

July 29, 2016

The Honourable Harjit S. Sajjan
Minister of National Defence
Major-General George R. Pearkes Building
Ottawa, ON K1A 0A6

Dear Minister Sajjan:

On April 6, 2016, the federal government launched public consultations with respect to the development of a new defence policy for Canada. As a part of this process, my Government has prepared a submission outlining the views and interests of Newfoundland and Labrador for consideration as part of Canada's defence policy review. I have enclosed a copy of our submission for your information.

As I am sure you are aware, Newfoundland and Labrador has a long tradition of military service and supporting the military generally. Military personnel from this province have been important to the defence of Canada for many generations. Newfoundlanders and Labradorians served proudly in actions ranging from the War of 1812 to our current missions in the Middle East and Central Asia. Men and women from this province have also taken part in many of Canada's peace keeping missions and are proud ambassadors for Canadian values around the world. The people of Newfoundland and Labrador have made valuable and long-standing contributions to Canada's military history and my Government intends to support actions that will maintain that place as Canada moves forward with a new defence policy.

I thank you for the opportunity to advance a submission, which has been copied to IPSOS for processing, and we look forward to working with you and your colleagues to help shape a new defence policy for our country.

Sincerely,



DWIGHT BALL
Premier
MHA, Humber-Gros Morne

c: The Honourable Judy Foote, P.C., M.P

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Newfoundland and Labrador Defence Policy Review Submission

Introduction

On April 6, 2016, the Federal Government launched public consultations on the development of a new defence policy for Canada. Consultations are broad-based and include the public, academics, industry leaders, Non-Governmental Organizations (NGOs), Canada's international partners and allies, as well as parliamentarians and provinces and territories (PTs). The December 2015 federal Throne Speech included a commitment "To keep Canadians safe and be ready to respond when needed, the Government will launch an open and transparent process to review existing defence capabilities, and will invest in building a leaner, more agile, better-equipped military." A review of Canadian defence policy will contribute to meeting that commitment. We are encouraged by the commitment to keep Canadians' safe noted in the federal 2016-17 budget and we are also encouraged by the budget's commitment to further enhance Search and Rescue (SAR) capacity in Newfoundland and Labrador over the coming year. In support of the Federal Government's Defence Policy Review, the Government of Newfoundland and Labrador offers this submission which takes into account existing Department of National Defence (DND) assets, operational protocols and mandates. The submission also provides information from the Province's perspective that can be used to help inform the development of Canada's new defence policy.

In summary, the primary interests of the Government of Newfoundland and Labrador are:

1. Securing an expanded operational mandate for 5 Wing Goose Bay and reinforcing the importance of 5 Wing to Canada's efforts to support partnerships with international allies as well as its value as a strategic location to facilitate Canada's interests in the Arctic; and
2. Improving SAR capacity and enhancing operational protocols to strengthen marine and air SAR in the province.

The Defence Policy Review Public Consultation Document (consultation document) asks ten questions relating to the impact of the current and future mandate of the Canadian Armed Forces (CAF), major threats to Canadian and North American security, and the priorities and resources needed for Canada's future military. The consultation document also questions whether Canada should strive to maintain military capabilities across the full spectrum of operations or whether it should specialize in niche areas. Additionally, the consultation document identifies the CAF's key roles as defending Canada, defending North America and contributing to international peace and security. Newfoundlanders and Labradorians have been important in helping achieve these goals whether through the participation of our people in the military, public support, or hosting military installations through the Second World War and into present military actions. Our Province and people can take on an even greater role under Canada's new defence posture.

The consultation document notes the importance of SAR and the CAF's focus on continuous improvement in this area, and highlights the range of other actors engaged in this activity as well as the small proportion of rescues that require CAF assets, asking: "What role should the CAF have in search and rescue? Are there models for alternative service delivery that could be explored? What would the implications of alternative service delivery be for search and rescue across Canada, including in the North?"

As will be discussed below, our Government's position is that the CAF's role with respect to SAR should be enhanced and that Newfoundland and Labrador can be important to that enhancement, particularly with respect to the North, continental defence and Arctic sovereignty. Maintaining strong commitments to the North American Aerospace Defense Command

(NORAD) and the North Atlantic Treaty Organization (NATO) are also important for Canada's international military commitments, and Newfoundland and Labrador will continue to play an important role with a NORAD Forward Operating Location located at 5 Wing Goose Bay. Additionally, Newfoundland and Labrador is well positioned to contribute to the surveillance and control of Canadian territory, particularly in the North.

Overview of DND Presence in NL

Newfoundland and Labrador is home to three military installations: Canadian Forces Station (CFS) St. John's; Canadian Forces Base (CFB) Gander (9 Wing), and CFB Goose Bay (5 Wing). These bases served critical roles in the defence of North America during the Battle of the Atlantic and have been key bases of operation for Canada and our allies for many decades. Our province has long-held a strategic position as an important waypoint between Europe and North America, as well as a key staging area for many other military and exploratory activities. As Canada moves into a new defence position in the 21st century, it is clear that the role of Newfoundland and Labrador in the defence of North America should be enhanced.

CFS St. John's

CFS St. John's provides operational support services to the 20-30 naval vessels that visit the Port of St. John's every year, as well as to the military aircraft transiting through St. John's International Airport. According to the Joint Task Force Atlantic Canadian Armed Forces (JTF), there are 12 Lodger Units along with 55 regular forces and 550 reserve personnel. The annual combined budget of the Station headquarters and 12 lodger units is approximately \$8.3 million. There are approximately 400 cadets in the province. The estimated operating budget of just over \$1 million is included in the CFS St. John's numbers noted above, as is the full-time support staff.

CFS St. John's has undergone significant infrastructure changes in recent years with the construction of a new multi-purpose facility completed in 2014. The 35,000-square-metre Surgeon Lieutenant-Commander W. Anthony Paddon Building now serves as the working home for personnel previously stationed in 17 older buildings spread throughout the Pleasantville area of St. John's. This has enabled DND to streamline its operations by both replacing aging and deteriorating infrastructure and significantly reducing its overall footprint.

9 Wing

9 Wing provides full time SAR services to Newfoundland and Labrador, while maintaining a comprehensive Canadian Coast Guard Radar facility which feeds information into the Regional/Sector Air Operations Centre based in Nova Scotia. According to the JTF, 9 Wing currently employs 106 regular force personnel, 35 reservists, and 30 civilians. Its annual budget is approximately \$17 million. The number of personnel currently at 9 Wing is significantly lower than in the mid-1990s when the base employed approximately 190 regular force personnel and 100 civilians. The reductions were the result of program review exercises which affected bases across Canada. Between fiscal years 1996-97 and 2000-01, the number of regular force members permanently posted to 9 Wing declined from 187 to 151, while the number of civilian personnel employed at the base dropped from 97 to 24. JTF confirms personnel numbers have been relatively static since 2001.

5 Wing

With a long history of hosting the Canadian and foreign militaries from the Second World War into the Cold War, 5 Wing is currently a military operating center for the CAF and is important to Canada's commitments under NORAD. According to the JTF, 5 Wing's annual budget is approximately \$67 million.

In recent decades, 5 Wing had served as a critical training ground for NATO to develop operational capabilities to employ low-level flying ground attacks. The Labrador terrain and environment lent itself well to this training and the base saw pilots from many nations hone their skills, including pilots from the United States (U.S.), the United Kingdom, the Netherlands, Italy and Germany. The Foreign Military Flight Training Program at 5 Wing had been one of the largest economic generators in Labrador. The Program had grown to the point that in 2000-01 it provided approximately 1,880 person years of employment, contributed \$97 million to the provincial GDP, and generated \$36 million (net) in Federal Government revenues.

Low-level flying is no longer a commonly deployed tactic and NATO military training at 5 Wing has changed since 2006. This has led to a decrease in activity at the base and the regular presence of foreign militaries at 5 Wing ended in 2006. 5 Wing maintains three Griffon Helicopters to support SAR activities in the area. According to JTF, 5 Wing has a current complement of 74 regular forces members, 12 reserve force members and 56 civilians, as well as approximately 300 contract employees who are responsible for site support services. The service contract represents \$41.3 million of the total budget and is held by SERCO. The contract expires in March 2017. The base also has an excellent Practice Target Area (PTA). It is a large, remote training area located about 120 kilometres southwest of Happy Valley-Goose Bay and has served primarily as an aerial drop range for inert weapons since the mid-1980s. In an effort to enhance its attractiveness as a centre for military training, 5 Wing is currently looking to renew its multi-year crown land licence for the PTA which expires in November 2016. Provincial and DND officials continue work to evaluate this proposal.

There are still significant land-based and aerial training exercises conducted at 5 Wing each year. Between February 8 and early March 2016, approximately 2,500 Canadian Army soldiers from the Regular Force, Primary Reserve and the Canadian Rangers trained in several areas of Canada's North. The exercises were aimed at enhancing operational capabilities in Arctic environments and two of the exercises were held at 5 Wing. Other similar training operations were undertaken through early 2016. Training activities planned for this summer include exercises involving the Canadian Rangers, CAF Engineers, and the Italian and German militaries. Some of this training also took place within the current PTA. Exercise Vigilant Shield 2016 is scheduled for October 19-27, 2016 and will involve U.S. aircraft and personnel. The exercise is designed to test NORAD capabilities to deploy U.S. and Canadian forces to NORAD Forward Operating Locations (5 Wing, Iqaluit) and Thule U.S. Air Force Base (Greenland). Tankers, fighters and SAR aircraft and personnel are to participate. This exercise has occurred annually for the last few years and in 2015 involved 550 personnel from Canadian and U.S. Air Forces, with a number of F15 Fighters and refueling aircraft, along with Canadian CF18 and Hercules Aircraft.

While some of the activities once prevalent at the base have declined, 5 Wing still serves an important role in Canada's defence readiness and helps meet important Allied training needs. 5 Wing enjoys a unique, rugged and challenging training environment to support intense military training. As home to the Joint/Combined Operational Training Centre of Excellence, 5 Wing supports CAF, Allied and other NORAD military training through the provision of effective training facilities with adaptable infrastructure. The Canadian Rangers use the base as a regional training center and this activity could be expanded further.

During the last federal election, then-candidate and Federal Liberal Party Leader Justin Trudeau recognized the important role of 5 Wing. He said,

"From 5 Wing's critical contribution to our NORAD mission, to search and rescue, to foreign military training, the Liberal Party of Canada believes that 5 Wing Goose Bay

represents a vital strategic asset for both the Canadian Armed Forces and our allies, now and for years to come. We will continue to work with the United States to defend North America under NORAD and contribute to regional security within the North Atlantic Treaty Organization. 5 Wing Goose Bay will be an important part of this commitment. A Liberal government will remain committed to the future of 5 Wing, and we will work with the province and the local community to develop and promote the base in the years to come."

Similarly, on December 11, 2015, Newfoundland and Labrador MP Yvonne Jones noted in Parliament that "...there is tremendous opportunity for 5 Wing Goose Bay to serve as part of the Arctic and northern mission... [and] [o]ur job is going to be to strengthen military defence in the country, which we intend to do, and ensure that we make good use of the facilities and properties we have." The Government of Newfoundland and Labrador shares this view.

Our Government understands that DND continues to market 5 Wing to NATO members as a training destination. Newfoundland and Labrador has augmented federal marketing efforts by promoting the base to Ambassadors and other diplomats from Allied countries when they visit our province. We note with great interest that Canada's new focus on Eastern Europe and NATO could work to enhance efforts to market 5 Wing to our NATO partners. The base has also been used as a testing ground for Unstaffed Aerial Vehicle (UAV) training in the past and it could further serve such a role. A UAV squadron located at the base could also help provide surveillance over the Atlantic Ocean and Eastern Arctic and help establish and enforce Canada's sovereignty over the North.

In 2010, the Province initiated the Arctic Opportunities Initiative (AOI) to promote economic development and diversification throughout Newfoundland and Labrador by exploring areas of Arctic-related opportunities, building knowledge and capacity, creating international awareness about the province's abundant Arctic capabilities and expertise, and facilitating partnerships among stakeholders and with other jurisdictions in the circumpolar north. Through this initiative, Memorandums of Understanding are being developed with northern jurisdictions (Nunavut and Greenland), business partnerships are being facilitated, and multinational corporations are evaluating the province as a base for establishing their Arctic operations. 5 Wing has shown it has great potential to support training and security needs in Canada's North. Training missions with international partners are a great example of circumpolar cooperation and demonstration of the capacity that is available. There is also potential for increased aerospace activity given the strategic location of the base. 5 Wing's current capabilities and infrastructure, as well as its growing potential, demonstrate Newfoundland and Labrador's position as a potential "path to the Arctic."

5 Wing could leverage its location to provide an operational base to help manage maritime and Arctic security. As Arctic shipping routes are becoming increasingly viable due to increases in global average temperature with navigable areas remaining ice free for longer periods, the Northwest Passage (NWP) will soon become readily navigable for a significant portion of the year, according to some experts. An ice free NWP represents a significant development for the shipping industry that would allow vessels to transit from South East Asia to Northern Europe while realizing a 4400 nautical mile (8200 kilometres) distance savings over a routing made through the Panama Canal. Commercial shipping will move to capitalize on the savings allowed by this shorter transit route, and cruise operators are currently working to market the Arctic as a new tourist destination. Subsequently, maritime traffic in the North should be expected to increase substantially in coming years, as will the number of maritime incidents requiring an emergency and/or environmental response. A crucial component of any country's claim to sovereignty is the ability of that country to provide SAR and environmental response within the

territory over which it seeks to exert control. As 5 Wing is one of Canada's most northern major air bases and the closest major air base to the NWP, it could play a major role in SAR response, maritime traffic tracking, and environmental monitoring and response in support of Canada's Arctic sovereignty. With respect to its critical role in SAR, the Federal Government could consider locating fixed wing aircraft or larger and more capable helicopters at 5 Wing to enhance its SAR capacity at the base.

While 5 Wing lies well south of what is conventionally thought of as the Arctic, it represents some of the only major air infrastructure in the North, meaning the base has and will continue to play a major role in SAR response, maritime traffic tracking, and environmental monitoring and response in the North. Its strategic location in Labrador on the Northeast of Canada assists the CAF and NORAD to protect North American airspace and to project air power. The Federal Government's June 2016 \$12 million investment for 5 Wing to improve infrastructure and upgrade the airfield will further enhance this critical infrastructure and increase the base's capacity to maintain and deepen that role. 5 Wing also enjoys access to a highly competent and motivated workforce and has the support of the local communities. The Government of Newfoundland and Labrador intends to offer its full support and cooperation in realizing 5 Wing's full potential to support Arctic sovereignty.

Other Reserves

The Royal Newfoundland Regiment is one of the oldest Regiments in Canada, and was the only Colonial Regiment to receive the prefix "Royal" during the First World War. It is also the first in the history of the British Army to receive such an honour during hostilities. The Royal Newfoundland Regiment, 2nd Battalion, has armouries in Corner Brook, Stephenville and Grand Falls-Windsor with approximately 100 personnel and an estimated annual budget of \$615,000.

The 5th Canadian Ranger Patrol Group (5 CRPG) is responsible for the area of Newfoundland and Labrador and reports to the 5th Canadian Division. It provides patrols for national security and public safety missions, such as aiding in emergency situations in sparsely populated northern, coastal and isolated areas of Newfoundland and Labrador. These areas cannot be conveniently or economically covered by other parts of the CAF. According to JTF, 5 CRPG has an estimated annual operating budget of \$6 million with 44 full-time support staff, 920 Rangers in 32 patrols and 400 Junior Rangers in 15 patrols (12 of the 15 are in Labrador communities).

Search and Rescue Capabilities and Needs

SAR is a shared responsibility among federal and PT authorities. CAF has responsibility for aeronautical SAR (the search for downed aircraft) and the Canadian Coast Guard is responsible for maritime SAR, with DND coordinating SAR response for maritime incidents occurring in eastern Canada through the Halifax Joint Rescue Coordination Centre. Parks Canada is responsible for SAR operations within national parks and historic sites. Ground SAR is the responsibility of individual PTs, often led by jurisdictional police services.

In May 2011, Canada and the seven other Arctic Council member states (Denmark, Finland, Iceland, Norway, Russia, Sweden, and the U.S.) signed *The Agreement on Cooperation on Aeronautical and Maritime Search and Rescue in the Arctic* in Nuuk, Greenland. Commonly known as the Arctic SAR Agreement, it builds upon previous United Nations and other agreements addressing SAR to strengthen cooperation between the Arctic states and to improve the way the Arctic Council members respond to emergencies in the Arctic. 5 Wing could have a coordinating role or act as a staging area for Canada to meet its commitments under the Arctic SAR agreement.

DND's SAR responsibilities in Newfoundland and Labrador and north-eastern Quebec fall to 9 Wing. Given the greater capacity of DND to execute airborne response to SAR incidents (flying in adverse weather and during night), DND responds to incidents outside its mandate on humanitarian grounds, assisting in Province-led ground SAR operations when requested. This greater airborne capacity also leads to requests for assistance from PTs to DND to conduct medevacs. With respect to ground SAR, there were approximately eight requests for humanitarian assistance for operations in 2014-15, and approximately five in 2015-16.

Only the Canadian Arctic has more severe weather than that in Newfoundland and Labrador and, on average, 600 lives are saved at sea while 18 are lost each year in the region. On the island portion of the province, there are 3 CH-149 Cormorant helicopters stationed at 9 Wing serving as the primary Federal Government base for SAR response. In support of DND's SAR responsibilities generally, there are three CH-146 Griffon helicopters stationed at 5 Wing, staffed by 444 Combat Support Squadron. The primary mission of the squadron is to provide rapid response to local emergencies during flight operations and military exercises taking place at the base, but it can also be deployed to assist secondary SAR missions and provide assistance to civil authorities. Fixed wing SAR in the region is provided by CC-130 Hercules stationed at 14 Wing Greenwood in Nova Scotia. One area where Newfoundland and Labrador could contribute to the goal of keeping Canadians safe, while being ready to respond when needed would be to locate any newly procured fixed wing and rotary wing aircraft in the province in order to be able to more effectively respond to marine and aeronautical incidents. Past research has shown that optimal response would be facilitated by locating additional resources at 9 Wing.

The responsibilities and functions of the National Search and Rescue Secretariat were transferred from DND to Public Safety Canada's (PSC's) Emergency Management and Programs Branch, effective July 24, 2015. Federal, provincial and territorial Ministers Responsible for Emergency Management met on May 6, 2016, to discuss the importance of strengthening SAR across the country. PSC is engaged in ongoing consultations to strengthen the governance and accountabilities of the federal SAR program through a renewed policy framework. Since DND's Defence Policy Review is tasked with reviewing CAF's role in the provision of SAR, it will be important to consider how the Federal Government can improve SAR delivery and operations in a manner that addresses service gaps, and improves coordination in the delivery of SAR to improve outcomes as well as public safety overall.

The Government of Newfoundland and Labrador has made multiple representations to federal authorities requesting that SAR response times be improved in the province. Response time for primary SAR responders is currently 30 minutes wheels-up between the hours of 8a.m. and 4p.m., Monday to Friday, and two hours, wheels up between 4p.m. and 8a.m., Monday through Friday, and all day Saturday and Sunday and on statutory holidays. Colonel David Lowthian of the CAF indicated at a March 23, 2015 meeting of the House of Commons Standing Committee on National Defence that since 2013 the CAF has adopted a "Thursday to a Monday 30-minute response posture, between midday and later evening hours" from Victoria Day to Labour Day, with wheels-up time within two hours otherwise. It is our steadfast position that DND should provide all those who work offshore as well as all the other users that can find themselves at the mercy of what can be a very hazardous environment, with a 30 minute "wheels up" response time 24/7, 365 days of the year.

Current DND operational protocols suggest DND will not deploy aircraft to assist in ground SAR if private aircraft are already involved. Given the superior capabilities of military aircraft and their specialized crews, the Province has and continues to recommend that this protocol be re-examined so that DND aircraft can be deployed when circumstances call for an enhanced response.

A DND task force was struck in 2010 to study SAR recruitment and retention. According to a redacted version of the report published by the CBC on October 21, 2010, there was a critical shortage of SAR personnel, which would impact DND's ability to deliver SAR service throughout the country. The report further concluded that 103 Squadron in Gander, which provides primary DND SAR response in Newfoundland and Labrador, may not be able to perform SAR operations without assistance from other DND bases if staffing levels and training are not maintained. The report additionally noted that private sector recruitment of DND SAR personnel is a challenge for DND's recruitment and retention efforts. Similar concerns were raised in the spring 2013 Auditor General of Canada report, which reiterated the conclusion drawn by other studies that the CAF continues to suffer from personnel shortages, particularly among pilots and flight engineers. It is critical that squadrons are fully staffed and trained in order to meet CAF's mandate.

The consultation document comments on the importance of SAR and the CAF's focus on continuous improvement in this area, and questions whether other models for alternate service delivery could be explored for SAR. There has been public advocacy for alternative service delivery options for SAR in the past, including by CHC Helicopter Corporation. On April 12, 2016, in response to a question in the House of Commons about whether the Defence Policy Review signaled an interest from the Federal Government in privatizing SAR services in Canada, the Hon. Harjit Sajjan, Minister of National Defence, stated "the previous government might have been looking at privatizing search and rescue, but I can assure the member that this government is not, because the Canadian Armed Forces play a critical role in search and rescue." The Government of Newfoundland and Labrador agrees that the CAF role in supporting SAR is critical, and should be maintained and enhanced. Given the nature of the province's economy and its relationship to the fishery, offshore oil and gas, and marine transportation as well as the unique perspectives and challenges inherent in working and living in our harsh environment, it is critical that the Defence Policy Review carefully consider DND's role and capacities with respect to SAR in Canada. Marine and air SAR services, which are critical to public safety, must be considered as essential to Canada's future defence and public safety priorities.

Conclusion

In closing, the Government of Newfoundland and Labrador reiterates that, as Canada moves toward a renewed defence policy, the Province's key priorities include:

1. Securing an expanded operational mandate for 5 Wing Goose Bay and reinforcing the importance of 5 Wing to Canada's efforts to support partnerships with international allies as well as its value as a strategic location to facilitate Canada's interests in the Arctic; and
2. Improving Search and Rescue (SAR) capacity and enhancing operational protocols to strengthen marine and air SAR in the province.

Newfoundlanders and Labradorians value military service and it is our Government's hope that our province's role and place in Canada's military will continue and be enhanced. This submission has provided a brief overview of the importance of Canada's military activities in the province, and includes suggestions about how that role may be enhanced. The Government of Newfoundland and Labrador applauds the commitment of the federal government to work with PTs and all stakeholders in a meaningful way when crafting a new national defence policy, and sees this collaborative Defence Policy Review as well placed to support the development of an effective Canadian defence policy.