236:15,	32:11, 34:4, 44:14,	126:13, 138:11,
174:13, 189:6,	100:1, 151:4	252:10, 252:23,	62:24, 192:8, 239:5,	142:24, 210:7,
190:2, 196:15,	greatest [2] - 29:19,	257:21, 270:1,	245:7, 315:1, 345:18	227:1, 227:3, 227:7,
209:13, 209:21,	118:21	319:9, 328:8, 330:20	hamper [1] - 43:21	227:12, 227:16,
211:19, 217:13,	greet [1] - 207:13	GSARs [1] - 310:2	hand [4] - 14:1, 47:14,	227:17, 228:8,
226:8, 249:19,			74:20, 76:23	233:3, 233:7,
254:1, 256:10,	greeting [2] - 42:1,	Guard [16] - 56:23,	handlers [1] - 13:3	237:17, 238:22,
257:4, 257:7,	174:15	74:18, 105:1,	hands [4] - 25:12,	239:9, 331:16,
257:11, 257:12,	grid [6] - 43:6, 47:23,	106:14, 114:8,	100:22, 101:8, 296:4	332:8, 334:16,
259:24, 260:23,	110:16, 216:16,	115:12, 116:14,	hands -on [1] - 100:22	334:21, 335:4
265:17, 268:7,	216:18, 216:20	117:1, 124:12,		Hearing [1] - 32:13
272:10, 279:9,	gridding [1] - 214:20	155:23, 159:21,	hang [1] - 171:9	hearing [14] - 3:23,
279:15, 319:19,	grief [2] - 184:23,	256:12, 293:9,	hard [15] - 3:24, 19:16,	32:12, 51:2, 58:15,
324:13, 324:14,	223:15	293:17	46:4, 46:6, 99:18,	85:2, 88:17, 89:2,
324:20, 324:21,	grips [1] - 86:13	guard [2] - 83:5,	99:22, 103:11,	89:3, 100:12,
327:9	Ground [5] - 117:2,	239:15	116:19, 193:17,	101:12, 116:6,
Governor [1] - 37:16	256:21, 259:7,	guess [40] - 60:9,	211:14, 232:21,	313:15, 331:9, 332:2
GPS [3] - 100:19,	283:1, 283:9	106:7, 132:9,	256:1, 258:10,	hearings [12] - 30:15,
120:18, 127:21	ground [43] - 2:7,	140:18, 142:13,	258:11, 326:21	30:17, 70:13, 88:20,
grab [1] - 223:11	30:11, 44:20, 51:18,	227:2, 228:13,	harm [1] - 252:22	89:19, 97:3, 100:12,
grabbed [1] - 6:19	72:11, 72:14, 76:11,	239:2, 239:14,	harm's [2] - 228:5	136:17, 210:22,
grabbing [1] - 146:4	77:2, 92:1, 105:9,	249:3, 249:10,	harmonious [1] -	226:1, 227:4, 322:14
gracious [1] - 88:15	106:4, 108:14,	249:12, 249:15,	56:15	heart [1] - 308:14
Grand [1] - 96:8	108:21, 109:5,	249:19, 250:4,	harry [6] - 11:24,	heartbeat [1] - 71:22
grandson [1] - 330:6	109:7, 110:3,	253:18, 253:20,	26:15, 49:24, 74:10,	Heartland [1] - 194:15
granola [1] - 59:13	110:17, 110:20,	256:17, 257:5,	79:5, 98:13	heavy [4] - 98:23,
grant [5] - 209:17,	118:6, 126:8,	259:21, 262:2,	Harry [5] - 67:19,	210:4, 290:21,
271:6, 271:21,	152:22, 155:1,	263:19, 263:23,	156:16, 198:2,	334:17
272:1, 272:4	219:22, 220:7,	269:19, 274:24,	210:8, 272:12	HEC [4] - 67:18,
grants [1] - 209:18	223:20, 249:11,	284:12, 286:7,	hashing [1] - 98:22	220:17, 222:5,
grasp [1] - 104:11	249:21, 252:24,	288:7, 308:17,	hasty [5] - 60:1, 60:10,	224:21
grasped [1] - 9:4	259:17, 281:15,	313:1, 327:2,	62:23, 335:21,	heck [1] - 44:8
grateful [1] - 348:17	286:2, 294:7,	329:17, 332:13,	337:16	held [1] - 110:21
	311:11, 327:15,	332:24, 335:5,	Hat [1] - 270:9	Helens [5] - 27:23,
Great [3] - 24:24,	327:20, 327:21,	339:19, 340:5,	haves [1] - 118:21	37:5, 37:23, 38:2,
227:17, 247:22	328:15, 328:21,	342:24, 346:22	haw [1] - 24:14	40:19
great [60] - 4:2, 4:7,	329:18, 329:24,	guide [5] - 173:11,	hazard [3] - 176:4,	
5:14, 10:17, 11:20,	334:8, 335:9, 345:14	229:17, 230:19,	180:1, 188:7	Helicopter [1] -
13:1, 16:6, 32:14,	group [23] - 12:1,	231:5, 238:20	Hazard [4] - 176:10,	221:13
32:23, 36:24, 45:20,	96:15, 97:19, 98:2,	guidelines [2] -	176:15, 178:15,	helicopter [19] -
10 00 10 10	30.13.37 13 30 2			
46:20, 48:10, 53:22,	130:5, 146:12,	236:22, 309:21	201:10	17:14, 62:11, 67:6,

				Page 1
73:7, 81:1, 81:13,	hiked [1] - 184:17	346:11	151:20	191:16, 191:17
109:15, 179:11,	hiking [5] - 69:13,	hours [32] - 14:8,	I-200 [3] - 149:14,	immigrants [2] -
186:19, 193:20,	76:24, 181:20,	19:22, 20:1, 31:3,	149:23, 151:3	187:12, 187:14
217:18, 220:23,	192:1, 199:22	33:17, 33:21, 54:24,	I-300 [4] - 149:15,	impact [3] - 85:2,
222:6, 223:5,	Hiking [1] - 184:14	56:3, 61:13, 94:17,	149:23, 151:13,	85:3, 85:8
224:10, 232:16,	Hill [3] - 48:10, 48:16,	99:15, 128:22,	151:22	impacts [1] - 294:23
297:8, 297:24, 298:9	76:8	129:17, 130:18,	I-400 [3] - 152:5,	implement [1] -
helicopters [5] -	himself [2] - 3:12,	135:1, 151:18,	152:14	150:20
41:20, 186:20,	3:14	151:21, 151:22,	lan [1] - 258:20	implementation [2] -
218:9, 297:20,	hip [1] - 63:16	180:11, 218:21,	IAP [1] - 151:8	30:19, 210:3
298:22	hired [3] - 142:22,	236:1, 236:8,	IC [12] - 53:5, 59:15,	
help [29] - 8:23, 24:13,		236:17, 237:9,	•••	implemented [1] - 329:16
43:12, 44:10, 46:21,	271:9, 271:10	301:16, 306:9,	62:18, 64:18, 65:12,	
	hiring [1] - 142:22	313:19, 314:12,	149:16, 150:13,	important [50] - 13:23,
58:5, 110:24, 113:5,	historical [2] - 207:7,		212:15, 230:22,	14:4, 16:2, 16:9,
122:7, 130:1, 135:6,	248:20	322:15, 336:3,	230:24, 232:18,	19:16, 20:10, 25:4,
144:17, 152:1,	historically [2] -	344:23	237:12	52:14, 55:4, 61:21,
152:11, 167:12,	248:11, 249:4	hours -plus [1] -	ice [11] - 24:6, 38:4,	62:15, 66:16, 66:17,
170:23, 174:20,	histories [1] - 181:6	129:17	69:7, 199:21, 227:8,	73:2, 75:18, 75:20,
198:6, 230:19,	history [1] - 119:16	house [6] - 63:4, 74:7,	227:9, 227:13,	77:11, 80:13, 85:20,
246:3, 291:18,	hit [1] - 232:22	127:17, 132:24,	294:23, 295:11,	94:24, 95:3, 101:20,
302:14, 314:11,	hits [2] - 10:12, 105:6	270:24, 331:21	296:5	109:17, 112:1,
334:3, 335:12,	hoist [1] - 222:15	House [2] - 8:5, 44:17	Icelandic [1] - 12:16	113:20, 115:20,
337:11, 338:6,	hoisted [1] - 66:12	houses [1] - 43:16	icing [1] - 213:13	125:23, 132:15,
340:20, 340:22	hoisting [2] - 67:16,	hover [1] - 66:13	ICs [1] - 146:10	134:23, 136:7,
helpful [2] - 320:2,	179:12	hull [1] - 75:9	icy [1] - 83:19	154:8, 168:20,
344:3	hold [2] - 137:9,	human [2] - 133:18,	ID [1] - 184:21	176:5, 176:21,
helping [2] - 40:12,		195:7	idea [4] - 44:24, 49:19,	187:8, 192:4,
155:22	173:15	humility [1] - 246:10	194:24, 330:10	204:15, 218:3,
helps [5] - 96:16,	holder [2] - 277:7,	hundred [3] - 23:18,	ideal [1] - 333:13	220:2, 221:24,
100:6, 161:10,	278:18	24:21, 338:11		223:18, 228:11,
235:12, 319:22	holding [2] - 189:4,		ideally [2] - 278:15,	286:11, 286:15,
helter [1] - 147:7	215:1	hundreds [3] - 47:22,	278:17	296:19, 300:13,
helter -skelter [1] -	holes [1] - 225:9	91:10, 157:21	ideas [2] - 59:2,	308:1, 321:7,
147:7	home [4] - 7:15,	hung [1] - 308:9	346:24	321:15, 322:9
	30:24, 34:4, 102:20	hunting [2] - 292:21,	identified [11] - 30:14,	
Hercules [1] - 108:11	Homeland [1] - 6:13	296:21	39:10, 41:18, 55:16,	impression [1] -
heroism [1] - 227:23	homes [4] - 11:9,	Hurricane [5] - 22:23,	142:18, 180:1,	140:20
hesitate [1] - 226:20	11:12, 32:21, 32:24	27:12, 29:2, 29:13,	194:23, 204:13,	impressions [1] -
high [11] - 68:2, 76:22,	homework [1] -	36:17	276:7, 289:5, 289:12	334:8
94:13, 94:14, 95:7,	180:17	hurricane [5] - 6:23,	identify [6] - 122:3,	improper [2] - 340:14,
96:14, 157:23,	homicide [2] - 252:21,	10:13, 22:24, 29:14,	179:22, 187:7,	340:15
179:11, 184:13,	273:21	40:8	219:5, 219:6, 275:23	improve [9] - 32:16,
221:6, 276:7	honest [4] - 90:10,	hurricanes [1] - 166:9	identifying [6] -	83:5, 92:21, 103:8,
high -angle [2] -	225:16, 248:7, 334:6	hurry [1] - 75:12	110:18, 135:20,	131:17, 170:12,
179:11, 221:6		hurt [2] - 208:24,	146:16, 192:3,	301:23, 308:15,
high -risk [1] - 68:2	honoured [1] - 50:4	343:22	193:23, 219:2	314:21
high-use [1] - 276:7	hood [1] - 130:18	husband [1] - 86:19	Igloliorte [1] - 1:5	improved [3] - 196:2,
higher [7] - 149:13,	Hood [1] - 38:3	HVA [3] - 176:12,	IGLOLIORTE [15] -	315:16, 315:17
213:8, 213:17,	hooded [1] - 218:18			improvement [1] -
221:20, 251:4,	hopefully [1] - 339:11	224:18, 321:13	1:7, 1:20, 2:1, 3:17,	316:12
311:8, 320:14	horizon [1] - 332:13	Hyatt [1] - 23:1	34:9, 87:16, 103:15,	improvements [1] -
	hospital [1] - 81:9	hypothermia [5] -	103:19, 138:3,	208:10
highlighted [1] - 298:8	host [2] - 54:8, 167:1	18:5, 81:8, 112:7,	141:23, 142:20,	
highly [5] - 137:10,	hotel [1] - 23:2	112:11, 223:8	171:11, 171:23,	improving [2] -
218:20, 237:23,	hounds [1] - 168:13	hypothermic [2] -	177:9, 177:14	121:14, 208:4
250:9, 313:18	hour [10] - 3:7, 90:6,	17:23, 223:14	images [1] - 59:2	IMT [1] - 129:8
highly -trained [1] -	137:2, 155:4,	l	imagination [1] -	IMTs [1] - 173:7
250:9	228:17, 237:13,		334:13	in-depth [3] - 90:4,
highway [3] - 49:15,	339:4, 344:21,	<u> </u>	immediately [3] -	295:7, 297:21
292:6, 336:6		1	70:9, 103:1, 137:10	inaudible [14] - 5:2,
202.0, 000.0				
highways [1] - 324:2	345:11 hourly [2] - 345:22,	I-100 [4] - 33:9,	immigrant [2] -	14:16, 34:21, 38:17,

				Page 16
100:16, 101:17,	274:1, 276:5	inflatable [1] - 75:10	290:18, 296:9,	internal [3] - 93:3,
115:14, 122:2,	inclement [1] - 118:14	influence [1] - 290:21	297:2, 297:3, 300:2,	98:3, 157:11
140:13, 161:13,	include [2] - 184:9,	influences [2] -	308:19, 308:21,	internally [3] - 112:3,
166:11, 167:2	214:1	206:18, 206:20	342:6, 344:18	167:7, 328:4
inaudible) [4] - 10:4,	included [1] - 304:9	information [47] -	inquiry [7] - 14:24,	International [4] - 9:5,
94:19, 120:7, 151:17	including [6] - 12:10,	36:23, 42:13, 42:17,	27:23, 28:6, 32:12,	9:8, 12:16, 37:19
incentive [3] - 170:19,	43:16, 255:13,	44:1, 47:12, 53:7,	88:19, 271:12,	international [5] - 9:7,
322:5, 338:6	270:4, 335:20	56:5, 57:10, 58:9,	278:15	12:9, 182:9, 182:10,
incentives [1] - 336:22	income [1] - 209:2	58:22, 59:5, 59:6,	INQUIRY [1] - 2:22	187:10
incentivize [1] - 155:5	incorporate [4] -	59:13, 59:17, 59:21,	Inquiry 's [1] - 91:15	internationally [1] -
inception [1] - 95:17	171:7, 255:12,	60:3, 60:13, 62:6,	inReach [11] - 74:14,	9:12
inches [1] - 29:6	256:1, 336:20	64:15, 70:8, 70:17,	84:21, 97:4, 100:20,	internet [1] - 333:17
Incident [1] - 197:16	incorporates [1] -	71:13, 82:12, 82:16,	107:1, 107:5,	interoperability [13] -
incident [88] - 10:21,	179:13	88:21, 89:5, 93:6,	120:18, 292:9,	10:3, 10:11, 10:15,
11:1, 14:10, 20:9,	incorporating [1] -	97:14, 127:21,	292:23, 301:17,	23:9, 26:20, 31:8,
21:23, 26:17, 26:23,	172:4	132:18, 137:4,	333:24	47:18, 57:9, 66:19,
27:1, 27:5, 29:8,	increase [4] - 123:12,	138:14, 154:9,	inside [2] - 14:3, 49:7	173:22, 173:23,
29:24, 30:7, 32:4,	196:22, 332:19,	160:5, 169:6,	insight [2] - 7:16, 7:21	200:22
33:7, 33:8, 33:9,	334:1	174:23, 174:24,	insights [1] - 332:1	interrupt [5] - 107:19,
33:15, 33:20, 34:11,	increased [1] - 123:22	192:18, 203:18,	instance [1] - 233:16	188:23, 198:12,
37:2, 39:3, 39:9,	increasing [1] - 146:9	246:17, 247:3,	instances [1] - 65:3	216:4, 287:7
40:18, 40:19, 44:23,	incredible [1] - 174:3	284:10, 304:18,	instantaneously [1] -	interspersed [1] -
45:16, 47:16, 51:19,	incredibly [1] - 162:8	309:7	38:7	22:13
51:22, 51:24, 52:5,	incumbent [1] - 72:24	Information [1] -	instead [5] - 51:19,	interview [3] - 63:18,
52:24, 53:6, 53:20,		203:18	139:20, 158:6,	203:3, 302:12
55:9, 55:20, 63:11,	indeed [2] - 4:16,	infrared [3] - 62:11,	237:20, 261:23	interviewed [1] - 76:1
64:5, 64:18, 76:14,	73:20	218:7, 219:3	instincts [1] - 236:12	interviewing [3] -
79:19, 82:20, 83:13,	independent [2] -	infrastructure [12] -	Institute [1] - 158:17	76:23, 88:1, 192:11
83:17, 83:22, 83:23,	103:5, 167:5	121:7, 134:13,	institute [1] - 264:4	interviews [6] - 51:4,
101:10, 104:1,	indicates [1] - 108:20	154:23, 209:13,		90:20, 93:7, 138:19,
118:8, 127:17,	indicating [1] - 185:18	209:18, 210:11,	instructor [1] - 9:7 instructors [1] - 95:14	181:2, 225:23
128:20, 128:22,	Indigenous [13] -	271:3, 313:23,		intimidated [1] - 340:1
129:5, 129:16,	210:20, 211:4,	314:15, 321:20,	instrument [2] -	introduce [2] - 1:12,
130:15, 133:6,	289:2, 289:13,	321:21	218:8, 218:21	3:12
134:23, 135:18,	289:20, 290:6,	Infrastructure [1] -	insurance [2] -	introduction [2] -
137:3, 138:4, 141:3,	290:9, 290:10,	209:4	160:17, 212:1	150:13, 150:23
142:4, 143:3,	290:17, 290:21,	initial [17] - 13:10,	Insurance [2] - 78:20,	inundated [1] - 43:4
145:11, 146:3,	291:1, 291:19,	14:10, 40:7, 130:14,	211:16	
147:20, 148:24,	292:13 individual [6] -	130:22, 132:1,	integrity [2] - 35:20,	invaluable [1] - 106:19
149:14, 149:17,		135:13, 136:2,	265:15	
150:6, 150:20,	101:19, 133:15,	136:24, 141:18,	intended [2] - 175:18,	invariably [1] - 80:5
151:4, 151:15,	244:8, 245:17,	148:4, 173:13,	348:7	invest [1] - 336:1
155:18, 172:23,	299:18, 313:17	205:8, 240:6, 244:3,	intention [1] - 236:11	investigate [1] - 70:16
173:3, 173:6,	individual 's [1] -	262:1	interest [14] - 6:1,	investigation [6] -
173:16, 198:10,	301:14	Initiative [1] - 271:6	9:24, 29:7, 116:8,	15:19, 133:9,
200:10, 207:16,	individually [1] -	injured [7] - 66:10,	116:12, 116:19,	138:20, 180:18,
232:7, 233:13,	96:16	69:21, 184:1, 184:5,	154:20, 168:7,	273:13, 274:1
233:18, 234:1,	individuals [19] - 5:2,	208:24, 243:24,	241:12, 267:11,	investigational [1] -
239:15, 250:8,	5:14, 6:7, 10:6,	283:20	276:18, 294:7,	135:5
302:13	11:16, 16:1, 16:6,	injuries [4] - 17:23,	308:14, 326:15	investigator [2] -
incidents [27] - 21:22,	17:22, 18:6, 25:19,	112:6, 112:7, 123:18	interested [3] - 3:23,	146:21, 146:22
27:4, 27:5, 28:3,	46:21, 63:12, 63:14,	injury [3] - 84:11,	262:1, 344:12	investment [2] -
32:1, 33:5, 39:7,	77:18, 77:22, 77:23,	122:3, 223:7	interesting [11] -	187:4, 303:6
39:24, 52:7, 63:13,	92:3, 239:10, 307:22	innovative [1] - 296:2	14:21, 18:19, 29:11,	investments [1] -
65:16, 65:22, 74:17,	industry [2] - 337:9,	input [2] - 93:22,	30:13, 58:19, 77:17,	336:14
75:16, 84:10, 85:20,	338:3	279:12	209:5, 233:6,	invited [1] - 343:4
85:23, 177:1,	inexpensive [1] -	inputted [1] - 314:13	253:19, 308:17,	involve [11] - 8:23,
185:12, 186:14,	225:7	•	309:2	17:22, 105:16,
196:23, 199:17,	inexperienced [1] -	Inquiry [15] - 1:4, 2:6, 87:11 132:4	interfaces [2] - 9:16,	123:8, 154:4, 154:5,
200:14, 207:7,	230:9	87:11, 132:4,	78:22	158:2, 158:24,
·····, ··· ,		177:22, 287:23,		

www.elitetranscription.ca

Page 17 to 17

				Page 17
267:9, 292:9, 293:8	item [3] - 60:24, 196:7,	joining [2] - 194:16,	kayaking [1] - 199:22	knowledge [25] - 6:6,
involved [61] - 6:8,	282:22	294:7	keep [16] - 15:5, 24:9,	16:10, 16:21, 17:17,
7:7, 7:23, 9:9, 11:3,	items [7] - 120:24,	joint [5] - 106:10,	47:14, 49:7, 60:19,	26:2, 47:6, 105:15,
12:4, 12:23, 13:24,	195:18, 238:16,	106:19, 123:22,	96:16, 118:11,	123:13, 124:17,
16:1, 36:4, 40:21,	335:20, 337:4,	161:24, 162:17	118:13, 120:16,	129:10, 137:15,
46:3, 47:19, 47:20,	337:5, 343:11	jointly [1] - 141:13	164:13, 196:24,	137:16, 156:22,
50:2, 63:11, 63:13,	itself [7] - 10:2,	jot [1] - 93:16	197:6, 338:18, 342:9	163:23, 172:13,
65:15, 66:8, 66:24,	183:17, 196:19,	JRCC [1] - 159:22	keeper [1] - 278:18	223:2, 223:3,
88:1, 94:9, 95:5,	201:22, 225:4,	JRCCs [1] - 285:16	keeping [3] - 169:7,	233:11, 240:10,
98:18, 100:13,	265:16, 342:12	judge [1] - 20:15	196:24, 343:12	252:8, 281:15,
103:5, 103:11,		judicial [1] - 260:23	keeps [1] - 102:13	294:19, 295:7, 296:5
104:15, 104:17,	J	July [4] - 27:21, 48:9,	Ken [3] - 48:10, 48:16,	knowledgeable [1] -
105:22, 118:5,		48:13, 76:7	76:7	233:17
125:23, 137:1,		jump [6] - 131:23,	kernmantle [1] - 81:18	known [1] - 175:7
145:14, 147:17,	jacket [3] - 70:21,	226:20, 235:21,	Key [1] - 10:8	knows [3] - 54:15,
149:18, 151:5,	168:16, 185:4	261:21, 272:24,	key [8] - 41:4, 57:7,	58:1, 144:9
151:7, 154:10,	James [1] - 1:5	273:5	62:1, 73:14, 86:2,	
174:4, 174:12,	January [1] - 7:5	jumping [1] - 282:10	113:14, 204:3,	L
176:6, 180:19,	Jasper [1] - 8:14	jumping -off [1] -	337:21	
180:20, 192:13,	Jesse [6] - 44:24,	282:10	kids [1] - 94:14	
249:21, 257:24,	45:5, 47:3, 48:1,	junction [1] - 185:16	kilometre [2] - 239:5,	LA [1] - 158:9
280:1, 293:5,	76:6, 85:7	junctions [2] - 183:8,	244:13	Labour [2] - 26:10,
293:13, 293:22,	Jessie [2] - 27:22,	185:18	kilometres [6] - 24:21,	26:12
294:21, 300:14,	44:13	June [2] - 76:10	214:18, 214:19,	labour [1] - 26:14
303:21, 304:5,	job [62] - 17:18, 23:6,	Junior [1] - 291:12	228:17, 284:23,	Labrador [27] - 4:8,
324:21, 326:1,	29:1, 31:18, 31:23,	jurisdiction [11] -	331:22	22:8, 27:24, 59:12,
327:10, 330:5,	32:23, 41:21, 42:10,	52:16, 178:23,	kind [52] - 14:17,	73:9, 75:8, 88:5,
335:11, 336:16	42:19, 47:8, 54:11,	198:18, 200:5,	48:20, 60:17, 76:21,	89:1, 91:12, 93:10,
involvement [3] -	57:24, 71:9, 73:14,	201:13, 266:1,	89:21, 91:18, 93:12,	111:18, 123:2,
230:6, 297:23,	80:18, 82:3, 82:17,	268:14, 279:22,	103:21, 105:15,	181:8, 182:18,
324:13	95:8, 98:13, 110:10,	281:1, 301:12, 328:2	123:17, 134:1,	184:14, 194:13,
involves [10] - 19:21,	118:12, 119:6,	jurisdiction 's [1] -	134:2, 136:20,	217:20, 238:6,
27:5, 151:3, 290:20,	119:23, 121:17,	207:10	138:12, 138:15,	256:20, 273:12,
295:12, 296:10,	127:3, 129:23,	jurisdictional [1] -	140:20, 147:1,	290:19, 297:11,
321:13, 321:14,	152:23, 155:22,	191:8	155:16, 159:15,	312:19, 313:20,
325:11	158:15, 162:10,	jurisdictions [10] -	160:22, 163:2,	323:19, 326:17,
involving [6] - 32:7,	163:16, 165:11,	•	163:14, 164:4,	329:18
56:4, 106:13,	166:13, 166:15,	33:6, 33:19, 51:16, 52:20, 149:19,	179:9, 183:5,	Labrador 's [1] - 313:2
174:21, 211:4, 255:9	168:12, 170:14,	176:12, 206:10,	197:10, 200:10,	lack [13] - 30:9, 30:18,
Irish [1] - 12:15	183:13, 186:2,	230:5, 251:3, 257:12	204:22, 212:23,	47:5, 92:6, 98:5,
island [4] - 88:5,	186:7, 187:5, 195:9,	justice [1] - 264:4	220:13, 242:2,	98:6, 114:5, 121:5,
123:4, 126:6, 227:4	201:15, 201:16,	• • • •	243:22, 244:4,	121:11, 122:7,
Island [1] - 324:8	202:8, 204:3,	Justice [4] - 7:4,	245:13, 254:12,	126:1, 314:15
Islands [1] - 209:6	207:14, 208:15,	158:17, 158:18, 269:5	254:22, 255:6,	lacked [1] - 47:7
isolate [1] - 182:24	214:7, 218:1,		258:5, 258:7,	lacking [2] - 176:21,
isolated [3] - 105:14,	219:18, 220:8,	justification [1] -	260:13, 262:23,	290:16
190:21, 263:2	223:19, 224:14,	188:11	269:19, 276:12,	ladders [1] - 163:17
isolation [4] - 180:20,	225:9, 247:12,	justifies [1] - 186:24	291:13, 297:15,	lahar [2] - 38:6
190:7, 255:1, 256:8	250:11, 251:12,	justify [3] - 188:3,	302:13, 309:2,	laid [3] - 66:10, 225:2,
issue [8] - 32:19,	278:4, 302:6,	188:11, 202:17	318:9, 318:13,	266:20
38:21, 39:3, 124:2,	341:10, 345:23	L L	321:8, 345:3	Lake [3] - 24:24,
140:18, 170:24,	jobs [3] - 116:24,	K	kinds [2] - 268:19,	78:22, 270:10
231:10, 323:11	131:13, 163:12		344:24	lake [2] - 35:23,
issued [2] - 160:17,	Joe [1] - 306:13	K-Division [1] - 269:6	King [4] - 66:1, 67:15,	242:22
238:5	John [1] - 304:3	Kananaskis [1] -	158:8	land [8] - 25:14, 81:23,
issues [7] - 88:12,	John's [8] - 43:2, 51:3,	76:14	Kings [1] - 50:18	223:21, 292:14,
99:24, 161:11,	184:20, 189:21,	Karen [1] - 45:12	kit [2] - 113:23, 342:17	292:21, 294:3,
170:16, 233:12,	190:24, 191:22,	Katrina [5] - 22:23,	Kits [1] - 342:20	295:2, 296:20
327:7, 329:5	224:5, 227:4	27:12, 29:2, 29:13,	knots [1] - 96:20	landing [1] - 186:20
, / _ / . /		,,,,,,	1000 [1] - 30.20	
it'll [1] - 341:23	join [1] - 340:10	36:17	knowing [1] - 120:21	lands [1] - 220:23

www.elitetranscription.ca

Page 18 to 18

	I		ſ	Page
language [1] - 153:20	122:18, 124:5,	262:22, 263:10,	75:17, 82:7, 82:8,	294:24, 300:23
laptop [1] - 218:18	124:6, 125:17,	263:11, 263:14,	83:14, 84:12, 84:23,	locally [5] - 72:5,
arge [11] - 10:14,	125:23, 126:17,	263:16, 263:21,	87:1, 157:16, 311:12	165:22, 204:22,
33:6, 35:23, 35:24,	126:22, 166:24	263:23, 264:14,	light [7] - 108:10,	204:23, 252:12
40:18, 69:8, 88:3,	leadership [14] -	264:23, 265:11,	198:17, 212:18,	located [3] - 6:5,
119:5, 147:12,	14:11, 20:13, 21:15,	266:24, 285:24,	219:11, 220:6,	108:20, 191:18
242:22, 249:16	26:6, 30:10, 94:23,	289:18, 289:20,	222:12, 302:2	location [5] - 98:2,
larger [6] - 163:8,	117:23, 117:24,	306:3	lightly [1] - 87:23	133:5, 182:20,
191:22, 215:15,	121:11, 121:12,	legislative [1] - 262:5	lightweight [1] -	238:1, 241:5
225:7, 333:15, 337:4	123:13, 124:7,	legislatively [1] -	215:14	locations [4] - 88:23,
largest [2] - 27:13,	131:9, 152:18	207:10	like-minded [1] -	178:20, 193:10,
118:22	leading [2] - 297:16,	legitimate [1] - 153:11	49:23	276:17
last [28] - 11:3, 15:12,	299:12	leisure [1] - 209:1	likely [2] - 239:4,	Locator [2] - 292:10,
98:21, 144:23,	leads [4] - 72:16,	lends [2] - 52:11,	327:7	292:22
175:19, 176:8,	245:12, 267:23,	225:4	limit [1] - 334:14	locator [1] - 292:15
176:9, 188:1, 207:4,	294:6	length [1] - 95:23	limitations [1] -	locked [2] - 193:11,
208:9, 211:8, 216:4,	learn [2] - 5:13, 309:2	less [3] - 109:10,	333:11	193:15
237:3, 239:6,	learned [22] - 22:1,	109:11, 150:4	limited [4] - 294:19,	log [1] - 141:9
240:22, 241:6,	22:7, 25:18, 28:2,	lesson [1] - 33:24	330:1, 330:14, 331:1	logistics [4] - 20:10,
240:22, 241:0, 241:15, 243:4,	28:18, 29:12, 29:21,	lessons [11] - 33.24	limits [1] - 92:16	53:11, 59:15, 64:19
241:15, 243:4, 243:15, 244:7,	30:3, 33:24, 46:4,	28:2, 28:18, 29:12,	line [7] - 24:20, 24:22,	Lokey [2] - 36:15,
244:14, 266:19,	49:20, 57:15, 75:24,			• • •
306:8, 311:24,	86:5, 90:17, 180:6,	29:21, 30:3, 46:4, 46:6, 49:20, 90:17,	82:9, 86:23, 214:19,	36:20
338:12, 339:15,	233:22, 234:9,	180:6	262:4, 305:9	long-distance [1] -
344:6, 344:11	302:3, 308:20,		lines [6] - 66:10,	194:13
late [3] - 3:2, 157:9,	309:4, 325:6	Lethbridge [1] - 270:9	134:20, 235:24,	long-term [3] - 85:2,
316:7	learning [3] - 15:5,	levee [1] - 34:3	236:5, 236:14, 322:6	85:3, 85:8
latest [2] - 12:23,	170:9, 302:21	level [12] - 30:11,	link [1] - 83:3	long-winded [1] -
112:4	lease [1] - 209:17	33:10, 142:3,	linkages [1] - 196:3	228:3
		149:13, 149:16,	LION [1] - 221:5	longest [1] - 94:19
latitude [2] - 19:3,	least [8] - 3:4, 62:7,	152:14, 224:19,	list [1] - 272:8	look [65] - 34:5, 41:14
58:11	138:11, 239:10,	234:17, 235:2,	listened [1] - 306:8	42:21, 49:5, 49:7,
launch [1] - 234:13	263:14, 283:14,	319:17, 334:4, 340:3	literally [2] - 331:23,	49:16, 60:10, 66:7,
LaValla [1] - 37:19	334:24, 343:22	levels [5] - 38:13,	333:16	69:1, 74:5, 75:13,
law [17] - 14:24,	leave [5] - 3:12, 5:24,	95:1, 105:3, 268:19,	literature [1] - 240:2	86:11, 89:5, 91:6,
112:20, 112:24,	132:23, 156:17,	302:24	litigation [3] - 65:9,	97:13, 106:23,
189:12, 189:23,	197:23	leverage [7] - 22:8,	117:9, 204:7	108:21, 110:17,
207:9, 252:14,	leaves [1] - 156:16	24:10, 100:2,	litters [1] - 72:9	112:1, 113:11,
253:4, 253:7, 253:8,	lectured [1] - 12:9	153:21, 156:23,	live [7] - 49:10, 67:18,	134:5, 134:7,
253:9, 255:13,	left [18] - 16:24, 17:2,	159:20, 215:4	92:24, 321:3,	134:20, 136:9,
256:11, 270:17,	22:22, 24:14, 81:11,	leverages [1] - 26:1	323:24, 324:2, 324:3	151:8, 151:10,
270:19, 274:3,	109:5, 144:2,	leveraging [1] - 292:2	lives [12] - 4:18, 50:24,	154:18, 156:18,
293:12	174:21, 224:22,	liabilities [1] - 117:9	72:19, 72:20, 84:7,	162:22, 170:5,
lawyers [3] - 226:6,	224:24, 228:20,	liability [3] - 65:9,	92:17, 162:7, 202:5,	177:2, 181:11,
226:8, 348:21	288:2, 300:21,	153:8, 160:18	310:7, 315:14,	183:9, 184:8, 187:3
lay [1] - 25:14	302:19, 305:17,	liaison [2] - 53:7,	326:17	191:16, 193:6,
lays [1] - 303:12	305:19, 309:10,	189:13	living [1] - 277:8	205:10, 216:10,
lead [6] - 69:9, 83:18,	341:16	license [1] - 170:22	loaded [2] - 23:18,	222:22, 224:6,
211:5, 237:11,	leg [1] - 184:6	licensing [1] - 214:15	96:11	224:18, 232:24,
239:1, 273:22	legal [8] - 14:22,	lid [1] - 37:6	loads [1] - 45:6	238:8, 243:13,
leader [15] - 16:14,	15:22, 32:15, 91:13,	lied [1] - 311:6	local [22] - 23:10,	245:18, 246:19,
26:8, 64:4, 64:13,	91:15, 140:4, 206:9,	lies [1] - 86:12	36:11, 116:18,	247:8, 260:13,
77:7, 102:1, 118:21,	214:11	Lieutenant [12] -	117:3, 129:2, 130:6,	262:14, 263:10,
119:10, 122:19,	legalities [1] - 325:8	162:18, 228:8,	161:12, 169:7,	267:14, 269:21,
123:9, 126:7,	legally [1] - 214:24	235:19, 235:20,	169:13, 186:11,	275:10, 275:12,
126:15, 152:21,	legislated [1] - 165:13	238:16, 285:1,	189:14, 209:8,	276:4, 289:18,
232:17	legislation [25] - 52:5,	285:10, 285:13,	229:17, 229:18,	300:23, 301:20,
leaders [16] - 24:12,	196:10, 197:10,	286:24, 287:12,	252:1, 252:8,	317:24, 319:10,
24:14, 24:17, 118:6,	200:15, 200:19,	347:16, 347:22	253:16, 263:6,	329:18, 337:11,
			,,,	245.12
120:15, 121:15,	262:9, 262:18,	life [12] - 7:24, 10:5,	274:8, 293:4,	345:13

	1	1	1	Page 19
50:1, 68:21, 71:5,	262:2, 266:7, 283:1,	166:13, 214:17	159:16, 167:1,	192:20, 214:20
73:21, 185:23,	283:9, 302:10,	maintenance [6] -	171:7, 172:4,	margin [1] - 67:22
211:2, 239:9,	302:17, 311:13	202:16, 203:8,	172:23, 173:3,	marine [9] - 19:10,
263:14, 265:4,	Lost [2] - 13:4, 242:9	207:2, 238:19,	173:6, 173:15,	74:17, 75:2, 162:4,
295:8, 299:18	lost/missing [1] -	299:1, 314:16	175:1, 178:18,	163:5, 179:12,
looking [51] - 6:14,	286:10	major [9] - 9:17, 11:3,	178:19, 186:24,	289:9, 327:17,
38:3, 38:17, 45:5,	Louise [3] - 1:21,	31:23, 32:6, 63:11,	202:9, 204:16,	328:10
47:24, 48:1, 53:12,	1:23, 197:18	63:13, 206:18,	205:12, 236:21,	Marine [1] - 297:2
59:10, 62:11, 62:23,	love [12] - 23:15,	210:6, 274:17	236:23, 237:7,	MARKED [1] - 2:22
77:14, 77:23, 78:2,	50:20, 50:22, 50:23,	majority [7] - 95:20,	238:13, 263:5,	market [2] - 107:9,
86:24, 96:9, 99:16,	51:9, 104:15,	150:6, 150:23,	263:6, 274:6, 290:2,	345:19
102:9, 108:13,	104:16, 215:21,	151:20, 234:6,	293:2, 293:5, 303:2,	MARSHALL [3] -
108:14, 110:4,	224:9, 316:14	274:1, 324:3	327:21	285:12, 286:8,
110:20, 184:13,	loved [2] - 299:19,	Makkovik [21] - 51:3,	management 's [1] -	286:14
185:22, 194:12,	308:6	68:16, 72:11, 73:18,	30:7	Marshall [10] - 32:3,
212:22, 218:7,	low [2] - 221:6, 347:5	83:17, 88:22, 92:10,	manager [21] - 16:16,	34:18, 36:1, 162:18,
218:17, 218:23,	low-angle [1] - 221:6	105:24, 116:22,	20:8, 26:8, 55:22,	228:8, 238:17,
219:2, 219:21,	lowered [1] - 345:7	140:12, 146:15,	102:1, 130:6,	285:2, 285:13,
219:23, 221:20,	LTCOL [3] - 285:12,	148:18, 205:24,	135:23, 138:5,	287:1, 347:12
222:2, 230:23,	286:8, 286:14	227:7, 227:12,	141:2, 142:4,	Marshall 's [1] - 235:19
239:3, 243:2,	lucky [4] - 47:12,	227:16, 287:3,	212:14, 212:19,	Mary's [1] - 48:11
243:24, 247:11,	72:18, 74:14, 148:20	289:6, 291:6,	228:21, 228:22,	mask [1] - 329:12
260:24, 282:19,	lunch [10] - 30:23,	295:16, 341:13	231:1, 231:22,	Mass [1] - 75:16
286:9, 286:18,	34:4, 50:5, 50:7,	MALE [1] - 259:10	232:10, 233:17,	master [1] - 45:23
288:21, 296:1,	171:15, 173:23,	man [1] - 114:2	233:23, 237:12,	material [4] - 13:22,
316:13, 329:24,	176:8, 176:14,	manage [3] - 47:11,	239:15	35:14, 126:15,
334:8, 336:7, 338:1,	177:11, 178:14	228:4, 237:6	managers [17] - 21:2,	240:17
339:20, 347:2	Lunch [1] - 177:19	managed [2] - 22:19,	71:6, 128:16,	materials [5] - 8:23,
Looking [1] - 330:8	luxury [1] - 19:15	229:2	128:18, 128:24,	9:1, 14:1, 57:21,
looks [5] - 57:14,	lying [1] - 311:7	Management [12] -	129:22, 149:13,	288:22
57:15, 60:11, 147:3,	J J H	10:22, 11:14, 52:3,	153:3, 153:5,	matter [9] - 25:19,
275:17	М	122:12, 166:8,	159:22, 163:22,	71:12, 74:22,
loose [2] - 85:24,		197:17, 260:4,	204:17, 229:6,	105:11, 136:10,
197:23		260:5, 261:11,	230:14, 233:10,	147:22, 210:23,
loosely [1] - 129:9	machine [8] - 74:12,	264:3, 264:7, 267:13	242:17, 244:5	337:1, 342:18
loso (121 - 52.17	81:3, 81:9, 81:23,	management [94] -	managing [2] - 130:8,	
lose [13] - 53:17,		management [94] -		matters [1] - 132:7
63:24, 84:21, 101:1,	95:24, 222:15,	6:2, 6:8, 6:16, 9:14,	180:23	matters [1] - 132:7 max [1] - 331:4
	95:24, 222:15, 339:10, 343:21	- · · ·		max [1] - 331:4
63:24, 84:21, 101:1,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17,	6:2, 6:8, 6:16, 9:14,	180:23	max [1] - 331:4 McDonald 's [1] - 45:7
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] -	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5, 169:13, 175:24,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] - 203:14	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17, 131:8, 145:14,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24, 193:1, 214:21,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20, 323:21
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5, 169:13, 175:24, 221:21, 228:6,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] - 203:14 maintainer [2] - 277:7,	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17, 131:8, 145:14, 146:9, 147:5,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24, 193:1, 214:21, 243:2, 244:6	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20, 323:21 meaning [1] - 136:13
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5, 169:13, 175:24, 221:21, 228:6, 231:8, 238:22,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] - 203:14 maintainer [2] - 277:7, 278:18	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17, 131:8, 145:14, 146:9, 147:5, 147:19, 147:20,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24, 193:1, 214:21, 243:2, 244:6 mapping [7] - 97:14,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20, 323:21 meaning [1] - 136:13 meaningful [9] -
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5, 169:13, 175:24, 221:21, 228:6, 231:8, 238:22, 239:7, 240:9,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] - 203:14 maintainer [2] - 277:7, 278:18 maintaining [4] -	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17, 131:8, 145:14, 146:9, 147:5, 147:19, 147:20, 152:18, 155:19,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24, 193:1, 214:21, 243:2, 244:6 mapping [7] - 97:14, 127:22, 127:23,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20, 323:21 meaning [1] - 136:13 meaningful [9] - 93:21, 110:2, 110:6,
63:24, 84:21, 101:1, 113:17, 119:7, 120:14, 153:13, 197:12, 210:15, 211:20, 246:15, 342:2 losing [2] - 126:19, 251:24 loss [2] - 84:11, 290:19 lost [39] - 15:14, 22:23, 23:11, 31:22, 35:19, 49:11, 54:22, 60:11, 74:23, 77:12, 77:13, 94:17, 105:16, 117:7, 128:7, 132:14, 145:9, 147:8, 148:2, 164:14, 169:5, 169:13, 175:24, 221:21, 228:6, 231:8, 238:22,	95:24, 222:15, 339:10, 343:21 machines [8] - 43:17, 74:11, 84:19, 169:2, 224:14, 237:14, 335:2, 339:12 Madam [4] - 2:13, 282:13, 344:6, 344:12 maggots [1] - 219:5 main [5] - 30:4, 81:2, 121:17, 154:14, 232:16 maintain [9] - 62:19, 95:21, 96:2, 100:15, 122:15, 196:17, 209:18, 252:4, 314:14 maintained [1] - 203:14 maintainer [2] - 277:7, 278:18	6:2, 6:8, 6:16, 9:14, 10:1, 10:22, 11:1, 14:12, 15:13, 18:9, 20:12, 21:15, 21:23, 21:24, 23:4, 26:6, 27:13, 29:8, 29:24, 30:1, 36:10, 37:2, 39:4, 40:7, 44:23, 45:16, 45:18, 47:7, 51:24, 60:15, 62:17, 64:18, 65:22, 75:21, 79:20, 82:14, 82:20, 94:24, 101:2, 101:10, 104:1, 126:24, 127:11, 128:20, 128:22, 129:5, 129:16, 129:18, 130:3, 130:16, 130:17, 131:8, 145:14, 146:9, 147:5, 147:19, 147:20,	180:23 mandate [5] - 9:17, 139:9, 186:8, 205:17, 205:20 mandated [8] - 75:3, 104:12, 144:23, 167:24, 207:11, 235:12, 249:13, 277:21 Manitoba [3] - 7:12, 16:7, 257:19 manual [2] - 196:4, 202:9 manuals [5] - 14:3, 179:16, 202:10, 239:12, 303:13 map [9] - 100:19, 102:11, 134:7, 145:8, 192:24, 193:1, 214:21, 243:2, 244:6 mapping [7] - 97:14,	max [1] - 331:4 McDonald 's [1] - 45:7 McMurray [2] - 34:20, 78:22 Meals [1] - 118:10 mean [27] - 40:2, 56:19, 56:21, 56:22, 108:3, 119:22, 138:4, 155:7, 174:5, 198:24, 233:6, 239:18, 244:22, 244:23, 244:24, 244:23, 244:24, 245:3, 260:20, 266:7, 267:4, 275:22, 277:5, 281:9, 294:4, 300:1, 300:12, 301:20, 323:21 meaning [1] - 136:13 meaningful [9] - 93:21, 110:2, 110:6, 128:13, 161:10,

Page 20 to 20

		I		Page
188:16, 324:12	137:15	methods [6] - 240:3,	171:12, 171:20,	mistakes [6] - 32:20,
means [17] - 39:7,	Mental [1] - 1:23	240:6, 241:20,	216:1, 273:4,	33:3, 48:18, 53:14,
56:16, 57:4, 57:10,	mental [3] - 102:16,	241:22, 243:4, 244:2	287:16, 309:15	80:2
61:16, 62:18, 71:21,	300:3	metres [1] - 241:15	miserable [1] - 337:19	misunderstand [1] -
83:24, 130:22,	mentally [5] - 85:14,	Miami [2] - 6:17, 29:15	miss [4] - 208:8,	148:7
150:18, 161:4,	129:19, 132:23,	mic'd [2] - 4:4, 4:6	245:13, 245:16	misunderstood [1] -
162:21, 185:11,	229:7, 230:15	Michigan [5] - 27:20,	missed [2] - 245:8,	235:20
195:22, 212:8,	mention [11] - 53:20,	32:4, 34:18, 34:21,	255:11	misuse [1] - 41:17
212:9, 275:23	73:19, 91:24,	36:1	missing [38] - 15:14,	misused [3] - 41:19,
meant [2] - 4:11,	117:19, 119:15,	mid-1970 s [1] - 47:16	31:22, 41:10, 41:14,	41:20, 41:21
221:9	126:6, 163:21,	middle [4] - 24:8,	43:1, 49:11, 54:23,	Mitch [1] - 152:6
measure [1] - 131:20	212:5, 286:23,	81:18, 94:16, 193:19	55:1, 59:11, 62:24,	Mitigation [1] - 179:3
measured [4] -	309:13, 309:18	middle -age [1] - 94:16	72:13, 74:23, 76:18,	mitigation [2] - 185:1
137:17, 137:19,	mentioned [63] -	midnight [1] - 61:13	77:2, 105:17,	mix [1] - 262:7
139:18, 204:9	21:20, 44:5, 44:6,	might [15] - 107:19,	132:14, 135:2,	mixed [1] - 62:3
neasurement [1] -	56:14, 57:16, 63:10,	116:23, 189:21,	137:11, 147:8,	mode [3] - 244:22,
317:4	64:2, 65:7, 67:14,	198:17, 239:7,	147:13, 164:15,	244:24, 245:2
measures [2] - 166:6,	67:19, 74:10, 76:6,	239:12, 277:11,	169:8, 196:9,	model [13] - 89:13,
266:10	78:10, 78:15, 79:5,	277:12, 285:8,	240:11, 263:24,	168:6, 249:10,
mechanic [2] -	80:21, 93:1, 97:2,	298:15, 298:17,	266:8, 273:24,	250:4, 250:7, 258:9
220:14, 220:19	101:5, 107:4,	332:14, 334:21,	283:2, 283:10,	261:1, 271:4, 271:7
mechanism [1] -	109:24, 111:20,	341:7	283:20, 301:8,	314:7, 314:24,
142:10	118:12, 144:12,	mild [1] - 223:13	302:10, 302:13,	317:1, 321:13
medals [1] - 50:13	148:18, 157:20,	Military [2] - 5:11, 17:3	307:8, 308:6, 310:6,	models [4] - 246:11,
nedevacked [1] - 81:9	160:14, 170:17,	military [15] - 5:18,	330:10	250:12, 250:14,
media [5] - 42:6, 42:9,	170:22, 173:11,	18:20, 19:1, 39:15,	mission [57] - 20:17,	298:15
42:15, 43:11, 43:24	178:14, 180:18,	45:23, 47:19, 71:9,	20:18, 27:21, 37:14,	modern [4] - 49:8,
media 's [1] - 42:20	183:4, 201:17,	77:12, 77:21, 79:11,	44:24, 54:9, 54:18,	92:22, 164:7, 212:7
median [6] - 241:3,	205:15, 213:18,	82:24, 83:5, 109:20,	55:5, 55:12, 57:6,	modes [1] - 71:1
244:22, 244:24,	214:16, 216:1,	219:18, 341:21	57:12, 59:24, 60:6,	modest [1] - 345:2
245:2, 245:4, 245:5	217:10, 225:12,	million [5] - 124:23,	63:21, 63:24, 64:1,	modified [2] - 206:16
medical [3] - 107:17,	234:20, 237:5,	124:24, 258:13,	64:7, 64:8, 65:12,	235:5
111:21, 300:4	238:4, 238:16,	271:6, 345:16	68:8, 70:10, 71:2,	modify [8] - 59:22,
Medicine [1] - 270:9	240:9, 241:20,	millions [1] - 157:21	71:21, 75:18, 75:19,	60:5, 137:21,
meet [5] - 19:24,	246:16, 253:18,	mind [13] - 13:1,	78:4, 79:22, 80:3,	179:15, 197:12,
54:18, 107:9,	253:19, 253:24, 267:18, 268:18,	46:24, 99:3, 101:19,	80:24, 82:10, 88:8,	207:22, 207:24,
166:23, 207:13	, , ,	102:15, 107:23,	103:6, 106:13,	246:20
meeting [4] - 42:1,	281:3, 300:24,	149:22, 153:16,	118:10, 133:9, 140:15, 146:1,	modifying [3] -
96:23, 99:19, 174:15	313:5, 315:17, 315:24, 322:23,	201:22, 290:24,	160:16, 160:19,	185:15, 185:16
meetings [5] - 49:6,	323:8, 325:15,	322:9, 335:17,	165:7, 175:8,	moment [3] - 161:15,
58:15, 91:15, 203:2	326:12, 337:15,	336:23	201:18, 204:1,	178:8, 273:14
melts [1] - 38:7	345:9	minded [1] - 49:23	205:9, 230:7, 231:7,	momentum [1] - 24:9
member [7] - 8:2,	mentioning [1] - 149:3	minds [2] - 117:16,	237:18, 299:17,	money [26] - 29:23,
16:14, 83:18, 99:13,	mentions [1] - 267:15	325:24	300:15, 300:17,	42:9, 42:14, 67:24,
122:7, 167:10,	mentor [4] - 100:8,	mine [4] - 37:18,	304:12, 307:21,	98:18, 98:24, 110:1
330:19	121:21, 129:23,	48:10, 58:10, 247:17	320:21, 328:17,	113:4, 121:5, 124:1
members [27] - 88:1,	301:7	mini [1] - 198:21	346:3	126:3, 154:12,
88:13, 90:9, 91:2,	mentored [1] - 100:9	minimum [2] - 149:15,	mission -critical [1] -	162:17, 196:14,
91:3, 91:8, 92:14,	mentorship [9] -	155:4	320:21	198:3, 209:18,
93:22, 94:7, 97:18,	100:1, 100:2, 100:6,	Minister [2] - 261:6,	missionary [1] - 44:15	213:21, 213:23,
97:20, 97:22, 99:3,	121:19, 124:18,	261:7	missions [16] - 7:11,	250:16, 269:7,
99:15, 106:5,	125:2, 129:21,	ministers [1] - 58:16	15:12, 50:17, 64:24,	269:10, 269:21,
106:11, 111:9,	152:17	ministries [1] - 260:11	85:9, 88:8, 119:5,	270:1, 270:3,
113:6, 119:21,	Mervin [1] - 312:6	minor [4] - 280:22,	127:9, 178:20,	270:11, 272:12
122:3, 156:17,	mess [1] - 153:8	282:8, 282:20, 285:8	179:18, 201:14,	Monroe [1] - 10:7
225:13, 231:8,	message [1] - 63:19	minus [1] - 236:18	208:3, 212:12,	monster [1] - 35:16
005.04 005 40			,	1 ma a materia 1 m 1 0 m 1 7
295:21, 305:10,		minute [1] - 29:22	217:14, 238:11,	month [4] - 18:15,
295:21, 305:10, 312:6 men [3] - 92:3, 94:16,	messages [1] - 39:2 methodology [1] -	minute [1] - 29:22 minutes [9] - 87:3, 107:21, 137:2,	217:14, 238:11, 303:21	month [4] - 18:15, 18:23, 32:7, 266:19 months [3] - 2:6,

				Page 21
10:10, 32:11	24:9, 34:19, 48:23,	narrow [1] - 17:5	150:10, 151:9,	25:5, 33:22, 49:11,
moose [1] - 110:13	89:24, 124:7,	Nation [2] - 45:8, 81:5	154:17, 154:18,	50:11, 75:16, 85:13,
morning [12] - 1:16,	126:22, 136:1,	nation [1] - 29:19	156:23, 157:2,	108:4, 111:14,
1:23, 2:4, 2:15, 3:4,	136:3, 142:18,	national [9] - 12:10,	157:11, 158:11,	141:6, 141:12,
3:20, 18:1, 69:24,	183:22, 217:11,	78:15, 146:1,	159:20, 159:21,	141:18, 165:8,
178:7, 303:10,	235:10, 247:16,	182:10, 198:21,	159:22, 159:23,	205:5, 233:2, 233:3,
347:13, 347:14	251:20, 252:12,	278:7, 280:18,	162:19, 163:13,	273:19, 307:17,
most [30] - 24:18,	288:8, 308:15,	312:19, 325:16	163:18, 163:23,	315:20, 316:11,
33:7, 35:6, 60:16,	325:23	National [7] - 8:15,	164:1, 165:10,	319:18
72:1, 90:5, 109:9,	moved [2] - 23:12,	45:20, 76:15, 181:7,	165:22, 168:12,	new [29] - 1:10, 97:1,
127:5, 127:7, 127:8,	49:22	181:21, 271:6, 297:8	168:24, 169:1,	97:2, 97:9, 106:23,
127:9, 149:14,	moves [1] - 59:24	nationally [1] - 213:3	169:2, 172:9,	107:11, 107:15,
153:6, 183:2,	moving [7] - 17:10,	Nations [6] - 11:6,	176:16, 176:20,	107:16, 113:21,
204:15, 230:14,	24:6, 72:9, 72:14,	11:7, 11:15, 11:17,	179:10, 183:5,	120:18, 122:12,
239:4, 239:20,	84:2, 108:23, 144:3	44:16, 290:3	184:8, 184:10,	122:18, 124:5,
259:22, 273:15,	multi [3] - 32:6, 32:7	natural [4] - 79:3,	184:13, 185:1,	124:11, 128:6,
286:11, 338:15,	multi -day [1] - 32:6	79:7, 79:16, 164:13	186:11, 187:3,	147:19, 148:17,
338:17, 338:23,	multi -month [1] - 32:7	nature [4] - 65:23,	188:10, 193:7,	148:19, 157:20,
339:7, 339:12,	multi -week [1] - 32:7	152:12, 262:19,	195:3, 195:10,	163:24, 187:12,
341:5, 341:7,	multiday [1] - 23:19	296:14	196:22, 197:2,	187:14, 191:17,
342:11, 346:18	multifaceted [1] -	navigating [1] - 74:13	197:3, 197:16,	296:3, 297:23, 326:2
Most [2] - 182:6, 340:8	208:17	navy [1] - 19:4	200:18, 207:5,	New [2] - 22:22, 324:7
mother [1] - 310:20	multiple [26] - 14:17,	NCO [1] - 203:2	209:19, 211:22,	Newfoundland [44] -
motivating [1] -	33:5, 33:6, 33:13,	near [3] - 33:12,	215:20, 218:1,	4:8, 4:17, 17:20,
118:13	33:18, 33:19, 52:19,	81:18, 344:16	220:13, 221:14,	21:21, 22:6, 22:8,
motivation [1] - 118:2	52:20, 78:8, 82:20,	necessarily [6] -	229:4, 230:15,	27:24, 31:21, 59:11,
motor [1] - 143:14	114:22, 125:16,	31:15, 138:14,	241:6, 247:3,	69:12, 75:7, 82:23,
MOU [10] - 312:12,	125:19, 129:4,	142:14, 290:8,	255:12, 263:21,	87:21, 88:24, 91:12,
323:12, 323:14,	129:14, 129:15,	299:13, 315:3	265:20, 278:11,	93:9, 111:17,
323:17, 324:12,	134:17, 149:7,	necessary [2] - 198:7,	280:23, 292:18,	136:14, 139:8,
324:20, 325:10,	149:17, 149:19,	328:14	300:6, 300:7, 311:1,	159:2, 184:14,
326:18, 327:6,	151:13, 151:14,	necessity [1] - 156:9	315:6, 318:1,	199:15, 203:3,
328:11	151:23	neck [3] - 15:12, 17:5,	320:13, 320:21,	205:19, 217:19,
Mount [7] - 27:22,	municipal [1] - 270:7	80:24	321:19, 321:21,	248:1, 248:2,
37:5, 37:23, 38:1,	municipalities [1] -	need [145] - 4:4, 4:23,	321:24, 322:19,	249:10, 249:20,
38:3, 40:19	116:18	8:21, 16:19, 20:4,	330:5, 330:11, 330:22, 334:3,	255:9, 256:19,
Mountain [8] - 8:5,	municipality [2] -	20:21, 21:6, 22:11,		273:11, 297:11,
8:10, 12:14, 12:15,	209:8, 322:4	22:15, 31:2, 31:15,	339:10, 348:11 needed [6] - 22:2,	312:18, 313:1,
44:17, 66:3, 67:10,	murdered [1] - 239:21	31:16, 31:17, 31:23,	33:14, 41:12,	313:13, 313:20,
316:5	Musher [1] - 23:21	33:22, 41:21, 42:7,	136:20, 238:12,	316:4, 318:23,
mountain [15] - 38:4,	must [16] - 59:7,	42:19, 42:21, 42:22,	335:20	322:10, 323:19, 326:11, 326:16
66:8, 66:16, 67:8,	59:13, 62:19, 68:3,	46:6, 49:5, 49:7,	needs [25] - 55:24,	next [20] - 8:11, 63:6,
73:4, 73:5, 73:8,	68:4, 70:16, 85:11,	55:23, 56:3, 56:4,	58:6, 58:24, 100:1,	64:22, 102:23,
169:1, 199:23,	86:14, 86:15,	60:19, 66:21, 66:22,	101:20, 101:21,	117:23, 131:4,
221:3, 224:22,	138:23, 139:6,	72:24, 73:1, 75:2,	116:2, 121:18,	152:14, 161:18,
225:4, 242:23,	139:24, 140:9,	82:19, 83:3, 83:5,	125:17, 129:11,	165:14, 169:10,
243:19	140:15, 244:16	89:7, 104:11,	129:21, 130:10,	173:22, 196:7,
mountainous [1] -		105:12, 106:3,	135:17, 147:13,	220:13, 221:9,
17:5 Mountains [6] - 73:10,	Ν	111:16, 113:22,	165:24, 166:16,	238:7, 242:12,
		114:12, 114:18,	176:9, 177:4,	242:13, 296:24,
73:12, 77:4, 181:21, 183:17, 191:8	Nain [5] - 92:10,	115:23, 120:1,	184:21, 196:3,	334:4
mountains [2] - 19:10,	181:1, 181:2,	120:11, 123:9,	197:23, 209:10,	nice [4] - 75:16,
162:15	181:24, 183:15	123:17, 124:23,	215:6, 215:11,	215:10, 219:1,
Mounted [1] - 5:20	name [6] - 1:16, 13:5,	126:20, 129:23,	329:16	245:11
	73:19, 119:15,	131:9, 131:14,	neighbours [1] -	NIF [2] - 271:6, 271:20
MOUs [7] - 156:1, 157:1 325:5 326:3	168:16, 258:18	133:10, 137:12,	41:13	night [10] - 20:1, 44:6,
157:1, 325:5, 326:3,	named [2] - 36:18,	137:16, 137:20,	networking [1] - 338:2	62:12, 96:23, 99:19,
327:22, 328:4, 336:17	77:19	145:10, 145:11, 145:12, 146:22,	never [26] - 15:1, 15:2,	129:1, 237:21,
move [19] - 22:24,	names [1] - 14:3	149:1, 149:13,	15:3, 18:16, 19:12,	238:1, 238:7, 342:18
11046 [19] - 22.24,		143.1, 149.13,		. , .

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	-			Page 22
Night [2] - 195:12,	326:5	observed [3] - 132:5,	104:21, 106:6,	193:15, 212:21,
218:3	notice [3] - 171:12,	138:19, 318:14	110:11, 140:10,	215:14, 215:15,
nights [1] - 337:19	285:14, 288:23	observer [2] - 62:12,	140:13, 143:21,	218:24, 219:1,
Nightsun [2] - 218:14,	noticed [3] - 95:13,	218:20	145:23, 148:17,	267:17, 270:5,
220:2	154:15, 281:5	observers [1] - 213:19	168:4, 234:6, 234:7,	278:24, 299:19,
nighttime [2] - 118:14,	Nova [3] - 27:22,	obtain [1] - 207:8	250:17, 251:11,	332:9
-			251:18, 253:8,	ongoing [1] - 12:1
298:9	48:12, 324:7	obviously [7] - 18:2,	302:12	
nine [1] - 77:22	nowadays [1] - 192:15	282:21, 290:9,	officers ' [1] - 203:2	Ongoing [1] - 203:18
NLSAR [1] - 154:14	nowhere [1] - 33:12	297:23, 299:16,		online [6] - 29:9,
NLSARA [39] - 18:21,	number [44] - 5:21,	324:9, 344:17	official [1] - 257:3	150:24, 151:1,
22:6, 88:2, 91:1,	9:9, 12:9, 17:21,	occasion [1] - 50:8	officials [4] - 186:12,	267:14, 295:9, 296:1
92:14, 95:6, 98:3,	43:19, 43:20, 66:9,	occasions [5] - 100:4,	249:19, 256:19,	onset [1] - 70:9
106:11, 111:9,	78:21, 88:3, 91:1,	128:5, 136:17,	257:24	Ontario [4] - 7:14,
112:19, 114:23,	95:6, 97:18, 102:2,	153:1, 300:2	offs [2] - 211:20,	16:8, 250:14, 316:24
116:13, 123:22,	103:11, 103:24,	occupation [1] - 7:9	224:15	Op [1] - 64:22
140:2, 140:6, 140:9,	118:21, 118:22,	occupational [1] -	often [28] - 6:1, 18:15,	open [14] - 1:4, 36:23,
144:5, 146:12,	119:5, 128:16,	26:14	22:18, 25:10, 42:6,	69:9, 72:16, 83:18,
148:8, 156:17,	147:12, 157:8,	occur [10] - 44:11,	51:4, 52:18, 53:23,	90:10, 90:23, 91:7,
164:21, 167:10,	159:4, 160:15,	78:5, 80:20, 82:9,	65:5, 65:8, 70:16,	93:7, 93:20, 227:8,
180:24, 210:4,	160:16, 160:19,	162:11, 177:1,	72:22, 92:8, 92:16,	242:22, 247:4, 305:3
211:5, 217:19,	164:2, 175:20,	178:23, 198:17,	112:5, 118:5, 122:2,	opened [1] - 148:10
221:8, 272:19,	182:21, 186:14,	199:17, 232:23	137:14, 143:21,	opener [1] - 163:3
272:22, 278:21,	216:21, 230:5,	occurred [5] - 71:13,	153:17, 153:18,	opening [1] - 304:22
291:21, 293:1,	241:4, 253:19,	75:8, 100:8, 232:14,	153:20, 169:23,	openness [1] - 348:18
293:18, 293:21,	289:10, 290:20,	301:14	212:4, 307:17,	operate [3] - 225:7,
294:11, 300:13,	315:19, 317:1,	occurring [6] -	319:14, 319:15,	228:9, 339:13
328:16, 345:14	317:19, 320:3,	• • • •	326:5	
no-go [1] - 234:12	330:14, 346:5	135:12, 185:12,	OICs [1] - 285:16	operating [13] - 9:10,
nobody [2] - 246:6,	numbers [3] - 160:14,	186:14, 193:2,	oil [2] - 27:17, 27:18	9:11, 39:20, 39:21,
311:13	173:18, 330:1	194:11, 200:4	old [16] - 6:22, 34:17,	57:22, 57:23,
		occurs [4] - 52:24,		173:10, 179:16,
none [2] - 189:20,	numerous [2] - 300:2,	117:6, 156:8, 207:16	35:16, 41:10, 41:14,	207:15, 227:19,
286:18	317:15	ocean [3] - 72:16,	43:1, 44:14, 54:24,	295:1, 302:5, 304:10
None [1] - 221:9		194:1, 194:16	59:6, 59:11, 63:1,	operation [7] - 44:21,
norm [2] - 197:6,	0	oceans [2] - 324:1,	94:8, 157:5, 169:9,	45:9, 54:7, 132:10,
241:13		324:9	240:12, 346:6	142:19, 281:23,
normal [3] - 244:22,	O'KEEFE [8] - 1:15,	October [1] - 1:1	older [2] - 35:1,	309:8
245:1, 288:7	288:17, 312:2,	odd [2] - 11:16, 274:6	119:17	operational [20] -
North [5] - 27:14,	317:6, 320:1, 323:1,	off-highway [3] -	Olympics [1] - 26:23	14:15, 33:20, 63:6,
33:7, 250:12, 274:2,	327:1, 328:23	49:15, 292:6, 336:6	ON [1] - 2:22	71:1, 129:14,
312:22	O'Keefe [3] - 1:17,	offered [3] - 130:10,	onboard [8] - 75:10,	137:22, 149:17,
north [4] - 73:9,	288:9, 311:24	130:11, 175:8	77:23, 81:2, 82:5,	151:6, 151:7,
290:11, 294:24,		offering [1] - 88:15	82:6, 108:9, 283:21,	151:14, 196:4,
296:4	object [1] - 109:6	Office [1] - 257:20	284:3	204:2, 236:24,
northern [4] - 123:4,	objections [1] - 54:19		Once [2] - 340:12,	238:18, 250:21,
northern [4] - 123:4, 290:8, 294:21, 324:8	objective [2] - 60:18,	office [2] - 6:18,	Once [2] - 340:12, 348:17	238:18, 250:21, 269:4, 279:11,
northern [4] - 123:4, 290:8, 294:21, 324:8 Northern [5] - 66:3,	objective [2] - 60:18, 85:18	office [2] - 6:18, 143:17		
290:8, 294:21, 324:8 Northern [5] - 66:3,	objective [2] - 60:18, 85:18 objectives [22] - 55:6,	office [2] - 6:18, 143:17 officer [22] - 30:6,	348:17 once [16] - 18:14,	269:4, 279:11,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18,	objective [2] - 60:18, 85:18	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5,	269:4, 279:11, 280:24, 300:19, 308:6
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19	objective [2] - 60:18, 85:18 objectives [22] - 55:6,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] -
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] -
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] -
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] -	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21, 135:14, 137:24,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24, 135:5, 135:7, 135:8,	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12, 253:13, 256:24,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] - 80:18	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10, 125:22, 150:18,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21, 135:14, 137:24, 139:17, 139:19	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24, 135:5, 135:7, 135:8, 135:19, 308:2 objects [1] - 219:3	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12, 253:13, 256:24, 345:22	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] - 80:18 ones [22] - 24:3,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10, 125:22, 150:18, 195:12, 217:18,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21, 135:14, 137:24, 139:17, 139:19 nothing [8] - 15:4,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24, 135:5, 135:7, 135:8, 135:19, 308:2	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12, 253:13, 256:24, 345:22 officers [22] - 44:1,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] - 80:18 ones [22] - 24:3, 24:12, 24:17, 90:1,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10, 125:22, 150:18, 195:12, 217:18, 218:3, 220:9,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21, 135:14, 137:24, 139:17, 139:19 nothing [8] - 15:4, 46:12, 55:6, 56:8,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24, 135:5, 135:7, 135:8, 135:19, 308:2 objects [1] - 219:3 obligations [1] - 279:19	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12, 253:13, 256:24, 345:22 officers [22] - 44:1, 45:14, 45:15, 46:3,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] - 80:18 ones [22] - 24:3, 24:12, 24:17, 90:1, 106:24, 117:5,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10, 125:22, 150:18, 195:12, 217:18, 218:3, 220:9, 221:13, 223:5,
290:8, 294:21, 324:8 Northern [5] - 66:3, 181:7, 182:18, 227:18, 290:19 northwest [1] - 44:16 Northwest [1] - 7:15 note [3] - 52:14, 75:18, 182:3 notes [8] - 71:5, 71:7, 71:10, 88:21, 135:14, 137:24, 139:17, 139:19 nothing [8] - 15:4,	objective [2] - 60:18, 85:18 objectives [22] - 55:6, 57:6, 57:12, 59:18, 61:5, 61:9, 61:20, 62:1, 64:8, 64:21, 88:16, 89:18, 91:19, 118:11, 127:1, 131:3, 134:24, 135:5, 135:7, 135:8, 135:19, 308:2 objects [1] - 219:3 obligations [1] -	office [2] - 6:18, 143:17 officer [22] - 30:6, 44:22, 47:1, 73:21, 74:2, 76:12, 133:7, 139:2, 141:7, 143:10, 143:13, 144:2, 146:5, 146:15, 148:19, 167:11, 167:19, 189:13, 233:12, 253:13, 256:24, 345:22 officers [22] - 44:1,	348:17 once [16] - 18:14, 22:4, 33:17, 38:5, 108:8, 120:2, 132:17, 133:5, 141:13, 197:9, 202:15, 203:15, 223:19, 235:9, 252:8, 342:1 one-person [1] - 80:18 ones [22] - 24:3, 24:12, 24:17, 90:1,	269:4, 279:11, 280:24, 300:19, 308:6 operationally [1] - 304:11 Operationally [1] - 270:16 operations [24] - 14:13, 20:9, 21:3, 32:7, 52:11, 53:10, 125:22, 150:18, 195:12, 217:18, 218:3, 220:9,

		1		Page
269:1, 275:13,	Orville [2] - 76:16,	overdue [9] - 15:14,	paperwork [1] - 130:1	338:12, 339:15,
303:13, 307:14,	77:10	31:22, 74:23, 76:18,	parachute [1] - 17:11	341:10, 342:2
309:3, 314:14	Otherwise [1] - 347:11	77:2, 105:17,	paragraph [2] -	part-time [3] - 202:21
Operations [3] -	otherwise [10] - 25:5,	132:14, 147:8,	282:24, 344:11	213:19, 219:16
37:15, 152:7, 159:10	60:3, 63:4, 66:24,	164:15	pararescue [2] - 17:4,	participants [1] -
operator [1] - 297:9	257:3, 298:1,	overhead [10] - 20:7,	19:7	323:11
opinion [7] - 158:14,	335:11, 339:22,	20:8, 30:7, 59:14,	Pardon [1] - 347:20	participate [6] - 88:19
196:13, 233:22,	347:9	59:17, 63:2, 64:17,	parental [1] - 133:20	96:19, 103:9,
234:6, 250:11,	Ottawa [1] - 50:6	122:6, 127:16, 213:7	parents [2] - 45:12,	201:20, 275:7,
264:14, 268:3	otter [1] - 77:21	overlap [1] - 221:19		278:11
		• • •	302:11	
opportunities [12] -	ourselves [6] - 49:6,	overlooked [1] -	parish [1] - 23:4	participated [2] - 91:2
22:5, 89:10, 93:2,	103:9, 131:17,	319:15	Park [8] - 8:15, 38:22,	277:6
93:18, 104:9, 105:8,	201:11, 308:15,	overnight [2] - 116:1,	45:20, 76:16, 79:2,	participating [3] -
107:11, 111:22,	343:14	326:22	181:7, 181:21,	3:23, 102:19, 115:2
122:22, 123:6,	outcome [2] - 310:12,	overtime [1] - 344:24	275:14	participation [6] -
144:21, 225:20	310:13	overview [1] - 151:1	park [12] - 69:20,	99:13, 99:18,
opportunity [21] - 3:9,	outcomes [1] - 311:1	own [33] - 40:14,	77:19, 105:2,	123:12, 131:9,
4:6, 5:13, 5:17, 5:24,	outdoor [3] - 95:20,	43:15, 43:16, 57:1,	115:12, 125:11,	323:15, 348:18
6:12, 6:20, 7:21, 9:4,	191:20, 241:11	58:5, 96:14, 98:10,	181:12, 182:10,	particular [11] - 67:3,
9:22, 32:14, 105:4,	outdoors [3] - 17:24,	175:24, 180:24,	183:4, 186:6,	88:2, 103:21,
106:10, 106:23,	95:22, 96:19	198:4, 209:12,	192:11, 198:22,	226:19, 281:11,
123:20, 124:12,	outfitted [1] - 74:1	209:13, 209:21,	253:12	290:14, 290:23,
145:16, 289:17,	outliers [1] - 244:21	222:3, 236:12,	parked [2] - 185:5,	298:7, 300:1, 305:5
291:8, 293:21, 312:1	outline [1] - 267:20	256:2, 260:22,	209:9	344:18
opposed [4] - 239:6,	outlined [1] - 317:14	266:7, 266:9,	parking [2] - 185:5,	particularly [1] -
251:8, 263:2, 277:2	outlines [1] - 306:4	306:18, 306:19,	185:15	344:11
opposite [1] - 81:16	outside [30] - 62:23,	306:20, 334:24,	Parks [18] - 45:19,	parties [5] - 3:9,
ops [10] - 21:2, 55:22,	76:13, 76:15, 112:3,	335:1, 335:2,	47:21, 52:21, 114:6,	142:16, 288:9,
59:15, 62:18, 64:18,	115:7, 120:5, 120:9,	336:11, 338:17,	115:12, 124:14,	310:10, 330:5
151:11, 212:15,	121:13, 123:5,	339:1, 339:7,	160:1, 181:13,	partner [3] - 1:17,
212:19, 230:24,		339:12, 343:21,	181:23, 186:2,	164:21, 239:22
233:23	124:11, 130:20,	344:22	186:13, 193:16,	partners [5] - 17:10,
option [1] - 252:14	140:14, 152:10,	owned [2] - 77:21,		106:11, 197:5,
options [1] - 338:1	164:9, 167:7,	279:8	206:11, 255:14,	
orbits [1] - 110:13	167:10, 183:16,	owns [1] - 37:19	256:11, 260:11,	239:21, 240:15
	186:6, 209:9,	GWIIS [1] - 37.19	277:3, 278:6	partnership [3] -
order [7] - 2:13, 63:17,	211:12, 212:5,		parks [6] - 125:11,	289:2, 292:24,
86:1, 140:5, 228:6,	239:11, 241:13,	P	187:11, 199:12,	298:24
236:9, 306:1	244:17, 245:12,		206:11, 207:9, 278:7	partnerships [7] -
ordered [1] - 164:4	245:17, 246:12,	P-191 [2] - 2:16, 2:22	Part [1] - 284:14	159:6, 161:23,
ordering [2] - 140:1,	247:7, 274:4	pack [5] - 81:21,	part [48] - 25:15,	210:2, 210:19,
163:19	outstanding [2] -	168:16, 337:1,	30:17, 46:6, 51:10,	288:24, 298:20,
organization [2] -	101:6, 125:18	337:16	51:11, 56:20, 79:15,	336:21
158:23, 206:21	outweighed [1] -		81:22, 88:16,	parts [3] - 120:8,
organizational [4] -	231:16	packaged [1] - 18:8	104:10, 111:20,	145:12, 194:11
54:14, 127:1, 150:8,	outweighs [1] - 65:4	packs [1] - 96:11	113:6, 123:4, 144:8,	partway [1] - 38:20
151:10	oven [1] - 238:5	page [2] - 282:20,	148:12, 172:15,	pass [2] - 112:10,
organizations [4] -	over-snow [1] - 292:7	344:7	173:22, 188:20,	172:14
161:11, 161:24,	overabundance [1] -	Page [1] - 344:16	190:19, 202:21,	passage [1] - 17:5
167:16, 172:21	145:19	paid [6] - 31:21,	204:12, 213:19,	passing [1] - 285:7
organize [1] - 77:6	overall [5] - 64:8,	148:13, 278:4,	214:15, 219:16,	passion [1] - 316:15
organized [1] - 40:10	254:14, 279:8,	322:2, 345:24, 346:1	235:8, 236:22,	past [5] - 28:12,
prientated [2] -	280:20, 342:11	pair [2] - 340:10,	242:12, 242:13,	189:12, 207:7,
127:14, 164:19	overboard [1] - 150:9	340:20	243:4, 245:18,	304:16, 334:17
oriented [2] - 119:13,		Palm [2] - 10:6, 158:9	251:17, 255:7,	patient [2] - 223:11,
119:20	overburden [2] - 72:7,	Palmer [1] - 1:17	256:15, 276:17,	223:24
	242:3	pandemic [1] - 9:19	276:18, 284:14,	
original [5] - 13:4,	overburdened [1] -	paper [6] - 13:13,	292:6, 293:8,	patients [2] - 223:23,
35:3, 38:2, 49:20,	35:14	247:24, 282:9,	294:11, 304:10,	223:24
262:13	overcame [1] - 161:20	282:13, 282:21,	310:21, 311:9,	pattern [2] - 216:16,
Orleans [1] - 22:22	overcome [1] - 322:21	346:15	322:22, 335:21,	216:18
			JZZ.ZZ, JJJJ.ZI,	

	1		1	Page
patterns [3] - 110:17,	190:20, 190:22,	215:9, 220:22,	personal [3] - 37:18,	physically [3] - 68:21,
221:14, 221:18	191:14, 192:12,	221:14, 223:19	98:6, 99:8	129:18, 140:8
Paul [9] - 41:8, 60:22,	194:12, 194:19,	performance [2] -	Personal [2] - 292:10,	pick [2] - 81:10,
61:1, 76:16, 77:10,	199:20, 203:3,	166:6, 222:9	292:22	163:24
80:22, 85:7, 192:22,	203:4, 207:17,	performing [1] -	personally [4] - 9:23,	picked [1] - 17:13
215:22	210:6, 210:15,	183:24	232:13, 233:4,	picker [2] - 169:10,
Paul's [1] - 215:22	212:4, 213:15,	Perhaps [1] - 286:20	298:12	245:22
pay [7] - 32:19, 98:10,	214:12, 224:8,	perhaps [20] - 2:13,	Personnel [1] - 264:12	picture [2] - 108:24,
98:19, 164:22,	227:12, 227:24,	132:4, 140:21,	personnel [36] - 4:15,	312:19
198:4, 270:24, 339:4	229:18, 230:10,	177:13, 226:10,	23:8, 26:5, 33:8,	pictures [2] - 38:2,
paying [1] - 99:3	231:23, 233:9,	233:11, 233:16,	37:22, 38:16, 54:11,	221:9
PDF [1] - 29:9	236:6, 236:12,	233:18, 239:11,	72:16, 77:13, 79:13,	piece [24] - 13:9, 22:3
peace [1] - 27:13	237:8, 237:9, 241:3,	247:16, 247:20,	81:2, 81:11, 82:14,	49:1, 61:21, 89:23,
peer [1] - 198:6	241:7, 241:17,	249:11, 259:21,	82:17, 85:8, 98:18,	108:20, 109:6,
pen [1] - 189:4	247:16, 254:20,	273:3, 273:5,	116:12, 117:7,	110:17, 113:21,
peninsula [5] - 72:13,	257:23, 271:9,	283:17, 339:24,	154:12, 180:11,	114:1, 195:1,
84:17, 92:11,	271:10, 285:18,	344:6, 344:23, 347:4	180:14, 195:8,	263:20, 299:8,
129:14, 175:10	285:21, 291:7,	period [7] - 24:21,	201:5, 224:24,	299:10, 299:24,
Peninsula [3] - 123:1,	292:13, 293:4,	33:21, 63:7, 135:9,	225:5, 229:6,	300:9, 301:8, 303:5,
191:9, 227:18	295:17, 296:4,	137:22, 250:22,	234:24, 246:19,	304:5, 304:15,
people [164] - 1:13,	301:7, 302:22,	308:6	250:10, 251:5,	306:2, 307:8
4:7, 10:15, 15:16,	302:24, 310:4,	periods [7] - 14:15,	251:18, 252:12,	pieces [1] - 303:18
16:9, 17:22, 18:10,	310:6, 310:12,	129:14, 149:18,	314:22, 315:12,	pilot [6] - 76:17,
21:9, 21:10, 29:14,	311:3, 314:11,	151:6, 151:7,	319:16, 321:18	81:24, 214:17,
29:16, 31:7, 31:22,	316:1, 322:16,	151:14, 236:24	persons [5] - 239:7,	297:7, 297:17, 298:
32:24, 33:23, 35:6,	324:3, 326:16,	perked [1] - 281:5	240:22, 266:8,	pilot -type [1] - 297:17
37:23, 38:18, 39:11,	331:13, 333:5,	perpetrator [1] -	283:2, 283:10	pilots [1] - 221:13
40:2, 40:9, 40:12,	333:7, 333:19,	252:21	perspective [11] -	pins [1] - 193:1
40:22, 41:11, 45:4,	335:10, 338:15,	perpetuity [1] - 208:20	4:22, 15:23, 48:21,	Pipeline [1] - 27:20
49:11, 49:23, 50:16,	338:17, 339:7,	Person [2] - 13:4,	76:12, 119:11,	pipeline [7] - 9:18,
51:4, 51:18, 53:23,	339:12, 339:20,	242:9	298:7, 301:2,	34:17, 35:1, 35:13,
56:5, 56:9, 57:10,	339:21, 340:19,	person [55] - 15:17,	301:15, 328:8,	35:19, 35:20, 36:3
58:5, 58:19, 60:16,	341:5, 341:8, 342:11	36:18, 60:11, 80:18,	328:15, 338:8	pipelines [1] - 35:6
63:2, 70:12, 76:24,	People [3] - 208:23,	81:8, 81:11, 84:2,	pertain [2] - 131:7,	PJs [2] - 19:7, 162:13
77:10, 80:21, 83:10,	209:1, 213:20	94:19, 100:8, 103:5,	204:2	place [13] - 25:2,
90:5, 93:16, 95:6,	people 's [3] - 50:24,	106:15, 110:6,	pertains [5] - 86:7,	52:24, 108:18,
100:6, 101:2,	117:16, 294:7	116:23, 117:11,	196:21, 200:4,	140:12, 158:7,
102:20, 103:20,	peoples [2] - 296:20,	122:19, 123:16,	240:13, 294:2	159:8, 212:7, 244:7
104:24, 105:17,	326:11	126:8, 128:7,	Peter [2] - 261:19,	245:5, 245:24,
112:10, 116:15,	per [3] - 112:23,	130:11, 131:1,	347:20	303:22, 325:4, 328:
117:19, 124:8,	136:18, 270:22	148:2, 148:20,	Petroleum [1] - 32:1	places [6] - 68:20,
125:2, 126:2,	percent [17] - 11:4,	165:23, 166:12,	phase [3] - 130:15,	69:14, 72:1, 130:24
126:13, 126:21,	15:3, 66:14, 67:16,	169:5, 169:10,	132:1, 136:3	143:23, 346:18
127:2, 129:10,	67:23, 99:22,	169:13, 170:11,	PhDs [1] - 13:15	plaguing [1] - 21:1
130:2, 137:9,	168:23, 221:19,	176:1, 220:18,	phone [3] - 88:10,	plan [129] - 9:20,
139:16, 147:9,	246:12, 296:17,	223:10, 228:6,	90:6, 144:17	40:24, 41:1, 42:15,
147:12, 147:16,	318:17, 318:18,	228:23, 233:23,	phonetic [1] - 76:17	43:23, 56:4, 60:4,
147:24, 148:1,	319:8, 320:4, 320:7,	234:9, 238:22,	phonetic) [1] - 248:24	60:5, 64:20, 64:22,
148:7, 150:21,	338:11	240:9, 240:11,	photo [2] - 17:16, 75:9	118:8, 130:15,
152:19, 153:11,	percentage [3] - 95:7,	240:18, 242:1,	photograph [2] -	130:17, 133:10,
154:13, 154:24,	96:14, 127:6	242:4, 242:21,	18:13, 66:7	134:22, 134:23,
155:5, 156:7,	percentile [12] -	244:16, 245:9,	photographing [1] -	135:2, 135:13,
157:12, 160:22,	240:21, 240:22,	247:6, 253:3,	214:20	135:14, 135:18,
164:14, 165:1,	240:23, 240:24,	273:20, 273:24,	photographs [1] -	136:2, 136:18,
166:1, 167:16,	241:1, 241:4, 241:8,	283:20, 286:10,	216:22	136:21, 137:10,
169:17, 170:1,	241:14, 244:11,	302:13, 302:17,	photos [1] - 17:1	137:17, 137:18,
171:9, 173:1, 174:8,	245:14, 246:6, 246:8	319:10, 330:10	phrase [1] - 92:7	138:8, 138:15,
174:19, 175:6,	perfect [4] - 79:21, 80:3, 307:17, 321:4	person 's [5] - 67:11,	physical [3] - 92:16,	138:23, 138:24,
176:23, 181:12,	perform [5] - 33:4,	223:13, 243:19,	144:14, 244:7	139:2, 139:4,
188:15, 190:8,		246:24, 284:3		139:17, 139:21,

				Page 25
140:1, 140:18,	314:19, 328:4,	104:15, 105:9,	196:11, 197:10,	practice [4] - 21:7,
141:6, 141:14,	329:15, 330:9,	106:4, 113:5,	200:19, 249:12,	213:20, 213:21
141:17, 142:18,	330:11, 330:13	120:11, 123:8,	262:10, 264:24,	practices [11] - 28:9,
143:3, 143:9,	plate [1] - 32:18	123:13, 125:9,	265:6, 265:12,	51:23, 52:2, 112:5,
144:14, 144:15,	plates [1] - 170:22	125:10, 127:17,	266:1, 266:8, 266:9,	138:18, 138:21,
145:11, 148:24,	platform [4] - 109:13,	132:18, 133:5,	280:3, 280:7, 280:9,	142:23, 161:8,
150:21, 154:1,	216:18, 222:20,	133:6, 133:7, 135:6,	280:15, 280:17,	200:12, 315:18,
154:2, 154:3, 154:9,	224:1	138:23, 139:2,	280:18, 280:20,	317:17
154:10, 156:19,	platforms [3] - 225:6,	139:6, 139:13,	284:7, 284:15,	practitioner [5] - 8:5,
171:10, 172:20,	225:8, 333:3	139:14, 139:19,	284:16, 285:24,	15:11, 50:11, 56:11,
174:17, 176:5,	players [2] - 147:16,	139:24, 140:5,	306:3	284:8
176:17, 178:8,	333:15	140:7, 140:18,	pony [1] - 39:1	practitioner -based [1]
180:7, 187:1, 187:2,	Playing [1] - 307:12	141:1, 141:7, 142:9,	pool [1] - 346:11	- 56:11
187:23, 188:3,	playing [4] - 57:4,	143:9, 144:4,	population [3] - 8:16,	practitioners [3] -
188:4, 188:9, 196:4,	305:12, 309:19,	145:13, 145:20,	168:5, 191:17	1:12, 15:22, 27:8
198:9, 201:4, 201:5,	346:9	145:23, 146:9,	portable [1] - 158:3	preamble [1] - 228:14
201:9, 201:21,	plays [1] - 56:16	148:7, 149:10,	portions [1] - 242:18	precedent [1] - 279:3
201:22, 202:2,	pleasure [1] - 68:17	159:19, 160:12,	position [8] - 7:19,	Precisely [1] - 286:13
204:8, 204:12,	plus [2] - 45:23,	160:15, 161:12,	131:7, 256:20,	preconference [1] -
204:19, 204:20,	129:17	164:20, 167:11,	257:4, 258:20,	12:19
205:1, 206:24,	pocket [1] - 198:4	167:19, 173:14,	319:23, 332:1,	predict [1] - 182:20
207:6, 207:17,	POD [1] - 213:17	180:22, 189:7,	339:23	predictive [2] - 240:3,
207:20, 208:3,	PODs [3] - 114:15,	196:21, 196:22,	Position [5] - 101:24,	246:11
208:4, 208:5, 208:6,	128:14, 168:23	202:18, 205:4,	102:13, 122:10,	prefer [1] - 250:7
234:1, 236:21,	point [44] - 24:13,	205:16, 205:21,	122:11, 166:7	preparation [1] -
237:5, 238:14,	58:23, 97:23, 136:6,	206:4, 212:15,	positioning [2] -	296:9
238:19, 241:18,	142:23, 142:24,	231:20, 232:7,	74:14, 106:24	prepare [1] - 73:1
246:20, 253:21,	175:18, 175:19,	232:18, 233:2,	positions [5] - 122:16,	preparedness [1] -
254:5, 254:13,	216:5, 228:14,	239:19, 243:6,	128:17, 208:14,	264:6
254:14, 254:17,	228:18, 228:20,	248:11, 249:2,	245:4, 348:19	Preparedness [1] -
254:21, 254:22,	235:19, 236:3,	249:12, 250:8,	positive [2] - 170:8,	158:17
255:1, 265:8,	236:9, 240:22,	250:15, 250:17,	302:2	preplan [7] - 132:15,
267:20, 268:9,	241:6, 241:15,	251:11, 251:18,	possibilities [2] -	196:5, 201:8,
274:18, 274:19,	243:14, 244:7,	253:7, 253:16,	326:23, 337:7	205:14, 206:8,
276:15, 278:10,	244:14, 248:10,	259:24, 269:5,	possibility [1] -	254:21, 274:19
278:12, 278:19,	264:21, 267:24,	269:11, 269:22,	158:10	preplanning [4] -
279:8, 279:11,	268:23, 269:14,	269:24, 270:7,	possible [7] - 29:23,	85:17, 179:8,
279:15, 279:23,	281:18, 282:8,	273:13, 273:15,	70:14, 114:11,	187:22, 204:15
305:24, 310:1,	282:10, 286:17,	273:22, 274:8,	131:14, 140:8,	preprogram [1] -
321:14, 323:4,	300:12, 305:1,	277:2, 278:23,	324:19, 328:3	216:15
323:5, 325:16,	306:2, 306:16,	283:24, 284:4,	possibly [2] - 140:4,	present [1] - 257:5
326:2, 329:23	308:17, 320:3,	284:23, 300:22,	256:5	presentation [21] -
plane [6] - 17:8, 74:2,	323:8, 323:24,	300:24, 303:24,	Post [1] - 59:14	2:9, 2:11, 2:14, 3:4,
76:16, 205:23,	327:2, 327:12,	328:16, 345:22	post [8] - 61:9, 62:22,	17:1, 22:4, 22:13,
238:10, 341:14	335:15, 345:19,	Police [2] - 5:20,	127:15, 130:19,	44:7, 87:15, 92:20,
planning [22] - 13:10,	347:2	316:6	143:9, 152:22,	98:14, 150:10,
20:10, 30:19, 39:22,	Point [4] - 95:24, 96:1,	policemen [1] - 251:9	173:3, 237:19	262:8, 281:4,
41:15, 53:11, 59:15,	333:7	policies [6] - 114:23,	posts [2] - 21:3, 54:8	288:24, 312:16,
63:4, 63:6, 64:5,	pointed [1] - 142:22	149:7, 166:20,	Pot [1] - 275:14	317:14, 323:4,
64:18, 97:15,	points [7] - 45:4,	280:18, 303:12,	potential [14] - 18:11,	323:9, 344:8
122:17, 132:10,	207:4, 290:18,	309:21	43:14, 69:21, 69:23,	presentations [1] -
145:11, 166:12,	318:5, 320:24,	policing [7] - 6:15,	81:7, 84:11, 117:12,	299:9
171:8, 172:5, 179:1,	323:2, 323:22	71:8, 78:12, 105:14,	117:13, 160:23,	presented [4] - 13:8,
192:20, 243:2	police [111] - 15:18,	113:2, 133:8, 251:24	160:24, 187:7,	13:13, 312:21,
plans [19] - 3:13, 6:9,	30:6, 38:23, 40:13,	policy [39] - 46:7,	273:12, 291:16,	313:14
33:20, 71:4, 71:5,	43:13, 44:22, 45:14,	46:9, 46:13, 46:21,	337:22	presenter [3] - 3:7,
117:17, 149:17,	45:15, 47:1, 47:22,	52:2, 89:18, 90:24,	pounding [1] - 35:18	9:8, 12:19
151:15, 173:19, 253:20, 254:3	55:21, 55:23, 65:11,	115:2, 115:14,	pounds [1] - 23:18	presenting [1] - 89:18
253:20, 254:3, 267:24, 308:2,	65:15, 70:16, 74:2,	145:24, 146:1,	pouring [1] - 88:8	presently [4] - 8:10,
201.27, 000.2,	83:4, 102:21,	146:3, 173:7,		

				Page 26
9:1, 10:19, 260:12	privilege [3] - 16:5,	produce [6] - 46:21,	43:23, 49:8, 92:22,	184:17, 189:19,
president [1] - 28:24	69:13, 90:5	180:11, 201:13,	164:7, 212:7	191:10, 199:11,
President [2] - 86:19,	privileged [2] - 50:4,	203:20, 240:15,	project [1] - 297:7	202:4, 215:11,
267:2	184:3	328:3	projective [1] - 139:21	224:6, 250:18,
presiding [1] - 1:5	proactive [4] - 49:8,	produces [3] - 189:15,	projects [1] - 297:17	251:21, 252:13,
pressures [2] - 228:9,	92:23, 164:7, 212:7	189:24, 218:7	promoting [6] -	253:10, 261:14,
228:22	probabilities [1] -	producing [1] -	161:24, 162:10,	263:1, 264:16,
presume [1] - 266:8	182:19	127:24	163:1, 167:15,	265:24, 266:13,
pretentious [1] -	probability [6] - 110:2,	product [6] - 34:20,	168:9, 170:16	269:13, 270:4,
322:7	110:6, 135:20,	81:16, 162:24,	proof [1] - 193:14	273:16, 275:12,
Pretty [1] - 342:22	162:3, 168:10,	177:4, 189:15, 190:3	proper [4] - 21:14,	276:10, 276:23,
pretty [5] - 6:22,	221:20	professional [1] -	74:1, 278:21, 336:2	277:22, 278:23,
193:17, 236:7,	problem [23] - 36:12,	305:15	properly [5] - 54:4,	279:18, 292:19,
311:16, 340:9	39:18, 41:15, 57:2,	proficiency [1] -	83:9, 272:7, 341:15,	298:10, 310:1,
prevent [2] - 179:3,	57:5, 76:3, 98:9,	214:17	341:17	318:19, 320:5,
185:11	113:16, 114:20,	proficient [5] - 16:21,	property [4] - 23:12,	320:22, 324:1,
	130:9, 160:1,	26:3, 119:9, 127:10,	• • • • •	324:2, 324:11,
prevention [2] - 18:5,			84:5, 84:14, 84:21	327:7, 336:24,
187:3	182:15, 183:2,	171:4	propose [1] - 347:11	337:15
Prevention [1] - 179:8	188:11, 195:17,	profiled [1] - 242:4	props [1] - 57:17	Province [4] - 4:8,
preventive [8] - 165:6,	195:18, 196:14,	profit [1] - 50:13	protect [3] - 204:7,	256:19, 289:24,
165:22, 179:4,	205:9, 248:22,	Program [6] - 197:16,	236:12, 267:11	326:16
185:9, 291:17,	275:24, 276:10,	197:17, 221:16,	Protection [4] - 32:14,	province -wide [2] -
292:8, 293:20, 294:6	318:7, 341:6	262:17, 263:4,	36:7, 39:14, 262:23	199:11, 276:23
previous [4] - 100:12,	problems [13] - 44:8,	294:14	protects [1] - 197:13	
125:7, 131:24,	82:14, 83:11,	program [45] - 19:20,	protocol [1] - 303:22	provinces [14] - 52:2,
345:17	161:19, 179:3,	94:12, 94:15, 100:7,	proud [1] - 46:20	52:3, 52:4, 150:24,
previously [2] - 285:7,	179:6, 179:24,	108:4, 111:8, 117:1,	provide [14] - 11:7,	265:4, 269:20,
289:6	183:2, 188:14,	121:19, 124:18,	20:11, 20:12, 20:13,	278:16, 313:10,
price [2] - 316:19,	199:19, 199:21,	129:21, 145:1,	21:15, 21:16, 33:12,	318:15, 319:4,
342:7	214:15, 321:5	146:10, 147:3,	51:5, 113:2, 173:8,	319:7, 319:14,
pricey [1] - 335:10	procedure [4] -	149:3, 164:20,	279:17, 297:9,	319:23, 320:3
pricing [1] - 336:16	209:17, 266:3,	170:6, 196:18,	319:17, 340:2	provincial [26] - 10:21,
pride [1] - 120:21	266:20, 306:1	197:19, 202:16,	provided [2] - 11:14,	26:14, 152:7, 154:1,
primarily [4] - 37:22,	procedures [17] -	203:4, 203:5,	99:5	159:10, 160:18,
186:12, 189:23,	9:11, 39:21, 54:12,	203:10, 212:13,	provider [5] - 16:15,	162:22, 165:5,
274:7	57:22, 89:19, 90:24,	213:2, 258:13,	92:7, 95:10, 101:15,	173:10, 173:24,
primary [4] - 39:23,	115:2, 146:3,	258:14, 263:7,	279:21	210:19, 253:16,
156:4, 183:22,	179:16, 179:21,	265:15, 272:5,	providers [4] - 155:13,	261:11, 264:5,
201:17	207:15, 302:5,	291:2, 291:12,	170:9, 279:10,	266:11, 270:3,
prime [3] - 19:8,	303:12, 304:10,	291:14, 291:17,	313:14	277:1, 279:8,
116:23, 234:15	306:18, 306:19,	291:21, 292:7,	provides [2] - 52:13,	288:24, 289:2,
Prince [2] - 50:5,	306:20	292:23, 295:8,	64:6	324:13, 324:20,
324:7	process [33] - 20:22,	295:20, 296:2,	providing [9] - 26:4,	325:7, 326:2, 327:8,
principles [1] - 145:15	64:11, 64:12, 89:3,	296:10, 297:24,	111:24, 113:12,	328:1
print [1] - 203:21	94:21, 101:12,	298:6, 299:22,	118:1, 172:21,	provincially [7] -
printing [1] - 125:4	103:6, 116:7,	301:2, 327:23	205:8, 284:11,	166:20, 170:20,
prints [1] - 13:22	121:22, 135:12,	programming [1] -	294:23, 313:19	199:19, 224:4,
priorities [4] - 59:20,	142:17, 154:11,	300:8	province [63] - 28:7,	270:15, 276:9,
71:1, 83:13, 184:9	167:12, 180:2,	programs [16] - 122:8,	50:22, 52:7, 71:19,	297:24
prioritize [2] - 62:1,	180:9, 193:4,	165:19, 210:20,	78:17, 78:18, 87:22,	provision [1] - 238:6
62:7	200:11, 201:21,	211:3, 264:5, 264:6,	88:4, 91:4, 111:9,	PSAR [2] - 165:17,
	202:1, 204:18,	267:8, 289:3,	120:8, 128:19,	185:9
private [16] - 23:7,	225:22, 229:5,	290:14, 293:20,	130:5, 140:14,	psychologist [1] -
36:6, 157:15,	229:12, 229:21,	293:22, 294:6,	140:15, 140:21,	198:6
158:22, 159:5,	230:4, 231:2, 234:3,	295:11, 298:5,	152:9, 153:24,	psychotic [2] -
159:24, 164:21,	235:8, 236:22,	298:13, 316:6	154:2, 154:8,	252:22, 253:3
173:24, 174:11,	265:19, 278:7,	progress [1] - 143:14	161:16, 163:6,	Public [6] - 4:10,
182:13, 298:20,	307:24, 308:13	progression [1] -	164:21, 172:23,	51:23, 79:5, 103:24,
298:23, 299:3,	processes [1] - 261:8	288:8	176:9, 177:6,	192:11, 200:13
326:6, 336:21, 338:2	processor [1] - 48:11	progressive [5] -	110.3, 111.0,	public [28] - 6:2, 6:8,
		p g serve [0]		

				Page 27
8:18, 9:24, 14:24,	quarter -time [1] -	305:5, 331:13	RCMP [36] - 5:18,	106:5, 107:9,
25:22, 27:23, 28:7,	202:21	raises [1] - 305:22	7:12, 8:2, 9:17,	107:20, 109:18,
36:22, 42:22, 44:1,	quarterly [1] - 161:18	RALPH [59] - 140:16,	18:20, 18:22, 26:11,	118:5, 120:24,
48:3, 88:19, 89:14,	quasi [1] - 260:23	188:21, 189:2,	45:11, 46:7, 46:8,	124:21, 135:9,
154:19, 154:20,	quasi-judicial [1] -	190:12, 217:3,	46:13, 56:21, 76:12,	145:16, 146:16,
155:9, 159:5,	260:23	231:18, 232:5,	76:13, 90:21, 91:14,	146:21, 155:13,
159:24, 164:9,	Quebec [1] - 250:14	233:5, 235:13,	115:10, 124:13,	162:3, 167:5,
165:5, 186:3,	questioning [1] -	247:21, 247:23,	132:24, 146:15,	182:15, 185:11,
196:23, 202:3,	262:4	248:9, 248:16,	168:4, 186:13,	187:17, 188:10,
215:7, 298:20,	questionnaire [1] -	248:21, 249:1,	186:22, 218:13,	191:7, 192:23,
315:7, 336:21	204:18	249:9, 250:3, 251:6,	233:12, 234:6,	200:15, 202:3,
public -private [2] -	questionnaires [5] -	251:13, 252:15,	266:7, 268:8, 269:6,	208:17, 210:4,
298:20, 336:21	90:4, 90:20, 119:2,	253:17, 254:9,	279:10, 280:3,	212:13, 220:6,
public /private [1] -	225:22, 318:11	254:16, 255:17,	280:8, 306:18,	227:24, 230:6,
210:2	questions [24] - 49:1,	256:16, 257:8,	330:4, 341:15	241:11, 256:18,
publication [1] -	88:16, 106:8, 178:4,	257:14, 257:22,	RCMP 's [2] - 67:8,	258:11, 273:14,
180:13	190:13, 222:21,	258:4, 258:15,	280:14	274:4, 279:9,
publications [2] -	226:3, 226:10,	258:23, 259:5,	re [1] - 302:12	285:17, 291:6,
9:10, 239:2	226:13, 247:15,	259:14, 259:20,	re-interview [1] -	292:4, 292:14,
published [4] - 13:16,	273:4, 286:20,	260:18, 261:2,	302:12	295:6, 296:19,
13:19, 46:14, 200:14	288:5, 288:12,	261:16, 261:20,	reach [3] - 71:17,	302:17, 302:21,
publishes [1] - 13:21	305:22, 311:20,	268:13, 268:24,	123:5, 285:15	307:24, 308:10,
publishing [1] - 13:18	311:22, 312:1,	269:12, 269:18,	reaction [1] - 327:4	309:22, 318:6,
pull [2] - 24:4, 119:6	312:4, 312:8,	270:21, 271:14,	read [7] - 13:14, 29:6,	331:16, 339:22,
pulled [1] - 81:7	328:24, 331:15,	271:19, 271:24,	29:7, 115:3, 145:24,	345:13, 347:7
pulse [1] - 160:6	347:7, 347:9	272:11, 272:16,	206:15, 295:8	realm [3] - 89:14,
Puncher [1] - 23:21	quick [3] - 213:9,	273:2, 273:8,	readable [2] - 202:11,	115:7, 325:8
punctured [1] - 35:19	287:15, 327:2	304:19, 308:16,	202:12	reason [7] - 28:2,
purchasing [1] - 96:15	quickly [2] - 134:3,	309:1, 329:4,	reader [1] - 27:9	74:18, 128:18,
purpose [1] - 118:1	177:2	347:15, 347:21,	readily [1] - 101:17	201:23, 243:10,
purposes [1] - 179:1	quite [17] - 56:8, 68:2,	348:3, 348:8, 348:12	ready [2] - 96:12,	269:6, 339:8
pursuing [1] - 262:4	71:7, 90:4, 93:14,	Ralph [5] - 247:20,	102:23	reasonably [1] - 24:20
pursuits [1] - 241:12	171:20, 200:6,	265:19, 288:11,	real [8] - 20:5, 21:8,	reasoning [5] - 243:5,
pushed [1] - 92:16	202:11, 227:1,	289:17, 305:22	67:1, 68:9, 68:17,	243:7, 243:8, 245:20
pushing [3] - 47:24,	227:5, 232:3, 242:7,	Ralph 's [1] - 267:23	156:9, 330:19,	recall [1] - 127:6
78:5, 258:11	248:2, 253:23,	ramifications [1] -	330:21	receive [1] - 2:15
putting [9] - 116:13,	256:5, 260:17,	14:22	real-world [2] - 20:5,	received [1] - 3:22
116:14, 118:7,	348:22	ran [1] - 34:18	21:8	recently [5] - 58:17,
185:17, 192:12,	quote [3] - 86:4, 86:7,	range [2] - 319:8,	realistic [1] - 187:22	75:1, 125:21, 267:4,
214:21, 260:12,	289:23	320:4	realistically [4] -	284:16
296:3, 333:15	quoting [1] - 334:22	Ranger [1] - 117:2	55:20, 72:3, 279:21,	Recess [1] - 287:20
pyroclastic [1] - 38:11		ranger [2] - 77:20,	334:6	recess [1] - 87:8
pyroclastic -type [1] -	R	253:13	realize [5] - 33:14,	recognition [5] - 92:6,
38:11		Rangers [9] - 116:15,	35:6, 40:7, 48:17,	125:16, 125:17,
		124:15, 248:2,	54:3	290:5, 302:19
Q	rabbit [1] - 133:21	251:4, 291:12,	realized [6] - 33:3,	recognize [2] - 55:24,
	radar [3] - 335:12,	291:14, 316:3, 316:4	38:20, 40:1, 48:12,	58:6
	340:5, 340:8	ranges [1] - 320:14	79:6, 291:11	recognized [3] -
quad [1] - 336:5	radial [1] - 247:9	rank [2] - 150:16,	realizing [2] - 29:15,	41:17, 44:4, 346:7
qualified [2] - 266:23,	radio [8] - 63:19,	313:9	228:21	recognizing [1] -
339:22	81:24, 144:16,	rapidly [1] - 107:8	reallocate [1] - 112:21	246:11
qualify [2] - 168:21, 324:24	157:20, 157:22, 158:1, 158:3, 213:8	rate [2] - 346:11, 346:14	really [78] - 4:2, 4:22, 8:22, 10:4, 15:1,	recollection [2] - 284:12, 284:15
quality [3] - 168:21, 252:18, 252:20	radios [2] - 97:6, 213:10	rather [9] - 2:10, 99:4, 126:7, 152:21,	16:2, 21:6, 30:24, 31:2, 31:10, 39:7,	recommend [2] - 149:15, 310:9
quantified [1] - 266:23	railway [1] - 245:10	152:22, 226:21,	41:24, 46:3, 49:2,	recommendation [6] -
quantify [2] - 168:22,	rain [3] - 69:23, 337:5,	338:24, 343:17,	50:13, 55:23, 61:11,	278:14, 297:5,
325:1	341:1	347:5	71:20, 74:4, 74:22,	297:14, 300:23,
quarter [2] - 3:7,	raise [1] - 186:11	RCAF [1] - 284:16	78:10, 78:18, 86:11,	323:12, 323:14
202:21	raised [3] - 298:23,	RCF [1] - 284:19	88:23, 92:2, 96:10,	recommendations
i i i i i i i i i i i i i i i i i i i			, . , ,	

	-			Page 28
[16] - 5:1, 5:3, 22:7,	regard [3] - 226:17,	remains [1] - 247:17	209:7, 255:10,	291:20, 292:1,
89:17, 90:1, 90:18,	233:7, 345:16	remember [8] - 76:10,	256:21, 259:7,	292:8, 294:8,
180:6, 188:18,	regarding [2] - 92:1,	96:8, 248:5, 248:19,	259:11, 261:12,	297:10, 298:10,
195:19, 262:9,	292:3	258:17, 259:2,	261:15, 267:3,	303:11, 304:11,
272:9, 289:11,	regardless [3] - 16:13,	264:7, 295:13	272:15, 272:17,	306:15, 306:19,
289:12, 300:8,	65:1, 328:20	reminded [1] - 69:2	283:1, 283:9, 297:2,	311:11, 313:2,
312:13, 320:10	Regency [1] - 23:1	remote [4] - 100:14,	312:5, 313:13,	313:17, 313:19,
recommended [4] -	regimen [1] - 19:2	184:19, 190:21,	321:18, 322:10	316:2, 316:16,
51:22, 52:1, 200:12,	region [2] - 329:17	191:1	rescue [169] - 2:7,	317:18, 318:2,
298:5	regions [1] - 330:22	removed [1] - 130:12	4:11, 6:15, 7:8, 7:11,	318:23, 319:16,
recommending [3] -	Regular [1] - 213:17	rent [1] - 270:24	7:18, 8:19, 9:16,	320:6, 320:12,
55:17, 220:9, 277:15		repeat [1] - 339:17	11:8, 12:5, 14:9,	321:8, 326:1, 327:7,
recommends [1] -	regular [1] - 201:16		14:10, 14:11, 14:12,	327:15, 327:20,
297:6	regulate [2] - 31:16,	repeater [1] - 157:22	15:9, 21:24, 25:23,	327:21, 328:15,
record [4] - 36:23,	154:23	repeaters [3] - 158:7,	27:14, 28:7, 31:20,	328:17, 328:22,
138:15, 225:14,	regulated [1] - 165:13	158:11, 213:10	39:8, 43:13, 44:20,	329:16, 329:24,
	regulation [8] -	repetitious [1] - 304:6	45:14, 46:8, 46:9,	332:5, 332:14,
225:15	196:10, 197:10,	rephrase [1] - 317:11	50:19, 60:15, 62:17,	335:9, 336:12,
recourses [1] - 143:22	200:19, 262:10,	replace [2] - 121:8,		
recoveries [1] -	264:23, 265:11,	316:20	66:8, 66:16, 67:8, 68:8, 60:12, 70:10	338:24, 341:8,
106:15	282:1, 306:3	report [14] - 29:3,	68:8, 69:12, 70:10,	343:11, 346:3,
recovery [3] - 41:20,	regulations [12] -	64:4, 64:12, 89:6,	72:9, 73:4, 73:5,	346:10
128:12, 179:21	34:6, 52:4, 215:5,	104:5, 131:13,	73:9, 73:17, 76:11,	rescuer [2] - 83:14
recreate [1] - 302:13	216:9, 217:1, 217:4,	189:5, 195:12,	81:3, 81:10, 83:18,	rescues [3] - 163:17,
recreation [4] - 8:17,	217:5, 217:7, 263:5,	195:13, 195:15,	86:8, 88:3, 88:8,	220:22, 249:13
35:24, 182:14,	263:6, 281:22,	261:6, 289:11,	88:14, 92:1, 92:10,	research [6] - 12:1,
336:10	293:14	297:6, 300:18	92:14, 94:22, 94:23,	13:24, 168:9,
recreational [1] -	Regulations [1] -	Report [1] - 289:7	94:24, 95:9, 95:12,	168:19, 169:5, 190:3
191:21	215:6	reporting [1] - 261:14	102:6, 104:2, 105:9,	researched [1] - 211:2
recruit [1] - 104:20	reinforce [1] - 296:4	reports [11] - 27:9,	106:4, 113:24,	Reserves [1] - 5:11
recruitment [9] -	reiterate [2] - 60:22,	28:20, 54:16, 57:24,	119:17, 122:16,	reservoir [1] - 35:24
116:5, 116:20,	265:21	79:20, 80:14, 88:8,	125:22, 127:8,	residences [1] - 36:9
126:3, 126:21,	reiterating [1] - 98:14	156:3, 161:13,	139:9, 139:10,	residents [1] - 182:13
152:17, 171:8,	related [1] - 207:6	167:5, 167:13	139:14, 154:3,	resilience [2] -
172:16, 294:10,	relation [2] - 289:12,	represent [2] - 1:18,	164:16, 165:2,	314:11, 314:18
330:8	299:22	312:4	165:7, 165:23,	Resilience [1] -
recurrency [1] - 214:1	relations [1] - 165:5	requested [1] - 287:2	168:10, 175:14,	322:20
Red [3] - 8:8, 8:16,	relationship [4] -	require [6] - 78:8,	178:18, 178:20,	resolve [1] - 114:20
230:2	66:18, 138:8, 144:8,	105:14, 124:5,	179:5, 179:10,	resource [11] - 47:7,
red [4] - 230:1,	161:23	208:18, 275:7, 302:3	179:11, 179:21,	120:5, 145:14,
234:13, 235:24,		required [7] - 12:6,	182:1, 184:21,	159:15, 164:4,
236:14	relationships [5] -	101:18, 151:9,	185:1, 189:14,	169:13, 174:23,
reduced [1] - 177:4	144:4, 174:14,	195:1, 197:9,	193:9, 193:16,	174:24, 179:17,
reexamine [1] - 271:7	174:16, 203:13,	203:22, 276:4	207:6, 220:18,	318:24, 327:20
refer [1] - 103:20	330:3		221:3, 224:23,	resources [41] -
	relative [3] - 1:10,	requirement [3] -	225:4, 225:5,	41:18, 41:23, 42:2,
reference [2] - 263:8,	318:14, 319:4	107:10, 128:17,	227:14, 232:17,	47:8, 52:14, 52:19,
263:16	relay [3] - 63:3, 213:8,	214:16	233:12, 234:9,	54:16, 62:10, 62:14,
referenced [5] -	213:14	requirements [4] -	239:15, 240:2,	127:2, 139:6, 140:1,
262:12, 288:23,	relayed [3] - 59:14,	26:15, 54:18, 145:5,	249:3, 249:12,	140:6, 140:19,
289:6, 289:16,	82:13, 235:11	166:24	249:21, 250:10,	142:6, 142:17,
312:12	relaying [2] - 82:15,	requires [1] - 124:24	250:15, 250:18,	148:24, 152:9,
refine [1] - 208:9	118:9	Rescue [38] - 1:19,	252:24, 259:17,	159:18, 163:2,
refined [1] - 196:2	relied [1] - 319:15	4:15, 8:6, 8:11,	259:19, 262:5,	163:19, 175:20,
reflect [1] - 49:6	relief [1] - 80:10	10:14, 10:19, 11:6,	264:16, 267:9,	179:23, 183:11,
reflects [1] - 306:23	relieve [1] - 238:13	12:14, 12:15, 27:21,	267:16, 268:8,	183:12, 183:22,
refreshed [1] - 100:16	relook [1] - 272:6	66:3, 67:10, 87:21,	274:2, 275:13,	
refresher [4] - 100:21,	rely [5] - 23:24,	94:12, 117:3,	278:1, 278:2, 280:9,	184:21, 193:7,
109:22, 128:3,	162:14, 181:23,	176:15, 178:15,	280:14, 280:20,	194:23, 195:7, 201:15, 206:2
172:24	240:17, 240:19	192:23, 201:10,	281:15, 289:9,	201:15, 206:2,
refusing [1] - 86:12	relying [1] - 157:15	203:4, 205:19,	289:10, 291:17,	207:12, 207:13,
			, ,	234:1, 244:12,

		1		Page 2
299:13, 303:24,	254:4, 264:15,	194:10, 227:2,	rotary-wing [3] -	196:23, 197:14,
324:15, 328:19,	267:24, 268:8,	228:4, 228:10,	183:21, 212:18,	202:3, 215:7,
331:1	273:24, 277:17,	228:11, 229:4,	214:4	295:11, 315:7,
respect [16] - 63:14,	277:23, 278:1,	229:7, 229:12,	rotor [3] - 81:2, 81:13,	330:11, 330:13
92:6, 93:21, 94:3,	284:17, 305:23	229:14, 229:19,	232:16	Saint [5] - 27:23, 37:5,
95:23, 98:24,	rest [6] - 1:12, 15:17,	229:21, 230:4,	rotors [1] - 81:15	37:23, 38:1, 40:19
123:15, 153:2,	147:22, 161:16,	230:6, 230:23,	round [2] - 18:2,	sake [1] - 55:21
156:14, 294:23,	178:6, 244:17	231:16, 234:2,	194:21	Sally [5] - 54:23, 56:3,
295:1, 299:10,	restricted [1] - 290:11	235:1, 235:4	roundtable [2] -	61:12, 62:14, 135:1
300:8, 307:6, 319:6,	restrictions [1] -	risking [1] - 72:19	286:6, 344:4	Sanchez [5] - 54:23,
324:6	281:17	risks [2] - 232:23,	Rover [2] - 44:7,	56:3, 61:12, 62:15,
respectful [1] - 348:23	restructure [1] - 272:6	233:18	291:20	135:1
respectfully [1] -	result [2] - 70:24, 85:4	river [3] - 32:6, 35:10,		
92:21		134:12	Rovers [10] - 43:4,	sandbox [6] - 56:16,
	resulted [1] - 88:7		43:12, 97:21,	56:21, 56:22,
respectfulness [1] -	results [4] - 85:12,	rivers [3] - 11:9, 35:2,	104:22, 105:11,	305:12, 307:13,
348:19	103:10, 131:20,	242:21	174:5, 192:22,	309:19
respecting [1] - 51:9	219:16	RNC [15] - 43:19,	215:16, 215:23,	SAR [361] - 7:21,
respects [2] - 273:16	resume [1] - 178:2	90:21, 91:14,	216:13	11:13, 12:12, 15:11,
respond [5] - 179:24,	retain [1] - 172:18	104:19, 105:11,	Royal [11] - 5:19, 17:3,	15:13, 16:1, 16:14,
183:12, 183:16,	retained [1] - 2:6	115:10, 124:14,	56:20, 74:18, 111:6,	16:15, 17:3, 18:6,
195:9, 207:8	retention [3] - 171:8,	132:24, 186:12,	206:1, 213:4,	19:7, 20:1, 20:8,
responder [6] - 16:15,	172:16, 330:8	186:22, 234:7,	221:15, 283:22,	20:17, 20:18, 21:1,
92:7, 95:10, 100:14,	retire [2] - 7:18, 172:6	256:24, 266:8,	316:4, 316:5	21:23, 25:7, 26:5,
102:1, 111:21	retrained [1] - 213:20	279:10, 306:18	rule [2] - 305:20,	26:7, 26:8, 30:6,
responders [15] -	return [1] - 247:18	roadmap [1] - 266:14	306:9	31:20, 37:22, 38:16,
40:8, 67:6, 68:1,	returned [1] - 294:1	rock [2] - 81:3, 81:11	rules [2] - 1:8, 236:15	38:24, 39:4, 41:9,
88:22, 92:15, 95:7,	Revenue [1] - 170:18	rocking [1] - 212:8	Rumbolt [3] - 152:6,	43:21, 44:13, 44:20,
101:14, 107:17,		rocks [7] - 35:14,	256:23, 262:21	45:18, 46:13, 47:6,
117:10, 117:13,	review [14] - 17:21,	35:18, 66:9, 73:9,		48:22, 49:22, 50:8,
122:4, 124:19,	103:4, 103:21,	76:23, 162:15, 194:1	run [19] - 23:3, 23:22,	50:11, 50:17, 51:24,
	104:5, 131:13,		26:23, 27:1, 27:4,	52:18, 55:22, 62:19,
200:23, 210:14,	131:21, 154:17,	Rocky [4] - 8:5, 44:17,	46:1, 103:4, 158:3,	64:24, 65:12, 65:21,
313:14	161:23, 167:5,	73:11, 77:4	158:21, 158:22,	
responding [3] - 6:9,	276:23, 289:8,	Roger [2] - 41:8, 45:12	160:9, 167:11,	71:6, 72:16, 75:20,
79:3, 278:3	290:13, 320:11,	role [19] - 11:22,	172:18, 195:24,	77:10, 78:6, 78:12,
response [19] - 13:10,	325:20	15:13, 42:8, 42:20,	213:14, 216:16,	79:1, 79:7, 79:15,
14:10, 34:15, 52:1,	reviewed [2] - 71:10,	46:10, 58:1, 88:23,	264:4	79:19, 79:20, 79:21,
130:14, 130:22,	91:10	113:6, 126:14,	running [5] - 25:10,	80:21, 80:22, 81:2,
132:1, 135:14,	reviewing [5] - 60:21,	130:12, 146:11,	39:2, 64:24, 206:11,	83:10, 83:23, 85:7,
136:2, 136:3,	88:7, 170:16,	147:3, 147:16,	331:3	90:9, 90:21, 91:1,
136:24, 142:24,	280:17, 299:8	148:7, 259:24,	runs [2] - 129:16,	92:7, 92:8, 92:15,
148:4, 173:14,	reviews [3] - 102:19,	260:1, 262:5, 306:13	258:12	94:15, 95:7, 95:10,
179:17, 251:19,	131:10, 167:13	roles [2] - 142:7,	ruptured [1] - 36:3	99:13, 99:16,
260:6, 267:16, 283:8	rewards [2] - 50:13,	264:17	rural [1] - 105:14	101:14, 101:15,
responses [3] - 8:19,	227:24	roll [2] - 343:16,		101:24, 102:1,
27:14, 78:8		343:22	S	102:22, 104:21,
responsibilities [5] -	Richard [4] - 2:5,	rolled [2] - 72:4, 84:18	3	105:18, 106:11,
88:24, 113:6,	34:10, 79:24, 141:5	rolling [2] - 121:7,		107:10, 111:7,
146:11, 206:10,	Rick [1] - 37:18		SA [1] - 56:24	112:15, 112:23,
264:17	rigid [2] - 75:9, 138:15	321:22	sacrifices [3] - 4:14,	114:5, 116:12,
	Rinker [7] - 44:13,	room [7] - 116:11,	4:17, 313:21	118:2, 118:21,
responsibility [13] -	44:14, 44:20, 46:24,	119:14, 223:3,	sad [1] - 210:17	118:23, 119:4,
25:22, 42:20, 58:1,	48:1, 76:6, 85:7	226:9, 226:14,		119:10, 119:11,
139:10, 139:13,	rinker [3] - 27:22,	306:14, 347:8	safe [1] - 281:22	
283:23, 283:24,	45:5, 45:12	Roosevelt [1] - 86:18	Safety [6] - 4:10,	121:17, 121:18,
284:1, 284:5,	rinkers [1] - 47:3	rope [6] - 81:12,	26:15, 51:23, 79:5,	122:4, 122:23,
284:23, 285:22,	rise [4] - 87:6, 177:22,	81:16, 81:21, 81:22,	103:24, 200:13	123:12, 124:18,
	287:18, 287:23	102:6, 179:10	safety [20] - 6:2, 6:8,	126:1, 127:10,
324:16, 328:16				1 400 40 400 40
		rotary [4] - 109:14,	8:18, 9:24, 25:23,	128:16, 128:18,
324:16, 328:16 responsible [16] - 44:23, 148:11,	risk [26] - 65:4, 68:2,	• • • •	8:18, 9:24, 25:23, 28:7, 48:3, 53:7,	128:24, 129:21,
responsible [16] -		rotary [4] - 109:14, 183:21, 212:18, 214:4		

				Page_3
131:7, 131:8, 133:9,	211:4, 212:14,	sat [1] - 306:7	seamlessly [1] - 13:11	291:17, 291:19,
135:23, 138:4,	212:19, 215:7,	satellite [5] - 120:19,	search [193] - 2:7,	291:20, 292:1,
139:10, 140:15,	216:11, 216:13,	158:4, 158:8, 333:14	4:10, 6:15, 7:7, 7:11,	292:8, 294:8, 297:9,
142:3, 142:4,	217:13, 221:16,	satellites [2] - 158:2,	7:18, 8:18, 9:16,	298:10, 303:11,
142:19, 145:24,	224:18, 225:13,	333:16	11:8, 11:12, 12:5,	304:11, 306:15,
146:9, 146:23,	225:24, 228:9,	Saturday [1] - 99:19	14:9, 14:11, 14:12,	306:19, 308:20,
147:5, 147:6,	229:5, 229:6, 230:1,	save [10] - 72:20, 82:6,	15:9, 21:23, 25:23,	310:5, 311:11,
147:19, 148:11,	231:1, 231:7, 231:8,	84:23, 87:1, 92:17,	27:13, 28:7, 31:20,	311:14, 313:2,
148:13, 149:13,	231:21, 233:10,	162:7, 202:4, 228:6,	39:8, 43:12, 43:15,	313:17, 313:19,
152:17, 153:3,	233:16, 233:23,	315:13, 326:17	44:20, 45:14, 45:23,	316:2, 316:15,
153:5, 153:23,	234:24, 236:21,	saving [2] - 4:18,	46:7, 46:9, 47:21,	317:18, 318:2,
154:1, 154:5, 154:6,	237:11, 238:5,	310:7	47:24, 50:19, 60:15,	318:22, 319:16,
154:9, 154:17,	238:11, 238:14,	saw [9] - 112:16,	62:17, 68:7, 69:12,	320:5, 320:11,
155:2, 155:5,	238:19, 242:17,	129:13, 175:2,	70:9, 73:17, 76:11,	321:7, 325:24,
155:12, 157:9,	243:13, 244:5,	176:20, 199:13,	83:18, 86:7, 88:3,	327:6, 327:15,
157:16, 158:16,	250:20, 253:4,	199:14, 244:8,	88:7, 88:14, 92:1,	327:20, 327:21,
159:1, 159:21,	253:21, 254:4,	312:17	92:10, 92:14, 94:22,	328:15, 328:17,
160:10, 160:21,	254:7, 254:13,	scale [6] - 10:14, 33:7,	94:23, 95:9, 95:12,	328:21, 329:19,
161:5, 161:6,	254:14, 254:17,	40:18, 318:5,	104:2, 105:9, 106:4,	329:24, 331:21,
161:10, 161:24,	254:21, 254:23,	318:15, 318:19	119:17, 122:16,	332:5, 332:14,
162:13, 163:18,	255:2, 255:4, 255:6,	scanning [2] - 109:4,	125:22, 127:7,	335:9, 336:12,
163:22, 164:19,	260:3, 260:6, 260:7,	213:19	131:4, 134:6, 135:8,	338:24, 339:11,
165:1, 166:18,	260:13, 260:15,	scatter [1] - 341:7	139:8, 139:9,	341:8, 342:15,
166:21, 166:24,	262:10, 263:7,	scenario [11] - 19:2,	139:13, 141:2,	343:11, 345:14,
167:15, 167:20,	263:17, 263:22,	21:13, 31:2, 34:2,	154:3, 165:2, 165:6,	346:2, 346:10
168:4, 168:10,	264:5, 265:15,	102:12, 133:3,	165:7, 165:22,	Search [33] - 1:18,
169:18, 170:9,	267:11, 267:15,	134:9, 145:9, 147:6,	168:10, 168:24,	4:15, 8:5, 8:10,
170:16, 170:24,	267:20, 268:9,	245:21, 283:8	175:14, 178:18,	10:14, 10:19, 11:6,
171:10, 172:9,	269:10, 270:4,	scenario -based [3] -	178:20, 179:5,	27:21, 87:21, 94:12,
172:20, 172:21,	270:16, 271:20,	21:13, 147:6, 245:21	182:1, 184:22,	117:2, 176:15,
173:6, 173:14,	272:4, 274:18,	scenarios [9] - 20:5,	185:6, 189:14,	178:15, 192:22,
174:24, 176:3,	276:8, 278:10,	131:3, 132:19,	207:6, 212:12,	201:9, 203:3,
176:10, 176:12,	278:12, 278:19,	133:11, 133:14,	216:20, 218:4,	205:19, 209:7,
176:17, 176:19,	279:10, 279:13,	134:1, 134:5,	218:5, 221:14,	255:10, 256:21,
180:7, 180:15,	279:17, 279:21,	135:20, 139:22	222:1, 225:4,	259:7, 261:12,
180:19, 180:23,	286:2, 289:2,	scene [4] - 132:17,	227:13, 227:16,	261:15, 267:3,
181:3, 183:11,	290:13, 291:1,	150:7, 175:19, 236:6	228:16, 228:21,	272:15, 272:17,
184:3, 187:1,	292:24, 293:20,		228:22, 231:13,	283:1, 283:9, 297:2,
187:23, 188:2,	294:6, 299:13,	scent [1] - 13:3	232:10, 232:17,	312:5, 313:13,
188:3, 188:4, 188:9,	299:16, 299:22,	scenting [1] - 13:3	233:11, 234:9,	321:18, 322:10
188:16, 189:13,	300:13, 301:2,	school [6] - 15:3,	236:16, 239:14,	search -related [1] -
189:24, 192:12,	301:11, 301:12,	94:13, 94:14, 99:11,	240:1, 240:7, 241:6,	207:6
195:23, 196:3,	302:1, 303:21,	284:19, 292:2	241:17, 241:19,	searched [1] - 45:1
196:4, 196:11,	303:23, 307:14,	Science [1] - 12:24	241:22, 242:18,	searcher [2] - 95:9,
196:14, 196:23,	307:21, 313:13,	science [1] - 13:6	244:3, 247:7,	228:4
197:14, 197:17,	313:14, 314:20,	scope [1] - 344:17	247:12, 248:1,	searchers [5] - 220:7,
198:16, 199:2,	315:11, 315:12,	Scotia [3] - 27:22,	249:3, 249:11,	227:3, 227:18,
199:10, 200:17,	315:24, 321:13,	48:12, 324:7	249:13, 249:21,	231:21, 232:8
200:23, 201:4,	321:14, 323:4,	scramble [1] - 41:12	250:10, 250:15,	searches [9] - 43:6,
201:8, 201:14,	323:5, 325:11,	screen [2] - 218:9,	250:18, 252:14,	130:8, 136:14,
202:1, 202:2, 202:9,	325:16, 336:23,	218:17	252:24, 259:17,	239:9, 248:12,
202:18, 203:5,	343:19	screens [1] - 282:17	262:5, 264:15,	251:21, 283:1,
204:8, 204:16,	SARI [2] - 9:5, 9:8	scribe [5] - 53:8,	267:9, 267:16,	332:8, 340:14
204:17, 204:19,	SARSCENE [1] -	63:10, 63:15, 64:11	268:8, 273:12,	searching [3] - 62:24,
204:20, 204:24,	12:10	se [2] - 112:23, 136:18	274:2, 275:13,	130:23, 137:12
205:17, 205:20,	SARVAC [5] - 12:1,	Sea [4] - 50:18, 66:1,	278:1, 278:2, 280:8,	seasonal [1] - 182:5
208:12, 208:21,	165:10, 165:18,	67:15	280:14, 280:20,	seated [4] - 1:6, 87:12,
208:23, 209:5,	267:2, 295:11	sea [6] - 74:24, 84:6,	281:15, 283:13,	177:23, 287:24
		125:21, 194:2,		
209:12, 209:16,	Saskatchewan [1] -	199:22, 296:5	284:1, 285:17,	second [9] - 61:22,

				Page
139:1, 151:11,	58:15, 146:5,	seven [1] - 48:13	75:2, 89:22, 100:21,	sincerity [1] - 313:15
173:13, 198:12,	156:16, 203:2,	seventh [1] - 48:14	102:9, 105:21,	single [5] - 52:15,
216:4, 292:6	229:5, 229:6	several [11] - 1:9,	127:17, 140:4,	52:19, 222:12,
secondary [5] - 39:23,	sense [12] - 163:11,	7:23, 14:2, 88:12,	140:5, 148:4,	342:16
156:4, 173:17,	163:13, 175:9,	101:11, 128:4,	153:22, 173:24,	single -engine [1] -
185:17, 201:17	249:6, 279:1,	145:2, 204:16,	179:13, 180:7,	222:12
section [5] - 55:22,	305:14, 312:18,	224:14, 270:7,	195:2, 245:7,	sink [1] - 333:16
64:5, 117:23,	317:12, 318:18,	334:17	248:20, 254:13,	sisters [1] - 4:9
212:19, 267:13	319:3, 320:8, 340:2	severe [3] - 71:24,	264:3, 293:6, 293:9,	site [4] - 77:20,
Section [1] - 282:19	senses [1] - 63:1	182:17, 223:13	293:13, 300:19,	134:21, 155:17,
section 's [1] - 62:18	sensible [1] - 198:24	sexual [1] - 273:21	303:11, 327:17,	160:7
sections [5] - 21:2,	sent [2] - 80:7, 135:21	SGT [1] - 142:1	328:10, 333:13,	sits [2] - 312:19,
150:18, 212:15,	sentence [3] - 160:22,	shape [2] - 338:18,	336:5, 338:4	318:19
231:1, 233:24	176:9, 325:3	338:19	side-by-side [1] -	
sector [34] - 19:14,	sentences [1] - 332:14		336:5	sitting [1] - 343:18
23:7, 36:6, 83:10,	separate [1] - 60:19	shapes [1] - 247:11	sides [1] - 49:15	situated [1] - 270:16
114:5, 126:1,	• • • •	share [5] - 124:17,	sideways [2] - 75:11	situation [16] - 63:8,
	sergeant [1] - 141:21	138:13, 161:15,	sight [5] - 108:24,	64:4, 64:6, 64:12,
154:18, 157:15, 158:22, 150:24	Sergeant [4] - 7:19,	347:17, 347:23	214:19, 216:15,	85:11, 191:16,
158:22, 159:24,	142:2, 143:7, 144:24	shared [4] - 59:7,	216:24, 217:2	212:22, 231:20,
168:10, 169:17,	series [1] - 239:2	60:12, 164:19		232:1, 232:6,
171:1, 174:1,	serious [1] - 143:14	sharing [3] - 163:1,	sign [5] - 141:1, 141:5,	232:11, 233:2,
174:11, 180:15,	serve [1] - 5:13	174:24, 175:5	141:12, 144:14,	246:16, 246:21,
180:19, 188:16,	service [26] - 33:13,	sheep [1] - 77:3	185:17	262:12, 308:8
197:17, 200:23,	38:22, 38:23, 51:5,	sheets [1] - 214:21	signage [3] - 164:11,	situational [3] - 62:19
208:12, 209:5,	105:2, 113:12,	shelves [1] - 96:10	164:18, 185:14	63:20, 63:23
255:4, 255:6,	115:12, 119:6,	sheriff [2] - 253:14,	signages [2] - 183:7	situations [3] - 70:3,
255:13, 256:2,	119:16, 125:18,	274:8	signal [1] - 333:21	70:24, 99:10
256:4, 279:13,	131:18, 155:12,	Sherwood [1] - 79:2	signature [1] - 142:14	six [7] - 4:12, 35:7,
300:14, 314:20,	169:17, 170:2,	shift [2] - 129:1, 129:3	signed [2] - 141:6,	35:9, 77:12, 106:3,
315:7, 325:11,	170:3, 189:7, 224:3,	ship [3] - 74:24,	220:20	151:21, 240:12
326:6, 337:10	224:19, 252:18,	219:23, 333:17	significance [1] -	six-day [1] - 106:3
sectors [4] - 154:4,	252:20, 301:16,	Shipping [1] - 293:15	27:19	six-year-old [1] -
154:5, 326:3, 326:19	302:12, 303:4,	ships [2] - 84:5,	significant [6] - 10:4,	240:12
secure [1] - 193:10	319:18, 345:3	125:21	29:7, 124:2, 304:4,	size [4] - 98:1, 110:20
Security [2] - 6:14,	Service [4] - 39:12,	shoe [1] - 59:12	312:21, 316:8	218:16, 218:17
6:19	47:13, 47:15, 159:14	shoot [1] - 65:17	signoff [1] - 142:13	sizes [1] - 247:11
seeing [4] - 63:3,	services [15] - 11:8,	shoot /don 't [1] - 65:17	signs [2] - 185:16,	skelter [1] - 147:7
123:18, 169:3, 229:8	11:13, 101:18,	shop [1] - 121:13	192:12	skew [1] - 245:8
seem [1] - 345:2	113:2, 116:18,	shoreline [1] - 324:1	silver [1] - 51:17	skewed [3] - 244:21,
sees [1] - 306:7	169:18, 172:21,	shores [1] - 75:13	similar [17] - 7:19,	244:23, 245:2
segment [1] - 102:11	279:18, 290:2,	short [6] - 5:8, 34:10,	23:2, 27:17, 58:14,	ski [2] - 84:15, 237:20
segments [1] - 247:12	290:17, 300:22,	81:12, 103:2, 135:9,	152:18, 195:13,	skidoo [4] - 339:4,
eldom [1] - 52:15	301:3, 313:20,	193:7	195:14, 240:1,	343:16, 343:17
elf [2] - 220:19,	315:11, 347:3	shortly [1] - 5:22	250:5, 261:1,	skidoos [3] - 227:19,
345:15	Services [1] - 264:11	shot [1] - 23:15	262:18, 269:14,	335:1, 343:15
self-value [1] - 345:15	session [4] - 87:12,		297:13, 298:4,	skiers [1] - 166:4
semantic [1] - 159:11	116:5, 177:23,	shoulder [2] - 47:24	314:7, 323:24, 345:9	skiing [2] - 199:24,
Senate [3] - 32:13,	287:24	shoving [1] - 23:23	similar -type [1] -	237:14
289:6, 297:2	sessions [1] - 143:1	show [6] - 40:13,	298:4	skill [1] - 102:5
enate [2] - 29:1,	set [14] - 23:2, 53:13,	68:20, 117:17,	simple [14] - 34:2,	skills [22] - 12:5, 14:9
30:17	53:16, 103:7,	176:14, 216:22,	56:8, 113:23,	
send [9] - 20:18,	115:15, 131:16,	306:14	151:16, 154:11,	94:22, 95:12, 96:3,
20:19, 85:14, 85:17,	137:18, 272:5,	showing [1] - 28:11	176:23, 180:9,	100:11, 100:13,
136:19, 137:12,	303:22, 330:11,	shows [2] - 94:11,	183:24, 193:4,	100:15, 102:1,
139:15, 168:11,	341:1, 341:3,	306:15	202:12, 206:15,	102:4, 104:21,
232:7	342:23, 343:5	shut [1] - 235:6	206:24, 324:18,	105:18, 112:15,
	sets [1] - 81:4	side [41] - 9:15, 10:1,	339:8	118:2, 119:10,
2000 101 102 11			000.0	119:11, 121:12,
sending [3] - 123:11,		13:18, 22:9, 26:4,	Simple 141 - 3/11-3	
sending [3] - 123:11, 157:12, 231:22 senior [7] - 44:7,	setting [2] - 102:6, 330:13	13:18, 22:9, 26:4, 49:14, 53:12, 56:11,	Simple [1] - 341:3 simply [4] - 24:17,	131:8, 166:24, 252:5 slam [1] - 170:10

	Γ			Page
slant [2] - 108:15,	172:3, 178:11,	snow [9] - 23:23, 38:4,	somewhere [5] -	259:17, 259:19
109:10	188:24, 189:8,	72:14, 74:11, 95:24,	42:17, 163:7,	specialized [1] - 41:18
ilave [2] - 24:24,	190:14, 198:13,	169:2, 237:14,	172:19, 198:5, 259:4	specific [15] - 21:21,
78:22	199:5, 200:9, 216:6,	292:7, 335:2	son [1] - 44:15	21:22, 52:18, 54:9,
sled [6] - 23:17, 23:22,	216:12, 217:6,	snowing [1] - 20:3	soon [2] - 132:23,	93:9, 139:8, 191:6,
24:3, 24:5, 25:11	217:17, 229:3,	Snowmageddon [1] -	222:23	196:11, 285:24,
sledding [2] - 23:17,	232:2, 232:12,	152:12	SOP [1] - 207:14	289:12, 295:16,
234:23	233:20, 235:15,	snowmobile [7] -	SOPs [2] - 172:13,	305:24, 312:11,
sleet [1] - 72:14	236:20, 240:4,	84:16, 166:3,	314:20	318:22, 324:11
Slide [1] - 289:1	246:14, 248:6,	194:14, 292:7,	sorry [16] - 103:18,	Specific [1] - 211:4
slide [13] - 16:24,	248:14, 248:18,	292:18, 331:20,	144:21, 188:23,	specifically [8] -
22:22, 38:8, 61:21,	248:23, 249:7,	336:6	232:3, 248:15,	11:16, 27:14, 32:4,
91:21, 94:11, 125:7,	250:1, 250:6,	snowmobiler [1] -	248:19, 248:20,	41:9, 216:11, 289:5
138:1, 203:17,	251:10, 251:16,	169:11	254:17, 259:15,	313:5, 323:21
220:12, 300:12,	252:19, 254:6,	snowmobilers [1] -	271:20, 272:12,	specifics [1] - 299:21
313:12, 313:15	254:11, 254:19,	72:13	274:10, 304:20,	speed [2] - 53:1,
slides [17] - 2:10,	255:19, 257:6,	snowmobiles [5] -	316:3, 347:22	219:21
19:21, 21:19, 22:14,	257:10, 257:17,	49:13, 84:17,	Sorry [7] - 189:1,	spend [11] - 32:11,
25:16, 32:9, 82:18,	258:2, 258:8,	292:16, 338:21,	198:14, 200:5,	40:6, 96:21, 116:7,
139:7, 145:2, 149:4,	258:21, 259:1,	338:23	216:7, 248:10,	165:10, 167:20,
176:14, 180:4,	259:8, 259:12,	snowmobiling [1] -	259:3, 347:20	186:3, 237:24,
188:1, 191:6, 201:3,	259:16, 260:2,	199:23	sort [26] - 132:10,	238:6, 296:20,
208:9, 213:18	260:21, 261:4,	Snowshoeing [1] -	215:3, 228:2,	337:18
sling [1] - 67:18	264:1, 266:21,	199:24	228:13, 228:15,	spending [4] - 69:15,
slinging [2] - 67:14,	268:2, 268:21,	snowshoers [1] -	234:19, 235:23,	237:21, 291:6,
220:17	269:3, 269:16,	166:4	238:23, 248:11,	292:21
slip [2] - 69:24, 185:19	270:2, 271:2,	soccer [1] - 218:16	248:12, 249:6,	spent [7] - 37:1,
	271:17, 271:22,	software [1] - 125:5	249:10, 249:20,	95:22, 95:24, 98:21
slippery [3] - 70:1, 72:8, 194:2	272:21, 273:17,		257:3, 258:5,	223:18, 250:16,
slope [1] - 179:10	274:21, 275:2,	sold [1] - 166:7 solely [1] - 58:5	269:21, 270:22,	269:21
•	275:20, 276:20,	• • •	280:7, 281:20,	spill [3] - 27:17, 27:18
slope -rope [1] - 179:10	277:19, 279:6,	Solicitor [3] - 7:4,	282:10, 321:24,	27:20
	280:4, 280:10,	269:5, 269:8	331:23, 335:12,	spoken [3] - 226:6,
slopes [2] - 70:1,	280:16, 281:13,	solid [4] - 133:13,	340:1, 344:22, 345:1	234:7, 266:17
195:2	281:24, 282:5,	136:20, 147:23,	sorts [5] - 54:5,	sponsoring [1] -
slowly [1] - 250:24	282:16, 283:4,	212:1	147:16, 163:18,	336:23
slung [1] - 67:17	283:18, 284:13,	solution [1] - 161:20	219:12, 242:7	
small [8] - 77:2,	291:3, 294:16,	solve [4] - 36:12, 57:5,	sought [1] - 273:20	spontaneous [4] - 40:3, 41:6, 43:3,
109:15, 215:14,	295:5, 296:16,	57:11, 76:3	souls [1] - 75:10	40:5, 41:0, 45:5, 43:6
219:2, 282:22,	298:11, 298:18,	solving [2] - 205:8,	sound [1] - 279:3	
293:14, 293:19,	300:10, 304:8,	205:9	sounds [2] - 274:17,	spot [1] - 128:13
330:16	307:5, 313:11,	someone [7] - 141:11,	278:17	Spot [1] - 301:17
smaller [3] - 144:7,	319:5, 321:1,	141:17, 189:5,		spotlight [1] - 218:14
163:6, 330:22	324:22, 327:13,	189:6, 310:7,	source [3] - 36:23,	spots [1] - 186:20
SmartICE [4] - 294:14,	332:16, 333:1,	341:14, 341:19	167:7, 284:10	spotter [6] - 107:15,
294:15, 295:20,	335:14, 345:4,	Sometimes [2] -	sources [1] - 42:17	107:16, 107:24,
296:3	345:20	186:6, 219:19	south [1] - 8:11	108:4, 109:17,
Smartphone [1] -	Smith [23] - 2:5, 3:3,	sometimes [23] - 16:3,	Southeast [1] - 6:18	109:18
107:6	3:10, 3:12, 46:1,	49:5, 58:22, 72:21,	spam [3] - 10:12,	spotters [9] - 110:5,
Smartphones [1] -	87:14, 107:19,	84:22, 92:5, 103:10,	105:6, 232:22	111:13, 212:12,
107:2	131:23, 142:21,	148:6, 152:18,	spanned [1] - 11:4	213:1, 213:2, 216:2
smelled [1] - 77:1	171:20, 178:3,	159:11, 159:14,	SPEAKER [3] -	217:19, 217:20,
SMITH [111] - 3:19,	188:22, 217:4,	159:18, 160:21,	259:10, 309:12,	218:1
4:5, 34:13, 87:18,	227:1, 231:19,	162:13, 196:7,	310:17	spotting [2] - 107:21,
103:17, 103:22,	247:24, 274:15,	212:8, 225:8,	speaking [6] - 104:14,	114:17
108:2, 111:4,	286:21, 288:21,	240:24, 265:5,	198:16, 249:20,	spread [1] - 111:17
132:13, 136:15,	312:3, 331:16,	265:6, 334:7,	281:14, 296:2,	spreading [1] - 122:24
		007.00 045.5	297:14	squares [1] - 247:9
138:16, 143:2,	344:10, 345:2	337:20, 345:5		
138:16, 143:2, 150:1, 150:5, 152:4, 171:17, 171:21,	344:10, 345:2 Smith 's [1] - 287:7	somewhat [2] - 226:18, 226:22	special [1] - 147:13 specialist [3] - 259:11,	St [9] - 43:2, 48:11, 51:3, 184:20,

Page 33 to 33

	1	1		Page 3
189:21, 190:24,	145:15, 147:14,	stops [2] - 15:4, 19:12	studies [2] - 12:7,	supplying [2] -
191:22, 224:5, 227:4	159:8, 175:18,	stores [1] - 184:15	13:5	335:24, 341:20
tabilize [1] - 83:22	175:23, 175:24,	stories [1] - 227:5	study [5] - 66:22,	support [24] - 21:17,
tabilizing [1] - 83:23	178:7, 182:24,	story [1] - 81:12	222:23, 298:6, 346:6	56:5, 57:11, 57:14,
taff [6] - 53:7, 63:10,	184:13, 185:6,	stoves [1] - 107:8	subject [4] - 15:14,	57:22, 142:8,
128:23, 128:24,	188:9, 210:15,	straight [3] - 24:20,	15:17, 54:23, 132:15	142:10, 160:7,
151:9, 192:11	226:13, 236:24,		subjective [2] -	160:9, 173:18,
	238:7, 243:18,	24:22, 302:20		207:10, 216:9,
stage [1] - 183:18	247:7, 252:1,	straightforward [3] -	242:14, 242:16	
staging [3] - 54:6,	271:15, 271:16,	42:7, 60:16, 195:13	submarine [1] -	216:10, 217:13,
164:18, 185:14		stranger [1] - 133:19	219:24	249:22, 255:23,
stakeholder [1] -	273:14, 275:18,	strategic [12] - 154:2,	submits [1] - 92:21	278:22, 290:2,
281:1	302:21, 312:10,	161:11, 171:10,	submitted [4] - 91:11,	290:16, 300:9,
stakeholders [31] -	331:9, 337:18	172:20, 176:17,	91:13, 91:14	319:19, 321:19,
17:9, 83:10, 106:12,	started [6] - 7:11, 8:6,	253:21, 254:5,	substantial [1] -	322:19, 330:20
114:6, 115:20,	48:3, 271:23, 272:4,	254:14, 254:17,	183:17	supporting [1] - 159:1
126:1, 154:4,	316:6	254:22, 274:19,	substitute [1] - 334:7	supports [1] - 294:23
158:24, 167:2,	starting [3] - 1:13,	279:8	succeed [1] - 86:14	suppose [1] - 269:19
180:14, 188:15,	5:10, 5:15	strategies [4] - 88:17,	success [1] - 18:10	surrounding [1] - 43:8
189:19, 190:8,	starts [1] - 38:8	153:23, 171:9,	successful [7] -	surveys [3] - 77:3,
197:4, 200:16,	state [1] - 36:10	225:21	31:14, 73:15, 86:2,	110:10, 110:13
215:17, 221:8,	State [3] - 12:12, 36:7,	strategy [12] - 59:19,	115:21, 125:7,	survival [1] - 18:10
255:4, 256:11,	37:16	59:23, 60:18, 61:6,	125:14, 204:4	survivor [3] - 81:7,
264:18, 275:7,	statement [4] - 45:11,	61:16, 64:21, 85:18,	succession [4] -	160:23, 337:22
277:5, 278:11,	128:4, 183:6, 233:22	91:18, 91:20,	122:17, 166:12,	survivors [3] - 18:11,
278:22, 279:13,	statements [1] - 90:17	135:19, 139:21,	171:7, 172:4	161:1, 299:14
300:14, 301:13,	States [7] - 6:13,	308:3	succumbed [2] -	suspect [1] - 215:20
314:21, 321:15,	28:23, 28:24, 34:19,	street [2] - 23:1, 40:10		sustain [1] - 336:2
323:16, 325:12	86:20, 312:22, 346:8		133:18, 133:22	
stance [1] - 164:8	states [1] - 274:7	strength [5] - 86:10,	sudden [23] - 59:12,	sustainability [4] -
stand [4] - 20:17,		89:10, 118:24,	59:21, 69:8, 70:18,	196:18, 209:4,
	stating [1] - 141:5	128:1, 225:19	71:24, 72:4, 72:7,	210:11, 213:24
65:4, 65:12, 263:15	station [1] - 133:1	strengths [11] - 22:5,	72:10, 72:20,	sustainable [7] -
standard [15] - 9:10,	statistical [6] - 128:7,	93:2, 93:17, 95:5,	113:22, 117:7,	112:16, 113:14,
28:10, 39:21, 57:22,	169:6, 175:12,	95:13, 96:6, 97:17,	134:16, 161:14,	208:12, 208:18,
103:23, 179:15,	240:10, 240:14,	98:3, 118:17, 120:3,	162:22, 182:17,	314:1, 321:19,
195:15, 207:15,	242:12	127:5	185:3, 187:17,	321:21
230:18, 251:1,	statistics [4] - 240:21,	stress [5] - 19:19,	193:5, 210:14,	sustaining [1] - 125:4
302:4, 304:9,	241:18, 287:1, 348:6	82:19, 101:10,	231:8, 241:10,	SWAT [1] - 251:20
309:24, 320:17,	stay [8] - 5:17, 49:21,	122:3, 137:8	243:9, 243:10	SWAT-type [1] -
320:23	152:19, 185:19,	Stress [1] - 197:17	sued [2] - 117:20,	251:20
standardization [1] -	236:8, 291:13,	strike [2] - 81:2,	153:9	swept [2] - 11:8, 194:2
163:1	316:15, 342:17	232:16	suggest [2] - 239:12,	swimming [1] -
standardized [2] -	Steep [1] - 194:1	strikes [1] - 327:6	273:3	346:11
51:14, 309:24	step [5] - 16:19,	strong [11] - 100:6,	suits [1] - 145:4	swing [1] - 24:13
standards [3] - 12:3,	126:13, 329:20,	105:15, 131:9,	summarize [1] -	switch [2] - 273:13,
166:19, 228:15	339:23, 340:22	156:13, 159:12,	320:23	
standby [1] - 344:22	stepped [2] - 32:18,	250:9, 314:18,		282:17
standing [2] - 143:8,	39:11		summer [1] - 112:12	sworn [2] - 14:22,
236:8		314:19, 314:20,	summertime [2] -	14:23
	stepping [1] - 212:8	321:12	182:7, 194:21	SWOT [8] - 89:9, 90:1,
standpoint [6] - 29:20,	steps [3] - 266:5,	stronger [1] - 169:13	sun [2] - 62:12, 219:11	93:1, 93:12, 93:13,
133:8, 265:11,	320:13, 340:16	struck [6] - 68:16,	Sunchild /O'Chiese [1]	225:11, 319:11
302:18, 328:1,	stipulates [1] - 236:21	73:18, 81:13,	- 44:16	symbols [1] - 59:2
333:11	stock [2] - 121:7,	235:19, 246:5,	Sunday [1] - 99:20	Symposium [1] -
stands [1] - 280:15	321:22	344:16	supervisor [2] - 146:6,	12:24
Star [5] - 81:13, 81:15,	stone [2] - 70:7, 71:4	structure [6] - 54:15,	148:21	symposium [1] - 13:6
220:4, 222:13, 225:2	stood [1] - 39:15	56:6, 57:11, 57:14,	supervisors [1] -	synergies [2] -
start [40] - 24:6, 33:18,	stop [6] - 83:24, 84:1,	58:4, 150:8	11:21	173:21, 174:19
	86:11, 235:6, 236:9,	struggle [1] - 71:16	supplied [1] - 338:16	Syrotuck [2] - 12:24,
40:12, 40:14, 40:16,				
40:12, 40:14, 40:16, 40:20, 52:20, 55:15,	273:4	stuck [4] - 46:24,	supply [4] - 260 7	
		stuck [4] - 46:24, 78:11, 147:2, 346:19	supply [4] - 260:7, 261:5, 270:11, 337:5	13:1 system [74] - 26:17,

				Page 34
26:21, 26:22, 26:24,	135:19, 139:21,	145:13, 152:21,	teeth [1] - 37:4	252:23, 308:8,
27:2, 32:6, 33:9,	308:3	168:11, 168:22,	Teledyne [1] - 218:7	308:13, 316:2
33:15, 47:16, 51:15,	taillight [1] - 74:12	198:5, 207:2,	television [1] - 218:17	theoretically [1] -
51:17, 51:19, 51:20,	talks [2] - 201:14,	229:15, 237:11,	temperature [2] -	241:23
51:22, 52:6, 52:23,	206:9	251:19, 253:4,	219:8, 228:17	Theoretically [1] -
53:21, 53:24, 55:10,	Talmadge [4] - 32:5,	253:5, 253:7, 255:3,	temperatures [1] -	242:1
58:4, 64:6, 67:7,	35:3, 35:12, 35:20	330:20, 335:21,	72:15	thick [2] - 29:6, 279:16
67:19, 94:18, 97:8,	tapped [1] - 337:10	337:16, 340:12,	template [2] - 104:5,	thin [2] - 227:8,
102:7, 107:5, 111:3,	targets [1] - 110:4	340:13, 340:21,	205:1	227:13
111:5, 127:22,	task [5] - 29:2, 45:22,	341:1, 341:11,	temporary [1] - 211:12	thinking [7] - 48:3,
127:23, 147:21,	63:17, 64:23, 118:9	342:12, 342:17,	ten [17] - 28:16, 50:16,	48:4, 138:13, 212:5,
147:22, 147:23,	Task [7] - 6:19,	343:19	95:8, 133:13,	238:17, 275:5,
149:14, 150:6,	101:24, 102:13,	TEAM [1] - 22:18	151:21, 166:1,	309:14
151:4, 157:20,	122:10, 122:11,	teams [45] - 5:14,	171:12, 171:20,	thinks [1] - 123:9
157:22, 158:4,	131:7, 166:7	30:7, 62:12, 62:13,	207:4, 214:18,	thorough [1] - 137:9
166:16, 170:8,	tasked [2] - 160:11,	64:9, 82:20, 87:22,	217:23, 290:1,	thoroughly [1] -
172:23, 193:19,	180:23	92:1, 92:10, 93:9,	315:19, 317:24,	132:12
194:14, 198:10,	tasking [14] - 75:3,	96:14, 96:19,	318:4, 332:6, 332:10	thoughts [2] - 273:1,
200:10, 200:18,	89:1, 131:19,	105:19, 116:1,	ten-year [1] - 290:1	279:5
220:17, 222:3,	144:23, 160:14,	122:23, 122:24,	tendency [4] - 214:12,	thousands [1] - 40:21
222:5, 222:6,	160:16, 161:13,	123:1, 123:2, 123:3,	227:22, 297:19,	threat [14] - 67:5,
224:21, 225:3,	167:24, 175:13,	123:23, 128:20,	348:21	67:24, 68:6, 114:3,
259:22, 266:11,	192:13, 206:1,	129:5, 129:15,	tents [1] - 238:5	115:9, 117:5, 117:9,
292:3, 308:9, 313:2,	235:11, 277:21	138:11, 138:12,	term [12] - 15:8, 15:21,	117:19, 125:6,
314:4, 314:5,	tasks [2] - 134:17,	147:6, 168:19,	85:2, 85:3, 85:8,	125:12, 126:19,
314:10, 315:16,	145:20	173:6, 233:10,	92:5, 238:22,	149:2, 149:8, 153:2
316:24, 317:18, 318:2, 318:10,	taught [1] - 111:9	234:20, 237:23,	238:23, 239:18,	threats [10] - 22:6,
318:13, 318:24,	tax [5] - 170:19, 322:5,	250:15, 251:9,	255:6, 323:6, 330:14	89:11, 93:3, 93:19,
319:1, 320:6, 320:12	336:22, 338:5	251:20, 261:13, 270:18, 274:2,	terminology [1] -	112:15, 124:21,
system 's [1] - 321:4	taxpayer [1] - 326:15	300:22, 318:23,	291:22	144:20, 144:21,
systems [17] - 27:5,	Taylor [1] - 270:9	329:24, 338:22,	terms [23] - 140:18,	148:6, 225:20
57:2, 74:14, 97:14,	teach [5] - 124:12,	340:9, 342:22,	142:6, 142:13,	Three [1] - 208:20
106:24, 120:19,	124:13, 124:14,	342:24	189:3, 189:4,	three [34] - 30:4,
127:21, 147:20,	124:15, 124:16	tear [1] - 336:15	202:12, 214:11,	32:11, 35:7, 35:9,
158:1, 192:18,	teaching [3] - 16:5,	tech [1] - 111:8	239:7, 250:4,	54:24, 62:24, 93:17,
201:1, 214:10,	111:8, 293:19	technical [5] - 73:13,	259:23, 262:4, 265:23, 268:15,	93:18, 93:19, 94:16, 95:1, 97:20, 100:15,
222:7, 281:16,	team [89] - 6:7, 10:17,	75:12, 202:9,	269:15, 290:13,	116:24, 130:18,
313:7, 332:18	10:21, 10:22, 11:2,	203:24, 332:15	290:15, 290:16,	137:2, 155:4,
	16:14, 18:6, 19:24, 20:7, 20:8, 20:18,	technicians [1] -	296:14, 298:17,	163:21, 165:24,
Т	20:19, 22:20, 23:16,	303:24	299:21, 320:10,	169:8, 176:14,
	23:24, 24:8, 26:8,	technique [2] -	329:15, 332:10	189:20, 217:22,
	45:16, 46:20, 59:10,	107:21, 111:6	terrain [11] - 133:23,	217:23, 236:17,
table [10] - 1:14,	59:15, 59:18, 60:1,	techno [1] - 120:21	137:3, 162:9,	240:11, 241:19,
21:12, 21:13, 50:6,	60:9, 60:10, 62:23,	technologies [1] -	187:15, 212:16,	242:9, 271:10,
50:17, 57:17, 57:20,	63:2, 64:17, 64:18,	331:17	229:9, 242:2,	272:5, 288:20,
102:10, 145:9,	64:20, 66:16, 67:8,	Technology [1] -	242:18, 243:21,	315:19, 333:5
328:19	67:10, 77:7, 80:7,	334:12	245:18, 276:3	three-and-a-half [1] -
tabletop [2] - 145:7, 145:8	80:16, 83:15, 88:3,	technology [18] -	Territories [1] - 7:15	62:24
	91:1, 91:2, 95:15,	97:1, 97:2, 97:10,	territories [1] - 324:9	three -hour [1] - 155:4
tackle [1] - 340:9 tactic [1] - 61:7	95:17, 96:6, 96:7,	107:16, 120:18,	tertiary [3] - 39:23,	three -year [1] - 272:5
tactical [8] - 97:6,	96:9, 97:7, 102:1,	127:20, 158:6,	156:4, 201:17	three-year-old [1] -
127:22, 127:23,	118:10, 118:11,	158:8, 169:14,	testimony [1] - 88:21	54:24
145:10, 150:19,	119:13, 119:20,	214:24, 292:9,	Texas [3] - 34:21,	throughout [16] -
192:19, 214:20,	119:21, 121:1,	294:21, 296:3,	34:22, 157:16	43:7, 52:9, 87:22,
233:24	122:3, 122:6, 122:7,	332:11, 332:19,	text [1] - 103:20	88:4, 91:3, 97:3,
tactics [9] - 59:19,	127:13, 127:16,	333:4, 333:14,	themselves [9] - 1:12,	101:11, 111:17,
59:23, 60:18, 61:17,	128:21, 128:23,	333:19	14:8, 105:12,	132:3, 238:23,
64:21, 85:19,	129:2, 129:7,	techs [4] - 17:3, 19:7,	121:15, 238:8,	250:5, 261:14,
. ,	129:16, 130:17,	162:13, 228:9		276:9, 300:2,
				1

	1	1		Page
312:16, 346:7	tooth [1] - 95:15	Trail [9] - 69:14,	109:19, 109:22,	187:8
throw [4] - 89:6,	top [9] - 21:12, 21:14,	106:16, 164:10,	111:5, 112:1,	triage [3] - 317:24,
196:14, 223:12,	38:4, 81:22, 102:10,	176:24, 182:11,	112:16, 113:14,	318:9, 318:13
306:22	113:17, 210:15,	182:22, 190:22,	114:5, 114:6, 114:7,	triggered [1] - 297:1
throwing [1] - 155:7	224:22, 242:23	191:24, 342:16	114:8, 114:16,	triggers [1] - 297:15
tie [2] - 266:10, 329:14	topic [2] - 226:21,	trailer [2] - 45:6,	117:18, 118:19,	trip [1] - 23:19
tieing [1] - 96:20	261:23	343:18	121:8, 122:22,	triple [2] - 159:5,
ties [1] - 226:19	topographically [1] -	Trails [1] - 184:14	123:8, 124:11,	336:20
tighter [1] - 225:9	191:12	trails [7] - 68:24,	124:17, 128:5,	trips [2] - 194:13,
-	topography [7] -	76:24, 184:16,	128:10, 130:2,	292:20
timing [1] - 303:1	102:11, 137:4,	192:1, 199:12,	130:10, 136:23,	
tip [1] - 181:8	158:3, 187:15,	199:13, 199:18	144:22, 146:9,	troops [3] - 26:4, 85:15, 137:5
tired [5] - 88:11,	212:16, 229:9,	train [21] - 19:11,	147:14, 147:19,	
129:18, 129:19,	242:19		148:3, 148:19,	trouble [4] - 47:14,
135:24, 237:8		19:16, 19:17, 20:3,	149:1, 152:5,	248:7, 255:22,
title [4] - 258:17,	tornado [2] - 40:8,	20:4, 33:14, 66:22,	154:24, 161:5,	337:23
258:24, 259:3,	79:2	102:11, 112:2,	162:1, 162:17,	trucks [3] - 35:16,
259:19	tornados [2] - 9:15,	113:5, 113:7,		43:17, 335:2
toast [1] - 66:14	78:21	113:21, 115:23,	166:18, 167:3,	true [1] - 345:18
toboggan [2] - 113:24	Torngat [5] - 73:10,	122:23, 125:9,	171:3, 172:12,	trust [7] - 120:9,
toboggans [1] - 72:9	181:7, 181:21,	126:2, 147:24,	172:24, 173:1,	120:12, 123:19,
Today [1] - 348:2	183:16, 191:8	195:4, 250:17,	179:8, 179:9, 187:4,	144:11, 311:8,
today [16] - 2:4, 23:3,	touch [8] - 5:21, 28:1,	314:11	194:24, 197:2,	311:12, 311:13
28:13, 38:3, 44:9,	176:8, 288:21,	trained [37] - 33:8,	203:12, 208:4,	trying [7] - 10:2, 57:2,
129:8, 129:9, 158:6,	296:24, 305:1,	45:13, 45:15, 46:3,	213:2, 213:24,	82:6, 228:5, 274:16,
280:15, 287:11,	327:3, 334:2	53:1, 54:11, 62:12,	214:17, 222:8,	277:12, 278:24
287:13, 311:13,	touches [1] - 312:12	74:15, 79:12, 79:16,	257:5, 268:22,	tunnel [2] - 239:16,
312:6, 312:17,	tough [1] - 73:17	92:15, 107:24,	270:3, 270:15,	239:23
336:1, 347:12	tour [1] - 296:22	108:1, 110:5,	276:4, 284:21,	turn [3] - 81:15, 338:9
today 's [1] - 280:8	tourism [3] - 8:17,	127:13, 149:13,	293:1, 293:6,	339:3
toes [1] - 212:9	35:24, 182:14	158:2, 166:13,	293:10, 294:12,	turning [1] - 340:14
together [38] - 10:3,	towards [5] - 5:3,	195:10, 213:20,	302:4, 334:18	turns [2] - 24:15,
10:12, 10:16, 22:19,	109:1, 110:21,	216:2, 217:18,	Training [1] - 208:3	196:16
25:4, 26:19, 56:15,	215:4, 217:11	218:1, 218:20,	transfer [3] - 64:17,	TV [2] - 218:23, 219:2
56:17, 57:5, 60:18,	town [1] - 43:7	220:18, 221:14,	131:5, 135:24	twice [1] - 308:5
75:2, 75:14, 89:6,	track [4] - 70:19,	230:19, 237:24,	transit [1] - 237:13	twin [1] - 77:20
91:18, 93:8, 96:22,	102:14, 331:20,	242:16, 250:9,	transition [1] - 13:9	
98:21, 100:3, 114:1,	333:22	251:9, 251:11,	transmission [1] -	two [35] - 29:5, 44:14,
114:20, 118:7,	tracking [6] - 62:12,	252:11, 256:21,	292:15	44:21, 77:13, 81:4,
	97:6, 169:6, 333:13,	257:1, 313:18	Transport [3] - 215:4,	97:20, 98:23, 103:3,
139:4, 141:3, 142:9,		trainer [1] - 6:17	217:12, 281:3	124:24, 130:18,
214:22, 263:23,	333:19, 334:9	training [119] - 8:22,	transport [2] - 222:6,	137:1, 142:7,
278:12, 305:12,	tractor [1] - 45:6	8:24, 12:20, 16:10,	223:23	142:15, 151:3,
307:13, 307:15,	trade [2] - 211:20,	17:17, 18:5, 18:13,	transportation [1] -	217:22, 217:23,
310:10, 310:11,	224:15	18:17, 18:22, 18:24,	67:7	218:9, 220:3,
313:24, 324:12,	trade-offs [2] - 211:20,	19:1, 19:2, 19:20,	trauma [2] - 112:6	223:24, 224:23,
328:11, 343:1, 343:3	224:15	19:21, 25:6, 26:2,	traumatic [2] - 17:23,	231:8, 242:8,
tomorrow [6] - 178:7,	tradeoffs [1] - 222:20	29:23, 34:1, 45:19,	223:7	268:19, 274:17,
287:11, 287:13,	traditional [1] - 296:5	45:23, 47:5, 57:14,	travel [3] - 60:12,	277:2, 278:23,
331:10, 332:3,	traditionally [1] -	67:23, 67:24, 72:18,	255:24, 270:23	278:24, 286:17,
347:18	296:21	73:2, 74:4, 75:19,	traveling [1] - 95:24	288:20, 298:22,
tonight [1] - 342:16	trail [21] - 23:23,	85:19, 94:15, 95:2,	travelling [1] - 95.24 travelling [2] - 187:11,	312:6, 315:19,
t ook [7] - 5:22, 10:10,	24:10, 94:18,	95:7, 96:23, 97:18,	-	323:2, 332:9, 333:5
30:3, 34:17, 35:1,	134:11, 134:12,	97:21, 97:22, 98:9,	295:13	Two [1] - 208:19
316:18, 323:2	164:24, 183:1,		treat [1] - 223:7	two-and-a-half-year-
tool [6] - 176:5,	183:8, 185:14,	98:17, 99:4, 100:21,	treated [2] - 18:7, 81:8	old [1] - 44:14
178:17, 205:12,	185:15, 185:17,	104:12, 104:15,	treating [2] - 18:6,	two-day [1] - 151:3
214:14, 231:5, 317:4	186:18, 193:19,	104:16, 104:19,	112:6	type [24] - 38:11,
tools [5] - 89:8,	194:14, 198:20,	104:20, 104:24,	treatment [1] - 198:5	47:23, 100:3,
220:15, 222:13,	215:15, 245:9,	105:10, 106:1,	tree [1] - 134:20	133:23, 163:2,
238:11, 334:13	247:4, 247:5, 302:20	107:11, 107:15,	trees [1] - 219:22	163:14, 164:4,
		108:5, 109:17,	trends [2] - 187:7,	

Page 36 to 36

				Page 3
173:16, 185:18,	264:23, 265:17,	urban [3] - 9:16, 14:9,	345:19	253:20, 253:24,
216:19, 221:8,	267:18, 270:17,	78:21	virtue [1] - 256:20	254:7, 255:2,
229:10, 243:15,	270:19, 273:14,	useful [2] - 59:5, 59:7	vision [2] - 239:16,	257:24, 258:6,
247:8, 251:20,				
, ,	274:3, 274:7,	uses [1] - 89:15	239:23	274:18, 275:1,
270:23, 297:17,	282:24, 293:14	utilize [2] - 191:3,	visit [1] - 194:7	275:9, 275:17,
298:4, 329:16,	underestimate [2] -	322:21	visitation [1] - 192:10	276:8, 276:18,
333:5, 334:10,	241:17, 244:3	utilized [6] - 32:9,	visitations [1] -	276:24, 277:16,
343:15, 344:19,	underneath [3] -	41:23, 41:24, 55:11,	225:23	278:2, 278:9, 315:24
348:11	35:15, 67:17, 202:11	179:24, 197:20	visitors [2] - 182:9,	Vulnerability [4] -
yped [1] - 211:8	understood [2] -	utilizing [4] - 15:6,	182:11	176:10, 176:15,
ypes [11] - 36:5, 54:6,	235:23, 338:12	178:17, 200:13,	vocation [1] - 7:9	178:15, 201:10
54:8, 107:8, 163:12,	undertaken [1] - 298:6	298:7	void [1] - 298:9	vulnerable [1] -
175:23, 178:20,	undertaking [1] -		volcanic [1] - 37:7	228:23
187:4, 200:24,	298:2	V	volcano [3] - 37:24,	
210:10, 297:13	unfold [1] - 84:10	v	38:5, 38:12	W
ypical [2] - 93:13,	unfolded [1] - 308:3			
204:23		valuable [2] - 9:22,	volcanos [1] - 37:11	
	unfolding [2] - 322:21,	214:14	Volkswagens [1] -	wage [1] - 345:22
spically [10] - 11:1,	323:17	value [10] - 212:13,	297:20	wait [3] - 29:22, 40:12,
65:1, 108:18,	unfolds [2] - 60:6,	213:3, 308:1,	volunteer [34] - 4:15,	41:1
203:19, 206:1,	246:21		8:4, 10:20, 36:9,	waiting [2] - 130:19,
244:4, 244:24,	unfortunately [1] -	327:22, 344:18,	50:11, 92:5, 99:17,	137:5
250:20, 279:22,	264:7	345:14, 345:15,	153:12, 155:2,	
300:18	UNIDENTIFIED [3] -	345:18, 347:3	158:22, 170:16,	walk [8] - 61:9, 68:24,
	259:10, 309:12,	value - added [4] -	170:24, 189:14,	69:1, 186:19,
U	310:17	212:13, 213:3,	189:24, 234:9,	203:15, 242:1,
•	unified [1] - 328:12	308:1, 327:22	250:9, 250:20,	245:11, 291:8
		values [5] - 59:3,		walkaway [4] -
J.K [1] - 274:11	unique [5] - 53:22,	110:2, 110:7,	256:2, 256:4,	283:14, 283:19,
JAS [2] - 281:16,	181:16, 192:15,	114:17, 221:20	261:12, 261:13,	283:23, 286:11
333:3	324:6, 326:11	variable [1] - 250:7	316:6, 319:17,	walkaways [4] -
UASs [1] - 214:14	uniqueness [4] -		322:1, 322:2, 322:5,	283:2, 284:17,
UAV [3] - 216:14,	290:6, 290:8, 315:6,	varied [1] - 253:9	330:15, 334:18,	284:22, 285:21
	315:22	varies [1] - 98:1	341:8, 345:9, 346:9,	
216:16, 333:5	unit [2] - 64:4, 64:12	variety [4] - 5:1, 38:17,	346:10	walker [2] - 28:22,
UAVs [4] - 214:14,	United [7] - 6:13,	210:9, 214:7	Volunteer [3] - 50:9,	30:3
215:10, 281:16,	28:23, 28:24, 34:18,	various [1] - 323:5	267:3, 321:17	walkways [1] - 283:10
333:2	86:20, 312:22, 346:8	vast [2] - 242:17,	volunteering [2] -	wane [1] - 99:13
UHF [1] - 157:23		324:3	310:5, 342:3	wants [2] - 102:20,
JK [1] - 50:18	University [1] - 48:12	vehicle [8] - 130:18,		306:24
ultimate [3] - 229:19,	university [1] - 5:12	131:18, 143:15,	volunteerism [2] -	Warburton [4] - 27:21,
230:22, 273:20	unless [10] - 6:23,	253:14, 292:7,	337:9, 346:8	48:9, 48:14, 76:7
ultrahigh [1] - 157:23	54:22, 110:4,		volunteers [23] -	Warrant [1] - 269:9
umbrella [1] - 274:3	131:20, 188:4,	315:9, 336:6	31:20, 40:4, 41:6,	warrant [1] - 257:4
	212:14, 284:15,	vehicles [10] - 49:15,	43:4, 43:6, 51:12,	
unacceptably [1] -	327:8, 339:16,	121:8, 134:14,	82:5, 82:7, 139:11,	washing [1] - 43:17
228:5	341:20	209:9, 209:22,	148:14, 157:17,	Washington [3] -
unanticipated [2] -	unmanned [5] -	209:23, 214:11,	197:14, 203:4,	12:11, 30:12, 37:16
80:20, 82:9	214:10, 214:11,	216:10, 332:18,	249:15, 249:16,	watch [1] - 29:16
unbelievable [1] -	216:10, 332:17,	336:8	251:8, 255:22,	water [10] - 35:8,
331:23	332:18	ventricular [1] -	260:1, 330:15,	35:15, 106:17,
uncovered [1] -	unpredictable [1] -	223:15	334:24, 338:24,	115:3, 125:24,
247:17		verbally [1] - 102:5	342:8, 345:7	163:5, 293:9, 294:2,
uncovering [1] - 229:8	296:6	version [1] - 34:10		295:2
under [32] - 11:1,	untrained [2] - 130:7,	vessel [3] - 163:8,	voracious [1] - 27:9	waterproofed [1] -
17:21, 26:12, 26:20,	130:9		vulnerability [35] -	193:17
	updated [1] - 207:1	293:10, 294:2	176:4, 178:16,	
35:9, 52:3, 53:4,	updating [1] - 203:9	vessels [4] - 125:24,	180:1, 180:17,	waters [1] - 83:19
64:4, 69:6, 69:23,	upfront [3] - 71:14,	163:5, 293:14,	181:13, 188:2,	ways [14] - 15:6,
	135:18, 136:18	293:19	188:5, 188:7, 188:8,	48:22, 68:2, 79:12,
75:2, 127:9, 228:10,		VHF [1] - 157:22	193:24, 195:23,	113:8, 113:11,
		VIIF [1] - 137.22	100.24, 100.20,	
75:2, 127:9, 228:10,	upgrade [1] - 195:3	View [1] - 8:10		155:9, 158:24,
75:2, 127:9, 228:10, 228:22, 253:15,	upgrade [1] - 195:3 upset [1] - 160:22		198:16, 199:1,	155:9, 158:24, 159:6, 171:1,
75:2, 127:9, 228:10, 228:22, 253:15, 260:3, 260:4,	upgrade [1] - 195:3	View [1] - 8:10		

			Page 3
78:21. 236:23. 237:3	137:15. 239:20	wow [4] - 72:3. 174:5.	332:10, 332:15,
			346:6
9:16, 78:21			years' [1] - 332:6
Wildlife [2] - 36:8,	281:11, 296:13,	168:16	yesterday [11] - 3:2,
47:21			67:20, 74:11, 98:14,
wildlife [4] - 77:3,	347:16		101:12, 113:16,
	wondered [1] - 133:21		210:7, 226:17,
			265:24, 343:10,
Wilf [1] - 312:7	50:7, 197:19		344:8
	wondering [3] -	265:8	yesterday 's [1] - 1:11
	• • •	writing [14] - 6:9, 8:24,	young [6] - 48:9,
		• • • •	67:11, 241:12,
			291:13, 291:19,
			292:1
			Yourself [1] - 319:7
			yourself [9] - 5:4,
		346:20	80:10, 80:17, 86:14,
			104:4, 184:22,
			223:14, 337:22,
			343:4
· · ·			youth [5] - 291:16,
			291:18, 291:19,
			296:10, 302:22
			Yukon [4] - 16:7,
			174:8, 174:9, 257:18
			114.0, 114.0, 201.10
		v	Z
		I	2
		Year [1] - 50:9	zigzag [1] - 25:1
		year [21] - 18:2, 41:10,	
		41:14, 43:1, 44:14,	
• · ·		54:24, 59:11, 63:1,	
		161:10, 169:9,	
		194:20, 208:19,	
		240:12, 269:8,	
		270:11, 271:18,	
		271:23, 272:5,	
		290:1, 332:9	
- · · ·		16:6, 28:16, 34:17,	
WINTERS [2] - 329:9,			
329:13	worms [1] - 148:10		
Winters [5] - 227:13,	worries [1] - 348:9		
227:14, 304:21,	worry [3] - 84:5,		
323:23, 331:12	157:18, 165:12		
wintertime [3] - 18:3,	worst [3] - 31:2, 34:2,		
96:1, 112:13	73:1	196:15, 208:19,	
Wiseman [1] - 312:7	worst -case [2] - 31:2,	208:20, 214:6,	
	04.0		
wish [5] - 19:15, 80:7,	34:2	230.5 248.3	
wish [5] - 19:15, 80:7, 174:6, 174:9, 287:15	34:2 worth [2] - 84:21,	230:5, 248:3, 248:15, 258:12	
		248:15, 258:12,	
174:6, 174:9, 287:15	worth [2] - 84:21,		
	<pre>Wildlife [2] - 36:8, 47:21 wildlife [4] - 77:3, 110:10, 133:18, 253:13 Wilf [1] - 312:7 Williams [9] - 7:20, 141:20, 141:21, 142:2, 143:7, 144:24, 288:8, 304:20, 311:20 WILLIAMS [21] - 142:1, 261:18, 261:22, 265:18, 267:22, 268:11, 288:15, 288:19, 294:13, 294:18, 295:23, 296:23, 298:14, 299:7, 303:7, 304:23, 308:22, 309:9, 310:14, 311:17, 311:21 willing [5] - 207:14, 212:10, 237:20, 339:23, 340:20 winch [1] - 222:15 winched [1] - 66:12 winching [3] - 179:12, 195:2, 222:17 wind [1] - 171:13 winded [1] - 228:3 window [1] - 108:13 winds [2] - 76:22, 228:16 Windsor [1] - 96:8 wing [6] - 109:14, 109:15, 183:21, 212:17, 212:18, 214:4 winter [5] - 69:6, 73:17, 74:7, 182:6, 337:19 WINTERS [2] - 329:9, 329:13 Winters [5] - 227:13, 227:14, 304:21, 323:23, 331:12 wintertime [3] - 18:3,</pre>	wildland -urban [2] - 9:16, 78:21wonder [8] - 133:1, 140:17, 233:15,9:16, 78:21140:17, 233:15,Wildlife [2] - 36:8, 47:21281:11, 296:13, 347:16110:10, 133:18, 253:13wonderdul [4] - 4:6,Wilf [1] - 312:750:7, 197:19Williams [9] - 7:20, Williams [9] - 7:20, 141:20, 141:21, 1236:14, 263:19, 142:2, 143:7, 323:16wondering [3] - 141:20, 141:21, 236:14, 263:19, 142:2, 143:7, 323:16144:24, 288:8, 8, woods [4] - 15:12, 304:20, 311:207:6, 81:1, 168:11WILLIAMS [21] - Woodwork [3] - 40:2, 142:1, 261:18, 261:22, 265:18, 8, word [3] - 44:11, 70:18261:22, 265:18, 208:15, 288:19, 208:15, 288:19, 209:23, 296:23, 30:21, 59:2, 88:5, 298:14, 299:7, 310:3, 159:11, 303:7, 304:23, 30:21, 59:2, 88:5, 298:14, 299:7, 310:3, 159:11, 303:12, 34:20 32:13 worker [5] - 16:15, 311:21 26:7, 92:8, 267:12, willing [5] - 207:14, 313:17 212:10, 237:20, 30:21, 222:15 worker [1] - 211:11 399:10 winke [1] - 66:12 worker [1] - 101:14, 399:10 workers [1] - 211:11 195:2, 222:17 workers [1] - 211:11 195:2, 222:17 workes [1] - 211:11 195:15, 183:21, workes [1] - 13:15, 212:17, 212:18, 214:4 20:5, 21:8, 29:20, winds [2] - 76:22, 226:20, 266:5, 2	wildland -urban [2]- 9:16, 78:21 wonder [8] - 133:1, 140:17, 233:15, 304:20, 309:6, wrist [1] - 109:1 174:9, 193:5 Wildlife [2] - 36:8, 47:21 304:20, 309:6, 304:20, 309:6, wrist [1] - 109:1 wrapper [2] - 59:13, 168:16 Wildlife [2] - 77:3, 304:20, 337:16 wrist [1] - 109:1 Wildlims [9] - 77:0, Wonderful [4] - 4:6, 255:13 202:15, 255:2, 255:16, 255:21, 255:16, 255:21, 255:10, 255:22, 255:10, 255:22, 255:10, 255:20, 255:20, 265:18, Words [1] - 151:2, 201:20, 205:18, 41:12, 265:18, Word [3] - 43:11, 266:14, 255:22, 266:122, 265:18, Word [3] - 43:11, 266:14, 255:22, 266:122, 265:18, Word [3] - 143:11, 267:22, 265:18, Word [3] - 14:15, 267:22, 265:18, Word [3] - 14:15, 267:32, 266:23, 30:21, 59:2, 88:5, 311:21 write [1] - 240:14, 366:20 267:22, 265:18, Word [3] - 14:15, 295:13, 296:23, 30:21, 59:2, 88:5, 311:21 words [9] - 14:15, 304:12 write [1] - 24:14, 304:12 296:14, 299:7, 311:21 words [9] - 16:15, 304:12 yret [1] - 50:9 Year [1] - 50:9 Year [1] - 50:9 year [2] - 18:2, 41:10, 304:12 wrote [1] - 211:14 304:12 wrote [1] - 25:9 wind [1] - 61:12 257:12, 313:13 wind [1] - 61:12 257:12, 313:13 wind [1] - 16:14, 129:2, 114:14, 43:1, 44:14, 45:24, 59:11, 45:10, 51:0, 116:10, 619:9, 194:20, 208:18, 200:1