



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

Thursday, September 21, 2017  
RDOS Boardroom – 101 Martin Street, Penticton

## SCHEDULE OF MEETINGS

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9:00 am	-	9:30 am	Corporate Services Committee [Closed Session] [Page 2]
9:30 am	-	10:00 am	Corporate Services Committee [Page 2]
10:00 am	-	10:30 am	Protective Services Committee [Page 3]
10:30 am	-	11:30 am	Community Services Committee [Page 4]
11:30 am	-	12:30 pm	Environment and Infrastructure Committee [Page 31]
12:30 pm	-	1:00 pm	Lunch
1:00 pm	-	3:00 pm	RDOS Board [Page 43]

*"Karla Kozakevich"*

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Karla Kozakevich  
RDOS Board Chair

### Advance Notice of Meetings:

October 05, 2017	RDOS Board/Committee Meetings
October 19, 2017	RDOS Board/OSRHD Board/Committee Meetings
November 02, 2017	RDOS Board/Committee Meetings
November 16, 2017	RDOS Board/OSRHD Board/Committee Meetings
December 07, 2017	RDOS Board/Committee Meetings
December 21, 2017	RDOS Board/OSRHD Board/Committee Meetings



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

Corporate Services Committee

Thursday, September 21, 2017

9:00 a.m.

## REGULAR AGENDA

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**A. APPROVAL OF AGENDA**

**RECOMMENDATION 1**

**THAT the Agenda for the Corporate Services Committee Meeting of September 21, 2017 be adopted.**

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**B. CLOSED SESSION**

**RECOMMENDATION 2**

**THAT in accordance with Section 90(2)(b) and 90(2)(d) of the *Community Charter*, the Board close the meeting to the public on the basis of the consideration of information received and held in confidence relating to negotiations between the Regional District and a provincial government or the federal government or both, or between a provincial government or the federal government or both a third party; and a matter that, under another enactment, is such that the public must be excluded from the meeting.**

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**C. SUBDIVISION KAIZEN**

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**D. ADJOURNMENT**



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## Protective Services Committee

Thursday, September 21, 2017

10:00 a.m.

## REGULAR AGENDA

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### A. APPROVAL OF AGENDA

#### RECOMMENDATION 1

**THAT the Agenda for the Protective Services Committee Meeting of September 21, 2017 be adopted.**

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### B. DELEGATION

#### 1. Mark Provencal

Community Policing Coordinator, Restorative Justice and Community Partnerships  
City of Penticton

#### a. Presentation

Mr. Provencal will address the Board to present an update on the Restorative Justice Program.

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### C. ADJOURNMENT



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## Community Services Committee

Thursday, September 21, 2017

10:30 a.m.

## REGULAR AGENDA

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### A. APPROVAL OF AGENDA

#### RECOMMENDATION 1

THAT the Agenda for the Community Services Committee Meeting of September 21, 2017 be adopted.

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### B. DELEGATION

1. Larry Olson  
Regional Economic Development Manager  
South Okanagan Similkameen Economic Development (SOSED)
  - a. Presentation [Page 5]

Mr. Olson will address the Board to discuss SOSED, its projects and goals around regional economic development.

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2. Christine Petkau  
Executive Director  
Summerland Chamber of Commerce
  - a. Presentation [Page 17]

Ms. Petkau will address the Board to discuss the Okanagan Agricultural Innovation Centre coming to Summerland.

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### C. ADJOURNMENT

**S.O.S.E.D.**

South Okanagan Similkameen Economic  
Development group

Delegation to Regional District of Okanagan  
Similkameen Board

Sept 21, 2017

# S.O.S.E.D.

## Agenda:

What/Who is SOSED?

Our focus/your projects.

Our delegation objective (why are we here!)

# S.O.S.E.D.

We Are:

Group of economic development practitioners representing communities in the S. Okanagan/Similkameen.

Recognized the need to work together on economic development projects that have a “regional” focus.

Strives to work on projects that represent and benefit all communities in RDOS.

# S.O.S.E.D.

Currently core participation is from communities of

- Summerland
- Penticton
- Min of Forests, Lands, Natural Resource Operations and Rural Development
- Community Futures.

SOSED has had representation from Oliver, Osoyoos, Okanagan College, UBCO, Okanagan Falls, YMCA/Work BC.



# S.O.S.E.D.

Our Focus/ Projects: Regional Impact  
Projects

Direct Participation:

Foreign Direct Investment Study

Investment Attraction Strategy - Preliminary  
Business Plan

# S.O.S.E.D.

Our Focus/ Projects: Regional Impact Projects

Supportive or Indirect Participation

South Okanagan Labour Market Study (2016)

- Revealed key challenges in the labour market.
- Recommended “tying a regional labour market strategy with an economic development strategy”.

Start Here Okanagan

- City of Penticton project (with regional projects)
- Job and Community Promotion Website
- Open to businesses in other communities in RDOS

# S.O.S.E.D.

Our Focus/ Projects: Regional Impact Projects

Supportive or Indirect Participation

Okanagan Agricultural Innovation Centre

- Business accelerator and support centre for the growing ag sector.
- Christine Petkau will be speaking to this later.

# S.O.S.E.D.

## Project Summaries:

### Foreign Direct Investment Study

- Identified sectors that should be focused on to attract foreign (outside BC) investment to the S. Okanagan Similkameen area.
- Agriculture at the top (including wine sub-sector.)
- Advanced manufacturing second (including precision agriculture)
- Clean tech was a third but only emerging sector.

# S.O.S.E.D.

## Project Summaries:

### Investment Attraction Study

- Examined merits of setting up a staffed Investment Attraction office for the S. Okanagan Similkameen to execute on Foreign Direct Investment Strategy.
- Concurred with FDI strategy but also pointed to focusing efforts on attracting entrepreneurs, expats and small businesses from other provinces.
- Results pointed to need for service but recognized SOSED could not successfully establish an office.

# S.O.S.E.D.

## Project Summaries:

### Investment Attraction Study

- Results pointed to need for service but recognized SOSED could not successfully establish an office.
- SOSED determined this is more a role for an established entity like RDOS if in fact they choose to accept it.
- SOSED decided to carry on supporting regional projects that would impact regions economy. *Start Here Okanagan* and *Agricultural Innovation Centre* are examples.

# S.O.S.E.D.

## Our Delegation Objective:

- Increase your awareness of regional economic initiatives.
- Encourage your communities to become involved in SOSED in some capacity:
  - > Strategic planning exercise later this Fall
  - > Staff play an active participation in the working group.
- Encourage discussion at RDOS level for future financial participation in regional projects.

**S.O.S.E.D.**

Thank you for giving us this opportunity.

Questions?



Okanagan  
Agricultural Innovation Centre  
2017 Update

# 2013 - 2016

- Community and regional stakeholder discussions were taking place to discuss feasibility of an agriculture technology hub
- Recognition of SRDC as significant regional asset to be leveraged
- District of Summerland met with Ministry of Ag at UBCM to generate interest in this project

# 2016

**Spring** – SOSED receives Industry Canada funding to create an investment attraction strategy (IAS). Cost-shared – ICCI, Community Futures, City of Penticton, District of Summerland, Regional District Okanagan Similkameen – Area D, Town of Oliver, Destination Osoyoos.

**Fall** – IAS report indicates that South Okanagan not only active in agriculture but has competitive advantages in 3 areas: food processing, viticulture and bio-tech

# 2017

**Spring**– Chamber received funding from the Rural Dividend Fund and District of Summerland to coordinate study re: feasibility of agriculture innovation centre for the South Okanagan and a possible Summerland location

**Summer** - Final report for feasibility study delivered in June 2017. More than 100 industry and regional stakeholders interviewed for report supported both concept and Summerland location

# Vision for the OAIC

To foster and advance innovation and technologies within the agriculture industry to achieve a sustainable, resilient and prosperous regional economy.

# Purpose of the OAIC

- Encourage Innovation and Entrepreneurship
- Education and Awareness
- Equipment Sharing

# Programs and Services

- Product development, food testing and food safety quality control
- Mentoring from seasoned agribusiness entrepreneurs
- Market intelligence
- Centralized on-line portal with database of resources to connect agri-businesses

# Programs and Services

- Courses and training in cash flow/business management specific to agriculture
- Sustainable farm programs that offer hands-on/practical farm experience
- Conferences, events, keynote speakers, demo days, networking opportunities
- Private investment program for start-up agribusinesses



# 2017

**Spring** - Federal Government also studying ag sector. Recommends that 4-6 ag hubs be created across Canada

**August** - SOSED working group receives word from Ministry of Ag that they would like the OAIC to act as pilot project for several regional nodes of the BC hub

Business plan to be created for Summerland facility which will include a commissary kitchen. This business plan will form the template for the other regional locations.

# 2017

**Fall** - RFP to be issued for OAIC Business Plan

**Business Plan Funding Provided by:**

Ministry of Ag

District of Summerland

City of Penticton

Community Futures Okanagan Similkameen

**Total - \$50,000**

# 2018

Formal funding applications for OAIC

Timing Goal - OAIC to be operational in 18 months

# Regional & Provincial Partners



South Okanagan  
Similkameen Economic  
Development



OKANAGAN



# Request

- A letter of support from the RDOS that can be included in grant applications
- Continued focus, support and championing of this regional project at the upcoming UBCM meetings in September

Thank You  
For  
Your Support



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## Environment and Infrastructure Committee

Thursday, September 21, 2017

11:30 a.m.

## REGULAR AGENDA

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**A. APPROVAL OF AGENDA**

**RECOMMENDATION 1**

THAT the Agenda for the Environment and Infrastructure Committee Meeting of September 21, 2017 be adopted.

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**B. ILLEGAL DUMPING SERVICE – For Information Only [Page 32]**

a. Presentation [Page 34]

To provide information on the Regional Illegal Dumping Service.

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**C. MINISTRY OF TRANSPORTATION ROAD REPAIRS**

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**D. ADJOURNMENT**

## ADMINISTRATIVE REPORT

**TO:** Environment and Infrastructure Committee  
**FROM:** B. Newell, Chief Administrative Officer  
**DATE:** September 21, 2017  
**RE:** Illegal Dumping Service

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### Administrative Recommendation:

#### FOR INFORMATION ONLY

#### Purpose:

To provide information on the Regional Illegal Dumping Service.

#### Reference:

#### [RDOS Illegal Dumping Webpage](#)

Presentations from 2017 Recycling Council of BC Conference:

- [Scott Kyle, Dillon Consulting](#) (National and International Illegal Dumping Programs)
- [Sgt. Dean Miller, Ministry of Environment Conservation Officer](#) (MoE Powers and Programs)

#### Background:

In 2002, the Regional District created the Illegal Dumping Education and Control Program Establishment Bylaw No. 2184. The Bylaw created a full Regional service with all rural areas and municipalities paying for the service. The bylaw is presently set up to create a public education program to combat illegal dumping and provide assistance to community efforts to clean up illegal dumpsites. The bylaw allows a maximum of \$25,000 to be recovered each year by taxation.

The service has been used to fund the following activities:

- Providing gloves, bags, transportation and free disposal of waste for community groups or volunteers;
- Production and placement of No Illegal Dumping signage;
- Staff time to record or visit sites;
- Sending letters to people identified from illegal dumpsites that their garbage has been found;
- As available, contractors or Staff to assist in cleaning up sites.

RDOS Staff have consistently only provided assistance for illegal dumping clean ups of Crown Land, lands held by a conservation group or materials dumped from roads. RDOS Staff have no enforcement tools to fine residents found illegally dumping. When materials identify a person, the letter sent does not accuse them of illegally dumping. Mail and property theft are common.



Education is not presently a major focus of the program. People that illegally dump, unless suffering mental issues, are fully aware of what they are doing and that the activity is wrong. Cleaning up sites and placing appropriate signage stating that the site is under surveillance has been shown to be more effective in reducing illegal dumping.

The **Province of BC Conservation Officer Service** is mandated to deal with illegal dumping on Crown Land. Residents are encouraged to contact the BC Report All Poachers and Polluters (RAPP) Line to report illegal dumpsites. The BCWILDLIFE FEDERATION has created a Conservation App to allow anyone to report illegal dump sites by Apple iPhone or by registered users through their webpage.

**Argo Road Maintenance** has been responsible for cleaning up dump sites along maintained road right of ways and rest areas. The RDOS waives fees for Argo road clean ups.

### **Analysis:**

An ongoing issue is cleaning up sites on Band Lands which do not contribute to the Illegal Dumping service but are dealing with waste from RDOS and municipal residents. The speed of cleaning illegal dumpsites is another concern raised by residents. Lack of enforcement, to punish illegal dumpers, is also raised as an issue.

Illegal dumping is of importance for local governments across BC. A recent Recycling Council of BC conference featured a session on what local governments are doing across Canada and internationally and the role of the Ministry of Environment (see above).

Price of tipping fees is not considered the major driver in illegal dumping. Many of the items found at illegal dumpsites are free of charge or subsidized at landfills. As shown in the presentations linked above, timing and access to waste disposal services and personal factors are larger drivers for illegal dumping than cost.

The current illegal dumping function does not have sufficient resources to have Staff or contractors clean up all illegal dump sites. RDOS Staff do catalogue sites and attempt to do clean ups in quieter times in the spring and fall when RDOS seasonal employees can assist in the cleanup. The current intent of the function is to assist local groups in their clean-up efforts. A Landfill Tipping Fee Waiver form is provided to those conducting the clean-up. Landfills currently waive fees rather than have the fees paid by the Illegal Dumping program.

### **Respectfully submitted:**

*Cameron Baughen*

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C. Baughen, Solid Waste Management Coordinator



# Regional District of Okanagan-Similkameen

## **Illegal Dumping September 21<sup>st</sup> 2017 Environment and Infrastructure Committee**

# Illegal Dumping Discussion

- Background RDOS Program
- Other Programs
- Perceived Issues
- Options from Other Communities

# Background RDOS Program

Regional Bylaw – Education program and assist community

- Provide gloves, bags and free disposal to groups,
- Signage,
- Office recording or visiting sites,
- Sending letters to people identified in garbage,
- As available (spring and fall) contractors or Staff to clean up.

No enforcement tools or fines through RDOS  
Courts have high standards for proof

Landfill (Illegal Dumping tonnage per year)	2012	2013	2014	2015	2016
Campbell Mtn	2	1	17	3	5.2
Oliver	2	2	1	2.5	.5
Ok Falls	0.2	2	0.3	.1	0
Keremeos Transfer Station	-	-	-	.2	1.5

# Other Programs

Conservation Officers use RAPP line to record illegal dumpsites  
Can ticket individuals but rarely clean up



The advertisement features the BCWF Conservation App logo on the left, which is a blue circle with 'CONSERVATION' at the top, 'APP' at the bottom, and 'BCWF BC WILDLIFE FEDERATION' in the center. To the right of the logo, the text reads: 'Report environmental abuse with a few clicks of your iPhone' in blue, and 'It's easy with the new BCWF Conservation App' in green. Further right, there is an image of a hand holding an iPhone displaying the app's interface. Below the hand is a black badge with a white smartphone icon and the text 'Available on the App Store'.

Argo Road maintenance cleans up road sides

# Perceived Issues

- Band Lands, not part of Regional service, but dealing with RDOS waste
- *Continued discussions with Bands, help with waiving tipping fees*
- Speed of illegal dumping clean up
- *Staff do not presently have resources to be on call for clean ups*
- Punishing illegal dumping
- *Additional costs significant, courts have high standards, rely on Conservation Officers for assistance*
- Tipping fees
- *Does not seem to be the main driver*

# Perceived Issues

Estimate of total load at landfill ~ \$5 minimum charge



Asphalt Shingles  
\$60 a tonne  
(reduced rate)



Wood and Yard  
Waste  
Free first 500 kg



Metal, Wood and  
Yard Waste  
Free first 500 kg

# Perceived Issues

Presentations from 2017 Recycling Council of BC Conference:

[Scott Kyle, Dillon Consulting](#)

Listed Triggers for Illegal Dumping

- Going through a divorce or break up
- Moving or being evicted
- Legal troubles
- Paying someone to remove waste
- Mail or property theft

[Sgt. Dean Miller, Ministry of Environment Conservation Officer](#)

Excuses often given

- Moving out of town
- Avoid being seen at the landfill with illicit materials (grow ops)
- Dump fees
- Landfill closed, too impatient to wait until the next day
- Perceived distance, time and money to travel from residence/business to landfill or transfer station



# Options from Other Communities

- Bulky Item collection (already in most communities)
- Collaboration with other authorities (active with C.O.s)
- Easier reporting of illegal dump sites and ways to provide info on dumper (developed form)
- Paid Staff or Contractors on call to clean up dumpsites (easier in Municipalities with parks/maintenance staff)
- Increased education shaming people (certain education on illegal dumping can increase illegal dumping)

# Questions



# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## BOARD of DIRECTORS MEETING

Thursday, September 21, 2017

1:00 p.m.

## REGULAR AGENDA

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### A. APPROVAL OF AGENDA

**RECOMMENDATION 1** (Unweighted Corporate Vote – Simple Majority)

**THAT** the Agenda for the RDOS Board Meeting of September 21, 2017 be adopted.

#### 1. Consent Agenda – Corporate Issues

**a. Kaleden Recreation Commission – June 20, 2017 [Page 47]**

*THAT the Minutes of the June 20, 2017 Kaleden Recreation Commission be received.*

**b. Kaleden Recreation Commission – August 15, 2017 [Page 50]**

*THAT the Minutes of the August 15, 2017 Kaleden Recreation Commission be received.*

**c. Similkameen Recreation Commission – July 11, 2017 [Page 52]**

*THAT the Minutes of the July 11, 2017 Similkameen Recreation Commission be received.*

**d. Similkameen Recreation Commission – August 15, 2017 [Page 54]**

*THAT the Minutes of the August 15, 2017 Similkameen Recreation Commission be received.*

**e. Electoral Area “E” Advisory Planning Commission – August 14, 2017 [Page 57]**

*THAT the Minutes of the August 14, 2017 Electoral Area “E” Advisory Planning Commission be received.*

**f. Electoral Area “G” Advisory Planning Commission – August 16, 2017 [Page 59]**

*THAT the Minutes of the August 14, 2017 Electoral Area “G” Advisory Planning Commission be received.*

**g. Community Services Committee – September 7, 2017 [Page 61]**

*THAT the Minutes of the September 7, 2017 Community Services Committee be received.*

*THAT the Committee recommend the Board of Directors support the nomination of Hedley Grace Church for inclusion on the RDOS Community Heritage Register.*

- h. Planning and Development Committee – September 7, 2017 [Page 63]**  
*THAT the Minutes of the September 7, 2017 Planning and Development Committee be received.*
- i. Protective Services Committee – September 7, 2017 [Page 64]**  
*THAT the Minutes of the September 7, 2017 Protective Services Committee be received.*
- j. RDOS Regular Board Meeting – September 7, 2017 [Page 66]**  
*THAT the minutes of the September 7, 2017 RDOS Regular Board meeting be adopted.*

**RECOMMENDATION 2** (Unweighted Corporate Vote – Simple Majority)  
**THAT the Consent Agenda – Corporate Issues be adopted.**

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- 2. Consent Agenda – Development Services**
- a. Development Variance Permit Application – Peturs and Black Holdings, 4850 Weyerhauser Road, Electoral Area “D” [Page 73]**  
*That the Board of Directors approve Development Variance Permit No. D2017.113-DVP.*
- i. Permit No. D2017.113-DVP [Page 77]**

**RECOMMENDATION 3** (Unweighted Rural Vote – Simple Majority)  
**THAT the Consent Agenda – Development Services be adopted.**

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**B. DEVELOPMENT SERVICES – Rural Land Use Matters**

- 1. Zoning Bylaw Amendment – G. Niddery, 1362 Greyback Mountain Road, Electoral Area “E” [Page 81]**
- a. Bylaw No. 2459.26, 2017 [Page 87]**
- b. Responses Received [Page 90]**

To allow for the development of a “craft distillery”.

**RECOMMENDATION 4** (Unweighted Rural Vote – Simple Majority)  
**THAT Bylaw No. 2459.26, 2017, Electoral Area “E” Zoning Amendment Bylaw be read a first and second time and proceed to a public hearing.**

**RECOMMENDATION 5** (Unweighted Corporate Vote – Simple Majority)  
**THAT the holding of the public hearing be scheduled for the Regional District Board meeting of October 19, 2017; and further,**

**THAT staff give notice of the public hearing in accordance with the requirements of the *Local Government Act*.**

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**C. PUBLIC WORKS****1. Naramata Mill Road Urgent Watermain Repairs [Page 92]**

The Mill Road watermain requires replacement prior to winter as the flood actions exposed the watermain along the lakeshore.

**RECOMMENDATION 6** (Weighted Corporate Vote – Majority)

**THAT the Board of Directors approve the expenditure of up to \$270,000 for the Mill Road watermain replacement as part of the flood recovery activities from the Naramata Emergency Reserve funds.**

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**CI. LEGISLATIVE SERVICES****1. Fire Services Master Plan – Rise and Report [Page 96]**

- a. Fire Master Plan dated August 2017 [Page 99]
- b. Implementation Plan dated September 7, 2017 [Page 203]

At the September 7, 2017 Closed Session Protective Services Committee, the Board of Directors resolved:

1. **THAT the Board receive the Fire Services Master Plan and Fire Department Audits as guiding documents.**
  2. **THAT the Board:**
    - a. **Realign the Emergency Services Supervisor position into a Fire Services Coordinator position funded by the 7 Rural Fire Depts; and**
    - b. **Create an Emergency Management Coordinator position funded by the Emergency Planning Program; and**
    - c. **Authorize the CAO to commence recruitment for the Emergency Program Coordinator in Q4-2017.**
  3. **THAT the Board declare that each of the seven RDOS Fire Departments shall operate as Exterior Operations Service Level fire departments until competency and training requirements to move to an Interior Operations Service Level are achieved.**
  4. **THAT the Board investigate the creation of a sub-regional service to accommodate the requirements of the Fire Safety Act.**
  5. **THAT the Board adopt the Fire Services Master Plan Implementation Strategy.**
-

**2. UBCM Ministry Meetings Briefing Notes – For Information Only**

- a. Completion of the Kettle Valley Rail (KVR) Trail – Crown Land Tenure Application Process [Page 210]
  - b. Wildfire Mitigation Program [Page 212]
  - c. South Okanagan-Similkameen Emergency Issues Spring/Summer 2017 [Page 214]
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**E. CAO REPORTS****1. Verbal Update**

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**F. OTHER BUSINESS****1. Chair's Report**

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**2. Board Representation**

- a. Developing Sustainable Rural Practice Communities - *McKortoff*
  - b. Intergovernmental First Nations Joint Council - *Kozakevich, Bauer, Pendergraft*
  - c. Municipal Finance Authority (MFA) – *Kozakevich, Bauer*
  - d. Municipal Insurance Association (MIA) - *Kozakevich, Bauer*
  - e. Okanagan Basin Water Board (OBWB) – *McKortoff, Hovanes, Waterman*
  - f. Okanagan Film Commission (OFC) – *Jakubeit*
  - g. Okanagan Regional Library (ORL) – *Kozakevich*
  - h. Okanagan Sterile Insect Release Board (SIR) – *Bush*
  - i. Okanagan-Similkameen Health Living Coalition - *Boot*
  - j. Okanagan-Similkameen Regional Hospital District (OSRHD) - *Brydon*
  - k. Southern Interior Beetle Action Coalition (SIBAC) - *Armitage*
  - l. Southern Interior Local Government Association (SILGA) – *Kozakevich*
  - m. Southern Interior Municipal Employers Association (SIMEA) – *Kozakevich, Martin*
  - n. Starling Control - *Bush*
  - o. UBCO Water Chair Advisory Committee – *Bauer*
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**3. Directors Motions**

- a. Director Bauer - Notice of Motion: Greyhound Bus
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**4. Board Members Verbal Update**

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**G. ADJOURNMENT**



# MINUTES



## Kaleden Recreation Commission

Tuesday, June 20, 2017

Kaleden Community Hall

**Members Present:** Doug King (Chair), Jaynie Malloy, Wendy Busch, Randy Cranston, Neal Dockendorf, Gail Jeffery, Tanya Hansen, Jennifer Strong, Tom Siddon

**Guests:**

**Absent:** Jen Charlish

**Staff:** Shona Schleppe

**Recording:** Tanya Hansen

Call to Order: 7:04 pm

1. APPROVAL OF AGENDA

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

**That the Agenda for the Kaleden Parks and Recreation Meeting of June 20, 2017 be adopted.**

**CARRIED**

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2. APPROVAL OF LAST MEETING MINUTES

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

**That the minutes for the Kaleden Parks & Recreation Meeting of May 23, 2017**

**be adopted. CARRIED**

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3. CORRESPONDENCE/DELEGATIONS

No correspondence or delegations.

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4. RDOS STAFF REPORTS

4.1 Park Coordinator's Report

Update provided on the following:

- True Consulting – working on quote and revisions, consider development of a presentation
- Land acquisition - no progress
- Garbage containers – received and will be installed in next couple of weeks
- Hawthorn tree planted for Canada Day dedication
- Flag pole installed
- Great job on the beach

4.2 Recreation Coordinator's Report

- report provided



# MINUTES

## Kaleden Recreation Commission

Tuesday, June 20, 2017

Kaleden Community Hall



- provide additional details on Summer Programs

4.3 Regional recreation approach update was provided

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### 5. COMMISSION MEMBER REPORTS

#### 5.1 Treasurer - Gail

No report

#### 5.2 Hotel Committee - Gail

Geotech study is recommended prior to any structural engineering

Feasibility study – It may be required to access Rural Dividend capital funding

#### 5.3 Park Committee

Park Concept plan – True Consulting has specifications and is working on revisions (refer to 4.1)

#### 5.4 Hall Maintenance

Janitorial contract

#### **RECOMMENDATION**

#### **IT WAS MOVED AND SECONDED**

**That KalRec/RDOS negotiate with A Better Clean (Charlotte) to discuss Kaleden Hall janitorial proposal. CARRIED**

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### 6. RDOS DIRECTOR REPORT

- BC Transit South Okanagan (Route 40 and 90) will be stopping in Kaleden as of July 1 – refer to [www.bctransit.com/south-okanagan-similkameen/home](http://www.bctransit.com/south-okanagan-similkameen/home) for details.
  - Fortis grant – Community Giving campaign – nominate a local not for profit charity – deadline July 14
  - SOSCP Fund - \$450,000 per year for conservation projects
  - RCMP Chief De Jager is hosting a Town Hall Meeting in Penticton on July 12 – he will highlight priorities for the Region
  - Glass studio.ca – Angela Zizzoff and family recently moved to Kaleden
- 

### 7. BUSINESS ARISING

7.1 Canada Day Celebrations – check to ensure that preparations have been made

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### 8. ADJOURNMENT

#### **RECOMMENDATION**

#### **IT WAS MOVED AND SECONDED**

**The meeting to be adjourned at 8:02 pm. CARRIED**





# MINUTES

## Kaleden Recreation Commission

Tuesday, June 20, 2017  
Kaleden Community Hall



**NEXT MEETING:**      Tuesday July 18, 2017 at 7:00pm      Kaleden Community Hall

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Recreation Commission Chair

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Recording Secretary



# MINUTES

## Kaleden Recreation Commission

Tuesday, August 15, 2017

Kaleden Community Hall



**Members Present:** Doug King (Chair), Jaynie Malloy, Wendy Busch, Randy Cranston, Neal Dockendorf, Gail Jeffery, Jen Charlish, Jennifer Strong, Tom Siddon

**Absent:** Tanya Hansen

**Staff:** Justin Shuttleworth, Shona Schleppe

**Recording:** Shona Schleppe

Call to Order: 7:03 pm

1. APPROVAL OF AGENDA

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the Agenda for the Kaleden Parks and Recreation Meeting of June 20, 2017 be adopted.

**CARRIED**

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2. APPROVAL OF LAST MEETING MINUTES

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the minutes for the Kaleden Parks & Recreation Meeting of June 20, 2017 be adopted.

**CARRIED**

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3. CORRESPONDENCE/DELEGATIONS

No correspondence or delegations.

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4. RDOS STAFF REPORTS

4.1 Park Coordinator's Report

Update provided on the following:

- Park Maintenance, land accretion and KVR north of Pioneer Park
- Garbage containers – received and installed on northern road end and in park
- Strategic planning recommended for Sept meeting

4.2 Recreation Coordinator's Report

- Report provided

4.3 Regional recreation approach received funding

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5. COMMISSION MEMBER REPORTS



# MINUTES

## Kaleden Recreation Commission

Tuesday, August 15, 2017

Kaleden Community Hall



5.1 Treasurer - Gail

No report until accounts are reconciled for budget process

5.2 Hotel Park Rentals

Wedding event rentals to be further discussed.

5.3 Park Committee

Park Concept plan - True Consulting has completed revisions.

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

**That the park concept plan recently revised by True Consulting be approved by Kaleden Commission.**

**CARRIED**

5.4 Hall Maintenance

Janitorial contract - extended until December 31, 2017.

Irrigation at Hall – capital project has been finished.

Wall - the materials to replace the wall between the Hall and the neighbour have been purchased.

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6. RDOS DIRECTOR REPORT

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7. BUSINESS ARISING

7.1 Budget process discussed – Scheduled for September meeting

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8. ADJOURNMENT

The meeting was adjourned at 8:21 pm.

**NEXT MEETING:** Tuesday September 19, 2017 at 7:00pm Kaleden Community Hall

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Recreation Commission Chair

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Recording Secretary



# MINUTES

## Similkameen Recreation Commission

July 11, at 7.00pm

Similkameen Recreation Centre

206<sup>th</sup> meeting

**Members Present:** Charlene Cowling, Marie Marven, Wendy Stewart, Jennifer Roe, Marnie Todd,  
**Absent:** T. Robbins  
**Area Representatives** G. Bush (Area B), E. Christensen (Area G), J. Evans (Keremeos)  
**Staff:** Karl Donoghue,  
**Recording Secretary:** Karl Donoghue  
**Guests:**

---

1. Approval of Agenda

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the Agenda for the 206<sup>th</sup> Similkameen Recreation Meeting of July 11, 2017 be adopted and all presentations and reports be accepted. – CARRIED

---

2. Approval of Last Meeting Minutes

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the minutes for the 205<sup>th</sup> Similkameen Recreation Meeting of May 23, 2017 be adopted. – CARRIED

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3. Staff Reports

**Accepted as presented**

---

4. Recreation Survey 2017

The proposed survey was discussed at length and the merits of option one and two as presented by PERC were debated



# MINUTES

## Similkameen Recreation Commission

July 11, at 7.00pm

Similkameen Recreation Centre

206<sup>th</sup> meeting

### RECOMMENDATION

#### IT WAS MOVED AND SECONDED

To proceed with the recreation survey option 2 as presented by PERC. – CARRIED

---

### 5. Adjournment

#### RECOMMENDATION

#### IT WAS MOVED AND SECONDED

– CARRIED

NEXT MEETING: August 22, 2017

Similkameen Recreation Centre

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Recreation Commission Chair

---

Recording Secretary



# MINUTES

## Similkameen Recreation Commission

August 15, 2017 at 7.00pm  
Similkameen Recreation Centre  
207<sup>th</sup> meeting

**Members Present:** Charlene Cowling, Marie Marven, Marnie Todd, Wendy Stewart, Jennifer Roe, T. Robins

**Absent:**

**Area Representatives** J. Evans (Keremeos)

**Staff:** Karl Donoghue,

**Recording Secretary:** Karl Donoghue

**Guests:**

### 1. Approval of Agenda

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the Agenda for the 207<sup>th</sup> Similkameen Recreation Meeting of August 15, 2017 be adopted and all presentations and reports be accepted. – CARRIED

### 2. Approval of Last Meeting Minutes

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

That the minutes for the 206<sup>th</sup> Similkameen Recreation Meeting of July 11, 2017 be adopted. – CARRIED

### 3. Staff Reports

Management report accepted as presented.

Up date to the management report – working on adding dance classes, adult and senior yoga in the racquetball court.

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

To award the contract to install a Roof top unit to Sarsons Mechanical Services.  
– CARRIED



# MINUTES

## Similkameen Recreation Commission

August 15, 2017 at 7.00pm  
Similkameen Recreation Centre  
207<sup>th</sup> meeting

4. Survey 2017

The survey was discussed at length.

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

To present costs of a 40ft x 60ft expansion to the fitness room. - CARRIED

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

To present costs of adding automatic scoring to the bowling lanes. - CARRIED

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

To present an annual cost per \$100,000.00 of assessed value on the survey. - CARRIED

---

Adjournment

**RECOMMENDATION**

**IT WAS MOVED AND SECONDED**

– CARRIED or DEFEATED

Opposed:

**NEXT MEETING: September 26, 2017**

Similkameen Recreation Centre

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Recreation Commission Chair

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# MINUTES

## Similkameen Recreation Commission

August 15, 2017 at 7.00pm  
Similkameen Recreation Centre  
207<sup>th</sup> meeting

Recording Secretary





# Minutes

## Electoral Area 'E' Advisory Planning Commission

Meeting of Monday, August 14th, 2017 at 7:30 p.m.

OAP Hall, 330 - 3rd Street, Naramata, BC

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Present:

Members: Bruce Clough (Chair, Electoral Area 'E' APC), Heather Fleck, Tim Forty, Don Mancell, Phil Janzen

Absent: Tom Hoenisch

Staff: Kevin Taylor (RDOS Planning Technician)

Guests: None

Recording Secretary: Heather Lemieux (Recording Secretary)

Delegates: Jarrett Lobley

### 1. ADOPTION OF AGENDA

The meeting was called to order at 7:36 p.m. Quorum Present.

#### MOTION

It was Moved and Seconded that the Agenda be adopted as presented.

CARRIED

### 2. APPROVAL OF PREVIOUS MEETING MINUTES

#### MOTION

It was Moved and Seconded by the APC that the Minutes of July 10th, 2017 be approved.

CARRIED

### 3. DELEGATIONS

- 3.1 Sail Away Vineyards (Lobley, Jarrett) for Temporary Use Permit Application E02055.030 (E2017.037-TUP)

4. DEVELOPMENT APPLICATIONS

- 4.1 E02055.030 (E2017.037-TUP) - Temporary Use Permit Application  
Administrative Report submitted by Christopher Garrish, Planning Supervisor

MOTION

It was Moved and Seconded in favour of Option 1. THAT the APC recommends to the RDOS Board that the proposed temporary use permit be approved.

CARRIED

5. OTHER

- 5.1 Next Electoral Area 'E' Advisory Planning Commission Meeting  
Monday, September 11th, 2017 at 7:30 p.m.

6. ADJOURNMENT

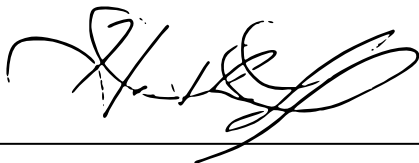
MOTION

It was Moved and Seconded that the meeting be adjourned at 7:49 p.m.

CARRIED

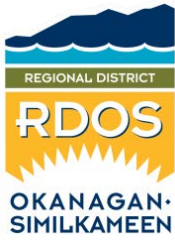
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Advisory Planning Commission Chair



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Advisory Planning Commission Recording Secretary / minute taker



REGIONAL DISTRICT OKANAGAN-SIMILKAMEEN  
ELECTORAL AREA "G" ADVISORY PLANNING COMMISSION

MINUTES

Wednesday, August 16, 2017 at 7:30 p.m.  
Keremeos Health Centre  
700 – 3<sup>rd</sup> Street, Keremeos, BC

---

**ATTENDANCE:**

E. Christensen, Director, Electoral Area "G"

Members: Chair Brad Clifton Vice Chair Gary Lawrence  
Walter Despot – **Left at 8:45** Garry Ross  
Jeff Rowe Robert Quaedvlieg  
Melodie Kolisnyk

Staff: Chris Garrish, Planning Supervisor  
Kevin Taylor, Recording Secretary

---

**1. ADOPTION OF MINUTES**

**MOTION:**

It was moved and seconded THAT the minutes from the Electoral Area "G" Advisory Planning Commission meeting dated May 17<sup>th</sup>, 2017, be adopted

**CARRIED**

**2. ADOPTION OF AGENDA**

**MOTION:**

It was moved and seconded THAT the Agenda for the Electoral Area "G" Advisory Planning Commission meeting dated August 16<sup>th</sup>, 2017, be adopted.

**CARRIED**

**3. DEVELOPMENT APPLICATIONS**

**3.1 G06900.118 (G2017.105-ZONE) – Zoning Bylaw Amendment Application  
Gary Lawrence Recused Self from Discussion**

**MOTION:**

THAT the APC recommends to the RDOS Board of Directors that the subject development application be approved with the following subjects:

- That 2<sup>nd</sup> dwelling be smaller than the primary dwelling.

**CARRIED**

---

**4. REFERRALS**

**4.1 G2017.108-Crown – Crown Land Tenure Application**

**MOTION:**

THAT the APC recommends to the RDOS Board that the proposed license of Occupation by the Barrick Gold Corporation on Crown Land near Hedley Creek is Supported

**CARRIED**

**5. OTHER**

**5.1 G2017.122-ZONE**

- **Review of the Electoral Area “G” Zoning Bylaw No. 2462, 2008**

**MOTION:**

THAT the APC recommends to the RDOS Board that the proposed review of Zoning Bylaw No. 2462, 2008, is supported

**CARRIED**

**5.2 G2017.123-ZONE**

- **Applying zoning to lands designated as within the Agricultural Land Reserve (ALR)**
  - o Concerns regarding protection of water

**MOTION:**

THAT the APC recommend to the RDOS Board that the proposed review of implementation of an Agricultural Zone in the rural area around Keremeos is supported.

**CARRIED**

**6. ADJOURNMENT:**

**MOTION:**

It was moved and seconded that the meeting be adjourned at 10:00 pm.

**CARRIED**

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Advisory Planning Commission Chair



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Advisory Planning Commission Recording Secretary



Minutes are in DRAFT form and are subject to change pending approval by the Regional District Board

## REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

### Community Services Committee

Thursday, September 07, 2017

12:33 p.m.

## Minutes

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### MEMBERS PRESENT:

Vice Chair M. Bauer, Village of Keremeos  
Director F. Armitage, Town of Princeton  
Director T. Boot, District of Summerland  
Director G. Bush, Electoral Area "B"  
Director M. Doerr, Alt. Town of Oliver  
Director R. Mayer, Alt. Electoral Area "G"  
Director B. Coyne, Electoral Area "H"  
Director A. Jakubeit, City of Penticton  
Director H. Konanz, City of Penticton

Director K. Kozakevich, Electoral Area "E"  
Director A. Martin, City of Penticton  
Director S. McKortoff, Town of Osoyoos  
Director M. Pendergraft, Electoral Area "A"  
Director T. Schafer, Electoral Area "C"  
Director J. Sentes, City of Penticton  
Director T. Siddon, Electoral Area "D"  
Director P. Waterman, District of Summerland

### MEMBERS ABSENT:

Director M. Brydon, Electoral Area "F"  
Chair R. Hovanes, Town of Oliver

Director E. Christensen, Electoral Area "G"

### STAFF PRESENT:

B. Newell, Chief Administrative Officer  
C. Malden, Manager of Legislative Services

M. Woods, Manager of Community Services  
C. Gartner, Rural Projects Coordinator

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### A. APPROVAL OF AGENDA

#### RECOMMENDATION 1

#### It was MOVED and SECONDED

THAT the Agenda for the Community Services Committee Meeting of September 7, 2017 be adopted. - CARRIED

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### B. CLOSED SESSION

#### RECOMMENDATION 2

#### It was MOVED and SECONDED

THAT in accordance with Section 90(1)(k) of the *Community Charter*, the Board close the meeting to the public on the basis of negotiations and related discussions respecting the proposed provision of a regional service that are at their preliminary stages and that, in the view of the Board, could reasonable be expected to harm the interests of the Regional District if they were held in public. - CARRIED

The meeting was closed to the public at 12:34 p.m.

The meeting was opened to the public at 1:12 p.m.

Director Jakubeit vacated the Boardroom at 1:12 p.m.

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**C. COMMUNITY HERITAGE REGISTER – HEDLEY GRACE CHURCH**

1. Statement of Significance for Hedley Grace Church
2. Supporting Documentation

To provide as information on the heritage value of Hedley Grace Church, for future nomination to the RDOS Community Heritage Register.

**RECOMMENDATION 3**

**It was MOVED and SECONDED**

THAT the Committee recommend the Board of Directors support the nomination of Hedley Grace Church for inclusion on the RDOS Community Heritage Register. - **CARRIED**

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**D. ADJOURNMENT**

By consensus, the Community Services Committee meeting of September 7, 2017 adjourned at 1:13 p.m.

APPROVED:

CERTIFIED CORRECT:

\_\_\_\_\_  
M. Bauer  
Community Services Committee Vice Chair

\_\_\_\_\_  
B. Newell  
Chief Administrative Officer



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# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## Planning and Development Committee

Thursday, September 07, 2017

1:14 p.m.

# Minutes

### MEMBERS PRESENT:

Vice Chair G. Bush, Electoral Area "B"  
 Director F. Armitage, Town of Princeton  
 Director M. Bauer, Village of Keremeos  
 Director T. Boot, District of Summerland  
 Director R. Mayer, Alt. Electoral Area "G"  
 Director B. Coyne, Electoral Area "H"  
 Director M Doerr, Alt. Town of Oliver  
 Director K. Kozakevich, Electoral Area "E"

Director H. Konanz, City of Penticton  
 Director A. Martin, City of Penticton  
 Director S. McKortoff, Town of Osoyoos  
 Director M. Pendergraft, Electoral Area "A"  
 Director T. Schafer, Electoral Area "C"  
 Director J. Sentes, City of Penticton  
 Director T. Siddon, Electoral Area "D"  
 Director P. Waterman, District of Summerland

### MEMBERS ABSENT:

Chair M. Brydon, Electoral Area "F"  
 Director R. Hovanes, Town of Oliver

Director E. Christensen, Electoral Area "G"  
 Director A. Jakubeit, City of Penticton

### STAFF PRESENT:

B. Newell, Chief Administrative Officer  
 C. Malden, Manager of Legislative Services

B. Dollevoet, Manager of Development Services  
 C. Garrish, Planning Supervisor

## A. APPROVAL OF AGENDA

### RECOMMENDATION 1

#### It was MOVED and SECONDED

THAT the Agenda for the Planning and Development Committee Meeting of September 7, 2017 be adopted. - **CARRIED**

## B. COMMERCIAL ZONE REVIEW AND CONSOLIDATION – For Information Only

This report proposes amendments to the Commercial zones as part of work being undertaken on the preparation of a single Okanagan Valley Electoral Area Zoning Bylaw.

## C. ADJOURNMENT

By consensus, the Planning and Development Committee meeting of September 7, 2017 adjourned at 1:26 p.m.

APPROVED:

CERTIFIED CORRECT:

\_\_\_\_\_  
 G. Bush  
 Planning and Development Committee Vice Chair

\_\_\_\_\_  
 B. Newell  
 Corporate Officer



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# REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

## Protective Services Committee

Thursday, September 07, 2017

9:00 a.m.

## Minutes

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### MEMBERS PRESENT:

Chair A. Jakubeit, City of Penticton  
Vice Chair T. Schafer, Electoral Area "C"  
Director F. Armitage, Town of Princeton  
Director M. Bauer, Village of Keremeos  
Director T. Boot, District of Summerland  
Director G. Bush, Electoral Area "B"  
Director R. Mayer, Alt. Electoral Area "G"  
Director B. Coyne, Electoral Area "H"

Director M. Doerr, Alt. Town of Oliver  
Director H. Konanz, City of Penticton  
Director K. Kozakevich, Electoral Area "E"  
Director A. Martin, City of Penticton  
Director S. McKortoff, Town of Osoyoos  
Director M. Pendergraft, Electoral Area "A"  
Director J. Sentes, City of Penticton  
Director T. Siddon, Electoral Area "D"  
Director P. Waterman, District of Summerland

### MEMBERS ABSENT:

Director E. Christensen, Electoral Area "G"  
Director R. Hovanes, Town of Oliver

Director M. Brydon, Electoral Area "F"

### STAFF PRESENT:

B. Newell, Chief Administrative Officer  
C. Malden, Manager of Legislative Services

M. Woods, Manager of Community Services

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### A. APPROVAL OF AGENDA

#### RECOMMENDATION 1

#### It was MOVED and SECONDED

THAT the Agenda for the Protective Services Committee Meeting of September 7, 2017 be adopted. - **CARRIED**

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### B. CLOSED SESSION

#### RECOMMENDATION 2

#### It was MOVED and SECONDED

THAT in accordance with Section 90(1)(k) of the *Community Charter*, the Board close the meeting to the public on the basis of negotiations and related discussions respecting the proposed provision of a regional service that are at their preliminary stages and that, in the view of the Board, could reasonable be expected to harm the interests of the Regional District if they were held in public. - **CARRIED**

The meeting was closed to the public at 9:01 a.m.

The meeting was opened to the public at 12:00 p.m.

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**C. ADJOURNMENT**

By consensus, the Protective Services Committee meeting of September 7, 2017 adjourned at 12:00 p.m.

APPROVED:

CERTIFIED CORRECT:

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A. Jakubeit  
Protective Services Committee Chair

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B. Newell  
Chief Administrative Officer



Minutes are in DRAFT form and are subject to change pending approval by the Regional District Board

## REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN BOARD of DIRECTORS MEETING

Minutes of the Board Meeting of the Regional District of Okanagan-Similkameen (RDOS) Board of Directors held at 1:31 p.m. Thursday, September 7, 2017 in the Boardroom, 101 Martin Street, Penticton, British Columbia.

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### MEMBERS PRESENT:

Chair K. Kozakevich, Electoral Area "E"	Director S. McKortoff, Town of Osoyoos
Director F. Armitage, Town of Princeton	Director M. Pendergraft, Electoral Area "A"
Vice Chair M. Bauer, Village of Keremeos	Director J. Sentes, City of Penticton
Director T. Boot, District of Summerland	Director T. Schafer, Electoral Area "C"
Director G. Bush, Electoral Area "B"	Director T. Siddon, Electoral Area "D"
Director B. Coyne, Electoral Area "H"	Director P. Waterman, District of Summerland
Director H. Konanz, City of Penticton	Director R. Mayer, Alt. Electoral Area "G" (departed meeting at 2:00 p.m.)
Director A. Martin, City of Penticton	Director M. Doerr, Alt. Town of Oliver (departed meeting at 2:00 p.m.)

### MEMBERS ABSENT:

Director M. Brydon, Electoral Area "F"	Director E. Christensen, Electoral Area "G"
Director R. Hovanes, Town of Oliver	Director A. Jakubeit, City of Penticton

### STAFF PRESENT:

B. Newell, Chief Administrative Officer  
C. Malden, Manager of Legislative Services

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## A. APPROVAL OF AGENDA

### **RECOMMENDATION 1 (Unweighted Corporate Vote – Simple Majority)**

#### **IT WAS MOVED AND SECONDED**

THAT the [Agenda](#) for the RDOS Board Meeting of September 7, 2017 be adopted. -  
**CARRIED**

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#### 1. Consent Agenda – Corporate Issues

- a. Naramata Water Advisory Committee – August 8, 2017  
*THAT the Minutes of the August 8, 2017 Naramata Water Advisory Committee be received.*
- b. Corporate Services Committee – August 17, 2017  
*THAT the Minutes of the August 17, 2017 Corporate Services Committee be received.*
- c. Environment and Infrastructure Committee – August 17, 2017  
*THAT the Minutes of the August 17, 2017 Environment and Infrastructure Committee be received.*
- d. Planning and Development Committee – August 17, 2017  
*THAT the Minutes of the August 17, 2017 Planning and Development Committee be received.*

*THAT the Regional District of Okanagan-Similkameen introduce a scaled permit fee*

*for large-scale building projects and eliminate the 50% reduction for professional involvement in the next version of the Building Bylaw.*

*THAT staff be directed to initiate an amendment to the Electoral Area “D-2” Official Community Plan (OCP) Bylaw in order to amend the Hillside and Steep Slope Development Permit Area to apply to subdivisions only.*

- e. Protective Services Committee – August 17, 2017  
*THAT the Minutes of the August 17, 2017 Protective Services Committee be received.*
- f. RDOS Regular Board Meeting – August 17, 2017  
*THAT the minutes of the August 17, 2017 RDOS Regular Board meeting be adopted.*

**RECOMMENDATION 2 (Unweighted Corporate Vote – Simple Majority)**

**IT WAS MOVED AND SECONDED**

THAT the Consent Agenda – Corporate Issues be adopted. - **CARRIED**

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- 2. Consent Agenda – Development Services
  - a. Development Variance Permit Application – F. & A. De Sousa, 254 Alder Avenue, Electoral Area “D”
    - i. Permit No. D2017.120-DVP
    - ii. Responses Received

*THAT the Board of Directors approve Development Variance Permit No. D2017.120–DVP.*
  - b. Temporary Use Permit Application – Sail Away Vineyards, 1015 Hyde Road, Naramata, Electoral Area “E”
    - i. Permit No. E2017.-37-TUP
    - ii. Responses Received

*THAT the Board of Directors approve Temporary Use Permit No. E2017.037-TUP.*
  - c. Development Variance Permit Application – T. & R. McLachlan, 2639 Otter Avenue, Tulameen, Electoral Area “H”
    - i. Permit No. H2017.085-DVP
    - ii. Responses Received

*THAT the Board of Directors approve Development Variance Permit No. H2017.085–DVP*

**RECOMMENDATION 3 (Unweighted Rural Vote – Simple Majority)**

**IT WAS MOVED AND SECONDED**

THAT the Consent Agenda – Development Services be adopted. - **CARRIED**

---

**B. DEVELOPMENT SERVICES – Rural Land Use Matters****1. Crown Land Application for Residential-Rural Residential Purposes – Electoral Area “C”**

To dispose of two sections of Crown land representing a combined area of approximately 0.98 ha and which are to be consolidated with an adjacent privately held parcel.

**RECOMMENDATION 4 (Unweighted Rural Vote – Simple Majority)****It was MOVED and SECONDED**

THAT the Regional District Board recommends to the FrontCounter BC that the application to purchase approximately 0.98 hectares of Crown land by the property owner of 6864 Leighton Crescent for “Rural Residential Purposes” is supported, subject to:

a) access by Pacific Silica & Rock Quarry Limited to their quarry operation at District lot 3098S, SDYD not being compromised by the sale of subject “irrigation lateral” lands;

b) that any remnant part of the subject “irrigation lateral” lands be formally consolidated within Lot 48D, Plan KAP1729, District Lot 2450S, SDYD;

c) that the structure/residence at 6880 Leighton Crescent not be comprised within any subject “irrigation lateral” lands that may be consolidated into the property at 6864 Leighton Crescent; and,

d) that the approximately 1,500 m<sup>2</sup> of the subject “irrigation lateral” lands adjacent to the property at 6858 Leighton Crescent be consolidated with that property (being Lot 1, Plan KAP10499, District Lot 2450S, SDYD).

**CARRIED**

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**2. Board Policy – Enforcement of Hillside Steep Slope DP Area**

This item was brought forward from the August 17, 2017 Planning and Development Committee. New policies do not go on consent agenda.

**RECOMMENDATION 5 (Unweighted Corporate Vote – Simple Majority)****It was MOVED and SECONDED**

THAT the Board of Directors approve the *Update of Hillside / Steep Slope Development Permit Area Policy*. – **CARRIED**

---

3. Zoning Bylaw Amendment – M. Ferrer (Estate of), 2027 Carmi Road, Penticton, Electoral Area “D”
  - a. Bylaw No. 2455.28, 2017
  - b. Public Hearing Report – August 9, 2017
  - c. Responses Received

To allow for the development of an accessory “kennel” use on the subject property.

Director Siddon advised that the Public Hearing report is an accurate reflection of what happened at the public hearing held on August 9, 2017 regarding Bylaw No. 2455.28.

**RECOMMENDATION 6 (Unweighted Corporate Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT the public hearing report dated August 9, 2017, regarding Bylaw No. 2455.28, 2017, be received. - **CARRIED**

**RECOMMENDATION 7 (Unweighted Rural Vote – 2/3 Majority)**

**It was MOVED and SECONDED**

THAT Bylaw No. 2455.28, 2017, Electoral Area “D” Zoning Amendment Bylaw be read a third time and adopted. - **CARRIED**

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4. Zoning Bylaw Amendment – D. Bennett & R. Bryant, 4820 9<sup>th</sup> Avenue, Okanagan Falls, Electoral Area “D”
  - a. Bylaw No. 2455.29, 2017
  - b. Public Hearing Report – August 17, 2017

To allow for the development of the site to a duplex or single detached dwelling unit.

Chair Kozakevich advised that the Public Hearing report is an accurate reflection of what happened at the public hearing held on August 17, 2017 regarding Bylaw No. 2455.29.

**RECOMMENDATION 8 (Unweighted Corporate Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT the public hearing report dated August 17, 2017, regarding Bylaw No. 2455.29, 2017, be received. - **CARRIED**

**RECOMMENDATION 9 (Unweighted Rural Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT Bylaw No. 2455.29, 2017, Electoral Area “D” Zoning Amendment Bylaw be adopted. - **CARRIED**

---

5. Zoning Bylaw Amendment – R. & K. Sanders, 2804 Liddicoat Road, Electoral Area “G”
  - a. Bylaw No. 2462.03, 2017
  - b. Responses Received

To allow for the development of an accessory dwelling unit as part of a new garage.

**RECOMMENDATION 10 (Unweighted Rural Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT Bylaw No. 2462.03, 2017, Electoral Area “G” Zoning Amendment Bylaw be read a first and second time and proceed to a public hearing.

**CARRIED**

**RECOMMENDATION 11 (Unweighted Corporate Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT the holding of the public hearing be delegated to Director Christensen or delegate; and

THAT staff schedule the date, time, and place of the public hearing in consultation with Director Christensen; and

THAT staff give notice of the public hearing in accordance with the requirements of the Local Government Act.

**CARRIED**

---

**C. PUBLIC WORKS**

1. Campbell Mountain Landfill Environmental Upgrades Tender Award
  - a. Sperling Hansen Associates report dated August 29, 2017

To approve the award of construction to a contractor to complete the drainage diversion system and collection pond at the Campbell Mountain Landfill.

**RECOMMENDATION 12 (Weighted Corporate Vote – Majority)**

**It was MOVED and SECONDED**

THAT the Board of Directors receive the August 29, 2017 tender evaluation report for award of the “Campbell Mountain Landfill Environmental Upgrades” tender from Sperling Hansen Associates; and

THAT the Regional District award the “Campbell Mountain Landfill Environmental Upgrades” project to Green Leaf Enterprises Ltd. O/A O.K. Excavating in the amount of \$1,578,977.28 plus applicable taxes; and

THAT the Regional District approve a contingency for the construction in the amount of \$235,000.

**CARRIED**

---

**D. COMMUNITY SERVICES – Rural Projects**

1. Budget Expansion for Spare Bus Lease Fees
  - a. BC Transit Memorandum of Understanding dated August 2, 2017

To explore the implications of leasing a spare transit bus.

**RECOMMENDATION 13 (Weighted Corporate Vote – Majority)****It was MOVED and SECONDED**

THAT the Regional District enter into a Memorandum of Understanding with BC Transit to approve the lease fees of a spare bus. - **CARRIED**

---

**E. FINANCE**

1. Reserve Fund Expenditure Bylaw
  - a. Bylaw No. 2782, 2017

**RECOMMENDATION 14 (Weighted Corporate Vote – 2/3 Majority)****It was MOVED and SECONDED**

THAT Bylaw No.2782, 2017, being a bylaw to issue funds from the Electoral Area "H" Community Facilities Capital Reserve Fund for capital upgrades to the Hayes Creek and Eastgate Fire Brigades be read a first, second and third time and be adopted. - **CARRIED**

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2. Property Tax Exemption Bylaw No. 2784, 2017
  - a. Bylaw No. 2784, 2017

**RECOMMENDATION 15 (Weighted Corporate Vote – 2/3 Majority)****It was MOVED and SECONDED**

THAT Bylaw No. 2784, 2017 Regional District of Okanagan-Similkameen Property Tax Exemption Bylaw be read a first, second and third time and be adopted. - **CARRIED**

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**F. LEGISLATIVE SERVICES**

1. UBCM Ministry Meetings - Briefing Notes
  - a. Campbell Mountain Landfill Gas Management
  - b. Orphan Dikes
  - c. Electoral Area D/I Boundary
  - d. Rural School Enhancement Fund
  - e. Highway 97 & Community Interface Concerns
  - f. Rural Road & Ditch Maintenance
  - g. Road Vegetation Maintenance

- h. Gravel Road Maintenance (Staff)
  - i. Highway Road Improvements (Staff)
  - j. Fortis Electric Conservation Rate
- 

## 2. 2017 Year-End Meeting Schedule

The purpose of this report is to provide the Board with an overview of the meeting schedule for year-end meetings and to bring forward the option to cancel the December 21, 2017 Board and Committee meetings.

**RECOMMENDATION 16 (Unweighted Corporate Vote – Simple Majority)**

**It was MOVED and SECONDED**

THAT the December 21, 2017 Board and Committee meetings be cancelled. - **CARRIED**

Opposed: Directors Bush, Armitage

---

## G. CAO REPORTS

- 1. Verbal Update
- 

## H. OTHER BUSINESS

- 1. Chair's Report
- 

- 2. Directors Motions
- 

- 3. Board Members Verbal Update
- 

## I. ADJOURNMENT

By consensus, the meeting adjourned at 2:50 p.m.

APPROVED:

CERTIFIED CORRECT:

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K. Kozakevich  
RDOS Board Chair

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B. Newell  
Corporate Officer





**TO:** Board of Directors  
**FROM:** B. Newell, Chief Administrative Officer  
**DATE:** September 21, 2017  
**RE:** Development Variance Permit Application — Electoral Area “D”

---

**Administrative Recommendation:**

**THAT the Board of Directors approve Development Variance Permit No. D2017.113–DVP**

---

Purpose: To vary the minimum interior side setback from 15.0 metres to 11.0 metres

Owners: Peturs and Black Holdings      Agent: David Sereda (McElhanney Associates)      Folio: D-01114.000

Civic: 4850 Weyerhauser Road      Legal: Lot 2, Plan KAP10100, District Lot 5512

OCP: Industrial (I)      Zone: Industrial (Light) One (I1)

Variance Request: To vary the minimum setback from 15.0 metres to 11.0 metres

---

**Proposed Development:**

This application seeks to reduce the minimum interior parcel line setback in the Industrial (Light) One (I1) Zone from an existing building from 15.0 metres to 11.0 metres in order to facilitate the subdivision of a new 2.43 ha parcel, while leaving a remainder parcel of 1.19 ha.

The applicant has stated that the Ministry of Transportation and Infrastructure’s (MOTI) requirements for a panhandle access to a parcel is a minimum width of 10.0 metres. In this instance, however, the available land between the eastern side parcel line and an existing building is approximately 22.0 metres. Consequently, to comply with the Ministry’s standard for panhandle width results in the existing building being situated within the required 15.0 metre setback from the new parcel line.

In support of the requested variance, the applicant has stated that “introducing bends into a lot boundary, simply to conform to a setback requirement, would decrease the Proposed Panhandle width to less than 10.0m, and would introduce unnecessary bends into a lot line. Another alternative solution would be to remove the building, however, to completely demolish a Building to accommodate a 15.0m setback when 11.6m exists would represent undue hardship.”

**Site Context:**

The subject property is approximately 3.7 ha in area and is located on the north side of Weyerhauser Road approximately 150 metres south of its intersection with Maple Street. It is understood that the property has historically be utilised for the manufacture of log homes.

The surrounding pattern of development is predominantly industrial with agricultural operations occurring to the north-east and rural-residential uses to the west (one the adjacent side of Highway 97).

---

## **Background:**

The subject property was created by a plan subdivision deposited in the Land Titles Office in Kamloops on October 15, 1959. Available Regional District records indicate the previous issuance of building permits for accessory structures (1996, 1997, 2002), office (2003) and the relocation of a log home (2014). More recently (July of 2017), an application to subdivide the property into two new parcels was referred to the Regional District by MoTI.

Under the Electoral Area "D-2" Official Community Plan (OCP) Bylaw No. 2603, 2013, the property is within the Growth Area Boundary for Okanagan Falls and is designated as Industrial (I), as a Hillside / Steep Slope Development Permit (HSSDP) Area and Environmentally Sensitive Development Permit (ESDP) Area.

Under the Electoral Area "D-2" Zoning Bylaw No. 2455, 2008, the property is zoned Industrial (Light) One (I1) Zone, which establishes a minimum interior parcel line setback of 15.0 metres.

## **Public Process:**

The Electoral Area "D" Advisory Planning Commission (APC) is due to consider this application at its meeting of September 19, 2017. Due, however, to the proximity of the APC meeting with the Board's meeting of September 21, 2017, Administration will provide a verbal update on the recommendation of the APC.

Adjacent property owners will have received notification of this application with written comments regarding the proposal being accepted until the commencement of the regular Board meeting.

## **Analysis:**

When assessing variance requests a number of factors are generally taken into account. These include the intent of the zoning; the presence of any potential limiting physical features on the subject property; established streetscape characteristics; and whether the proposed development would have a detrimental impact upon the amenity of the area and/or adjoining uses.

The purposes of a setback regulation is to provide physical separation between neighbouring properties and, in the context of industrial uses, to ensure a greater separation between potentially deleterious uses by requiring significantly larger setbacks than found in other zones.

In this instance, Administration considers the requested variance to be minor in nature and as unlikely to adversely impact on the use of the proposed panhandle by future property owners or, vice-versa, the continued use of the existing industrial building.

In addition, at its meeting of June 15, 2017, the Planning and Development (P&D) Committee of the Regional District Board considered a series of proposed amendments to the industrial zones found in the Okanagan Electoral Area Zoning Bylaws. This included a review of existing setbacks in the I1 Zone, including a proposed new interior side parcel line setback requirement of 1.5 metres.

While the preparation of a formal amendment bylaw related to the update of the industrial zones remains on-going, Administration is aware of a potential issue with existing setback requirements in the I1 Zone being excessive.

Conversely, the applicant could modify the existing building by removing a portion of it in order to comply with the required setback from the proposed new parcel line.

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As an aside, should the requested variance be supported, the issuance of an Environmentally Sensitive Development Permit will be required prior to subdivision. While the property is within a Hillside and Steep Slope Development Permit Area, it *may* qualify for an exemption if any existing slopes are less than 20%.

**Alternative:**

THAT the Board of Directors deny Development Variance Permit No. D2017.113-DVP.

**Respectfully submitted**



C. Garrish, Planning Supervisor

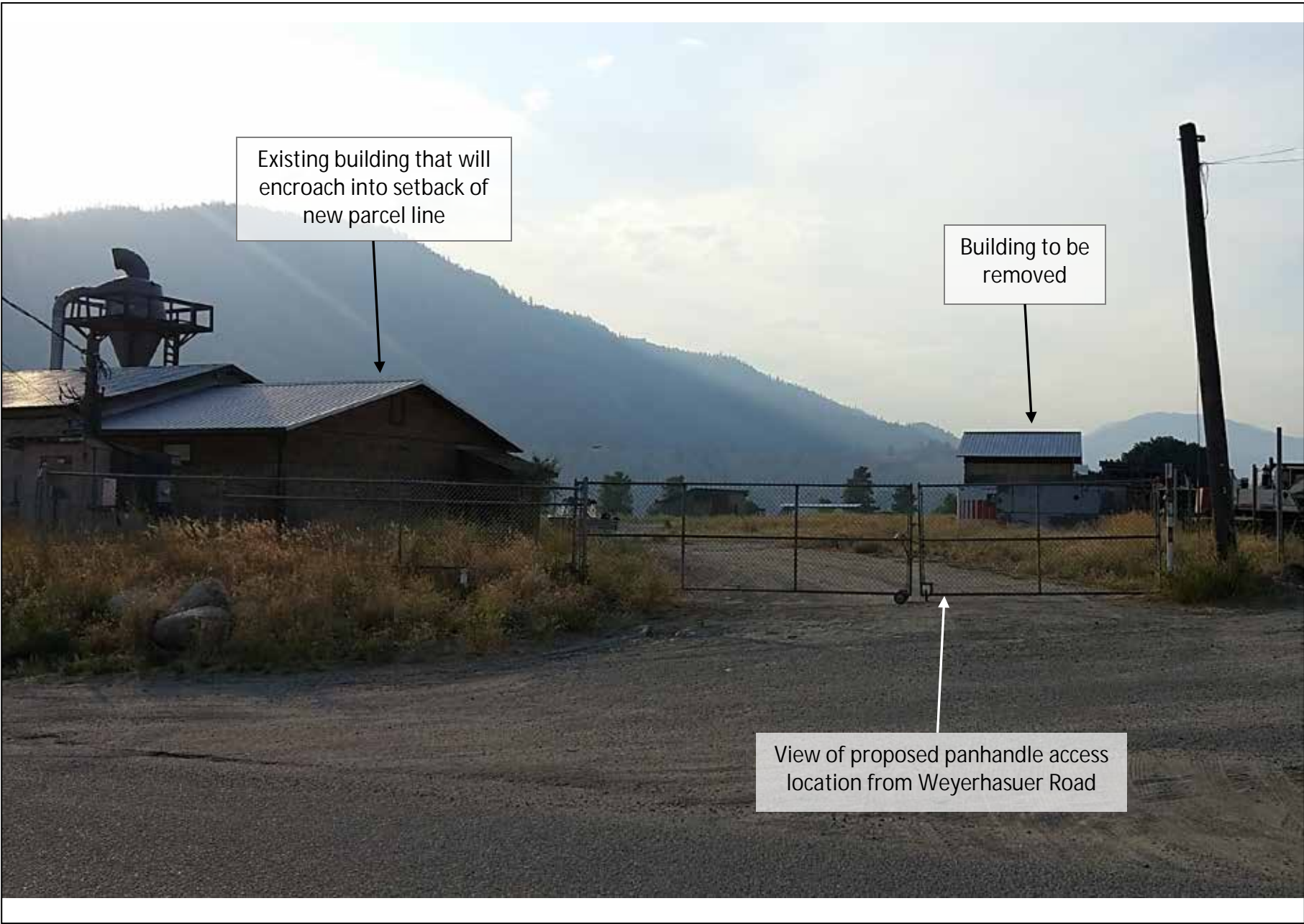
**Endorsed by:**

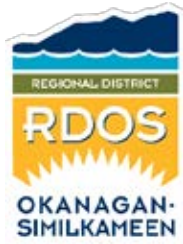


B. Dollevoet, Development Services Manager

Attachments: No. 1 – Site Photo

Attachment No. 1 – Site Photo





# Development Variance Permit

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FILE NO.: D2017.113-DVP

Owner: Peturs & Black Holdings Inc.     Agent: David Sereda  
158 Lakeside Court                                McElhanney Associates Land Surveying Ltd  
Penticton, BC, V2A-8W7                          #102 130 Nanaimo Avenue West  
Penticton, BC, V2A-8G1

## GENERAL CONDITIONS

1. This Development Variance Permit is issued subject to compliance with all of the bylaws of the Regional District of Okanagan-Similkameen applicable thereto, except as specifically varied or supplemented by this Permit.
2. The land described shall be developed strictly in accordance with the terms and conditions and provisions of this Permit, and any plans and specifications attached to this Permit that shall form a part thereof.
3. Where there is a conflict between the text of the permit and permit drawings or figures, the drawings or figures shall govern the matter.
4. This Development Variance Permit is not a Building Permit.

## APPLICABILITY

5. This Development Variance Permit is substantially in accordance with Schedules 'A' and 'B' and applies to and only to those lands within the Regional District described below, and any and all buildings, structures and other development thereon:

Legal Description: Lot 2, Plan KAP10100, District Lot 10 and 551, SDYD, Except Plans 13894, 22388, H950 and 42916, and Parcels F & H on Plan A9858.

Civic Address: 4850 Weyerhauser Road, Okanagan Falls

Parcel Identifier (PID): 009-586-717                          Folio: D-01114.000

## CONDITIONS OF DEVELOPMENT

6. The land specified in Section 5 may be developed in accordance with the following variances to the Electoral Area "D" Zoning Bylaw No. 2455, 2008, in the Regional District of Okanagan-Similkameen:

- a) The minimum interior parcel line setback for a principal building in the Industrial (Light) One (I1) Zone, as prescribed at Section 14.1.5(a)(iii), is varied:
  - i) from: 15.0 metres.
  - to: 11.0 metres, as measured to the outermost projection and as shown on Schedule 'B'.

**7. COVENANT REQUIREMENTS**

- a) Not Applicable

**8. SECURITY REQUIREMENTS**

- a) Not applicable

**9. EXPIRY OF PERMIT**

The development shall be carried out according to the following schedule:

- a) In accordance with Section 504 of the *Local Government Act* and subject to the terms of the permit, if the holder of this permit does not substantially start any construction with respect to which the permit was issued within two (2) years after the date it was issued, the permit lapses.
- b) Lapsed permits cannot be renewed; however, an application for a new development permit can be submitted.

Authorising resolution passed by the Regional Board on \_\_\_\_\_, 2017.

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B. Newell, Chief Administrative Officer

# Regional District of Okanagan-Similkameen

101 Martin St, Penticton, BC, V2A-5J9

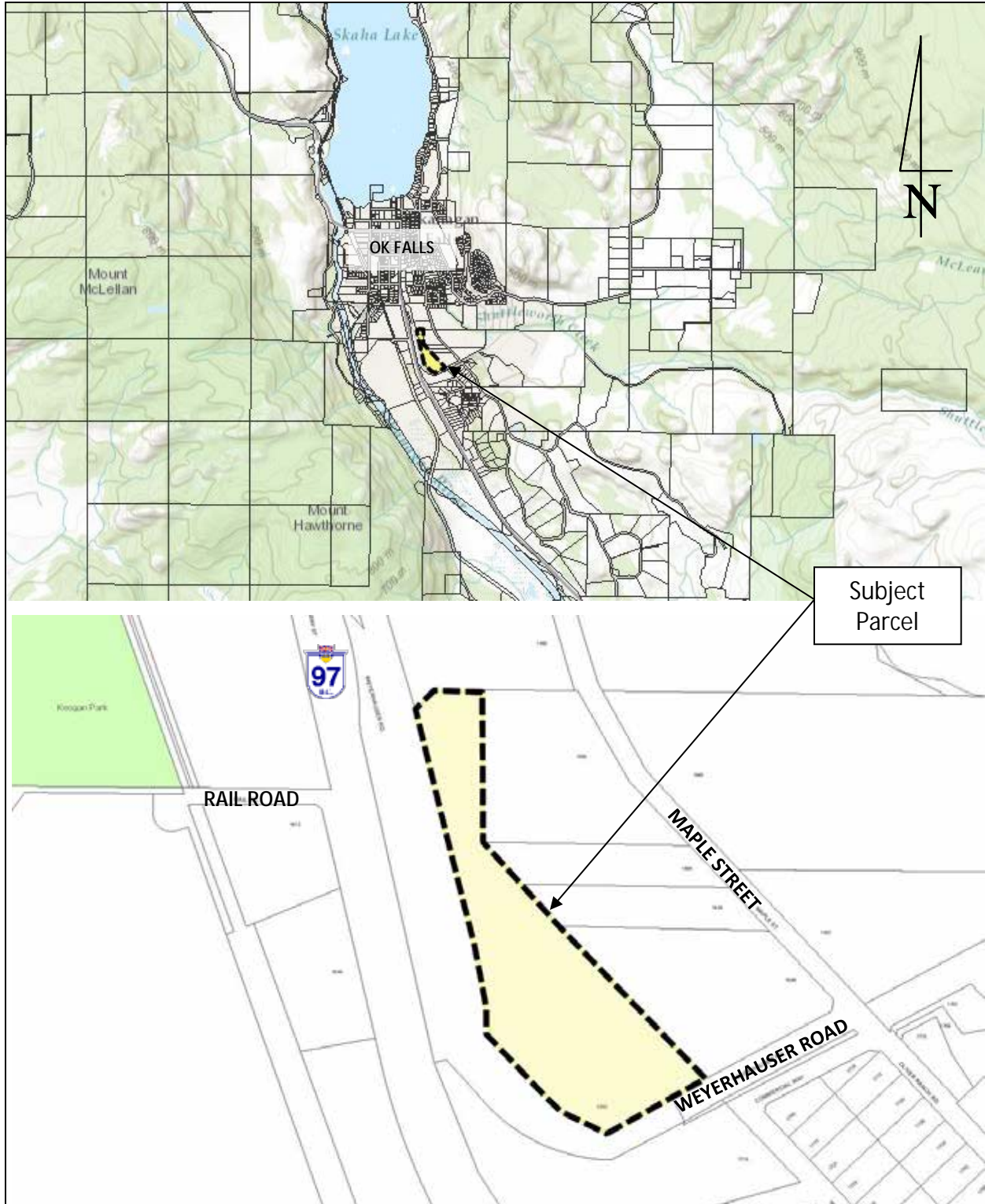
Telephone: 250-492-0237 Email: [info@rdos.bc.ca](mailto:info@rdos.bc.ca)



Development Variance Permit

File No. D2017.113-DVP

Schedule 'A'



# Regional District of Okanagan-Similkameen

101 Martin St, Penticton, BC, V2A-5J9

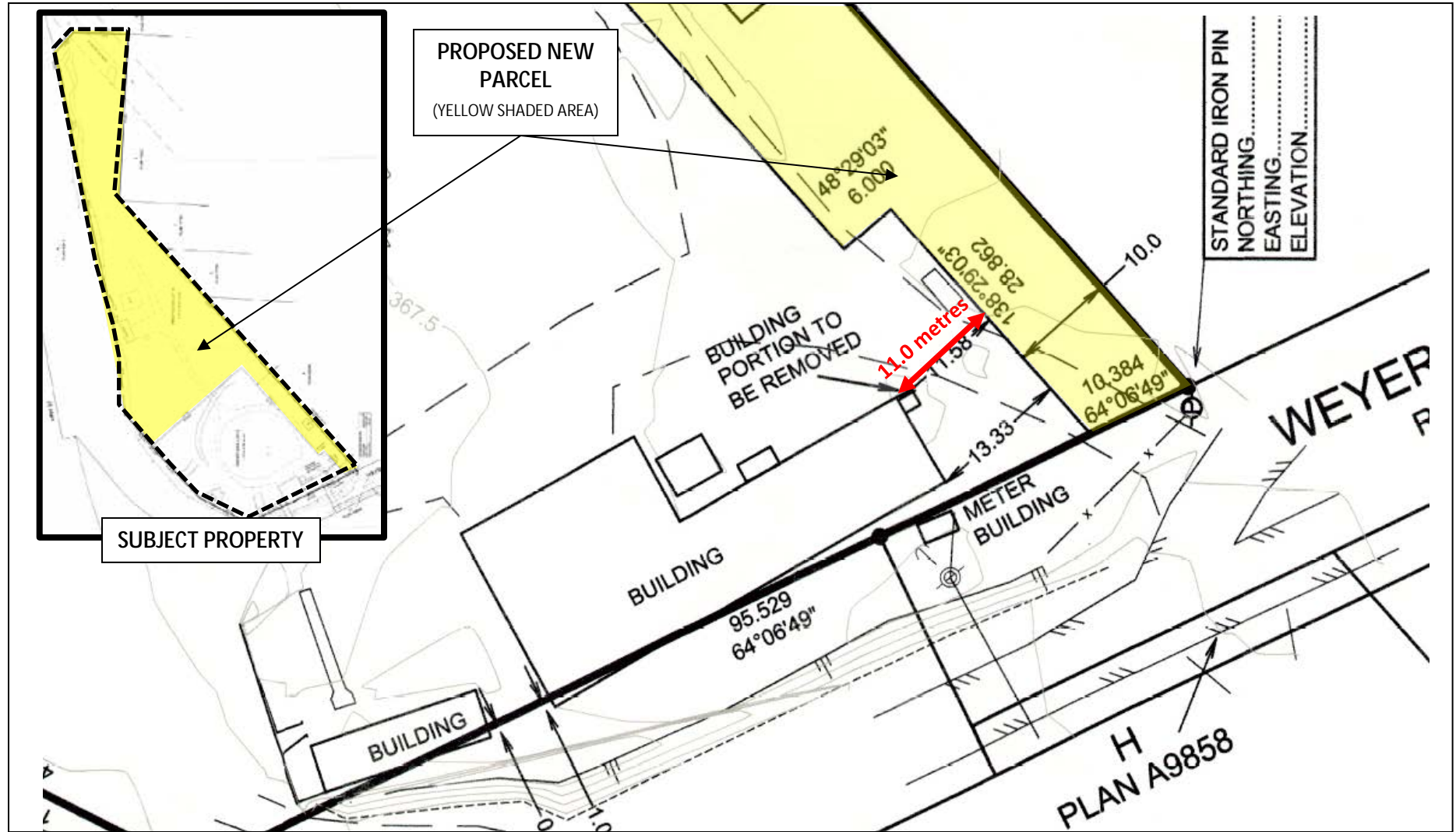
Telephone: 250-492-0237 Email: [info@rdos.bc.ca](mailto:info@rdos.bc.ca)



Development Variance Permit

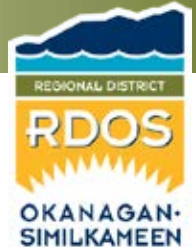
File No. D2017.113-DVP

Schedule 'B'





# ADMINISTRATIVE REPORT



**TO:** Board of Directors  
**FROM:** B. Newell, Chief Administrative Officer  
**DATE:** September 21, 2017  
**RE:** Zoning Bylaw Amendment – Electoral Area “E”

---

## **Administrative Recommendation:**

**THAT** Bylaw No. 2459.26, 2017, Electoral Area “E” Zoning Amendment Bylaw be read a first and second time and proceed to a public hearing;

**AND THAT** the holding of the public hearing be scheduled for the Regional District Board meeting of October 19, 2017;

**AND THAT** staff give notice of the public hearing in accordance with the requirements of the *Local Government Act*.

---

Purpose: To allow for the development of a “craft distillery”

Owner: George Nidderly                      Applicant: Chad Nidderly                      Folio: E-04571.010

Civic: 1362 Greyback Mountain Road    Legal: Lot 1, DLs 1032s and 2711, SDSY, Plan 12443

Zone: Small Holdings Two (SH2)              Proposed Zone: Small Holdings Two Site Specific (SH2s)

---

## **Proposed Development:**

This application is seeking to develop a “craft distillery” that includes processing, storing and a retail and tasting area.

Specifically, it is being proposed to introduce a site specific zoning that will allow for an increase in size and use for a home industry to include a “distillery” of up to 270 m<sup>2</sup>. The applicant has proposed a building of 267.6 m<sup>2</sup> in size with approximately 134.5 m<sup>2</sup> to be used for warehousing, 53.5 m<sup>2</sup> to be used for the processing (distilling), 66.9 m<sup>2</sup> for the tasting and sales area, and another 53.5 m<sup>2</sup> for an outdoor patio.

In support of the application, the applicant has stated that “this will be an agri-tourism business as we will produce grain and fruit to bottle spirits ... we plan to incorporate as many local farm grown products into our operation as possible.” As well the applicant states “this business will also provide private tours and special/promotional events”.

## **Site Context:**

The subject property is approximately 2.99 ha in area and is located adjacent to the City of Penticton boundary, northeast of Campbell Mountain, and approximately 1,450 metres north of the Electoral Area “D” boundary. The property is bisected by Greyback Mountain Road with the current dwelling and the proposed craft distillery on the larger southern portion and small accessory structures shown on the northern portion.

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The surrounding pattern of development is seen to be characterised by a large Resource Area (RA) within the Agricultural Land Reserve (ALR) to the north, and RA and Conservation Area (CA) lands to the east and south containing the City of Penticton's reservoir, and land located within the City of Penticton to the west zoned as Forest and Grazing. The subject property is adjacent to the Penticton Fire District boundary.

**Background:**

The subject property appears to have been created by subdivision in 1962 and available Regional District records indicate issuance of Building Permits in 1991 for a new single detached home, and in 2005 for an accessory building. Currently there is an expired permit from 2016 for an accessory structure that has been extended until August 7, 2017.

Under the Electoral Area "E" Official Community Plan No. 2458, 2008, the subject property is designated as Small Holdings (SH) and a Watercourse Development Permit area is identified on the western edge of the property. The property is also identified as being of high environmental value.

Under the Electoral Area "E" Zoning Bylaw No. 2459, 2008 a "home industry" is defined as meaning "an occupation or profession which is incidental to the principal use of a parcel occupied by a dwelling unit". The zoning bylaw permits a home industry as a secondary use in a SH2 zone providing it meets a number of regulatory conditions, outlined in Section 7.18 of the zoning bylaw, specifically that it must not be more than 50% of the floor area of the principal dwelling and not exceed 100.0 m<sup>2</sup> in area. According to the 1991 Build Permit, the floor area of the home is 207 m<sup>2</sup>, therefore 50% would equate to 103.5 m<sup>2</sup>.

The SH2 Zone also permits "retail sales of farm and off-farm products" subject to Section 7.24 of the Zoning Bylaw. Under Section 7.24, the retail sales area for farm products and off-farm products shall not exceed 300 m<sup>2</sup>. BC Assessment records indicate that the subject property is not currently identified as having 'farm status'.

The South Okanagan Regional Growth Strategy (RGS) focuses growth into Primary (e.g. the City of Penticton) and Secondary Growth areas and supports the protection of rural areas. However, the RGS also considers uses such as industrial and small scale commercial development outside of a Growth area where they will have minimal negative impacts on their surroundings. Economically, the RGS also supports value added industry in all sectors where feasible and appropriate.

**Referrals:**

Referral comments on this proposal have been received from the Fortis and Ministry of Forest, Lands and Natural Resources Operations, and these are included as a separate item on the Board Agenda.

**Public Process:**

At its meeting of September 11, 2017, the Electoral Area "E" Advisory Planning Commission (APC) resolved to recommend to the Regional District Board that this development proposal be approved with the following conditions: that an Environmental Impact Assessment is carried out; and, that a written statement committing to on site agricultural use be provided.

A Public Information Meeting was held ahead of the APC meeting on September 11, 2017, and was attended by eight (8) members of the public.

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**Analysis:**

As the Board is aware, Administration does not generally support the creation of ad hoc or spot zonings where they are divorced from broader strategic land use objectives.

The OCP outlines a Small Holding designation to include medium sized parcels of land generally used for rural residential, part time farming, limited agriculture, limited resource management, home industry uses and other uses that fit with the character of the area. The OCP also speaks to providing ability for property owners to diversify and enhance uses secondary to rural holdings with home industry.

The main considerations in assessing this proposal is whether or not a 270 m<sup>2</sup> craft distillery can be considered an accessory use and whether or not it fits in with the general character of the neighbourhood.

The proposed location is on a relatively flat area on the south side of Greyback Mountain Road, at the back of the property. The neighbourhood character is seen to be rural in nature with very few developed properties nearby; therefore, the proposal would not intrude into the streetscape. Conversely, given the relative isolation of the subject property, the development of a craft distillery may create issues (e.g. traffic & noise) within the rural neighbourhood.

In terms of the size of the proposed distillery, while significantly larger than the 100 m<sup>2</sup> permitted as a home industry, it is still within the range permitted for the retail sales of farm and off –farm products that sets a maximum of 300m<sup>2</sup>, if the property were being used as a farm. The subject property is not assessed as having ‘farm’ status; however, agriculture is a permitted use and the applicant has provided a site plan showing where production will occur.

Conversely, the proposed distillery use is seen to be completely detached from the principal residential use of the property and has a larger footprint than the principal use and therefore may not be considered strictly as an accessory use. The location of this proposed use may also be problematic given its relative isolation and access, as well as being close to the City of Penticton’s drinking water supply reservoir.

As the property is identified as containing high environmental values, the applicant is being asked to submit an Environmental Impact Assessment in support of the rezoning proposal.

In summary, Administration generally supports the proposed development provided the size remains limited to the 270 m<sup>2</sup> in area.

**Alternatives:**

- .1 THAT Bylaw No. 2459.26, 2017, Electoral Area “E” Zoning Amendment Bylaw be denied; OR
- .2 THAT Bylaw No. 2459.26, 2017, Electoral Area “E” Zoning Amendment Bylaw be read a first and second time and proceed to public hearing;

AND THAT the holding of the public hearing be delegated to Chair Kozakevich or delegate;

AND THAT staff schedule the date, time, and place of the public hearing in consultation with Chair Kozakevich;

AND THAT staff give notice of the public hearing in accordance with the requirements of the *Local Government Act*.

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Respectfully submitted

*ERiechert*

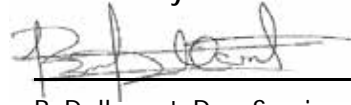
E.Riechert, Planner

Endorsed by:



C. Garrish, Planning Supervisor

Endorsed by:

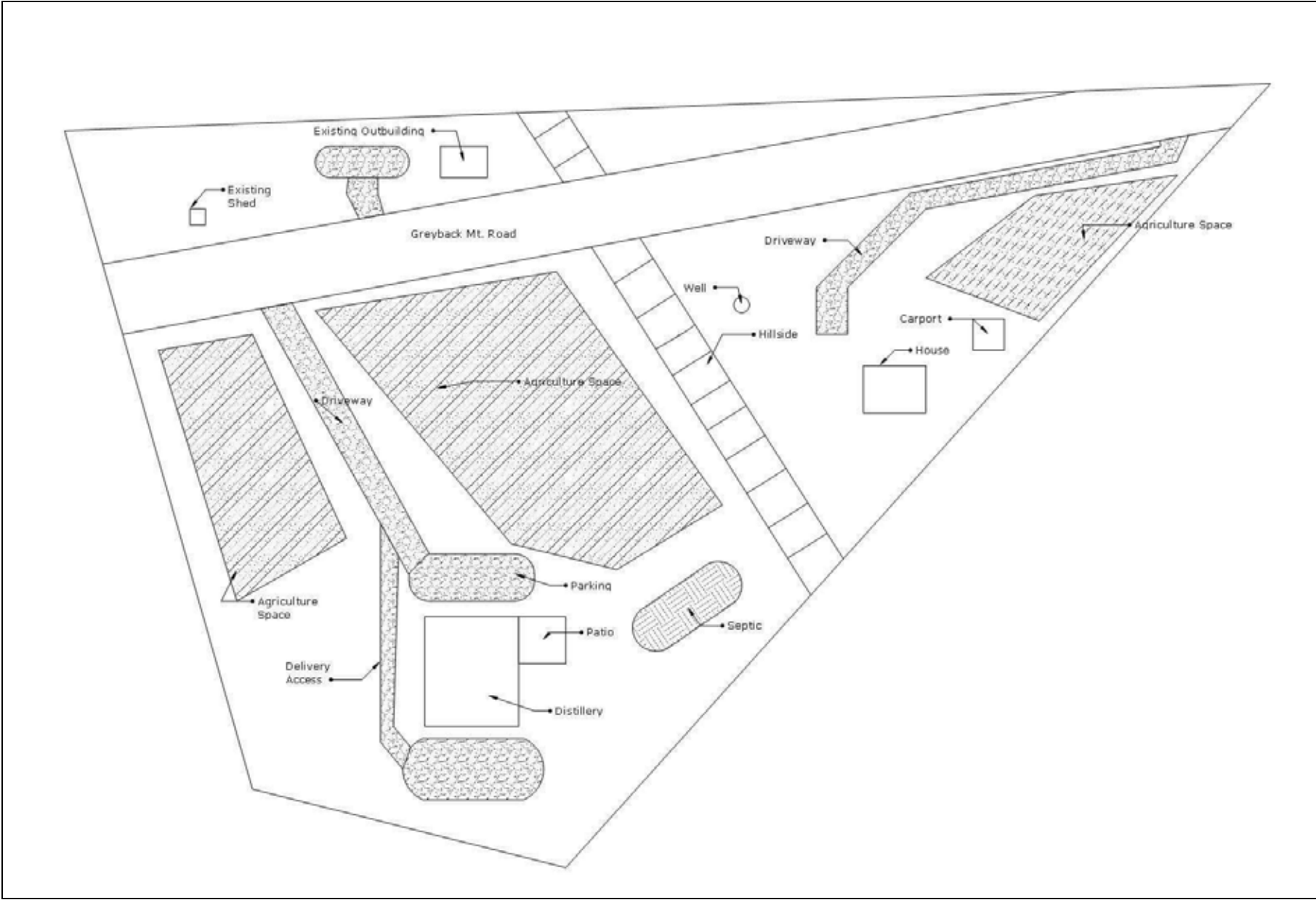


B. Dollevoet, Dev. Services Manager

Attachments: No. 1 – Applicant’s Site Plan

No. 2 Site Photo (Google Earth)

Attachment No. 1 – Applicant's Site Plan



Attachment No. 2 – Site Photo (Google Streetview)



**REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN**

**BYLAW NO. 2459.26, 2017**

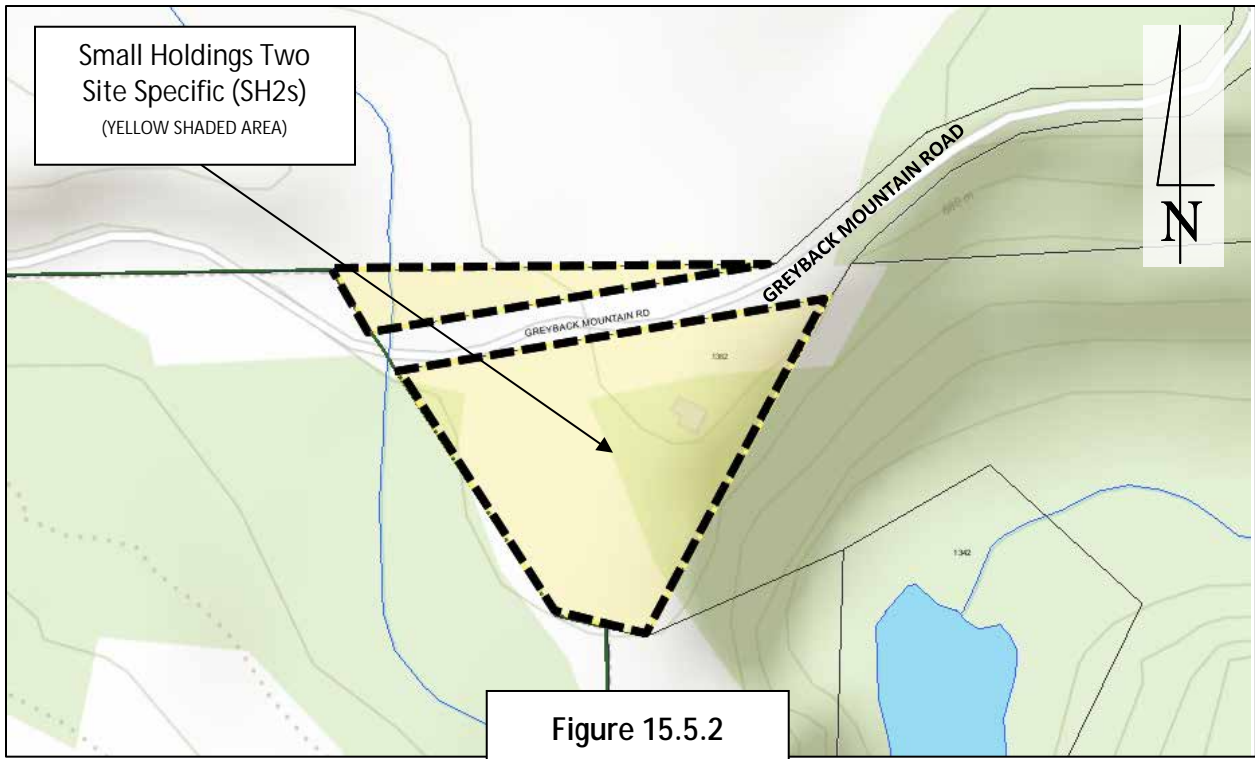
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**A Bylaw to amend the Electoral Area "E" Zoning Bylaw No. 2459, 2008**

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The REGIONAL BOARD of the Regional District of Okanagan-Similkameen in open meeting assembled ENACTS as follows:

1. This Bylaw may be cited for all purposes as the "Electoral Area "E" Zoning Amendment Bylaw No. 2459.26, 2017."
2. The Zoning Map, being Schedule '2' of the Electoral Area "E" Zoning Bylaw No. 2459, 2008, is amended by changing the land use designation on land described as Lot 1, District Lots 103s and 2711, SDYD, Plan 12443, and shown shaded yellow on Schedule 'A', which forms part of this Bylaw, from Small Holdings One (SH2) to Small Holdings Two Site Specific (SH2s).
3. The Electoral Area "E" Zoning Bylaw No. 2459, 2008, is amended by:
  - i) adding a new section following 15.5.2 under Section 15.5 (Site Specific Small Holdings Two (SH2) Provisions) to read as follows:
    - .2 in the case of land described as Lot 1, Plan 12443, District Lots 103s and 2711, SDYD, and shown shaded yellow on Figure 15.5.2:
      - a) a "home industry" use may include a "distillery", which is defined as meaning the distilling of alcoholic beverages or alcoholic products with alcoholic content exceeding 1% by volume that is licensed under the *Liquor Control and Licensing Act* to produce spirits, and may include tasting, retail sales and outdoor patio areas.
      - b) despite Section 7.18.4, the gross floor area of "home industry", including tasting, retail sales and outdoor patio areas shall not exceed 270 m<sup>2</sup>.



READ A FIRST AND SECOND TIME this \_\_\_\_ day of \_\_\_\_\_, 2017.

PUBLIC HEARING held on this \_\_\_\_ day of \_\_\_\_\_, 2017.

READ A THIRD TIME this \_\_\_\_ day of \_\_\_\_\_, 2017.

ADOPTED this this \_\_\_\_ day of \_\_\_\_\_, 2017.

\_\_\_\_\_  
Board Chair

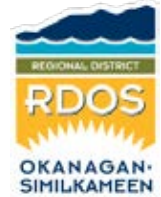
\_\_\_\_\_  
Corporate Officer



# Regional District of Okanagan-Similkameen

101 Martin St, Penticton, BC, V2A-5J9

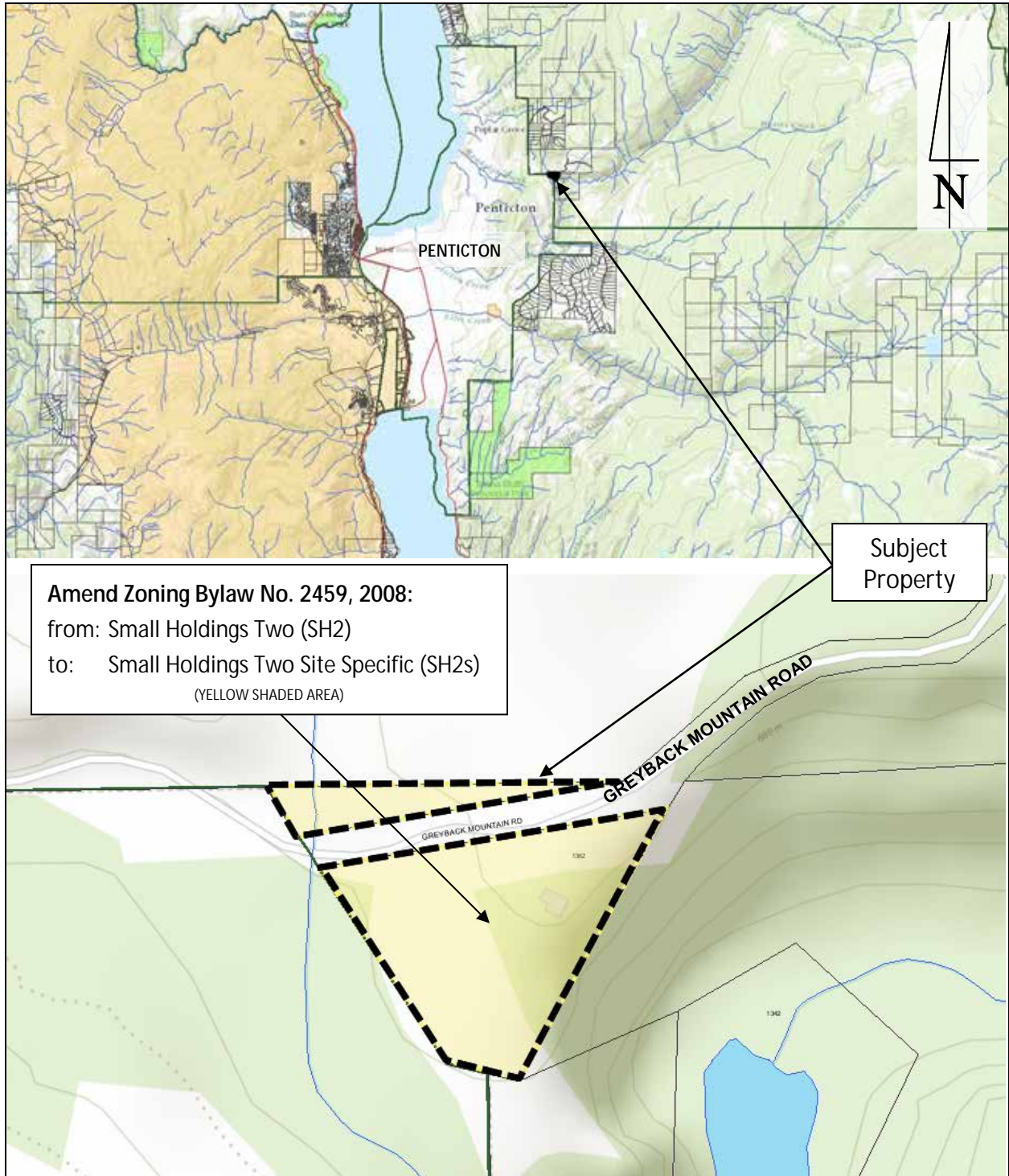
Telephone: 250-492-0237 Email: [info@rdos.bc.ca](mailto:info@rdos.bc.ca)



Amendment Bylaw No. 2459.26, 2017

Project No: E2017.103-ZONE

## Schedule 'A'



## Lauri Feindell

---

**From:** Danielson, Steven <Steven.Danielson@fortisbc.com>  
**Sent:** September 1, 2017 2:01 PM  
**To:** Planning  
**Subject:** Greyback Mountain Rd, 1362 RDOS (E2017.103-ZONE)

With respect to the above noted file,

There are FortisBC Inc (Electric) ("FBC(E)") primary distribution facilities along Greyback Mountain Road. Based on the plans provided, extension work may be required to service the proposed development, the cost of which may be significant. It is recommended that FBC(E) be contacted as soon as possible to determine servicing and land rights requirements for the proposed development. The applicant is responsible for costs associated with any change to the subject property's existing service, if any, as well as the provision of appropriate land rights where required.

For more information, please refer to FBC(E)'s overhead and underground design requirements:

**FortisBC Overhead Design Requirements**  
<http://fortisbc.com/ServiceMeterGuide>

**FortisBC Underground Design Specification**  
<http://www.fortisbc.com/InstallGuide>

In order to initiate the design process, the customer must call 1-866-4FORTIS (1-866-436-7847). Please have the following information available in order for FBC(E) to set up the file when you call.

- Electrician's Name and Phone number
- [FortisBC Total Connected Load Form](#)
- Other technical information relative to electrical servicing

Otherwise, FBC(E) has no concerns with this circulation.

It should be noted that additional land rights issues may arise from the design process but can be dealt with at that time, prior to construction.

If you have any questions or comments, please contact me at your convenience.

Best Regards,

*Steven Danielson,*  
*Contract Land Agent for:*

**Nicholas Mirsky, B.Comm., AACI, P.App.**  
**Supervisor | Property Services | FortisBC Inc.**

2850 Benvoulin Rd  
Kelowna, BC V1W 2E3  
Office: 250.469.8033  
Mobile: 250.718.9398  
Fax: 1.866.636.6171  
[nicholas.mirsky@fortisbc.com](mailto:nicholas.mirsky@fortisbc.com)

## Lauri Feindell

---

**From:** Referral Apps REG8 FLNR:EX <ReferralAppsREG8@gov.bc.ca>  
**Sent:** August 25, 2017 11:06 AM  
**To:** Lauri Feindell  
**Cc:** Planning  
**Subject:** RE: Bylaw Referrall E2017.103-ZONE (Nidderly)

Hi Lauri,

The Ecosystems Section of the Ministry of Forest Lands & Natural Resource Operations and Rural Development has reviewed the above noted referral.  
Lora Nield, Senior Ecosystems Biologist, reviewed and has "No Comment".

Thank you

Cathy Lacey  
Admin Support  
MFLNRO Penticton

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**From:** Lauri Feindell [mailto:lfeindell@rdos.bc.ca]  
**Sent:** Tuesday, August 22, 2017 2:08 PM  
**To:** HBE@interiorhealth.ca; Cooper, Diana FLNR:EX; 'fbclands@fortisbc.com'; Skinner, Anne E AGRI:EX; Referral Apps REG8 FLNR:EX; FLNR DOS Referrals CSNR:EX; development@penticton.ca  
**Subject:** RE: Bylaw Referrall E2017.103-ZONE (Nidderly)

Please find a copy of the bylaw Referral, it seems that I missed attaching it, my apologies.

**From:** Lauri Feindell  
**Sent:** August 22, 2017 11:02 AM  
**To:** 'HBE@interiorhealth.ca' <HBE@interiorhealth.ca>; Diana.Cooper@gov.bc.ca; 'fbclands@fortisbc.com' <fbclands@fortisbc.com>; 'anne.skinner@gov.bc.ca' <anne.skinner@gov.bc.ca>; 'Referral Apps REG8 ENV:EX' (ReferralAppsREG8@gov.bc.ca) <ReferralAppsREG8@gov.bc.ca>; FLNR DOS Referrals CSNR:EX (FLNRDOSReferrals@gov.bc.ca) <FLNRDOSReferrals@gov.bc.ca>; development@penticton.ca  
**Subject:** Bylaw Referrall E2017.103-ZONE (Nidderly)

Project No.: E2017.103-ZONE  
Legal: Lot 1, DL 1032s and 2711, SDYD, Plna 12443  
Address: 1362 Greback Mountain Road

Please find attached a Bylaw Referral form with a request for review of a proposed bylaw amendment. Please review, and if you have any concerns, please contact Evelyn Riechert at [eriechert@rdos.bc.ca](mailto:eriechert@rdos.bc.ca).

<http://www.rdos.bc.ca/departments/development-services/planning/current-applications-decisions/electoral-area-e/e2017103-zone/>

Please review and forward any comments you may have to [planning@rdos.bc.ca](mailto:planning@rdos.bc.ca)

## ADMINISTRATIVE REPORT

**TO:** Board of Directors

**FROM:** B. Newell, Chief Administrative Officer

**DATE:** September 21, 2017

**RE:** Naramata Mill Road Urgent Watermain Repairs

---

### **Administrative Recommendation:**

**THAT the Board of Directors approve the expenditure of up to \$270,000 for the Mill Road watermain replacement as part of the flood recovery activities from the Naramata Emergency Reserve funds.**

### **Purpose:**

The Mill Road watermain requires replacement prior to winter as the flood actions exposed the watermain along the lakeshore.

### **Reference:**

In accordance with the Purchasing and Sales Policy, the Regional District Board of Directors shall approve all purchases over \$50,000.

### **Business Plan Objective:** *(Tie to current RDOS Business Plan)*

The replacement work is not part of the current RDOS Business Plan as it was a direct result of unexpected flood conditions.

### **Background:**

In the spring of 2017, flood waters caused erosion of an area along Mill Road in Naramata on Okanagan Lake and the watermain was exposed. This area of road is very narrow and the watermain will need to be installed within the road right of way under the travel lane.

### **Analysis:**

It is unknown the full extent of the watermain exposure due to dense brush and rip rap placed by the Ministry of Transportation to save the road during the flooding event. It is known that approximately 200m of watermain has been compromised and potentially up to another 200m of watermain may also be impacted.

The watermain must be replaced before sustained cold weather starts. The watermain will freeze in the winter and a catastrophic break would occur leaving the residents at the end of Mill Road

without water for an underdetermined amount of time until repairs could be performed. There are eight residences supplied with water from Mill Road and fourteen residences that need Mill Road for access.

Current watermain replacement work is underway in Naramata. As this urgent work is very time sensitive, the proposed solution is to provide a scope change for Ecora Engineering & Resource Group Ltd. The consultant was selected following a competitive procurement process at the end of 2016 for the Naramata watermain replacement project. The procurement process requested unit rates for designing additional watermains if any remaining budget was available. Ecora's unit rates would be used for billing purposes during the Mill Road replacement work.

Additionally, the contractors working on the Naramata watermain replacement projects were selected from competitive tendering processes. Unit rates for the different construction aspects and road repairs were provided in the tender documents and would be used to determine payment for the work performed. The Mill Road watermain replacement would be added as a change order to the current contract of one of the contractors. The specific contractor has not yet been determined as discussions are ongoing regarding availability within the short timeframe.

Estimated costs have been prepared for the urgent works and are expected to be in the range of \$125,000 to \$270,000 depending on the final length of watermain requiring replacement. Construction will be closely monitored and once the end of the compromised section is reached, the replacement work will end with the connection into the existing watermain. Record drawings will be completed based on the actual length of new watermain installed.

### **Funding**

As this work was directly a result of the spring flooding event, an application for Disaster Financial Assistance (DFA) for local government has been submitted to Emergency Management BC. DFA is available for up to a maximum of 80% of the total cost of the repair works directly attributed to the emergency event. The remaining 20% is the responsibility of the applicant; in this case the Regional District. Approval for DFA is not guaranteed and the Regional District may need to cover 100% of the total costs.

DFA approval has not yet been received to complete the work, however due to the rapidly approaching winter months, the watermain replacement must move forward. If approval is received at a later date, it will reimburse up to 80% of the cost incurred for the repair work.

The Naramata Water System has an Emergency Reserve available for situations like the Mill Road watermain replacement. The reserve has funds added into it annually from the Naramata Water System Service Area. The current reserve fund balance at the end of 2016 is \$481,976.

It is proposed to complete the urgent replacmenet works utilizing the Emergency Reserve to cover the full expense. Once any Disaster Financial Assistance is received, the payment will be placed back into the Emergency Reserve for a future event.



**Alternatives:**

An alternative for the proposed methodology would be to release a new Request for Quotes (RFQ). The RFQ would require a design-build award on the project and would also be based on received unit rates as the quantities required are unknown until during construction. If this is the more desired approach to completion of the work, approval of the estimated cost of \$270,000 to complete the work would be required as timelines would not enable a subsequent report and approval by the Board.

**Communication Strategy:** *(Outline the communications efforts being undertaken to ensure this initiative is communicated appropriately.)*

The residents on Mill Road will be the most impacted from completion of this work. The contractor and consultant will work with the Regional District to ensure access is maintained and residents are appropriately notified in advance of water shut downs.

Respectfully submitted:

*Lisa Bloomfield*

L. Bloomfield, Engineer

## ADMINISTRATIVE REPORT

**TO:** Board of Directors

**FROM:** B. Newell, Chief Administrative Officer

**DATE:** September 21, 2017

**RE:** Fire Services Master Plan

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### Administrative Recommendation:

1. THAT the Board receive the Fire Services Master Plan as a guiding document.
2. THAT the Board:
  - a. Realign the Emergency Services Supervisor position into a Fire Services Coordinator position funded by the 7 Rural Fire Depts; and
  - b. Create an Emergency Management Coordinator position funded by the Emergency Planning Program; and
  - c. Authorize the CAO to commence recruitment for the Emergency Program Coordinator in Q4-2017.
3. That the Board declare that each of the seven RDOS Fire Departments shall operate as Exterior Operations Service Level fire departments until training requirements and records management provisions identified in the Playbook to move to an Interior Operations Service Level are achieved.
4. That the Board investigate the creation of a sub-regional service to accommodate the requirements of the Fire Safety Act.
5. That the Board adopt the Fire Services Master Plan Implementation Strategy

### Purpose:

To provide the Board capacity to respond to the work identified in the Fire Services Master Plan and the gaps in the Emergency Management Program identified through the extended pressure on the Emergency Operations Centre in 2017.

### Reference:

1. Fire Services Act, RSBC 1996, Chapter 144
2. Fire Safety Act, SBC 2016, Chapter 19 (pending regulations)
3. BCOFC Structure Firefighters Competency and Training Playbook
4. Emergency Program Act, RSBC 1996, Chapter 111, S. 8
5. Worker's Compensation Act, RSBC 1996, Chapter 492
6. Occupational Health and Safety Regulation, B.C. Reg. 296/97
7. Bylaw 2375/06, Emergency Planning Program Service
8. Bylaw 2566/11, Emergency Services Bylaw
9. Bylaw 2767/17, 2017 Budget
10. Mitchell & Assoc. Fire Services Master Plan



## **Background:**

The Regional District retained Dave Mitchell & Associates to conduct a review of its fire services delivery and audit the seven fire departments to clarify the level of service being provided, as well as to understand its obligations in terms of regulatory requirements. The extensive process was initiated in Q2 2017 and produced a Fire Services Master Plan and an audit for each of our seven fire departments.

The Regional District currently maintains one position that is charged with both emergency planning/management and coordination/support of the seven fire departments. The position is paid for out of the Regional Emergency Planning Service, with time spent on a Fire Department charged out to that department.

The BCOFC Playbook requires the “Authority Having Jurisdiction” (AHJ), meaning the Board of Directors, to provide a formal declaration of the level of service that each fire department may safely offer. The analysis by the consultant is that all seven departments are currently at an “exterior” operational level.

## **Alternatives:**

1. Status Quo
2. Refer the documents to Committee for further discussion.
3. Reject the Plan
4. Accept the recommendations in the Fire Services Master Plan and the Implementation Plan

## **Analysis:**

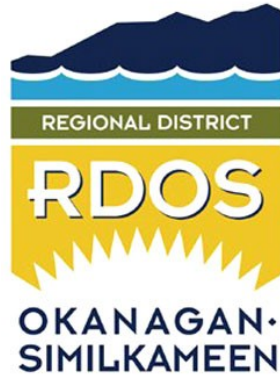
The Consultant has conducted a thorough review of the Regional District Fire Departments and governance system. New legislation/regulation has had a significant impact on how local governments must conduct business in the future, although in general, it crystalizes what the Board has known for some time. We need to provide better support for our fire departments; we need to provide more robust leadership and oversight; we need a common direction for level of service and we can no longer leave it up to individual departments to determine how we proceed.

Status Quo is an option always available to a local government, but in this case it puts us in contravention of the law. We simply need to up our game, in many respects. The Master Plan provides a roadmap for us to do that.

This is a comprehensive document. Committee could choose to keep it at Committee for further discussion prior to proceeding to the Board. Administration would intend to meet with the Fire Chiefs in-between the Committee and Board Meetings to go over the recommendations, but it is intended that happen in the intervening weeks between Committee and Board days.

As always, the Board could reject the recommendations and provide alternative direction for administration of the Fire Service in the future, but the Master Plan sets out a logical map to a better, safer service for both our citizens and firefighters.





Regional District of Okanagan-Similkameen  
Fire Master Plan

Dave Mitchell & Associates Ltd.

August 2017

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## Executive Summary

The Regional District of Okanagan-Similkameen (the “Regional District” or the “RDOS”) has undertaken a review of its seven fire departments to clarify the level of service being provided, as well as to understand its obligations in terms of regulatory requirements. The review is timely for a number of reasons including the recent introduction by the British Columbia Office of the Fire Commissioner (the “OFC”) of the Playbook<sup>1</sup> which defined one of three levels of service which can be provided by a fire department and the associated level of training. Moreover, the Playbook requires the Authority Having Jurisdiction (the “AHJ”), which in this case is the RDOS, to establish the level of service and to ensure compliance. The provision of fire services in BC is also guided by the *Fire Services Act* (BC)<sup>2</sup> as well as the requirements of the *Workers Compensation Act* (B.C.) (the “WCA”) and the *Occupational Health and Safety Regulation*, B.C. Reg. 296/97 (the “OH&S Regulations”). Each of these regulatory processes requires mandatory compliance with complex training and assessments of competence, as well as regular safety committee meetings and reports. Operation of a fire service also requires apparatus and equipment which must be maintained on a regular basis and replaced within specified timeframes.

The process to review the RDOS fire departments was initiated in the second quarter of 2017 and included a review of various background materials including bylaws, mutual aid agreements, budgets and Fire Underwriters’ reviews), and a survey of each fire department in addition to a site visit and a review of responses over a five-year period. From this material and input from both staff and the senior officers of the seven departments, a report examining each department and assessing its current status was developed. Separately there was a strategic planning session that included the seven departments, area Directors and RDOS senior staff. In addition to the reports for the individual fire departments, this main report identifies the issues in common for the RDOS as it understands its obligations and provides recommendations related to governance and compliance with mandatory regulatory processes.

The reviews conducted with each fire department were very positive, with chief officers and staff discussing all matters in a frank and open manner. Without exception, they were aware of the issues before them and committed to ongoing improvement to meet new and, in most cases, more complex requirements. At the same, they face challenges including recruitment and retention issues, a new level of regulatory requirements including more detailed record keeping, and rising call volumes. Meetings with the RDOS staff were equally very positive with a willingness to discuss the various challenges presented and to understand the ways in which the RDOS departments should be supported to improve fire service delivery to the public as well to meet their regulatory requirements.

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<sup>1</sup> Office of the Fire Commissioner, *British Columbia Fire Service Minimum Training Standards: Structure Firefighters Competency and Training Playbook* (2<sup>nd</sup> ed., May 2015) (the “Playbook”).

<sup>2</sup> The *Fire Services Act* is slated to be replaced by the *Fire Safety Act* (B.C.), which was passed in 2016, but awaits the development of regulations before being proclaimed in force. The implications of the new *Fire Safety Act* are considered below.

Moving forward, the major issues before the RDOS include a formal declaration of the level of service as required by the Playbook and ensuring that all OH&S requirements are met. The requirements for the various levels of service are dealt with in detail further in this report and they are extensive. Depending on the level of service chosen, they require increasingly complex levels of training for firefighters and officers. These requirements are specified in the Playbook, are mandatory and will require both more training and improved records keeping to enable the departments properly to track each individual member and officer's proficiencies and qualifications. Record keeping is an area that has presented some challenges for the part-time chief officers and it is recommended that the RDOS provide assistance in terms of systems and support personnel to ensure compliance. Support should also be provided to assist the seven fire chiefs with scheduling training which occurs on a regular, usually weekly practice at the fire hall, but also with more complex training for live-fire exercises, joint training and speciality training, which may be managed at a regional level.

Support for the fire departments has previously been provided by an Emergency Services Coordinator, a position that was recently vacated. A review of the requirements for this and additional positions is discussed further in this report and the requirements should be separated to provide emergency management for emergency programs distinct from support for the fire departments. In the latter case, support for the fire departments should be at the level of coordination, assistance and oversight in terms of their requirements, to ensure that the departments are meeting their training and other obligations, but not as a regional fire chief per se. In most cases the current fire chiefs have a long history with their departments and every one of them has a great deal of pride in their accomplishments.

The authority of fire departments to respond and provide service is determined by their establishment and operational bylaws and they may only operate within those specific permissions. On review, it was determined that these bylaws, in particular Bylaw 2566, should be reviewed and updated to address various regulatory changes (e.g., the introduction of the Playbook and incipient introduction of the new *Fire Safety Act*), and to better address certain administrative and reporting issues. These updates would ensure that each department has the powers it needs to operate within its local area and in any other areas required pursuant to a mutual aid agreement.

The departments operating in the RDOS are covered by a mutual aid agreement which is due for renewal later in 2017. Various suggestions are made below regarding matters that could usefully be addressed in the updated agreement. In addition, based on feedback received during both the facilitated session and individual on-site visits, the RDOS may wish to consider augmenting the existing agreement by permitting automatic mutual aid arrangements to be developed, if appropriate, between select neighbouring departments. Automatic aid – which means that two departments are dispatched simultaneously to the same call – reduces the delay inherent in mutual aid, which usually requires the requesting department to respond to the scene of an incident and, upon determining a requirement for additional resources, then make a request for assistance. Automatic aid agreements are used in other regional districts along with mutual aid, and can be tailored to meet specific requirements and needs based on a variety of factors, including: the nature of the call (e.g., a structure fire), or time of day (e.g., daytime call

out during the week), or location (e.g., in a boundary area). The primary goal of such arrangements is to better ensure sufficient staffing to respond in the earliest possible timeframe to major incidents.

In summary, the RDOS is facing the same issues as other regional districts in that the provision of fire service has changed. The changes include meeting increasingly onerous regulatory requirements such as the need to define a level of service to be provided and then to ensure that firefighters and fire officers have been trained and assessed to meet that level of service. The requirements for training and operation have become more complex and require greater levels of oversight and record keeping. These requirements are mandatory and the RDOS can ensure these are being met by providing a level of technical and operational support to minimize risk and ensure public safety.

## **Background and History**

In October 2016, the RDOS issued a Request for Proposals to develop a Regional District of Okanagan-Similkameen Fire Master Plan that includes the seven RDOS fire departments (the “Departments”). The Fire Master Plan (the “Review” or the “Plan”) involves an individual assessment of each Department, as well as a review of structures and processes in place to support them, and the development of recommendations to address any issues which are identified. The final Plan is to include recommendations to address current and future issues covering matters that include growing service needs, recruitment and retention challenges, and meeting the growing responsibilities required by the Office of the Fire Commissioner, WorkSafe BC and other governing agencies. The Plan will also provide an overview of an analysis performed on each fire department and provide guidance and recommendations to establish uniformity of service delivery across the seven departments.

In order to properly design the Plan and understand the impacts of implementation on its fire services and to gain an understanding of the current training and operational levels within those fire services, the Regional District contracted Dave Mitchell & Associates Ltd. (the “Consultants”) to conduct this Review. The following report outlines the scope of work and methodology under which the Consultants conducted the Review, our findings and recommendations for implementing the Playbook, and further recommendations to improve the efficiency and effectiveness of the RDOS’s Fire Services. A separate report has also been prepared which examines the specific operational and structural issues or challenges facing each Department.

## **Scope of Work and Methodology**

The Review commenced in early May 2017 and the project was divided into four phases as follows:



## **Phase 1 – Review of Background Material and Administrative Structures**

This phase focused on a review of the existing structures in place for the delivery of fire service protection within the Regional District. The review involved conducting a thorough analysis of the existing governance and administrative arrangements, and general operational capabilities of the Departments, including a review of all relevant background materials, such as the establishment and operational bylaws, mutual and automatic aid agreements, budgets, annual call volumes, the Departments' operational guidelines, and similar matters.

The review was conducted in the context of applicable statutory requirements and fire services best practices, including the *Fire Services Act* (B.C.) (and orders made thereunder), the Playbook, *Workers Compensation Act* and regulations, Fire Underwriters Survey requirements, and NFPA<sup>3</sup> standards. The potential impact of the new *Fire Safety Act* (B.C.) is also considered and is outlined below.

## **Phase 2 – On-site Review of the Departments and Stakeholder Input Sessions**

This phase consisted of two parts. The first was an on-site assessment of the Departments including a consideration of the operational context followed by a review of each Department's existing organizational and administrative structure. Gaining an understanding of a fire department's capabilities, operational needs, training programs and service requirements, is critical to developing an overall plan for the Regional District's and each Department's future needs, and for ensuring that they are able to deliver their services safely, effectively and efficiently.

To assess fire service capabilities, the Consultants met with each Department and its respective Fire Chief. In some cases, other officers or Department members also were present during the review. The review included an assessment of the current operational model, the fire halls, the apparatus and equipment, maintenance programs, fire prevention and training programs as well as emergency communications and dispatch. The Consultants reviewed a sampling of training and other records kept by each Department and also sought to identify the current and future major risks facing each of the fire service districts.

The second part of phase two included a facilitated meeting with District administrative staff (including the Chief Administrative Officer (the "CAO"), finance and emergency programs), Fire Chiefs and Electoral Area Board Directors.

The process was designed to be as inclusive as possible for relevant stakeholders. It is our experience from similar projects that when there is broad involvement in the process, the outcomes are more readily accepted. We sincerely hope that all those involved have enjoyed and found value in the process.

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<sup>3</sup> National Fire Protection Association

### **Phase 3 – Development of Options**

In the third phase, the Consultants integrated the information obtained from the background review, on-site visits and stakeholder interviews and developed a series of options and recommendations for consideration by the stakeholders. Draft reports covering each Department were prepared, along with the initial draft of the main report. This was followed with a further on-site meeting with the CAO and Community Services Manager to review the initial draft of the report and its recommendations. Comments were also received from most of the Departments on their individual reports, which were updated or revised accordingly.

### **Phase 4 – Develop and Present Final Report**

The draft reports were reviewed with District staff and the individual Departments. Comments from this phase were incorporated into the reports and, where required, further research was conducted and incorporated into the final reports. This final report provides an analysis of the RDOS's existing service delivery model for its fire services, including an examination of the matters the RDOS and the Departments must address in order properly to implement the requirements of the Playbook and other recommendations outlined in this report. In addition, the report identifies a series of options for changes to the existing model and a high-level implementation plan and general timeline for implementation.

The focus of the review is on the seven fire services which are the responsibility of the RDOS. The RDOS also contracts for fire services into certain service areas from other local governments (either municipalities or an improvement district). Certain comments relating to service agreements and issues arising from the Playbook will need to be incorporated into these contracted services, although the Consultants did not conduct an operational review in those areas. Detailed reviews were undertaken in respect of the following Departments:

- Anarchist Mountain
- Kaleden
- Keremeos
- Naramata
- Okanagan Falls
- Tulameen
- Willowbrook.

Our approach to these projects is to be inclusive of all relevant stakeholders, and is an iterative process which ensures that stakeholder feedback and input is properly captured and reflected.

## **Administrative Review**

### **Overview**

The Regional District was incorporated in 1966. It covers some 10,400 square kilometres and has a population of approximately 83,000 residents. There are six municipalities and eight

Electoral Areas. Each of the Electoral Areas has at least one RDOS-created fire protection service contained within its boundaries, including services provided in some Electoral Areas by way of a contract with an adjacent municipality's fire department.

There are thirteen fire departments which operate within the RDOS providing fire protection for the municipalities and significant portions of the unincorporated Electoral Areas. Six of these fire departments are administered and financed by municipalities or improvement districts, and operate independently of the RDOS. The remaining seven departments are volunteer fire departments operating under the direction of the Regional District. This was not always the case as most of these departments started out as society-operated departments that, over the years, have transitioned into what is today the Regional District's fire service.

Since the 1980s, the operation of a fire department has become increasingly demanding from the perspective of training standards, equipment and apparatus requirements, capital investment, occupational health and safety requirements and the overall risk of personal and collective liability for service delivery.

As it stands today, the Regional District has found it challenging to maintain full awareness of the day-to-day operations of the Departments that it funds: it relies on the individual fire chiefs to ensure that effective fire protection is provided in the various service areas. The recent implementation of the Playbook has necessitated a reconsideration of this approach. As the AHJ under the Playbook, the RDOS is responsible for establishing and determining the level of service to be provided by the Departments. As the AHJ, the RDOS is also responsible for ensuring that the Departments are meeting the minimum training requirements and corresponding records keeping requirements under the Playbook. As the employer of the fire services personnel, moreover, the RDOS also is responsible for ensuring compliance with the requirements of the *Workers Compensation Act* and the related *Occupational Health and Safety Regulation* (the "OH&S Regulation").

Given its obligations under the Playbook and *Workers Compensation Act*, and the need to ensure that the fire services operate in a more coordinated and consistent fashion, the RDOS will need to take a more active role in overseeing and coordinating the delivery of fire and emergency response services by the various Departments. This report contains a series of recommendations which, if implemented, would have the effect of:

- addressing statutory and regulatory compliance by the RDOS and the individual Departments; and
- improving the Regional District's oversight and support of its Departments, while maintaining the flexibility necessary to ensure the success of volunteer departments within their respective communities.

Included in this report (Appendix 3 – Governance, Management and Administration) is a discussion and analysis of broad governance, management and administrative issues identified as part of the review as well as a number of potential strategies or approaches to enhance organizational effectiveness and efficiencies.

The following sections review the organizational and legal structures currently in place and recommend changes where appropriate. In relation to the bylaws, agreements and statutory or regulatory obligations discussed below, it should be noted that nothing in this report constitutes legal advice. The RDOS should review the comments and recommendations below with its external legal counsel.

## **Organizational and Legal Structure of the Fire Services**

### **Introduction**

As noted in the individual Department reports, it needs to be recognized that, for local governments, fire departments are an optional service. Unlike police and ambulance, which are established under and/or operate pursuant to provincial statutes and have a uniform range of powers across the province, a fire department only has the power and authority granted to it under the local bylaw which creates and defines its operations. Outside of its operating jurisdiction – which, in the case of a service established by a regional district, is the boundaries of the local service area – a fire department has no specific authority to act at or to respond to an incident. Care must be taken, therefore, to ensure that the Department has the full range of powers needed to respond effectively to incidents within its jurisdiction. Where it is responding outside of its ordinary jurisdiction, express consideration should be given to the source of the Department's powers to respond to and operate at an incident – whether in a mutual or automatic aid agreement, under a fire service contract or in support of another emergency response agency, such as the provincial Wildfire Service.

Similarly, there is no standard range of services defined for a fire department. A department is authorized to provide only those services which are stipulated in its service establishment and operational bylaws. Given that fire departments are the only “all hazards” response agency available to local government, we recommend that both the grant of powers and authorization to respond to incidents be very broadly cast, but that their exercise be made subject to training and the availability of necessary personnel and equipment.

The RDOS uses a standard structure for each of its Departments (see the more detailed discussion that follows, as well as the reviews of individual bylaws in each Department's report):

1. A service establishment bylaw that authorizes the service, defines the fire protection area for each Department, sets the permitted methods for funding and establishes the maximum taxation amount for the service. In the case of the Keremeos & District Volunteer Fire Department, which covers both the Town of Keremeos and unincorporated portions of Electoral Areas “B” and “G”, the RDOS obtained supplementary letters patent authorizing the provision of the service, in addition to a specified area bylaw;<sup>4</sup>

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<sup>4</sup> The original bylaw is: *Specified Area B1 and G1 Fire Protection By-law No. 86, 1969 (as amended)* (“Bylaw No. 86”). It appears this bylaw co-exists with the supplementary letters patent: it was amended after the supplementary letters patent were issued in 1976, and is referenced in the service agreement with the Lower Similkameen Indian Band.

2. An “operational” bylaw that specifically established each Department, defined certain administrative processes and reporting lines, and granted each Department operational authority to respond to emergencies.

In 2011, each Department’s operational bylaw was largely (but not always completely) superseded by *Emergency Services Bylaw No. 2566, 2011* (“Bylaw No. 2566”). Bylaw No. 2566 is examined in greater detail below.

The bylaw structure could stand a thorough review and overhaul, including updating Bylaw No. 2566, and clarifying various matters in terms of service authorization, operational powers, administrative processes and reporting lines. Part of that updating should include a review of the underlying service establishment bylaws as well as the operational bylaw. The service establishment bylaws should be reviewed for the following matters:

- (a) ensuring that the service authorization language properly describes the ambit of each Department’s actual (or potential) operational authority, which is often broader than merely fire suppression or fire protection operations, as many Departments are also providing (or considering) first medical responder, specialized rescue, road rescue, hazmat, and other emergency response services; and
- (b) ensuring that each Department’s maximum taxation rate is appropriate given its current and anticipated budgetary requirements.
- (c) In addition, consideration should be given to including within each Department’s service establishment bylaw a reference to the fact that the Department in question may participate in, or undertake, mutual or automatic aid operations in accordance with any agreements, policies or other bylaws of the RDOS.

For Keremeos and area (Electoral Areas “B” and “G”), consideration also should be given to modernizing the service establishment structure, by creating a local service area to replace the specified area and, if appropriate, rescinding the supplementary letters patent.

**Recommendation:** Undertake a review of each Department’s service establishment bylaw with a particular focus on the service authorization language and maximum taxation amount. Consideration also should be given to including reference to each Department’s right to provide mutual or automatic aid, subject to any agreements, policies or other bylaws of the RDOS.

**Recommendation:** Consider updating the service establishment structure for the Keremeos Volunteer Fire Department and replacing the existing combination of specified area bylaw and supplementary letters patent with a local service area.

## **Role of the Emergency Services Supervisor**

The position of Emergency Services Supervisor (the “ESS”) is an RDOS exempt position that was created in 2009 from a previously unionized position. The role is currently vacant, as the ESS resigned in June 2017. When filled, the position reports to the Community Services Manager and is primarily responsible for the Regional District’s Emergency Program and overseeing the Departments. In addition to these primary roles, the ESS is responsible for managing the 9-1-1 and fire dispatch contracts. The principal responsibilities for this position, drawn from the job description, are as follows:

- Directs and evaluates public safety services
- Manages service and supply contractors
- Supervises public safety group employees and conducts employee performance development
- Prepares reports to the Board of Directors and Board Committees
- Investigates and resolves general and confidential complaints
- Promotes positive image of Regional public safety programs
- Assists in the promotion of annual budgets and long-range business plans, with supporting goals and objectives
- Develops programs and policies guiding the operation of the functions
- Assists the RDOS rural fire departments in the administration, coordination and support of the RDOS fire services
- Liaises with municipal fire departments and a host of independent fire and rescue agencies
- Maintains an in-depth knowledge of regulations applicable to the protection services
- Assists the RDOS emergency committees and municipal and local area deputy emergency coordinators in the leadership, administration, coordination and support of emergency preparedness programs
- Maintains and supports an effective Emergency Social Services organization
- Coordinates and assists in the development and management of an encompassing Regional Emergency Plan and program
- Identifies appropriate emergency preparedness training and exercise requirements and arranges an appropriate training/exercise matrix as necessary
- Provides leadership and assists in arranging coordinating and promoting emergency preparedness in the Electoral Areas and member municipalities, including emergency fan-out calling measures as appropriate
- Manages and assist the Electoral Areas and member municipalities in the coordination and development of policies and procedures
- Manages, coordinates and administers grant applications (e.g., JEPP, UBCM) as necessary

- Oversees and assists in the processing of PEP<sup>5</sup> tasked event claims as necessary and coordinates claims related to first responder and volunteer agencies
- Facilitates and attends meetings as required.

In our discussions with the former ESS, a considerable portion of his time was spent in the Emergency Operations Centre (the “EOC”) during the spring flooding and during the summer wildfire season. He estimated that he spent approximately 50% of his time dealing with fire service issues, except during periods when the EOC was operational.

The former ESS also noted that, while some Departments are often in need of his assistance, there are others that he never hears from except at budget time. This view was echoed during discussions with officers in the various Departments, who reported various levels of contact with the ESS ranging from regular to infrequent.

The actual nature of the role of the ESS as it related to the Departments could usefully be clarified. There was some uncertainty expressed during the facilitations and discussions with staff and the Departments, in particular as to whether the role was purely administrative in nature, or whether it had some operational responsibilities as well. The 2009 ESS position description states:

“The position is responsible for the rural fire departments on administration **and operational matters.**” (emphasis added)

Bylaw No. 2566 defines the ESS as follows:<sup>6</sup>

“Emergency Services Supervisor” means the position responsible for **supporting** the RDOS Fire Service” (emphasis added)

However, under the heading “Scope of the Fire Service,” Bylaw 2566 states in sections 16 and 17 that:

16. The Emergency Services Supervisor is authorized to establish an appropriate training program for the Fire Service and ensure Members are qualified to safely perform the scope of work authorized by this bylaw.
17. The Emergency Services Supervisor is authorized to design and implement standards for the fire service with regard to emergency equipment, fire protection and first responder programs.

The former ESS viewed the role as purely one of support for the Departments as opposed to one of oversight or direct responsibility for Department programs (e.g., training) or operations. The Fire Chiefs’ understanding of the role differs considerably by Department. Some saw it as being one of direct oversight (in one case, the Department’s organization chart shows the Fire

<sup>5</sup> Provincial Emergency Program

<sup>6</sup> Bylaw No. 2566, s. 2, Definitions

Chief as a direct report to the ESS), while others believed that the Fire Chiefs reported directly to the CAO and that the ESS position worked for them. Conversely, the Regional District's organizational chart shows that the Fire Chiefs report directly to the Community Services Manager for both operational and administrative matters, although in reality, this seldom happens.<sup>7</sup>

The lack of clarity regarding the ESS role and the level of the authority and responsibility accorded this position should be addressed, along with the reporting lines.

The matter of the RDOS's role and responsibility for training is discussed in greater detail in the Training section of this report. There is a need for a full time, dedicated fire department oversight position such as a fire service coordinator, as well as a temporary contract position to manage, coordinate and expedite, in collaboration with the Department Fire Chiefs, completion of those tasks and measures required to achieve initial departmental and organizational compliance with the provisions of the Playbook and occupational health and safety matters.

**Recommendation:** That the RDOS, in conjunction with the Departments, conduct a review of the roles and responsibilities of, and level of authority vested in, the ESS position, and consider revising the job description. Given the span of responsibilities for the ESS position, the RDOS should consider establishing a dedicated fire services coordinator position to provide assistance and undertake oversight of the Departments.

**Recommendation:** Consideration should be given to establishing a contract position to provide short term assistance to the Departments to meet their respective training, records keeping and occupational health and safety requirements, as identified elsewhere in this report and in the individual Department reports.

## Operational Bylaw

Bylaw No. 2566, passed in 2011, is the master “operational” bylaw for the Departments. It has been amended twice: once in 2013 to clarify some administrative matters (including making the Manager of Community Services responsible for administering the bylaw) and again in 2014 to authorize the provision of First Medical Responder (“FMR”) services by the Anarchist Mountain Fire Department.<sup>8</sup> Among other things, Bylaw 2566:

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<sup>7</sup> Under section 3 of Bylaw No. 2566, as revised in 2013, the Community Services Manager is responsible for the administration of the bylaw. The actual reporting lines for Fire Chiefs, however, is not expressly specified.

<sup>8</sup> See: *Emergency Services Amendment Bylaw No. 2566.01, 2013* and *Emergency Services Amendment Bylaw No. 2566.02, 2014*. It should be noted that the Anarchist Mountain department was originally established as the “Anarchist Mountain Fire Department” under its original operational bylaw, *Anarchist Mountain Fire Department Establishment Bylaw No. 2335, 2005*. Perhaps inadvertently, Bylaw No. 2566 renamed the Department as the “Anarchist Mountain **Volunteer** Fire Department.” See Schedule A of Bylaw No. 2566 (as amended). This issue should be clarified in any update of Bylaw No. 2566.



- Confirmed the establishment of the departments and their respective names;
- Specified certain administrative matters including:
  - Fire Chief appointment (by the RDOS Chief Administrative Officer) (see Definitions, s.2);
  - Officer appointments (by the Fire Chief) (see, Definitions, s.2);
- Specified the situations in which a Department is permitted to undertake extra-jurisdictional responses (s. 5, as amended in 2013);
- Adopted the British Columbia Fire Code (s. 6);
- Set out the authority of the Fire Chief and his or her responsibilities (including seeking appointment as the “Local Assistant to the Fire Commissioner” under the *Fire Services Act* (B.C.) and responsibility for enforcing the bylaw itself) (ss. 7 – 13, 27);
- Set out the powers of the Departments to operate and specified and authorized both general “Fire Protection” as well as certain specialty services (such as auto extrication/road rescue and FMR), the latter on a Department-specific basis (see s. 18, and Schedules A, B, C and D; as well as ss. 19 – 22 (correction of hazards) and s. 28); and
- Sought to specify liability limitations and extended RDOS indemnity coverage to members of the Departments (ss. 14, 15).

Since this bylaw was passed in 2011, the Office of the Fire Commissioner has introduced new training standards in the form of the Playbook, and a new *Fire Safety Act* will soon be coming into force. Bylaw 2566 should be revised and updated, both to address these regulatory changes as well as to reflect recommendations in this report. In relation to the *Fire Safety Act*, see the overview comments on that statute, provided below.

When Bylaw 2566 is updated, the following matters should be considered:

- The direct reporting lines of the Fire Chiefs should be specified (i.e., to either the ESS (or new Fire Services Coordinator) or the Manager of Community Services);
- The names of each of the Departments should be reviewed (see comment regarding Anarchist Mountain);
- In section 5, which deals with extra-jurisdictional operations:
  - The language in the existing paragraph 5(a), which authorizes an incident commander to deal with a matter outside of the Department’s service area, is somewhat confusing. It likely intends to read: “When, in the opinion of the IC, an Incident that occurred in the Fire Protection Service Area has spread outside of it, or

when an Incident that starts outside of the Fire Protection Service Area is considered to be a threat ... [etc.]”.

- Consider adding a section that permits extra-jurisdictional operation by the Department in other situations on the authority of either the Manager of Community Services or the CAO.
- In section 7, add the phrase “or as otherwise provided in this bylaw or another bylaw of the Regional District”, at the end of the section.
- Section 8 (as amended) deals with LAFCs: once the new *Fire Safety Act* (B.C.) comes into force, the position of LAFC will be abolished.
- Section 9 deals with Incident Command. It is recommended either that the bylaw direct the establishment of common operational guidelines regarding incident command (covering, among other things, who has authority over emergency equipment and personnel assigned to an Incident); alternatively, the phrase “highest ranking Member” be revised to read “highest ranking **qualified** Member”.
- Consideration should be given to broadening section 10, which deals with demolition to prevent the spread of fire, to include other Incidents (e.g., to deal with a Hazmat incident or rescue);
- Consideration should be given to broadening section 11, which deals with entering property where an Incident has occurred, to include crossing over or stationing on properties which are proximate to an Incident, if considered necessary to gain access to the Incident.
- Section 12, which grants a Fire Chief the power to order an evacuation in response to an Incident, should be reviewed against the evacuation power that will be granted under the new *Fire Safety Act*, when the latter comes into force (see discussion in the next section);
- Section 14 purports to limit the liability of firefighters and officers in connection with the performance of their duties. This section should be reviewed, since, as formulated, it likely is beyond the statutory competence of the RDOS. Instead, Department members should expressly be recognized as “employees” of the RDOS for the purposes of section 738 of the *Local Government Act* (which limits the personal liability of “local public officers”).
- Section 15 deals with the indemnification of individual Department members. We would recommend that in any update, the bylaw simply cross reference to any indemnification bylaw in place from time to time for RDOS employees and officers.
- Section 18 deals with the authorized services provided by each Fire Department, which services are then specified by schedule. Consideration should be given to delegating authority to the CAO (or the Manager of Community Services) to authorize what services

each Department is providing, subject to any necessary budgetary approval from the Board. As it currently stands, if a Department intends to offer (for example) FMR or “Rescue” services, it requires a bylaw amendment to proceed. As the Okanagan Falls Department is responsible for operating a fire inspection service, the bylaw should include provisions dealing with this service type. Note: There is minor typo in the last sentence of section 18 (the word “Departments” should not have an apostrophe after the “s”).

- Sections 19 – 22 authorize Fire Chiefs to deal with immediate hazards that are identified within their respective fire service areas, while section 28 deals with the right to conduct inspections of any building or premises. These sections will need to be reviewed against the new fire inspection regime and authorities which is to be implemented through the new *Fire Safety Act*.
- Section 28, which deals with the right to enter properties for inspection purposes, should be reviewed against the new *Fire Safety Act*. It may also be useful to specifically incorporate the powers of entry that also are provided for in the *Community Charter* (B.C.).<sup>9</sup>
- Section 31, dealing with appeals of orders issued by a Fire Chief under section 30, has a typographical error: the second word in the sentence should be “orders” rather than “appeals”.

In addition to the matters identified above, the following issues should be addressed in any updated bylaw:

- The process for setting and reporting on “service levels” as provided in the Playbook, should be specified. We recommend that the bylaw describe the process, but that the actual setting of service levels be dealt with through policy, which is easier to amend if required. The Board may wish to delegate authority to the CAO or Manager of Community Services to alter the approved service level for individual Departments, as necessary (subject, of course, to proper reporting on same).
- In relation to Fire Chief responsibilities, the following matters should be considered for inclusion:
  - Establishing and operating a training program which reflects the Department’s Service Level and service commitments and complies with the Playbook, *Workers Compensation Act* (B.C.), the OH&S Regulation, and any other applicable legislation or standards;
  - Operating an OH&S program and joint committee (or worker representative) system in accordance with the *Workers Compensation Act* (B.C.);
  - Maintaining appropriate records of required training, personnel issues, OH&S matters and other matters as required;

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<sup>9</sup> See: *Community Charter* (B.C.), s. 16.

- Developing pre-plans and identifying major risks within the fire service area including, where relevant, any which the Department is restricted from entering due to a lack of pre-planning or because of the nature of the risks posed;
  - Such other duties, reporting obligations or functions as may be considered necessary or appropriate.
- The bylaw should direct an appropriate officer (probably the Manager of Community Services; alternatively, the Fire Services Coordinator, if such position is created) to oversee the establishment and maintenance of common operational guidelines to be used by each Department, such guidelines to be developed and maintained in consultation with the Fire Chiefs;
  - The bylaw should specify a consultative approach to the appointment of Fire Chiefs by the CAO (which would then address the minor inconsistency between the bylaws governing the appointment of the Anarchist Mountain Fire Chief and Bylaw No. 2566). While the RDOS should reserve the right to make the final decision, consultation on these issues is critical in the context of volunteer fire departments.
  - The bylaw should require that the appropriate RDOS officer (probably the ESS, or new Fire Services Coordinator, if appointed) develop and maintain proficiency and qualification requirements for each position in the RDOS fire services (from probationary firefighter through to Fire Chief). The bylaw should specify that these requirements will be developed and maintained in consultation with the Fire Chiefs.
  - Similarly, the bylaw should require that the Departments adopt, maintain and utilize a standardized accountability system for personnel at an emergency scene. The ESS (or new Fire Services Coordinator, if appointed) should be made responsible for developing and implementing such a system in consultation with the Fire Chiefs.
  - For Departments which operate at the “Interior Operations Service Level”, a power to conduct pre-planning should be included in the updated bylaw. Pre-planning is required for all structures which present a risk greater than that of an ordinary residential dwelling, if the Interior Operations department intends to be able to conduct primary rescue or interior attacks in such structure. Proper pre-planning requires entry into the building or structure in question, and appropriate powers of entry should be included.

In connection with updating Bylaw 2566, see also the comments in the next section related to the new *Fire Safety Act*. We would recommend that each Department’s existing operational bylaw be rescinded once Bylaw 2566 is fully updated, to remove any possible overlap or uncertainty.

**Recommendation:** Update Bylaw No. 2566 to address statutory and regulatory changes, including the introduction of the Playbook and incipient introduction of the new *Fire Safety Act*, as well as to address the specific issues noted in this report.

## **New Fire Safety Act**

The new *Fire Safety Act* (B.C.) received third reading in May 2016, but it has not yet come into force. The Office of the Fire Commissioner is in the process of drafting the regulations which are needed before the statute can come into effect. It is unclear when these regulations will be completed.

When the new *Fire Safety Act* comes into effect, it will replace the existing *Fire Services Act*. At a high level, this new statute impacts the following matters:

- fire inspections of public buildings within those fire protection areas which have building inspection programs, or within municipalities;
- the obligation to have fire inspectors and fire investigators available for the entire area under the jurisdiction of the local government. For the RDOS, this means that it will require a fire inspector and investigator for all areas of the Regional District outside of a municipality. It is not yet clear whether those portions of the RDOS which have fire services provided through an Improvement District will also have to be provided with fire inspectors and fire investigators;<sup>10</sup>
- fire investigations; and
- the powers exercised by fire chiefs and local governments.

The new *Fire Safety Act* requirements will need to be incorporated into any update of Bylaw No. 2566.

### **Fire Inspections**

Under the new *Fire Safety Act*, the existing obligation to operate a regular system of inspections of public buildings<sup>11</sup> is replaced by the obligation to establish a risk-based compliance monitoring system for public buildings which encompasses:

- fire safety inspections; and
- fire safety assessments.<sup>12</sup>

The *Fire Safety Act* did not broaden the mandatory inspection obligation: as with the *Fire Services Act*, regular fire inspections are only mandatory for municipalities. At present, only the Okanagan Falls Volunteer Fire Department (which covers a portion of Electoral Area D and had

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<sup>10</sup> The appointment of fire inspectors and fire investigators is the responsibility of the “local authority”. The term local authority is defined to mean a regional district, a municipality or “any authority prescribed by regulation.” An Improvement District which operates a fire service would therefore have to be “prescribed by regulation” before this obligation is imposed upon it – meaning that the responsibility, to the extent the Improvement District’s service area is outside of a municipality’s boundaries, and it is not so prescribed, would fall to the Regional District. See: *Fire Safety Act*, s. 1 (definitions), s. 8(1) (fire inspector appointment) and s. 23(1) (fire investigator appointment).

<sup>11</sup> *Fire Services Act* (B.C.), ss. 26 and 36.

<sup>12</sup> *Fire Safety Act*, s. 20. The term “public buildings” is defined in s. 1.

a fire inspection function added in 2006)<sup>13</sup> and the Keremeos Volunteer Fire Department (whose coverage zone includes the Town of Keremeos) will need to adapt to this new inspection regime.

The existing language in the statute,<sup>14</sup> however, *does require* that the Regional District have available one or more inspectors to cover all unincorporated areas under its jurisdiction, even if a fire inspection regime has not been implemented.<sup>15</sup> The rationale for this requirement is that the position of LAFC, which included a power to conduct inspections on complaint, will no longer exist. As such each regional district will need to add some kind of fire inspection function. This can be managed easily within the existing fire service areas (through the designation of the Fire Chief or other Member designated by the Fire Chief). For coverage outside of the existing fire service areas, this obligation can be addressed either by expanding the authority of the Fire Chiefs to conduct inspections outside of their fire service areas or by designating (for example) the ESS (or Fire Services Coordinator) as the RDOS fire inspector. If this obligation remains, and the statute is not revised, the RDOS may wish to create a service area covering those portions of the Electoral Areas which are not within either municipal boundaries or existing fire service areas, for the purpose of funding both fire inspections and fire investigations (on fire investigations, see below).

Following a transition period, “fire inspectors” will need to meet the training and proficiency requirements specified by regulation.<sup>16</sup> Those regulations have not yet been promulgated.

In relation to providing inspection services in Okanagan Falls, the Regional District will need to have the Department (or, if the service is contracted out, the service provider) conduct risk assessments of public buildings within the local service area. Those assessments will need to comply with the (yet to be issued) regulations under the *Fire Safety Act*. The inspection regime will then be developed based on the risk assessments that are conducted. In Keremeos, fire inspections are conducted by the Fire Chief, who is also an employee of the town. The RDOS and the town should review the fire inspection regime, and confirm whether this responsibility is one applicable to the service area generally (which includes portions of Electoral Areas B and G) or whether it is limited to the town itself. If the latter, then the RDOS will need to address how the balance of the service area will be provided with an inspector.<sup>17</sup>

The concept of a “fire safety assessment” is new. It amounts to the “self-inspection” of a property by the owner. Under the existing *Fire Services Act*, there has been some uncertainty

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<sup>13</sup> *Okanagan Falls Fire Protection Local Service Establishment Amendment Bylaw No. 1310.01, 2006.*

<sup>14</sup> There has been some pressure to amend this language: Letter, A. Richmond, UBCM President to Ministers Yamamoto and Fassbender, 7 June 2016.

<sup>15</sup> See sections 8(1) and 9 (a) – (c) of the *Fire Safety Act* regarding the appointment and potential responsibilities of a fire inspector. See the footnote 9, above, regarding the uncertainty about areas which have a fire service provided by an Improvement District.

<sup>16</sup> *Fire safety Act*, s. 8(2). The transition period is provided for in s. 53.

<sup>17</sup> This could be done through contract with the town, or by having the overall inspector for the RDOS also take on responsibility for this role.

about whether self-inspection systems complied with the statutory requirements. That issue is now laid to rest. However, it will be up to the Regional District in Okanagan Falls, and the Town of Keremeos, to determine which public buildings are to be permitted or required to conduct self-assessments, presumably as part of the overall risk analysis that must be conducted. The new self-assessment system will have to follow a form which is to be prescribed by the Fire Commissioner under the new statute.

### **Fire Investigations**

The requirements relating to fire investigations are set out in Part 7 of the *Fire Safety Act* (ss. 22 – 27). As with fire inspectors, a “local authority” (which includes a regional district):<sup>18</sup>

must designate in writing persons or a class of persons as fire investigators to conduct fire investigations.

Again, with no LAFCs,<sup>19</sup> who previously were charged with conducting fire investigations, it is now up to the RDOS to ensure that a fire investigation can be conducted in the unincorporated portions of the Regional District, in accordance with the new statute, regardless of whether the fire occurs within or outside of an existing fire service area.<sup>20</sup>

Under section 25, the RDOS is required to commence a fire investigation within five days of learning of a fire that has destroyed or damaged property or resulted in death or injury. As with fire inspectors, following a transition period, fire investigators must meet the training requirements specified by regulation.<sup>21</sup> Those regulations have not yet been promulgated.

As with fire inspectors, the designation of fire investigators within existing fire service areas will not be problematic, though there may be some training requirements that must be met. Outside of existing fire service areas, the RDOS may wish to designate the ESS (or Fire Services Coordinator) as its overall fire investigator (perhaps with the ability to delegate specific investigations to one of the local area Fire Chiefs). It is likely, however, that it will be necessary to create a service area to fund this service, assuming that no changes are made to the statute.

### **Powers and Authority**

Under the *Fire Services Act*, powers and authority were granted principally through the mechanism of appointing fire chiefs as LAFCs.<sup>22</sup> In a municipality, the fire chief automatically became the local assistant; for regional district fire departments, application was required from

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<sup>18</sup> *Fire Safety Act*, s. 23(1).

<sup>19</sup> Under the *Fire Services Act*, the RCMP would act as the LAFC in unincorporated areas where none had been appointed.

<sup>20</sup> Again, there is uncertainty regarding areas which have fire protection provided by Improvement Districts. See footnote 10, above.

<sup>21</sup> *Fire Safety Act* s. 23(2); the transition period is provided for in s. 53.

<sup>22</sup> *Fire Services Act*, s. 6.

the relevant local government. The role of local assistant, however, is being abolished.<sup>23</sup> In place of the powers granted to local assistants, the new statute:

- grants a fire chief (or designate) the power to order a tactical evacuation where he or she “believes that there is an immediate threat to life due to a fire or explosion”;<sup>24</sup> and
- deems “fire chiefs,” fire investigators and fire inspectors to be peace officers for the purposes of the new act.

Certain other powers are granted to both fire inspectors and fire investigators (e.g. the power to enter onto property, the power to issue orders, etc.), and local governments are granted the power to order a “preventive evacuation” where the local authority “believes that conditions exist on or in the premises that fire on or in the premises would endanger life.”<sup>25</sup> These powers should be reflected in any update of Bylaw No. 2566.

Certain aspects arising from the *Fire Safety Act* implementation can be addressed in an updated Bylaw No. 2566 (which should not be passed until the new statute comes into force and the relevant regulations have been issued). However, the funding of an area-wide role for fire inspectors and fire investigators may require that a new service area be established in accordance with the *Local Government Act*.

**Recommendation:** In connection with the recommended update of Bylaw No. 2566, the RDOS should integrate the new requirements and powers contemplated by the *Fire Safety Act*.

## Mutual Aid Agreement

Mutual aid agreements are essential tools that enable fire departments to provide aid to one another, when circumstances warrant. They permit departments to share resources and specialty services (e.g., specialty rescue or hazardous materials responses), and enable them to obtain critical support for major incidents or other situations where a department’s resources are overwhelmed by events. Mutual aid agreements require a specific request for assistance from the requesting department, before another department responds to the incident. Operationally, it usually means that a department arrives on scene, determines it will need assistance, and then makes a request through its dispatch provider for a mutual aid turn out. This can result in a significant delay before assistance arrives.

Automatic aid agreements are a variant under which the participating departments agree that they will be automatically dispatched to assist neighbouring departments. Most such agreements limit the call-outs to certain classes of calls, such as structure fires. Some automatic aid agreements further refine the approach by specifying particular areas covered

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<sup>23</sup> Under s. 55 of the *Fire Safety Act*, local assistants are required to return their badges within three months of the new statute coming into force.

<sup>24</sup> *Fire Safety Act*, s. 13.

<sup>25</sup> On fire inspectors’ powers, see ss. 10 and 11; on fire investigators’ powers, see s. 26. The power of a “local authority” to order a preventive evacuation is set out in s. 14 of the *Fire Safety Act*.



(e.g., areas along each department's border), the nature of assistance provided (e.g., ladder trucks or tenders), the time of day (e.g., call-outs during work days when responses may be weak) and similar factors. Automatic aid agreements require close collaboration between the participating departments and with their dispatch providers. The principal benefit of automatic aid agreements is that they minimize the delay before additional resources begin responding from an assisting department.

As noted in the discussion of Bylaw No. 2566, a fire department's operational authority does not extend beyond the boundaries of its defined fire service area. Mutual and automatic agreements provide the mechanism by which such assistance can legally and properly be provided, as well as protection for the fire departments involved.

The RDOS is a party to a master mutual aid agreement (the "Mutual Aid Agreement"), which covers all of the fire services within the Regional District, including the Departments.<sup>26</sup> There are no automatic aid agreements in place. The version of the Mutual Aid Agreement that we were provided with for review was undated, but it appears that it was executed in late 2012 or early 2013.<sup>27</sup> The Mutual Aid Agreement has a five-year term, and so expires around the end of this year.

The Mutual Aid Agreement contains the following major provisions:

- In sections 2 – 6, it sets out the process for requesting mutual aid, which requires a "Requesting Fire Department" to direct its request first to the department that is next closest in proximity. Only if that department cannot respond, or provide sufficient resources, is the request then extended to the next closest department.
- The agreement specifies that the parties cannot rely on mutual aid "to deliver fundamental firefighting services" (s. 8).
- In sections 9 – 18, the Mutual Aid Agreement:
  - defines the process for providing mutual aid;
  - sets out how mutual aid resources are to be controlled on-scene;
  - specifies how mutual aid resources are to be released, either on request of the Assisting Fire Department or as the incident winds down or is brought under control; and
  - excludes the use of the Mutual Aid Agreement where a state of local or provincial emergency has been declared (presumably, in relation to the particular incident).

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<sup>26</sup> The Mutual Aid Agreement covers some 15 fire service areas, including the RDOS service areas, municipalities and improvement districts. Two of the service areas (Osoyoos Rural Fire Protection District and Oliver Fire Protection District) receive services under contract from the neighbouring municipalities.

<sup>27</sup> Memo from B. Newall, CAO to RDOS Board of Directors, "Administrative Report: Renewal of Fire Protection Mutual Aid Agreement," 20 December 2012, at: <https://princeton.civicweb.net/document/6704>

- Sections 19 and 20 specify that there is no payment for the provision of mutual aid, beyond reimbursement for consumables (e.g., foam) or equipment which is destroyed.
- Sections 21 – 24 address liability, indemnities and waivers.
- Sections 25 – 28 address insurance requirements, including workers' compensation coverage.

The Mutual Aid Agreement expires later in 2017. We would recommend that the following issues be considered when the agreement is updated:

### **Powers & Authority**

The Mutual Aid Agreement should include an express provision dealing with the powers and authority of an Assisting Fire Department to operate in the neighbouring jurisdiction under a mutual aid request. Circumstances may arise where the Assisting Fire Department is either first on scene, or has been activated because the Requesting Fire Department is otherwise fully engaged on another incident. A clear statement of the Assisting Fire Department's authority to control a scene, and undertake the full range of emergency response activities would be useful. There are two basic approaches that may be taken: either the Assisting Fire Department can be granted the same power and authority as is enjoyed by the Requesting Fire Department; or the Assisting Fire Department can be granted the same power and authority to operate in the Requesting Fire Department's jurisdiction, as it enjoys in its home jurisdiction. If the former option is selected, in addition to reviewing and updating operational guidelines, the area Fire Chiefs (see next comment below) should be tasked with identifying any major differences in the operational powers that can be employed by the various participating departments, and working to harmonize them.

With the advent of "Service Levels" under the Playbook, the Mutual Aid Agreement should expressly authorize each Assisting Fire Department to provide its authorized level of service in the other party's jurisdiction, notwithstanding that such Service Level might be different than that provided by the department in that other jurisdiction.

### **Mutual Aid Operating Committee**

The Mutual Aid Agreement should provide for the establishment and operation of an operating committee that would address issues such as:

- common operating guidelines;
- common personal accountability systems (including a common, on-scene system for readily identifying the qualifications of each responding firefighter, whether from an Assisting Fire Department or the Requesting Fire Department);
- agreed incident command structures (see next comment below);
- equipment interoperability;

- post-incident reviews;
- joint training; and
- regular updating of the agreement itself and any accompanying materials (e.g. contact names, etc.).

## **Incident Command**

The current Mutual Aid Agreement contemplates that a Requesting Fire Department will automatically have incident command. This approach may not always be appropriate. Among other things, the agreement should contemplate the following situations:

- (a) circumstances where the Assisting Fire Department is first on scene or where the Assisting Fire Department is the only department on scene (e.g., because the Requesting Fire Department is fully involved on another incident). In both cases, the Assisting Fire Department will be establishing and operating incident command. This type of situation may also require a reconsideration of section 24 of the agreement, which transfers full liability onto an Assisting Fire Department if it “acts independently of the Requesting Fire Department.”
- (b) circumstances where the Requesting Fire Department does not have sufficiently qualified personnel on scene to manage the incident, or to oversee the response that is appropriate for the event (e.g., is not qualified to manage an interior attack). The same situation can arise if the Requesting Fire Department is operating at a lower Service Level under the Playbook.

In both cases, the Mutual Aid Agreement could direct that the area Fire Chiefs, through the Mutual Aid Operating Committee, develop an agreed approach to such circumstances and to managing incident command through standardized operational guidelines.

## **Training and Accountability Systems**

Although section 11 of the Mutual Aid Agreement requires the incident commander of the Requesting Fire Department to “adhere to recognized principles of accountability for responder personnel safety,” we believe that the issues of training and personal accountability systems could usefully be addressed in greater detail.

The critical issue, and this ties to the accountability system in use, is to ensure that personnel at an incident are only tasked with assignments that they are qualified and trained to undertake. This means that the proficiency level of each person at an incident must be readily and reliably ascertainable by the incident commander – particularly where the incident commander is directing another department’s members. A number of jurisdictions (e.g., Kootenay Boundary, the South Cariboo fire departments, etc.) use a colour coding system for each member, where each different colour indicates the individual’s level of proficiency and training. If such a system is not in use, it should be adopted. If it is in use, we recommend that the area Fire Chiefs, through the Mutual Aid Operating Committee be tasked with periodically reviewing how each

participating department is determining the “colour coding” and proficiency levels of its members. We have worked with some jurisdictions where such systems were in use, but the participating departments admitted that the same colour did not always mean that members from different departments had the same level of training and proficiency.

We also would recommend that the Mutual Aid Agreement specify the standards of training applicable before an Assisting Fire Department may include a member on a mutual aid call (e.g., at a minimum, qualified to the Exterior Operations Level under the Playbook). It also should encourage joint training between mutual aid partners (i.e., between participating departments that regularly provide each other with mutual aid).

### **Waivers & Indemnities**

Section 21 contains a very broad waiver of any right to bring any claim, action or demand against another Party to the Mutual Aid Agreement. The agreement itself, however, contains various obligations relating to reimbursement for consumables, and the repair or replacement of damaged or destroyed equipment, that probably should be excluded from this provision.

Section 23 provides that the Party which is responsible for a Requesting Fire Department, must indemnify the Party responsible for an Assisting Fire Department, from all claims, demands, actions (etc.), save where the matter in issue “arose from the negligence of the Assisting Fire Department.” Again, the right to make a claim for this indemnity should be excepted out from section 21. Additionally, the participants in the Mutual Aid Agreement may wish to revisit how liability and risks are being allocated. Under many mutual aid agreements that we have reviewed, a party providing mutual aid is not liable for “mere” negligence. Rather, it is only liable for gross negligence or wilful misconduct.

Waivers and indemnities are complex. A thorough review of the existing provisions with external counsel is recommended.

### **Dispatch Provider**

The Mutual Aid Agreement should require that the dispatch provider (or providers) for the participating departments is kept fully informed of the terms of the agreement and any related operational guidelines, including call-out protocols for the “next nearest” department when a mutual aid request is initiated. The dispatch provider should be kept apprised of all changes to common operational guidelines and invited to any debriefings for mutual aid incidents.

### **Automatic Aid**

Based on feedback from the Departments (see discussion of the facilitation session, later in this report), it may be useful to permit the establishment of automatic aid arrangements between neighbouring participants, where considered beneficial by the participating departments. Automatic aid reduces the delay before assistance arrives from a neighbour, and receives better credit from the Fire Underwriters than just a mutual aid agreement. It may be worth considering

permitting the Mutual Aid Operating Committee the latitude to develop such arrangements, subject to approval by senior staff (e.g., the CAO or designate) of the relevant Parties.

Automatic aid arrangements require close cooperation with the dispatch provider(s) to ensure the calls meet the criteria (e.g., for confirmed structure fires only), and do not result in unnecessary callouts.

**Recommendation:** When the Mutual Aid Agreement is renewed in 2017, it should be updated to include the comments noted in this report.

## Occupational Health & Safety

The statutory basis for occupational health and safety programs is found in the *Workers Compensation Act* (B.C.) (the “WCA”) and the *Occupational Health and Safety Regulation*, B.C. Reg. 296/97 (the “OH&S Regulations”), as well as in other regulations and the policies of WorkSafe BC. The requirements are complex and prescriptive. It has been our experience that many volunteer departments, although safety-conscious, struggle to manage the regulatory burden created by the WCA and the OH&S Regulations. This is an area where centralized assistance from, and oversight by, the RDOS, is critical. The RDOS should be prepared to take the lead with its Departments and assist by developing common processes and providing administrative support to its fire services.

Under the existing structure, the Department members are considered employees of the RDOS. As such, it is the responsibility of the RDOS to ensure that the various obligations under the WCA and Regulations are being met. We have recommended above that any updated operational bylaw clearly require that each Department take the steps required to meet its WCA and related OH&S obligations (as the actual operation of any such program is obviously dependent on the individual Department officers and members for appropriate implementation).

The seven Departments differ considerably in the level at which they meet their respective OH&S responsibilities. The following is a brief overview summary:

- **Anarchist Mountain** – does not have a formal written OH&S program or respiratory protection program. The Department is in the process of developing a formal program which, once completed, will be added to its OG manual. The Department has a safety committee which meets periodically. Minutes from the March 2017 safety committee meeting were reviewed.
- **Kaleden** – has a formal written OH&S program and an OG related to the creation of a joint committee structure.<sup>28</sup> [It has a formal respiratory program incorporated as part of the OGs.] The Department stopped operating its formal joint committee as it found it difficult to maintain attendance. Since that time the Safety Officer conducts a

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<sup>28</sup> The OG related to the joint committee (OG 1.01.11), however, provided for meetings every two months, rather than monthly as required by the WCA. It also did not specify how the committee would be constituted.

safety meeting at the end of each Department business meeting and minutes are taken and posted. Safety issues are also discussed during every training session.

- **Keremeos** – Has a formal written OH&S program, a similar respiratory program and formal safety committee. Minutes of committee minutes are regularly taken and posted in the fire hall.
- **Naramata** –The Department does not have a formal written OH&S program but does have an OH&S committee. The committee meets regularly. The Department did not submit any monthly safety committee meeting minutes for review.
- **Okanagan Falls** – Has no formal written OH&S program or safety committee. Safety issues are discussed during training sessions. No minutes were submitted during the review. The Department does have a designated safety officer responsible for managing OH&S and related safety matters.
- **Tulameen** – Has no formal written OH&S program, respiratory protection program or safety committee. The Department conducts regular safety talks during training night. Minutes of safety talks are not taken.
- **Willowbrook** – Does not have a formal written OH&S program or respiratory protection program, but does have a safety committee. The committee meets once a month to discuss safety issues. The Department has a designated safety officer. No safety minutes were submitted during the review.

Under the WCA, the RDOS's occupational health and safety program is supposed to apply to its fire departments. Most local governments, however, develop a standalone program for their fire departments, given the special circumstances and risks that they face. Indeed, the generic RDOS OGs contemplate that there will be such an OH&S program for the Departments (see index to the RDOS OGs). Based on discussions with the Departments, as reflected above, however, most do not appear to actually be applying this (or any) program, even if it has been included. As can be seen from the brief summaries, only two of the seven departments have a formal OH&S program, with a few others operating with regular OH&S or safety meetings. The RDOS and its Departments should develop a format for an appropriate fire department OH&S program and related joint committee structure as quickly as possible.

The following section lays out the framework for ensuring that there is in place an appropriate OH&S program and related joint committee. It is worth observing that neither the WCA nor the Regulations lay out a straight forward discussion of either the formal requirements or content of an OH&S program for the fire services (or any occupation, for that matter). The statutory and regulatory structure is complex. With the RDOS being directly responsible for delivering fire suppression and emergency services within the service areas, its existing OH&S program will, at least notionally, apply to the Departments – although a separate joint committee will still be

required.<sup>29</sup> It also is common for local governments to develop for their fire departments separate OH&S programs which meet WCA requirements, to ensure that the special risks faced by such departments are properly addressed. The RDOS advised that it has developed an administrative WHMIS<sup>30</sup> program and will ensure that the Fire Chiefs are aware of the policy framework which could be amended to include any specific provisions required to meet the needs of the Departments.

## Formal Requirements

The following section sets out a general overview of the requirements for an OH&S program.

The starting point for any consideration of OH&S is section 115 of part 3 of the WCA, which makes employers responsible, among other things, for:

- ensuring the “health and safety of all workers working for that employer”,
- complying with the WCA and related regulations and orders, and
- establishing OH&S policies and programs in accordance with the WCA regulations.

Section 3.3(1) of Part 3 of the OH&S Regulations requires an employer to initiate and maintain an OH&S program when it has a workforce of 20 or more workers and a workplace that is determined to create a “moderate or high risk of injury,” or by every employer which has 50 or more employees. The “moderate or high risk of injury” should be assumed to apply to fire department operations. The OH&S program must apply to “the whole of the employer’s operations”.<sup>31</sup> The program must be designed to prevent injuries and occupational diseases, and is required to include:<sup>32</sup>

- (a) a statement of the employer's aims and the responsibilities of the employer, supervisors and workers;
- (b) provision for the regular inspection of premises, equipment, work methods and work practices, at appropriate intervals, to ensure that prompt action is undertaken to correct any hazardous conditions found;
- (c) appropriate written instructions, available for reference by all workers, to supplement the OH&S Regulations;<sup>33</sup>

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<sup>29</sup> The language in section 3.1(1.1) of Part 3 of the Regulations notes that the employer’s OH&S program must cover the “whole of the employer’s operations”. The need for a separate joint committee (or worker representative) is found in s. 31.23 of Part 31 of the Regulations.

<sup>30</sup> Workplace Hazardous Materials Information System.

<sup>31</sup> Section 3.1(1.1) of Part 3 of the Regulations.

<sup>32</sup> Section 3.3 of Part 3 of the Regulations.

<sup>33</sup> This provision establishes the requirement for formal operational guidelines and/or standard operating procedures for the Department’s primary activities, including emergency scene operations.

- (d) provision for holding periodic management meetings for the purpose of reviewing health and safety activities and incident trends, and for the determination of necessary courses of action;
- (e) provision for the prompt investigation of incidents to determine the action necessary to prevent their recurrence;<sup>34</sup>
- (f) provision for the maintenance of records and statistics, including reports of inspections and incident investigations, with provision for making this information available to the joint committee or worker health and safety representative, as applicable and, upon request, to an officer, the union representing the workers at the workplace or, if there is no union, the workers at the workplace; and
- (g) provision by the employer for the instruction and supervision of workers in the safe performance of their work.

The RDOS should, in consultation with its Departments, develop a uniform OH&S program that applies to all of its fire services. Alternatively, it could ensure that its existing OH&S program (with any modifications necessary to deal with specific risks or concerns of the Departments) is fully extended to and applied by the Departments.

### **Joint Health and Safety Committee**

As part of an OH&S program, employers are required to establish joint committees (or appoint worker safety representatives) to review safety issues. Pursuant to section 31.3 of the Part 31 of the OH&S Regulations, in a situation where an employer is required to

“establish a joint committee or [appoint a] worker health and safety representative, then a fire department ... operated by the employer **must have a separate joint committee or worker safety representative**, as applicable”. [emphasis added]

As noted above, only one or two of the Departments are operating a joint committee as required by the OH&S Regulations. The following is a general discussion of the requirements for the proper creation and operation of a joint committee by the RDOS, which is responsible for the Departments.

The provisions covering the establishment of joint committees are found in sections 125 – 129 and section 139 of the WCA. Section 125 requires that a separate committee be established for each workplace where 20 or more workers of the employer are regularly employed, while section 139 requires that a worker safety representative be appointed in each workplace where there are from 10 to 19 employees.

Each of the Departments has more than 20 members, though some may soon be operating out of two halls (which constitute separate work places). It is possible to make application to

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<sup>34</sup> Section 3.4 of Part 3 of the Regulations stipulates the required contents of any incident investigation report that is required to be completed.



WorkSafe BC for permission to operate a single joint committee covering both fire halls.<sup>35</sup> Some regional districts, such as the Columbia Shuswap Regional District, have obtained permission to operate a single joint committee across multiple fire departments. The approach may be worth examining in the RDOS: it would permit the RDOS to take the lead in managing the joint committee process; it would enable the RDOS to have oversight into OH&S issues on a regular basis; and it would relieve the Departments of certain records keeping and related administrative obligations.

In relation to the establishment of a joint committee, the WCA sets out detailed and prescriptive requirements regarding (among other things):

- membership on the joint committee and appointment of co-chairs from amongst the employer and employee representatives;<sup>36</sup>
- the means of selecting the worker and employer representatives;<sup>37</sup>
- the duties and functions of a joint committee;<sup>38</sup>
- the requirement for monthly meetings;<sup>39</sup>
- certain administrative requirements (such as the keeping and posting of minutes of the joint committee meetings);<sup>40</sup>
- the obligation of an employer to respond to recommendations from the joint committee;<sup>41</sup> and
- the employer's obligation to provide administrative support to the joint committee.<sup>42</sup>

We did not review whether the committees that are in operation actually met all of the above requirements.

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<sup>35</sup> See section 126(1)(b) of the WCA.

<sup>36</sup> Section 127 of the WCA. Minimum membership on the joint committee is four: two employer representatives and two worker representatives. One employer representative and one worker representative must act as co-chairs.

<sup>37</sup> Section 128 (worker representatives) and section 129 (employer representatives) of the WCA. As there is no union involved, selection of worker representatives must be by secret ballot – see section 128(1)(b).

<sup>38</sup> Section 130 of the WCA.

<sup>39</sup> Section 131(2) of the WCA.

<sup>40</sup> See sections 137(1) and 138 of the WCA. Minutes of the last three meetings of the joint committee must be posted in the fire hall.

<sup>41</sup> Section 133 of the WCA.

<sup>42</sup> Section 136 of the WCA.

The establishment and operation of a proper joint committee is a statutory requirement. The RDOS should work with its Department to address the current deficiencies. Again, the Columbia Shuswap model, where a single joint committee is created covering all seven Departments, may be the best approach to take. Meetings could be held monthly, by a combination of conference call and in-person attendance, with each Department reporting on issues affecting its operations.

Once established, the joint committee is primarily responsible for ensuring that the Departments are meeting the requirements of the applicable OH&S program (including, for example, regular checks of the premises, apparatus and equipment), and for investigating workplace incidents should they arise.

The proper operation of a joint committee can be a time-consuming task. One of the issues frequently identified when working with volunteer and paid-on-call departments was a lack of interest or willingness on the part of the members to afford additional personal time to this administrative responsibility. To overcome this problem, the RDOS should consider the following:

- whether the individuals who participate on the committees should be remunerated for the time they will be required to commit – perhaps with a separate monthly stipend, plus an hourly rate in the event that the joint committee has to undertake an accident investigation or similar enquiry; and
- if the committees are established locally within each Department, whether the regular monthly meetings of each joint committee could be timed to occur at the end of one of the regular practice nights. Most monthly committee meetings will not be long and committee members can be excused from any post-practice apparatus or equipment clean-up to attend the meeting.

**Recommendation:** The RDOS should work with its Departments to develop and implement a common, formal, written OHS program and a formal Joint Committee structure. By actively taking the lead in this area, the RDOS can relieve the Departments of a significant administrative burden while better managing its risks. We recommend that the RDOS work with its Departments to address the existing deficiencies in how these matters currently are being handled.

## Overview of Results from Fire Department Audits

The on-site fire department audits were conducted during the week of 4 May 2017 and consisted of an interview with each Department's senior staff and an inspection of records, apparatus and equipment, training programs, and fire hall and training facilities.

Prior to the scheduled date of inspection, each Fire Chief was requested to complete and return a comprehensive questionnaire dealing with all aspects of his or her respective Department.

The responses provided the Consultants good background information on the Departments and formed the basis for the interviews and on-site inspections. We are pleased to report that we had good cooperation from all of the Fire Chiefs during this process and for that we offer our thanks.

From the information gathered during the audit and inspection process, an individual report has been created for each of the seven Departments. These individual reports have been provided separately to the RDOS.

The following is an overview of the seven individual Department reports. It should be noted that many of the following comments should be considered general observations and typically reflect issues that affect more than one of the Departments. To determine how each particular Department rated on any one specific issue, the individual Department reports should be reviewed.

## **Organizational Structures**

As discussed previously, all of the Departments were once operated by societies but have since transitioned into the Regional District's fire service. Each Department has a service establishment bylaw, and operates under an operational bylaw and Bylaw No. 2566, discussed above. We have recommended in both the individual reports and in the section above, that the bylaw structure be reviewed and updated.

**The Department Structure** – Each of the Departments has internally developed a similar structure. Each has a fire chief and deputy fire chief, captains and lieutenants. All Departments have a training officer or someone designated as such with a different rank. Similarly, the seven Departments are relatively consistent in that their Fire Chiefs operate on volunteer or non-career basis, although there is a sliding-scale annual stipend. Not having a career fire chief is somewhat of a disadvantage for a volunteer department, in that a career member has the time to deal with issues such as training preparation, record keeping and maintenance of operational guidelines, all which have become mandatory requirements for departments in recent years.

Two of the Departments have allotted funding for administrative assistance to aid with the growing administrative responsibilities. This is a good idea and should be encouraged as it will assist Departments to improve and better maintain their records. The matter of fire department records is discussed in greater detail elsewhere in this report.

At present, while there are some general qualifications laid out for certain Department positions in the RDOS OGS, and some individual Departments have established some requirements for promotions, there is a need to develop detailed and consistent proficiency and qualification requirements for all positions within the Regional District's fire service. The lack of clear qualification and training requirements for promotions makes the practice of some Departments, which still elect officers, of some concern. While the election of officers was common in the volunteer fire service 20 or 30 years ago, it is a practice which has increasingly fallen into disuse. Setting aside the issue of potential conflicts of interest, the primary concern is the matter of electing officers to positions for which they may not be qualified, thereby putting both

Department members and the public potentially at risk. The matter of establishing clear qualifications for each position and requirements for promotion to officer roles is discussed in greater detail elsewhere in this report. We would recommend the following:

**Recommendation:** That the RDOS, in conjunction with the Departments, adopt a policy setting out the educational and experience requirements for the position of Fire Chief; and

**Recommendation:** That the RDOS, in conjunction with the Departments, adopt a policy confirming that promotion to officer positions will be held through open competition and subject to meeting the educational and experience requirements.

## Records

Each individual Department report provides an overview of where that specific Department has met or fallen short of their record keeping requirements.

One of the most significant changes in requirements for fire departments in recent years has been the increased need to create and maintain thorough records of department operations, maintenance and training. Meeting these obligations is necessary to ensure that a Department can properly manage its operations, to improve member safety and to limit liability concerns for both the Department and the Regional District.

The critical nature of proper records keeping was made evident in the accident investigation report conducted by WorkSafe BC into the 2004 line of duty death in Clearwater. In that case, a 23-year-old volunteer firefighter, Chad Schapansky, died during an interior attack at a restaurant fire. The WorkSafe BC investigation noted, among other things, that:<sup>43</sup>

- the Clearwater department lacked written operational guidelines governing interior attacks or other fire ground operations;
- neither the Fire Chief nor the Deputy Chief could prove that they had accredited incident command training;
- the Clearwater department could produce no training records for accredited training done by the interior attack team, rapid intervention team or fire officers in charge; and
- there was no documentation proving that the self-contained breathing apparatus (“SCBA”) equipment had been serviced or repaired by qualified persons, and the records themselves had not been maintained in accordance with the required standards.

One of the major issues facing the Clearwater Department was that it failed to maintain appropriate records of both training and equipment maintenance. When faced with a significant

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<sup>43</sup> The WorkSafe BC accident investigation report was completed 26 April 2005; references to this report are drawn from the B.C. Coroners Service, “Judgement of Inquiry into the Death of Chad Jerry Schapansky,” 2 February 2006 (the “Schapansky Inquiry”), at pp. 4 - 5.

OH&S issue, it was unable to provide effective evidence of the training and capabilities of its members and officers.<sup>44</sup>

In Appendix 1 - Fire Department Records we have set out an overview of the records which fire departments generally must or should keep in order for meeting their statutory, regulatory and operational requirements. The Departments should review those requirements and ensure that they are maintaining all of the required records. In relation to training records, it should be noted that the following criteria need to be met, to ensure that the Department can readily prove each firefighter's and officer's qualifications:

- the training must be delivered by a qualified instructor (see discussion in the Playbook Implementation section, below). The instructor's qualifications to teach a particular subject or job performance requirement ("JPR") need to be provable (particularly where training is being delivered in-house);
- the subject matter of the training needs to be clearly described in the records. If the training relates to a particular JPR under an NFPA standard, that JPR should be identified; and
- each participant in the training needs to be evaluated, and his or her results duly recorded. Ideally, the evaluation process should be described as part of the training program or evident from the records kept.

Currently the Regional District provides a records management software program called FirePro2 for Departments to help maintain effective training records. While it is not within the scope of work of this project to do a formal analysis of FirePro2 as a records management program, suffice to say that when set up properly, it has been effectively used by a number of different departments in BC. Properly used, FirePro2 enables fire departments to maintain a good record of individual firefighter and officer training. Unfortunately, of the seven Departments, four are not using it, two are using it incorrectly (likely the result of inadequate training), leaving only one Department with proper electronic training records. Of the Departments not using it, most suggested either they did not understand the program, or had initially tried it out and did not like it, and reverted to paper records or the use of Excel spreadsheets.

While we have some sympathy for those wishing to stay with a paper-based system, it should be noted that an effective and efficient paper-based records management system is far more time-consuming to create and maintain than an electronic one. In the case of the Departments currently not using FirePro2, or those using it incorrectly, we would recommend that Regional District work with them to implement the system properly. Additional training and some initial administrative support may be required to make proper use of the system to provide effective

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<sup>44</sup> The Fire Chief maintained that both Schapansky and his partner had received "adequate training to do the job they were given." Schapansky Inquiry, p. 7. WorkSafe BC, however, found insufficient documentation of training to support that view. Schapansky Inquiry, p. 5.

training and support to the Departments and ensure that proper training records are maintained by all.

**Recommendation:** The RDOS, as AHJ, must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational requirements.

**Recommendation:** The RDOS, in conjunction with the Departments, develop standards for departmental training records and ensure that FirePro2 is appropriately formatted to accommodate those records.

**Recommendation:** The RDOS provide initial training and ongoing support for Departments in the use of FirePro2.

**Recommendation:** All Departments consider budgeting for administrative assistance to aid in maintaining all required records.

## Operational Guidelines

A complete and thorough set of OGs is both a WorkSafe BC requirement, and a prerequisite of the Playbook to conducting any form of fire ground operations including both interior and exterior operations. Developing and maintaining a complete set of OGs, however, is challenging, particularly for volunteer fire departments. During the audit process, each Department was requested to provide their OG manuals for review. Most were able to comply with this request and some were provided during the on-site visit. Of the OGs that were submitted for review, most are a combination of the generic set of OGs provided by the RDOS with additions by the local Department. In general, though, many of the sets were outdated or incomplete. Of the seven Departments, Keremeos has probably the best set although they too are missing a few specific required subjects, which has been noted in their individual Department report.

As discussed previously, the absence of written operational guidelines greatly increases the risk for firefighters undertaking fire ground operations and significantly increases the potential for liability for the RDOS. The Regional District has developed a reasonably effective set of generically written OGs which, when amended, will form the basis of an OG manual for all Departments. In addition, there is no reason Departments cannot use as templates OGs developed by other departments within the Regional District or throughout the province to complete their manuals. In saying this, we caution the Departments to ensure they do not simply adopt other departments' guidelines or the RDOS generic guidelines without first adapting or amending same to their local conditions.

It may be useful for the RDOS to assist the Departments in developing a comprehensive set of OGs. Some local governments have taken the initiative to guide their departments in the creation of a complete set of OGs, and to assist in their maintenance. This is typically a collaborative process, and usually focuses on operational (as opposed to administrative) matters.

**Recommendation:** The RDOS, in cooperation with the Departments, ensure that each Department has a complete set of OGs as required by WorkSafe BC and the Playbook.

## Apparatus and Equipment

An inspection and review of each Department's apparatus was conducted during the Review. In general, all apparatus was found to be in good order and, according to the respective Fire Chiefs, was sufficient to provide the required level fire and rescue protection as mandated.

Those Departments that had apparatus nearing, or in some cases, exceeding their Fire Underwriters ("FUS") rateable life span, need to put plans in place to replace the apparatus in the near future. In the case of Willowbrook, whose pumper is beyond its normal 20-year life span as required by FUS, the Department should consider making an application to FUS to extend that vehicle's life span.

The Fire Underwriters do permit departments in small to medium-sized communities to apply to extend the grading recognition status of older apparatus. In that regard, they note as follows:<sup>45</sup>

"Exceptions to age status may be considered in a [sic] small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing."

Under the FUS system, it appears that the testing required is an annual "Acceptance Test" as specified under NFPA 1901, *Standard for Automotive Fire Apparatus*. By utilizing this approach, it may be possible to extend the lifespan of a particular piece of apparatus by a further five years (so that replacement does not occur until the apparatus is 25 years old).<sup>46</sup>

Some caveats should be noted. FUS requires that departments which wish to extend the usable life-span of their apparatus to make application to FUS; they also appear to reserve the right to refuse to grant credit to such vehicles:<sup>47</sup>

"Due to municipal budget constraints within small communities we have continued to recognize apparatus over twenty years of age, provided the truck successfully meets the recommended annual tests and has been deemed to be in excellent mechanical condition."

They go on to note, however:<sup>48</sup>

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<sup>45</sup> Fire Underwriters, *Insurance Grading Recognition of Used or Rebuilt Fire Apparatus* (2007), p.3, note 2 (hereafter, *Apparatus Recognition*).

<sup>46</sup> FUS, *Apparatus Recognition*, p. 5, table 2.

<sup>47</sup> FUS, *Apparatus Recognition*, p. 2

<sup>48</sup> FUS, *Apparatus Recognition*, p. 5, table 2, note 4.

“Apparatus exceeding 20 years of age may not be considered to be eligible for insurance grading purposes regardless of testing. Application must be made in writing to Fire Underwriters Survey for an extension of the grade-able life of the apparatus.”

There are, however, obvious risks in attempting to extend the life of fire apparatus beyond ~20 years. Although actual mileage on these vehicles tends to be relatively low, their usage is extreme: they always travel fully loaded, and in responding to any emergency call, typically are significantly stressed by each use.

Currently each Department, on an individual basis, maintains apparatus either in-house or through the use of a local independent contractor. Similarly, major repairs and annual pump testing is contracted out to one of several qualified contractors. It should be noted that annual pump testing is an NFPA and WorkSafe BC requirement. During our discussions with the Fire Chiefs it was brought up on several occasions that this is one area where the RDOS could beneficially take a more active role. More specifically, the RDOS should consider co-ordinating the annual testing of apparatus and equipment for all Departments. We therefore recommend that the RDOS and the Departments consider this option and investigate any potential savings and efficiencies that might be found in having the RDOS organize annual testing of apparatus and equipment.

As noted earlier, the FUS has set the gradable lifespan of fire apparatus at 20 years. Tenders and rescue trucks tend to have less stringent replacement requirements although as discussed previously it is advisable to replace these vehicles before they reach a condition in which their reliability becomes uncertain.<sup>49</sup> Under the current arrangement the RDOS owns all apparatus and allows the Departments full use of the equipment to provide fire protection services. Replacement of the vehicles from a perspective of what type of vehicle and how they are outfitted is, for the most part, left to the Departments. The RDOS has provided assistance with writing specifications and the tendering process when requested. The result is a lack of uniformity amongst the Departments in terms of apparatus or equipment. It is also likely that very little in the way of savings in the area of bulk purchases could be achieved under the current system.

From a high-level perspective, the RDOS has a fleet of 10 pumpers<sup>50</sup>, 7 water tenders, 4 rescue trucks and 2 marine craft; most of which are different makes and models. Currently when replacing each vehicle, an individual specification and tender is written for the particular vehicle based on the input from the Department. Whether these specifications are drawn up by RDOS staff or the individual Fire Chief, this is a time-consuming endeavor which can easily be streamlined provided there is a willingness to have some uniformity and cooperation in the area of fire apparatus. We recommend that the RDOS and the Departments investigate the

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<sup>49</sup> We have seen occasions where tenders also have been subject to a 20-year life span rating by the Fire Underwriters. Rescue trucks are not rated because they do not, in the Fire Underwriters' view, contribute to fire suppression activities.

<sup>50</sup> Two of the engines no longer meet FUS requirements as they are more than 20 years old.



possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered.

The final issue under this section is the matter of equipment testing for turnout gear, ladders, SCBA, rescue ropes and related equipment. Most of the equipment used in the fire service has standards under which it must be tested. Each specific item has a different time frame for its testing and records of those tests must be kept and be available for inspection in the event of an equipment failure or worse, a firefighter injury or death. One of the major criticisms in the Clearwater case related to the inadequate maintenance, repair, testing and records keeping of that department's SCBA.<sup>51</sup>

While we did not do a detailed review of the equipment testing records during this review, some of the issues that did arise during the on-site visits have been addressed in the individual reports. However, there is a need for all of the Departments to review their individual equipment testing procedures and related records keeping, and compare them to the respective NFPA and WorkSafe BC requirements. Any shortfalls should be addressed immediately.

**Recommendation:** That the RDOS and the Departments investigate the possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered;

**Recommendation:** That the RDOS, in cooperation with the Fire Chiefs, investigate and consider having RDOS coordinate regular testing of all apparatus and equipment in accordance with WorkSafe BC and NFPA requirements;

**Recommendation:** That the RDOS review with the Departments their individual equipment testing procedures and record keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any shortfalls should be addressed immediately;

**Recommendation:** That the RDOS, in conjunction with the Departments, develop appropriate record keeping forms to ensure conformity of record keeping amongst the Departments.

## Fire Hall Facilities

A review of fire hall facilities was conducted during the on-site inspections.

Each individual report contains a section dealing with that specific Department's fire hall(s) including the overall condition of the hall, the ability to adequately store all fire apparatus inside, the availability for classroom training space, the facilities within the hall for providing suitable space for storing, repairing and maintaining equipment and finally the availability of health and

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<sup>51</sup> Schapansky Inquiry, pp. 4, 5.

safety conditions such as proper ventilation, washroom and shower facilities and kitchen facilities.

We acknowledge that replacing fire halls is an expensive undertaking that requires long term planning. We did not review long term capital plans for any of the Departments nor did we investigate the strategy for replacement of fire halls.

## **Budgets and Finance**

The introduction of the Playbook may be seen as a defining watershed event and turning point in the delivery of fire service in BC, whether by a volunteer or career department. The Playbook has: clarified the minimum training (and other) standards for structure firefighters and the performance of their duties; reinforced the need for compliance with WorkSafe and OH&S requirements; and created an accountability framework for the Authority Having Jurisdiction – in the case of the RDOS the Regional Board.

The Playbook is focused on both the health and safety of the firefighters as well as the accountability expectation for the AHJ, which will ultimately promote the mitigation of potential liability and risk. Another key element impacting the effective delivery of fire services for the residents in the services areas is ensuring that the Departments meet the requirements of the Fire Underwriters to achieve the highest practical rating to reduce the cost of fire insurance for residents and businesses. A third factor which will impose a requirement on the RDOS is the new *Fire Safety Act* as it relates to fire inspections and investigations.

In its financial deliberations, the RDOS Board must consider a number of factors to determine the most appropriate implementation approach to meeting the future needs for the safe and effective delivery of fire services in its seven Departments. In summary, the Board must confirm the level of service to be provided by each Department, ensure that the statutory, administrative and operational requirements are met, and provide the budgetary, other support and leadership necessary to achieve these goals.

There has been an increasing workload demand on fire departments and particularly the fire chiefs to undertake the essential tasks necessary to meet the basic statutory and administrative requirements - some of these are outlined in Appendix 3 to this report. Although many of these requirements were in effect prior to the introduction of the Playbook, the Playbook has clarified a number of areas of ambiguity and confirmed the accountability of the AHJ.

Based on the observations and evaluations contained in this report, in order to meet the training and other requirements contained in the Playbook, and to maintain the effectiveness and efficiency of the seven Departments, there is a significant increase in administrative workload both in the short and long term. Consequently, there is a greater need for the RDOS to provide senior leadership and administrative support, to ensure the Departments achieve these objectives. This will create a need for additional organizational capacity and is expected, therefore, to have a related budget increase impact.

In addition, in terms of an implementation strategy, it is proposed that to both optimize efficiency and effectiveness of the changes needed and corresponding accountability, that the RDOS

consider delegation of further authority to the CAO to lead, coordinate and support the actions necessary with the cooperation of the fire chiefs.

## **Strategic Planning Sessions**

### **Overview**

A facilitated group session was conducted on 15 May 2017 to allow interested stakeholders an opportunity to provide input into the review. All Departments were encouraged to attend as well as District staff (including the CAO and Community Services Manager), Electoral Directors and other elected officials. The session was well attended by a broad cross section of stakeholders.

In order to generate group discussion, the following questions were posed:

- 1) What works well now in the Fire Services?
- 2) What concerns do you have about the Fire Service?
  - a) Now
  - b) Into the future
- 3) What could or should be improved?
  - a) Operationally
  - b) Administratively
- 4) Training and Competency Issues
- 5) Recruitment & Retention Issues

The group was candid and generous in their participation and provided good input. At the end of the session everyone indicated they were pleased with the day's outcome and each had learned something new about the fire service or the operation of the Regional District. The Consultants would like to thank all in attendance for their active participation and for making the process successful.

In addition to the stakeholder session, discussions were held with the Fire Chiefs during the on-site visits to gather their thoughts and opinions with regard to the above noted questions. The section below (Meetings with Fire Chiefs) provides an overview of the information gathered during that process. In order to encourage open and candid discussion, the Consultants agreed to report the findings in a general manner rather than attribute particular comments to any one specific Department or individual.

### **Stakeholder Session**

The notes taken during the stakeholder session are appended as Appendix 2 – Strategic Planning Notes. The notes attempted to capture the discussion and were displayed on screen during the session to ensure that participants could correct the record as it was created. The following is a brief synopsis of those notes along with any recommendations forthcoming which have not been put forward elsewhere in this report. At the beginning of the session each person was asked to introduce themselves and outline their expectations for the day.

**What works well** – The RDOS and its Electoral Directors are appreciative of the job that the Departments are doing. There is generally a good understanding, at a high level, of the additional training the Departments are required to do with the implementation of the Playbook. In addition, there is a belief that overall the Departments are well managed and in recent years there has been some continuity at the fire chief level with most Departments having long-serving and experienced leadership. Most Departments have a good relationship with their Electoral Area Director.

For some, the introduction of the Playbook is seen as a positive move as it has increased the focus on training, albeit that it has created an additional workload for the Fire Chiefs. Communication between the RDOS and the Departments has increased somewhat in recent years and since the Playbook's introduction, regional fire chiefs' meetings give them the opportunity to exchange ideas and receive feedback.

The budget process seems to be working well and the RDOS provides good support to the Departments in this area. This is not to say that the actual funding is adequate in all Departments, but rather the process of developing and managing budgets is working. A number of Departments reported improvements in their facilities and equipment; others, however, particularly those with limited budgets, are struggling.

The move to a single operational bylaw (Bylaw No. 2566) was seen as positive by the participants.

**What concerns do you have about the Fire Service** – (near term)

The issue of recruitment and retention of volunteers is a concern for several Departments. For most, it is not simply the problem of initially getting new recruits in the door, but rather how they manage training them only to have them leave a short time thereafter and then having to start the process again with new people. Many Departments are facing a demographics challenge, as their population bases are aging, and working age individuals are already fully committed (often working two jobs) and not prepared to put in long hours to train or to advance into the officer ranks. Suggestions were made to look at providing additional incentives (such as insurance coverage) to encourage longer term commitments.

Training and the time required to provide and achieve the new requirements outlined in the Playbook are a concern. Departments understand the need for standardized training and the need to occasionally leave the protection area to achieve it – but members are not always prepared to give additional time or cannot afford to take time from work to do it. Suggestions were made that more shared training and training facilities amongst the Departments would be beneficial. The cost of training was also brought up as an issue.

Funding was brought up as an issue for several Departments while others suggested they were well funded. Clearly there are significant differences between the Departments in terms of the available tax bases from which to draw. One community is currently questioning the Department's response to MVI's on the Highway as the majority of the incidents involve non-

community people. Another community, which consists of primarily seasonal residents, questions why they are paying for year-round fire services.

Administrative work in the form of record keeping, maintaining OGs, payroll, etc., was the most common, shared concern and most often brought up as an issue by the Departments. All are finding that the number of hours required for completion of the administrative requirements to be overwhelming, and in many cases, the work simply is not being completed. The general agreement was that the RDOS needs to supply additional assistance and funding in this area. One Department reported that they had created an Administrative Assistant position and had funded it for one day per week – and was considering increasing that amount.

Change of policy by outside agencies such as the Department of Highways and BCAS<sup>52</sup> was cited as an issue for some Departments. Examples include the recent position of BCAS not to permit their members to go off the road (over the embankment) to provide medical assistance to patients. This means patient retrieval and medical intervention during the retrieval is now left to the Departments, some of whom do not provide FMR services. Another example is the recent position taken by the Department of Highways (or the entity responsible for highway maintenance) of not providing traffic control during motor vehicle incidents. This has resulted in the Departments being required to provide the service, if nothing else for the safety of their members and other emergency responders. In addition, fire crews must stay on site far longer than previously required until the scene is cleared of vehicles.

Fire protection boundary extensions and fire protection coverage to previously unprotected areas is an issue which affects both the RDOS and the Departments. As more people move to the area they come with expectations of fire protection. In the case of Naramata, a second fire hall is currently being considered which will enable the Department to properly provide fire protection to the newly added northern portion of its service area. Departments need to be actively involved in any decisions and proposals for boundary extensions.

Community expectations both in terms of the services they receive and the tax dollars they are required to pay, is becoming an issue in some of the areas. Suggestions made during the session included having the RDOS more involved in educating the public in areas such as required funding, training requirements for the Departments, insurance premium savings associated with a fire department, etc., so that the general public understands why costs are rising in connection with fire service delivery.

There is some unhappiness with the current stipend formula in that officer pay rates are in accordance with a Department's call volume as opposed to the level of work they are expected to perform. The officers in every Department share the same liability and responsibility for the operation of their Departments, and there is a baseline workload that all must shoulder in order to ensure the ongoing operation of their Departments.

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<sup>52</sup> BC Ambulance Service

## Longer Term Issues

The question of how to deal with the smaller fire brigades in the RDOS, as well as the eventual expansion of service areas will need to be addressed in the future. With relatively sparse and scattered populations, and limited tax bases, it is not clear how fire protection in these areas can be funded.

Departments will need to address the issue of lower daytime turnout of volunteers at the same time as there are higher expectations from the taxpayers. Governance issues and fire inspections are another area the Regional District must address.

There was concern addressed about the changing demographics, as the population in the RDOS increasingly ages, which impacts recruitment opportunities while potentially increasing call volumes (particularly for Departments which provide FMR).

The RDOS and the Departments agreed there was a need to look at standardizing apparatus, equipment, records management, etc., to improve interoperability and achieve some economies of scale.

### What could or should be improved?

**Operationally** – The concept of standardization of equipment and apparatus is one that has been raised in the area several times. Equipment such as SCBA, radios, turnout gear, helmets (designation of level of training) are just a few examples. There is a potential saving for bulk purchases. Standardizing apparatus specifications will save countless hours every time someone needs to order new apparatus. It also improves interoperability between the Departments and potentially reduces on-going maintenance costs and issues.

Standardizing training and sharing training opportunities may lead to regional training officers that can carry some of the load currently done locally. In addition, with standardization in training, Departments will be more likely to train together to gain experience from one another.

Currently the Mutual Aid Agreement requires the requesting Department to ask for assistance which often causes unnecessary delays in the assisting Department's response. Automatic aid eliminates that delay and ensures adequate assistance is on-route in a timely manner. At the least the Departments should consider putting each other on alert that the neighbouring department is involved in an incident and that they need to be in a standby mode.

**Administrative Issues** – The current administrative requirements for record keeping, payroll and attendance records are very high. The Departments felt that the RDOS needs to provide more help, perhaps in the form of direct assistance from staff, and more training in records management. For small Departments that only do occasional administrative work, the systems were considered difficult to manage. The Regional District should be assisting to standardize forms and programs so that everybody is doing it the same way. The administrative support needs to be consistent and available.

## **Training and Competency Issues**

There is a concern that the public does not understand the level of training required of the firefighters. This becomes an issue at budget time when the Departments are asking for more money for training. The Departments would like the RDOS to take a larger role in helping educate the public about Department training requirements.

There is a need for more joint training. Penticton's live fire site is now available for evening training sessions but this is only appropriate for local departments that do not have to travel too far. Departments such as Tulameen or Anarchist Mountain will still be required to do weekend training for live fire.

There is a need to keep training interesting for the members or they will lose interest and either stop coming or just zone out. This can sometimes be a challenge but can often be accomplished by switching things up occasionally and by bringing in outside trainers on some subjects. Live fire training is one example where members get something new; for the smaller or more remote Departments, however, live fire training is an expensive undertaking.

Inclement weather is also a problem in the winter and impacts what training can be undertaken. It also may be possible to better utilize on-line training, particularly to bridge some of the training gaps that have been noted in the individual reports. Note: Annual scheduling of training will assist in alleviating this issue.

## **Recruitment and Retention Issues**

There is no "one size fits all" solution for this issue. Some Departments have problems recruiting new members, while others have waiting lists. The traditional social element of the volunteer fire hall has changed over the years and a new social element needs to be found. Community demographics can also impact who is available for recruitment.

Recruitment into the fire service is a family affair and needs to be looked at that way. The Departments need to have BBQs, family days, open houses, junior recruit programs, community breakfasts, etc., and be family inclusive. If the family supports the household member being a firefighter, he/she will be more successful and likely stay in the Department longer.

The RDOS and the Departments need to provide incentives, both financial and non-financial (e.g., health benefits, recognition programs and free tickets to community services, etc.) to improve retention and help bolster recruitment.

Departments need to have a big community profile and use the media to good advantage. Most career departments require new hires to have experience as a volunteer firefighter. The Departments should take full advantage of this.

## **Meetings with Fire Chiefs**

During the site visits, each Fire Chief was given the opportunity to provide his or her input regarding the RDOS's current organizational structure and support systems. In addition, the

Chiefs were asked specific questions pertaining to what structure they would like to see in the future and what changes they would like to see in the role of the ESS.

Most Chiefs started the conversation by stating that what they did not want to see was a “Regional Fire Chief” type of structure where an individual was put in overall control of all the Departments. This was a fairly consistent position taken by all and clearly the Chiefs have heard some negative stories from other regional districts that have had poor experiences with specific regional fire chiefs. It should be noted that there are also good examples in the province where, in our opinion, the system of having a regional fire chief has been very successful.

About 60% of the Chiefs believed that the ESS role is heavily loaded toward the emergency planning/preparedness to the detriment of the fire services. Several Chiefs suggested that when the position was first created the ESS would visit the fire hall, or provide training on a regular basis but, as time passed, the training and visits became less frequent and currently do not happen at all. For the most part, they believe that the individual is too busy with the emergency planning portion of the position and no longer has time to work with the fire services<sup>53</sup>. Of the remaining, 20% reported that they get service when they request it – but in most cases, they deal with issues themselves; and the final 20% suggested they get good service whenever they request it. There is general agreement that they all get assistance on the budget when requested.

About half of the Chiefs indicated they feel that the role of the ESS should be one of coordination and working with the Departments to assist them in achieving their required and preferred goals. All Chiefs are in agreement that the ESS position should be responsible for setting up and coordinating regional training opportunities such as bringing in outside trainers for specific training (e.g., auto extrication training, live fire training, leadership training, etc.).

Several of Chiefs felt that the RDOS merely sends down directives to be followed, with little or no understanding of work involved for the Department. Most of the Chiefs believe that the RDOS needs to provide considerably more support and training in the area of records management. There is general agreement that communication between the RDOS and the Departments is an area that could use improvement.

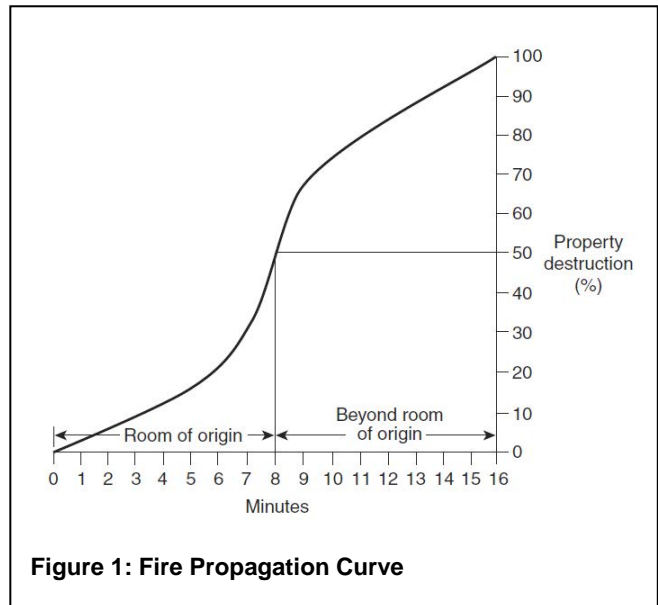
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<sup>53</sup> It is interesting to note that when we discussed this matter with the ESS, he estimated he spent 50% of his time on fire services matters.



## Standards of Service

The standards of service that apply to the fire service include those related to response time objectives. These are defined by the National Fire Protection Association (the “NFPA”) and include time intervals for 911 call handling, dispatch, turnout of crews and travel to the scene. Each of these will be described in further detail in the following sections however a key element for all fire responses is the relationship between time and the degree of fire damage. This is illustrated in Figure 1 which shows the rate of change / percentage of destruction from the time at which a fire ignites. This fire propagation model is well documented and explains why each element of fire response is critical because at or about eight minutes from ignition a fire will flashover and extend beyond the room of origin. This increases the risk to the resident as well as to the firefighter, and certainly increases the amount of resulting damage.



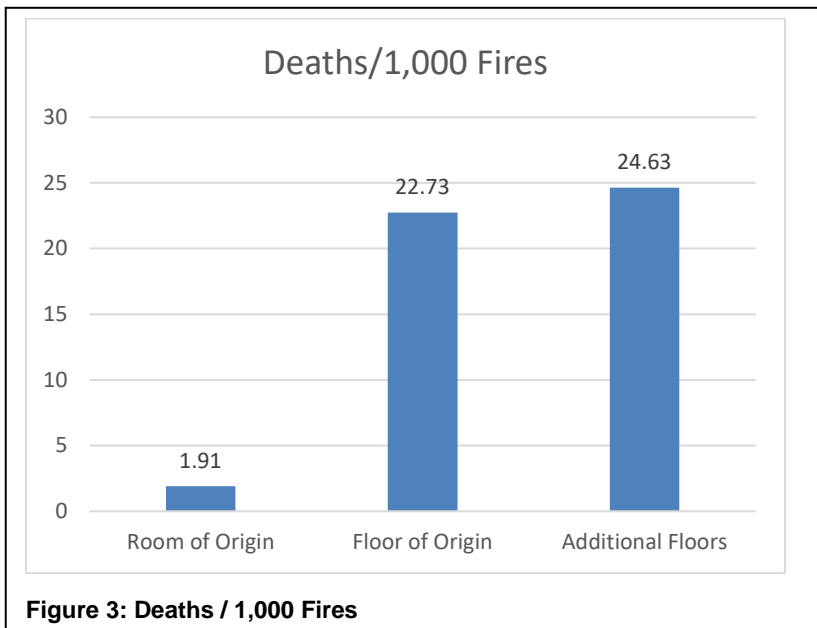
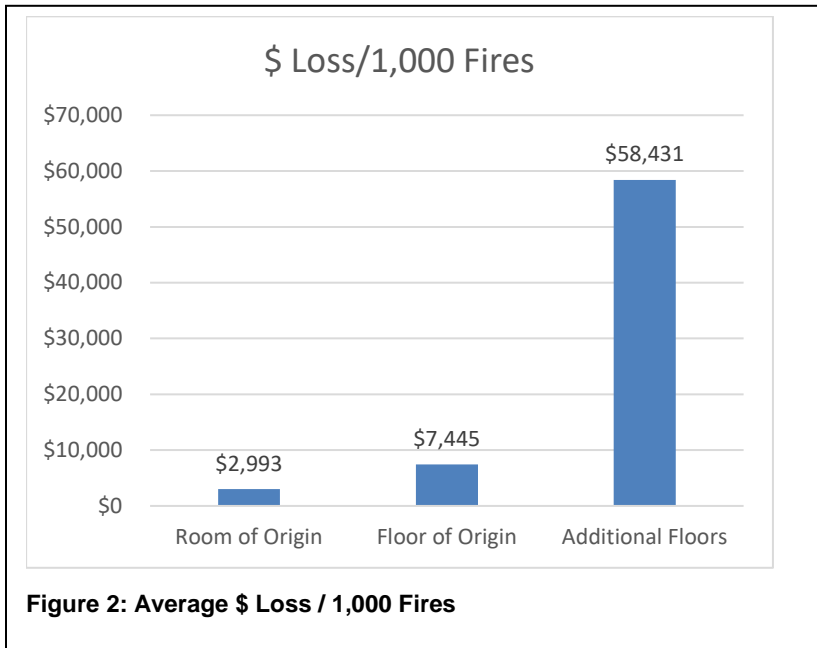
The relationship between the deployment of sufficient firefighters within a defined timeframe relative to fire loss and injury has been documented by the NFPA and this is shown in Table 1. From this it can be seen that confining a fire to the room of origin results in an average dollar loss of \$2,993.

Flame Spread	Civilian Deaths	Civilian Injuries	Average Dollar Loss per Fire
Confined fires or contained fire identified by incident type	0.000	10.29	\$212
Confined fire or flame damage confined to object of origin	0.65	13.53	\$1,565
Confined to room of origin, including confined fires and fires confined to object	1.91	25.32	\$2,993
Beyond the room but confined to the floor of origin	22.73	64.13	\$7,445
Beyond floor of origin	24.63	60.41	\$58,431

**Table 1**

Fires which extend beyond the room of origin but which are contained to the floor of origin result in an average dollar loss of \$7,445 while fires which extend beyond the floor of origin result in an average dollar loss of \$58,421<sup>54</sup>. Similarly, where a fire is held to the room of origin civilian fire deaths do not exceed 1.91 per thousand fires, but where the fire extends beyond the room of origin there are 22.73 deaths per thousand fires.

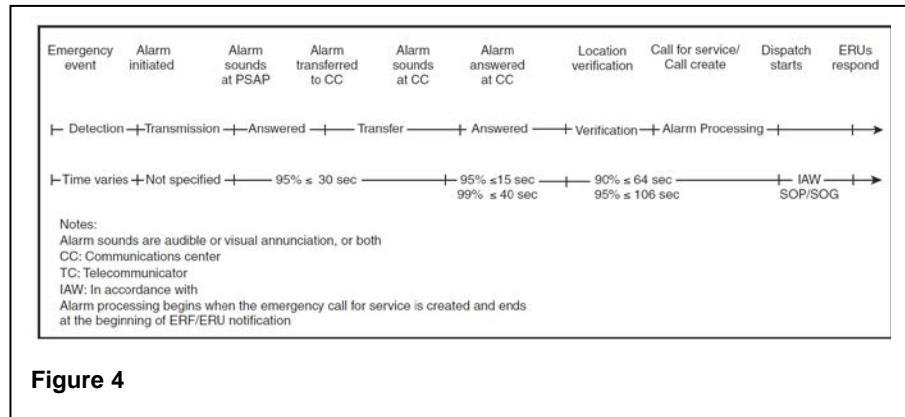
This data is shown graphically in Figure 2 in terms of dollar loss per 1,000 fires and in Figure 3 in terms of deaths per 1,000 fires.



<sup>54</sup> The data used in this table is for the United States; there is no similar aggregation of national data in Canada.

## NFPA 1221

The NFPA 1221 Standard outlines that 911 call handling, pickup of the 911 call by a fire dispatcher and the process to dispatch fire apparatus should occur within a total of 109 seconds as shown in Figure 4. The alarm handling times are the sum of alarm



transferred to the CC (call center) + alarm answered + location verified + call for service created.

From that point, the key time elements are found in NFPA 1720, which is the standard for volunteer fire departments.

## NFPA 1720

The NFPA 1720 standard applies to volunteer fire departments and the proposed response times recognize that there is variability in terms of density of population in suburban and rural areas. For this reason, the expectation for arrival and assembly of a fire crew decreases with density as shown in Figure 5. It is understood that for some fire departments challenged by longer travel distances they are not likely to arrive with sufficient firefighters within

Demand Zone <sup>a</sup>	Demographics	Minimum Staff to Respond <sup>b</sup>	Response Time (minutes) <sup>c</sup>	Meets Objective (%)
Urban area	>1000 people/mi <sup>2</sup>	15	9	90
Suburban area	500–1000 people/mi <sup>2</sup>	10	10	80
Rural area	<500 people/mi <sup>2</sup>	6	14	80
Remote area	Travel distance ≥ 8 mi	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

<sup>a</sup>A jurisdiction can have more than one demand zone.  
<sup>b</sup>Minimum staffing includes members responding from the AHJs department and automatic aid  
<sup>c</sup>Response time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

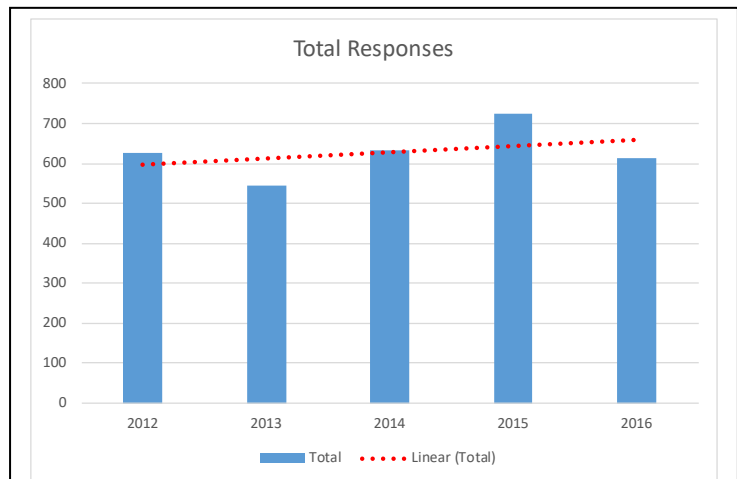
**Figure 5**

eight minutes; however, that remains a goal based on our understanding of the effect of longer response times on damage, injuries and fire fatalities.

## Department Responses

The Departments in the RDOS respond to a wide range of emergency and non-emergency incidents and these were reviewed to provide context for their level of service, apparatus, staffing, training and budgets. The analysis was based on the data provided by the Kelowna Fire Department which has been the dispatch provider since 2011.

The data provided was for the period January 1, 2012 to December 31, 2016 and during this period the seven fire departments responded to 3,145 incidents, an average of 629 per year. Over this period the trend is essentially flat as shown in Figure 6.



**Figure 6: Total Responses by RDOS Departments (n=3,145)**

Within the seven Departments, however, the number of responses varies from Okanagan Falls with 38.6% of the total to Tulameen with 2.5%. This is summarized in Table 2.

**Table 2: Total Responses by Department by Year**

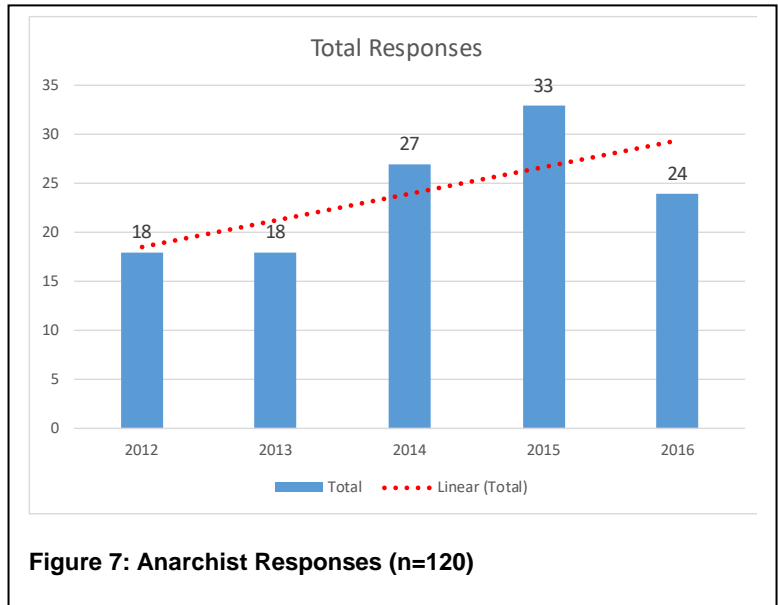
	2012	2013	2014	2015	2016	Total	Percent
Anarchist Mountain Fire Department	18	18	27	33	24	120	3.8%
Kaleden Volunteer Fire Department	81	73	94	101	93	442	14.1%
Keremeos & District Volunteer Fire Dept.	119	92	117	125	70	523	16.6%
Naramata Volunteer Fire Department	138	100	141	156	137	672	21.4%
Okanagan Falls Volunteer Fire Department	238	234	224	258	260	1214	38.6%
Tulameen & District Volunteer Fire Dept.	17	10	18	21	14	80	2.5%
Willowbrook Volunteer Fire Department	17	17	13	31	16	94	3.0%
	628	544	634	725	614	3145	100%

For each of these Departments there is a different trend in terms of total responses and the following section illustrates the graph for each Department.

### Anarchist

The total responses for the Anarchist Mountain Fire Department are shown in Figure 7. This Department is the 5<sup>th</sup> busiest of the RDOS fire departments with 3.5% of all responses.

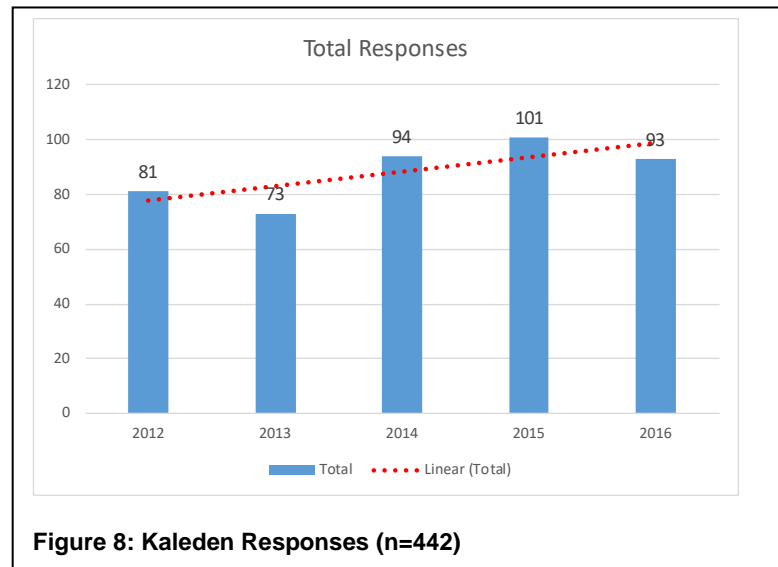
The number of responses shows a clear upward trend over the period.



### Kaleden

The total responses for the Kaleden Fire Departments are shown in Figure 8. This department is the 4<sup>th</sup> busiest of the RDOS departments with 14.1% of the total number of responses.

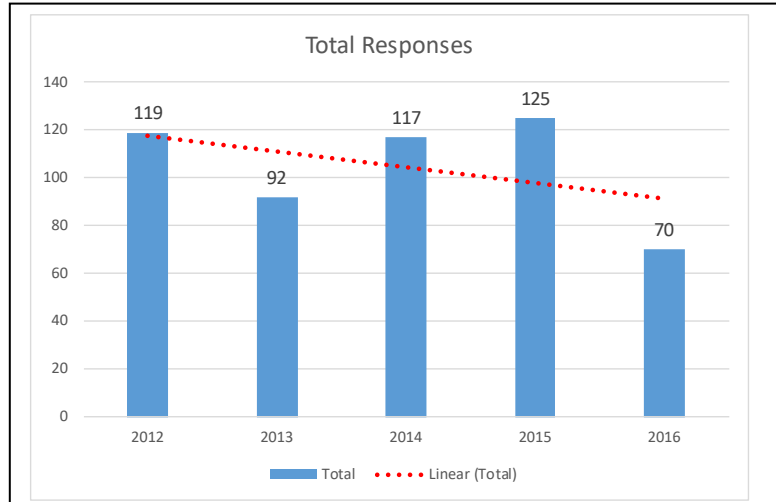
Kaleden's data also indicates an upward trend.



### Keremeos & District

Total responses for Keremeos & District are shown in Figure 9. Keremeos is the 3<sup>rd</sup> busiest department in the RDOS and over the period their responses appear to be declining. This department responds to 16.6% of all responses.

This apparent decline may be anomalous or may be related to a reduction in the number of responses to a particular incident type.

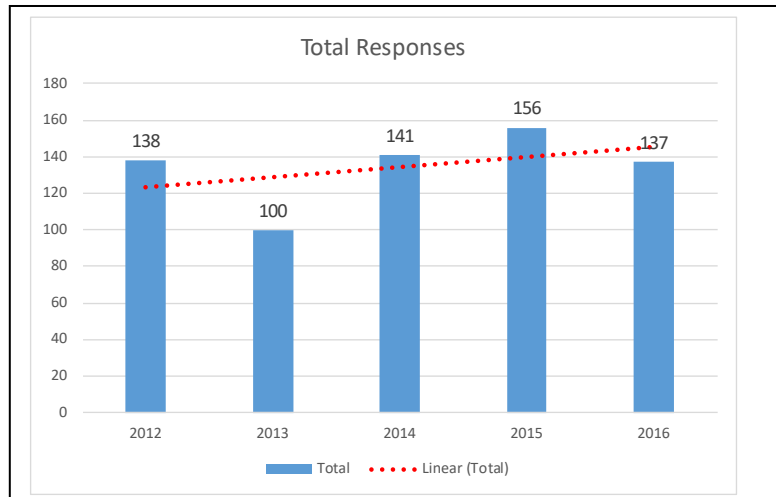


**Figure 9: Keremeos & District Responses (n=523)**

### Naramata

Naramata is the 2<sup>nd</sup> busiest department in the RDOS and its responses over the period are shown in Figure 10.

Responses for this department are 21.4% of the total for the RDOS. The trend for the department is increasing, similar to Kaleden.



**Figure 10: Naramata Responses (n=672)**

## Okanagan Falls

Okanagan Falls is the busiest of the RDOS departments at 38.6% of the total call volume.

Over the period the trend has shown a significant increase in 2015 and 2016 and a 5-year projection for this department suggests an annual call volume over 300 by 2022.

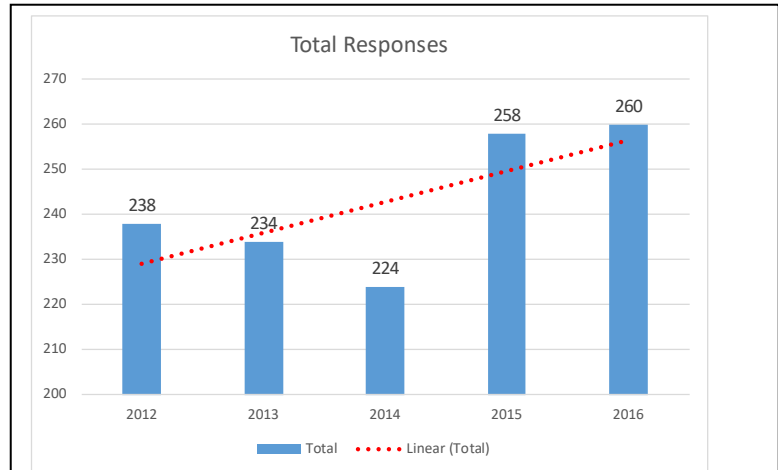


Figure 11: Okanagan Falls Responses (n=1,214)

## Tulameen & District

Tulameen & District has the lowest call volume of all the RDOS department with 2.5% of the total.

The responses over the period are shown in Figure 12 and during this time and trend is essentially flat.

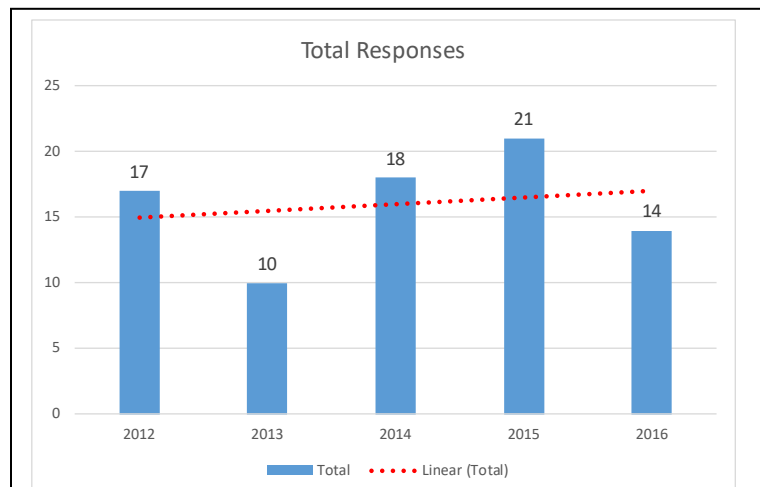
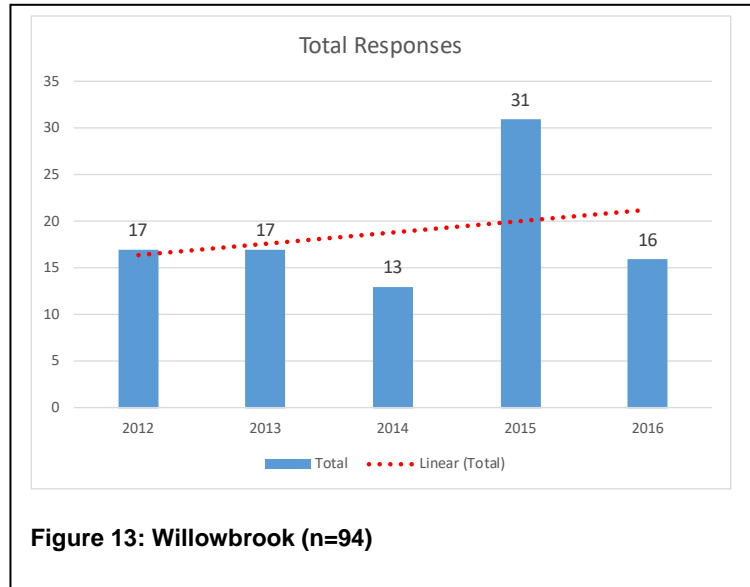


Figure 12: Tulameen & District (n=80)

## Willowbrook

Willowbrook has the 6<sup>th</sup> highest call volume with 3% of the total for the RDOS.

Its responses are shown in Figure 13 and over the period the trend is flat with one year (2015) having nearly double the average for the other four years.



## Projected Annual Responses

It is possible to project future call volume, though with a relatively small number of incidents and just five years' worth of data such a projection should not be relied on completely. That said, and noting that only Keremeos & District is showing a declining trend<sup>55</sup>, the projections for 2021 and 2026 for the seven RDOS departments are summarized in Table 3.

**Table 3**

Year	Average	Projection <sup>56</sup>	Change over 2011-2016 average
2011-2016	629		
2021		891	+41%
2026		1,049	+67%

The previous section illustrates some of the differences between the RDOS departments in terms of call volume. As part of the development of a master plan for these departments it is also important to understand how responses vary during the year by month, by day and by hour as there are significant variances.

<sup>55</sup> As noted, this may be an anomaly.

<sup>56</sup> Projection at 95% confidence level.



## Responses by Month

Responses by month for the seven departments are shown in Figure 14.

The range in terms of call volume is significant with August being the busiest month with a call volume that is 97% higher than February.

There are several reasons for this wide range of responses, mostly related to incident type.

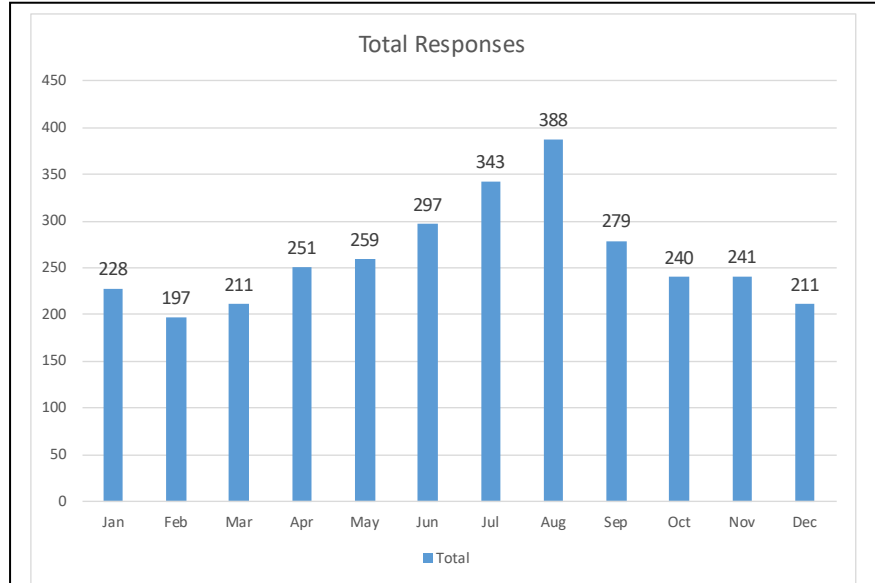


Figure 14: RDOS Departments, All Responses by Month

## Outdoor Fires

Outdoor fires such as grass and brush fires, rubbish fires peak in summer months as shown in Figure 15.

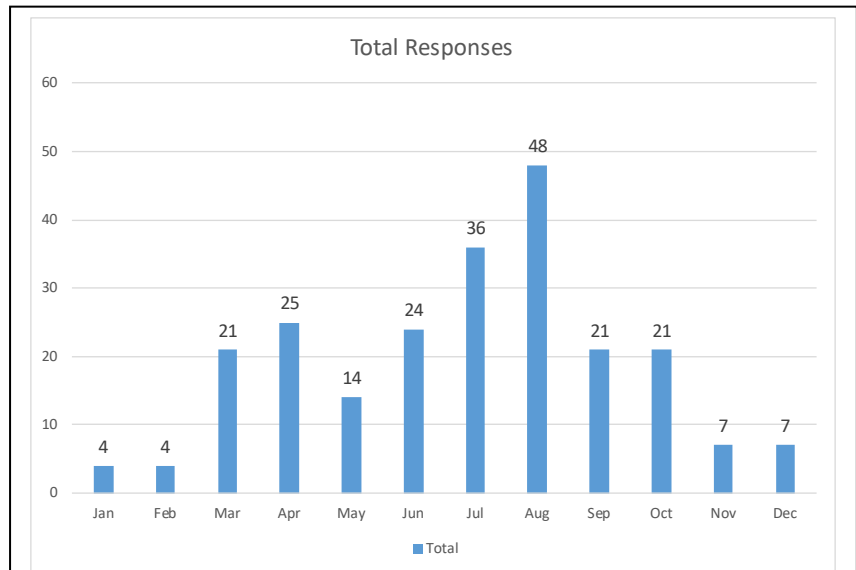


Figure 15: Grass, Rubbish and Outdoor Fires

## Structure Fires

By contrast fires which occur in structures<sup>57</sup> occur predominantly during the winter months and are at their lowest level in August.

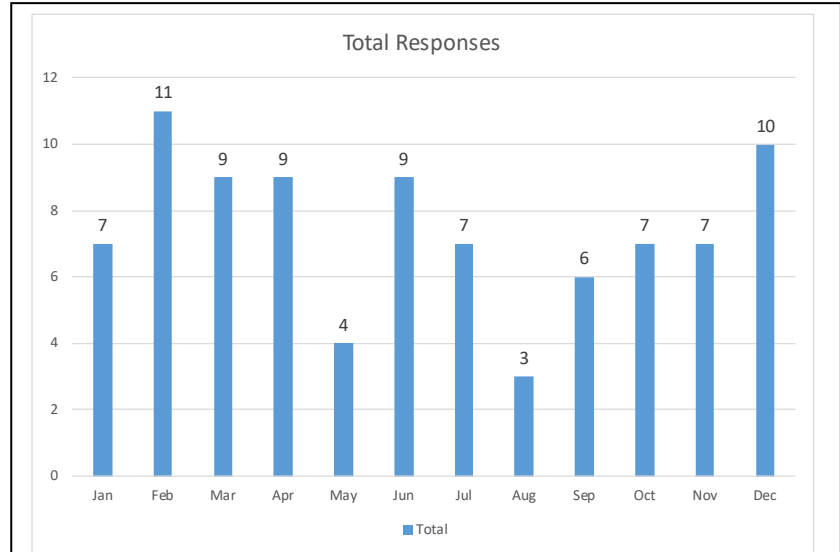


Figure 16: Fires in Structures

## Responses by Day of the Week

There is also a variance in responses by day of the week.

This is shown in Figure 17 which illustrates that fire departments are busiest at the end of the week and on the weekend. This distribution by day of the week is common with most fire department in British Columbia and most often relates to an increase in population on weekends.

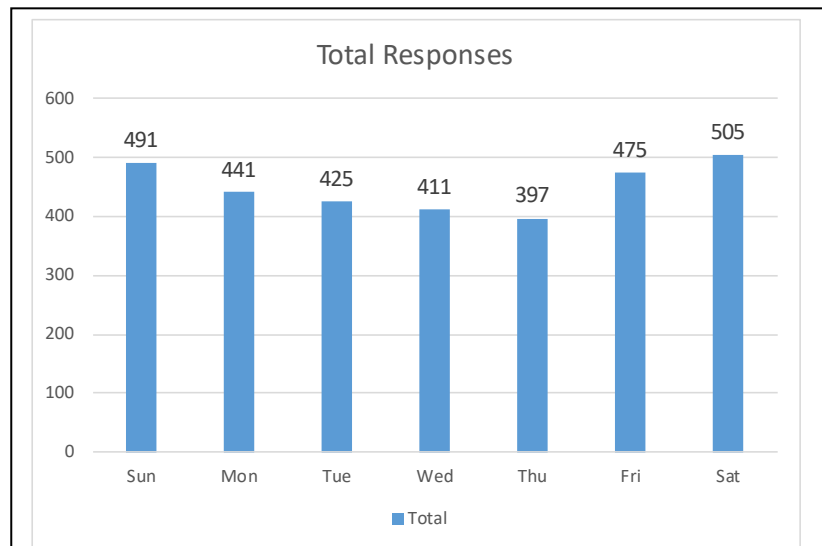


Figure 17: Response by Day of the Week

<sup>57</sup> This includes responses that are coded a structure fires, oven/stove fires, chimney fires and those involving electrical problems.

## Responses by Hour of the Day

There are different levels of response by hour of the day and it is reasonable to expect a lower call volume at night, especially in the early hours of the morning.

What is often not well understood is the range between the quietest and busiest hours.

For the RDOS departments this is illustrated in Figure 18.

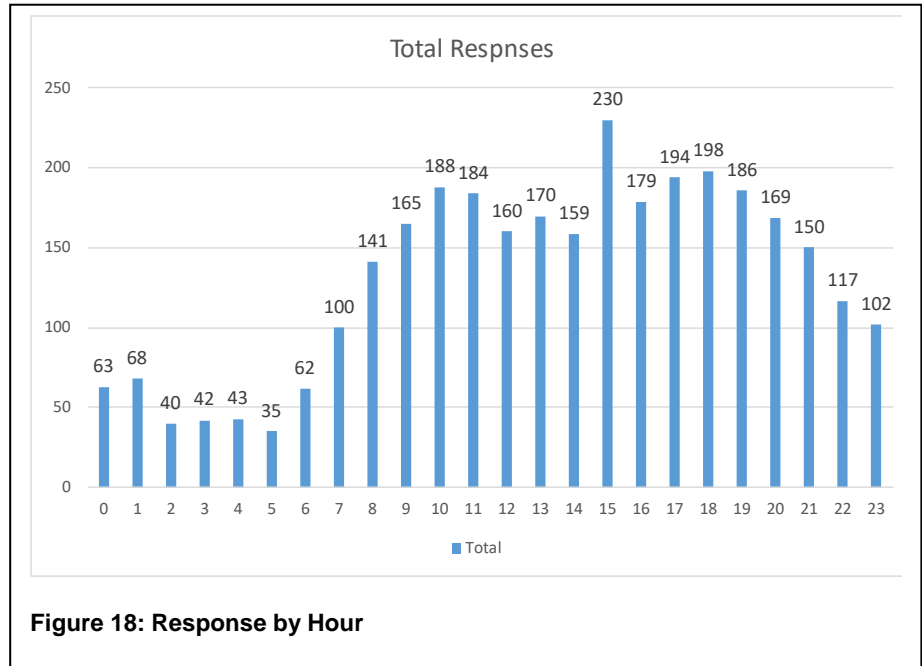


Figure 18: Response by Hour

This shows that the busiest hour starts at 15:00 hours with a call volume of 230 over the period being reviewed. This represents an increase of 650% over the slowest hours which starts at 05:00.

In summary, any analysis by year, by month, day or hour underlines the ways in which fire departments are not static. In fact, they vary greatly and this is well illustrated by the following two 'hot spot' tables.

## Summary by Year and Month

Responses by the RDOS departments by year and month are summarized in Figure 19.

From this it can be shown that 2014 and 2015 were the two busiest years, while July and August are the two busiest months. Within that data, the single busiest month was August of 2015. The months with the lowest call volume are February and March.

	2012	2013	2014	2015	2016	Total
Jan	44	44	47	50	43	228
Feb	25	32	53	52	35	197
Mar	31	29	50	56	45	211
Apr	54	41	55	56	45	251
May	63	40	45	58	53	259
Jun	50	57	55	77	58	297
Jul	75	57	70	78	63	343
Aug	68	71	73	97	79	388
Sep	55	46	57	55	66	279
Oct	69	37	45	45	44	240
Nov	46	49	52	48	46	241
Dec	48	41	32	53	37	211
Total	628	544	634	725	614	

Figure 19: Total Response by Year and Month

## Summary by Hour and Day

In a similar way, the range of responses by hour and by day is significant.

This is illustrated in Figure 20. As noted previously Saturday and Sunday are the busiest days but within the matrix the busiest single hour occurred on Friday at 15:00.

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
Midnight	12	3	15	10	7	6	10	63
1:00 AM	18	14	5	8	7	5	11	68
2:00 AM	7	5	5	7	6	7	3	40
3:00 AM	7	8	6	11	1	4	5	42
4:00 AM	6	6	4	8	7	3	9	43
5:00 AM	8	3	7	8	0	5	4	35
6:00 AM	9	9	5	12	7	7	13	62
7:00 AM	15	19	15	16	14	8	13	100
8:00 AM	16	26	23	26	16	17	17	141
9:00 AM	37	19	24	24	12	26	23	165
10:00 AM	27	25	21	22	34	29	30	188
11:00 AM	24	26	25	19	20	40	30	184
12:00 PM	19	27	19	27	21	17	30	160
1:00 PM	23	25	23	21	22	26	30	170
2:00 PM	26	24	24	16	14	32	23	159
3:00 PM	43	25	33	23	25	46	35	230
4:00 PM	34	19	21	20	20	29	36	179
5:00 PM	34	25	25	23	29	29	29	194
6:00 PM	21	29	32	23	24	38	31	198
7:00 PM	28	21	23	21	29	33	31	186
8:00 PM	24	30	20	17	25	21	32	169
9:00 PM	19	21	18	20	21	24	27	150
10:00 PM	22	16	23	8	20	6	22	117
11:00 PM	12	16	9	21	16	17	11	102
Total	491	441	425	411	397	475	505	

**Figure 20: Total Responses by Hour and Day**

# Training Standards and Requirements

## Playbook – Impact of Implementation

The Playbook established a new set of training standards for fire services personnel in B.C. In order to determine what standards apply, it contemplates that a fire department may deliver one of three possible levels of service, and then establishes the principal minimum training required to qualify for each level of service:

- **Exterior Operations** – where a fire department does not undertake interior attack or rescue operations in a fire-involved structure or object, or operate in an environment that is “immediately dangerous to life and health”.
- **Interior Operations** – where a fire department, in appropriate circumstances, will enter a fire-involved structure or object to undertake fire suppression activities or conduct rescue operations. Interior operations by these departments are generally to be limited to smaller structures, such as single-family dwellings and vehicles, except where specific hazard assessments and preplanning have been undertaken in respect of more complex risks.
- **Full Service** – a full service department is equipped, staffed and trained to provide a full spectrum of fire suppression services.

One of the new aspects introduced by the Playbook is an explicit requirement for the “Authority Having Jurisdiction” over a fire department expressly to set the level of service that is expected to be provided by its department or departments. The training, organization, staffing, equipment and apparatus required to support the chosen level of service will be impacted by that determination.

The Authority Having Jurisdiction will typically be the local government (i.e., a municipality, a regional district or an improvement district) which has established and is operating the fire service. In some regions, fire services are delivered by societies, or by unincorporated organizations of volunteers, which may then be considered the AHJ. The Regional District is the AHJ for the Departments. The AHJ also has some other specific obligations which must be met, and which will be considered in greater detail below.

The Playbook also establishes minimum standards for individuals providing training. The second edition clarified that no third-party certification is required for in-house trainers. Rather, they must be “qualified” in the subjects or areas that they are teaching. Each in-house trainer’s qualifications, however, should be readily ascertainable and supported by good records.

The Playbook emphasizes the responsibility of the AHJ to ensure that firefighters are properly trained and equipped, and that adequate records are maintained evidencing the qualifications of both members and officers. These are not new obligations – they essentially are derived from the *Workers Compensation Act* (B.C.) requirements – but the Playbook has highlighted these issues, since they reflect endemic challenges in the fire service.

As a result of the Playbook, the RDOS must now set – whether under bylaw or by policy – the service level that it expects each of the Departments to provide. In the second edition of the Playbook, the OFC has required that each AHJ establish a service level for its department or departments by 30 June 2016 and implement corresponding training programs for its members and officers. In the case of the RDOS, while most of the Departments have a declared their level of service, some have not. Where the declaration is unclear, the Departments involved indicated that they were operating at the Exterior Operations Service Level. Nevertheless, this gap should be remedied and formal service level declarations made for each Department.

As noted above, our recommendation is that the Regional District update Bylaw No. 2566, and provide that the service level be set by Board policy. This approach permits greater flexibility than setting the actual service level in the bylaw itself.

It should be noted that the Playbook is not a complete system – unlike the former Minister’s Order on training, it is not yet all-encompassing. One issue that arises, therefore, is the question of what standards apply to training and proficiency requirements not covered by the Playbook itself. Although there are several indications in the Playbook that NFPA standards are expected to apply to other functions (which was what was required by the previous Minister’s Order on training),<sup>58</sup> ambiguity now exists as to the standards applicable for a wide range of firefighter training.

Given the requirements of the *Workers Compensation Act* (B.C.), which imposes a positive obligation on employers to train workers appropriately, and given that the only recognized standards that exist in North America for the training of fire services personnel are those established by the NFPA, the better approach is to assume that those standards remain applicable to the training of fire service personnel. Should a local government choose to adopt a different standard (or no standard at all) in relation to the training applicable to other fire service functions, if an incident occurs which relates back to training issues (as occurred in the Clearwater case),<sup>59</sup> that local government will be faced with the unenviable task of justifying the approach that it has taken, in circumstances where, *prima facie*, there is evidence of a problem.

As such, when the RDOS formally implements the Service Levels for its Fire Departments, it is recommended that it also require that NFPA standards form the basis of all training for the operational functions undertaken and emergency services provided by fire services personnel, where such matters are not expressly stipulated by the Playbook.

As the AHJ, the RDOS has the following principal obligations under the Playbook:

- to establish the Service Level for each department; (s. 3, p. 4/20);

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<sup>58</sup> The second edition did not entirely clarify the matter, though it even more clearly suggests that the appropriate standards applicable to matters not yet covered are those set by the NFPA.

<sup>59</sup> Schapansky Inquiry, *passim*. This Coroner’s report found that the Clearwater fire department lacked written operational guidelines governing interior attacks; it could also produce no training records for accredited training done by the interior attack team, rapid intervention team or fire officers in charge.

- to ensure that each Department meets “the appropriate competency requirements as identified in the Competency Ladder, as well as for functions and roles not expressly covered” in the Playbook; (s. 3, p. 4/20);
- to determine the appropriate means of delivering training (e.g., in house, externally or some combination of both); s. 6;
- to ensure that appropriate records are kept; s. 6 p. 6/20;
- to ensure that the Departments undertake the necessary maintenance training; s. 7 p.7/20; and
- to ensure that the training program established meets the requirements of the Playbook and *Workers Compensation Act* (B.C.); p. 10/20.

In general, the AHJ’s role is to provide oversight and ensure compliance. The Departments are responsible for actually undertaking the activities (e.g., records keeping) or implementing the requirements (e.g., training of fire services personnel), although the RDOS may wish to provide direct assistance in relation to certain administrative matters (e.g., the operation of compliant joint committees, assistance with records keeping, etc.).

## **Playbook Requirements**

### **Obligation to Establish Service Level**

Under the Playbook, the RDOS must set – whether under bylaw or by policy – the service level that it expects each of the Departments to provide. In the second edition of the Playbook, the OFC required that each AHJ establish a service level for its department (or departments) by 30 June 2016 and implement corresponding training programs for its members and officers.

The expectations of the Departments in relation to service levels differ, depending on their size, training and budgets. Three of the Departments are or anticipate being declared as Interior Operations Level; and four Departments are or anticipate being declared as Exterior Operations Level. In saying this it should be noted that declaring a specific service level is not an irrevocable decision and, depending on the circumstances, can be amended to higher or lower service level at the discretion of the AHJ and in accordance with the level of training within the specific Department. However, the Playbook is clear in that, in addition to declaring the level of service each Department will provide, the RDOS, as the AHJ, is responsible for ensuring the fire department in question has all the required training programs, training records, operational guidelines and meets all statutory and regulatory requirements. The discussion below, while not exhaustive, provides a general review of the training requirements in relation to those standards.

### **Training Standards**

As noted above, the Playbook is not a complete training system – unlike the former Minister’s Order on training, it is not yet all-encompassing. In our view, the safest and most appropriate approach for AHJs is to use NPFA training standards for functions not expressly covered by the Playbook. The following sections work on that premise.

For each of the three levels of service, the Playbook outlines corresponding competency levels (levels of training) which must be met in order to provide that level of service. The service levels and corresponding training levels are:

#### Exterior Operations Level

- Exterior Attack Firefighter
- Exterior Attack Team Leader
- Risk Management Officer (an administrative role)

#### Interior Operations Level

- Interior Attack Fire Fighter
- Interior Attack Team Leader

#### Full Service Operations Level

- Firefighter
- Company Fire Officer

Each of the training levels has identified prerequisite minimum training requirements which are identified in the Playbook – it is a ladder system, where, in general, the prior rungs must already have been achieved. For example, to train to the Interior Attack Firefighter level one must also have completed the training required for the Exterior Attack Firefighter. Similarly, Interior Attack Team Leader training also includes completion of all Exterior Attack Team Leader training. In this way, the advancement through the Playbook system is intended to build on training already completed.

As discussed earlier, NFPA standards form the basis for all training outlined in the Playbook, including: *NFPA 1001 Standard for Fire Fighter Professional Qualifications* and *NFPA 1021 Standard for Fire Officer Professional Qualifications*. In addition, there are other references to NFPA standards which are to be applied or used.

Prior to the implementation of the Playbook, a common training program used by many volunteer fire departments throughout the province was the “BC Basic Firefighter” (“BC Basic”). The program was developed and offered by the Justice Institute of BC and could be taken in a distant learning format (popular with volunteer departments). The program content was derived from the NFPA 1001 Firefighter I standard and therefore met the intent of the previous Minister’s Order in that training was to NFPA standards. Completion of the BC Basic program, in the words of the Justice Institute of BC “... allows departments to demonstrate that their fire fighters possess the **minimum** fire fighter skills within NFPA 1001”. (emphasis added)

The BC Basic Program meets many, but not all, of the requirements for Exterior Operations Firefighter in the Playbook<sup>60</sup>. To meet Playbook standards, therefore, individuals trained to the

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<sup>60</sup> The BC Basic omitted Emergency Scene Traffic, Communications, Basic Fire Behavior and Building Construction, Hazmat Awareness, Gas and Electrical Safety for Firefighters and ICS 100 as per BCEMS.



BC Basic standard must undertake some bridging training to meet the additional Playbook requirements. This bridging needs to be demonstrated through adequate training records and evaluation forms. Similarly, current Department officers, or those members currently working towards officer positions, can have their completed courses assessed and bridged to the Playbook requirements. The Playbook provides a description of who is responsible for completing these assessments and what qualifications they must possess.

## Volunteer Recruitment and Retention

The recruitment and retention of volunteer firefighters has become one of the principal challenges facing the fire service in British Columbia and across Canada. The difficulties surrounding the recruitment and retention of volunteers were specifically identified as significant issues in the Fire Services Liaison Group report, *Public Safety in British Columbia: Transforming the Fire Service* (2009),<sup>61</sup> and has universally been identified as a problem by each of the volunteer-based services with whom we have worked over the past decade or more.<sup>62</sup> Some of the Departments are facing challenges in this area while others are more successful.

The problems facing the recruitment of volunteer firefighters are manifold and include:

1. The time commitment required to meet the training and qualification standards required of a firefighter has significantly increased since the 1970s and 1980s. The discussion of training issues in this report aptly illustrates how challenging it can be to train firefighters to the mandated standards. It can take as much as two to three years to train a volunteer firefighter to the Playbook and/or NFPA 1001 standards (depending on service level) and the time involved in meeting the on-going skills maintenance is significant;
2. It is more challenging to attract new candidates. The reasons vary, but include: changing demographics (an “aging population”); increasingly transient populations; a change in the overall level of “volunteerism”; and changes in work patterns, where families have both parents working (sometimes in multiple jobs) to make ends meet. Departments face additional challenges in that the population base from which they draw their volunteer complements are usually relatively small. Several Fire Chiefs noted that the community’s demographics are increasingly moving towards a “retirement” age population and that many of the younger residents move away for better economic or educational opportunities;
3. Even where volunteers have successfully been recruited, business-day responses are weak, as employers are less willing to allow their employees to leave work to respond as

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<sup>61</sup> The report examined the challenges facing the fire services generally in the province. See recommendation 4 of the FSLG Report, on pp. 20 ff.

<sup>62</sup> While the experience varies with department, even those which are “doing well” identify that recruitment and retention of volunteers is a significant issue for them, which demands time and attention from the fire services management team.

a member of the local fire department or the members are working at jobs outside of the community and are unable to provide a timely response; and

4. Fire chiefs and fire officers have been increasingly tasked with more burdensome administrative and training requirements. They have less time available and often lack the skill sets required, to develop and maintain a successful recruitment process in light of the challenges which have developed in this area.

In much of British Columbia, reliance on volunteer responders is both an economic and operational necessity. The costs of maintaining a career department are simply too great and cannot be supported by the economic base or justified by the call volume. Given the circumstances, the Departments will be dependent on volunteers for the foreseeable future. Faced with the necessity of maintaining an adequate number of volunteers, and the challenges of so doing, local governments – both at the municipal and regional district level – and fire departments must become more innovative in their approach to this issue. It can no longer be viewed as just a challenge for which the fire department has sole or even primary responsibility. Rather, the problem must be treated as one which is addressed in a coherent fashion by local government and its fire departments acting in tandem.

In the RDOS's current system, the Fire Chiefs are primarily responsible for recruitment. Many find the recruiting process to be a significant challenge.

The existing approach to recruitment needs to be reviewed. The RDOS needs to become more proactive in seeking volunteers for the fire services, if those services are to be maintained. The RDOS needs to assist the Departments with developing and managing an effective public relations / public information campaign to attract and retain new members.

Some specific issues to be considered include the following:

1. Reviewing remuneration practices for volunteer members (including benefits which may provide an inducement to join and a reason to remain a member);
2. Ensuring that the appeal for new members is as broadly-based as possible;
3. Developing and implementing the concept of "duty crews";
4. Working with employers in the region (including local governments themselves) to encourage volunteers from amongst their employees and to permit those employees to respond to day-time calls;
5. Developing an effective and proactive recognition process that acknowledges the contribution of the volunteers (and their families) and the employers who participate as partners;
6. Reviewing the possibility of implementing a Work Experience Program ("WEP");
7. Hiring at least one person to assist with each Department's administrative requirements; and.

8. Making available certified training to those members who are looking to become career firefighters in the future.

Each of these issues is considered below.

### **Compensation**

In our experience, people do not join their local volunteer fire department with the thought of financial gain; rather they do so to serve their community and to provide protection to their families and their neighbours. In saying this, our experience with other volunteer departments, indicates the issue of compensation does make a considerable difference in the area of retention of volunteers. Based on our discussions with the Departments during the on-site sessions, there appears to be considerable difference in the rates of pay for practices and responses. It is useful to review whether the compensation they receive for the time commitment required is sufficient to ensure members are not out-of-pocket as a result of time spent training or providing services to the Department and that members are adequately compensated for any day-time responses, if those responses result in a loss of wages. It also is important to review how the Department manages its essential administrative functions and to ensure that members are compensated if they actively and regularly provide such support services.

### **Recruitment processes**

Fire departments need to attract recruits from the broadest possible range of candidates. They also need to make effective use of both traditional and new media, to be aggressively proactive in getting their message out. It is critical for the RDOS to assist the Departments in these efforts, both by helping to develop and implement any media campaign, as well as by clearly and effectively conveying to the public and to employers the need for volunteer members and the benefits that accrue to the community as a whole from active participation.

Some volunteer departments have also taken to recruiting new members specifically to assist with administrative or support functions. They have found that there is a willing group within their communities who would like to help, but not as active emergency responders. While there is always turn-over (or the potential for turn-over) in volunteers, the Departments may wish to consider whether they could attract individuals interested in helping principally with such administrative tasks. It is noted that some of the Departments are already doing this.

### **“Duty Crews” and Employer Participation**

These concepts, in some respects, are inter-linked. One of the issues facing all volunteer departments is that weekday, business-hour responses are typically very low. The problem increasingly has become one where employers, which traditionally would permit a volunteer firefighter to leave work to respond to an emergency, are no longer willing to do so. In some cases, it also is an issue for the volunteer who may not be able to afford to lose his or her pay

for the time required to respond to a call. The problem is made more challenging in the Departments whose fire service areas are primarily in a residential community.

There are no magic solutions to these issues. Some approaches which should be considered include:

1. Implementing a duty crew system – for example, each member who is able, commits to responding during a specified time frame each month (e.g., one week per month) during business hours. Under this arrangement, an employer would know that his or her employee would only be responding during business hours one week per month. The concept can be refined to limit the types of calls that would go out to duty crews (e.g., to structure fires or other “major” incidents), thereby limiting the number of times per week that a day-time response will be required. Some Departments are already using a “Duty Officer” program to ensure rotating weekend coverage by officers: a similar concept could be used to create duty crews for weekday responses.
2. Rewarding the employer for participation. This reward can be tangible (e.g., a rebate on business licence fees), intangible (express public recognition by the RDOS of the employer’s participation – including a plaque or signage for the business, an awards dinner, media release by local government, etc.) or a combination of both.
3. Ensuring that volunteers are not directly “out of pocket” for responding. Some jurisdictions provide wage-loss compensation (in place of regular remuneration for a call response). We recognize this could be expensive: it would require detailed study and review before implementation.

## **Recognition**

The time and cost of training up volunteers makes retention efforts as critical as recruitment. Appropriate recognition of the volunteers, and their families, is critical to ensuring their retention. Similarly, a well-developed and focused recognition program aimed at local employers who participate as partners will help to encourage participation from businesses. Recognition events need the active support and participation of all levels of local government, including elected representatives, to be fully effective.<sup>63</sup>

## **Work Experience Program**

One option that may assist in addressing staffing shortage is the introduction of a WEP. In British Columbia, the creation of WEPs has principally been spearheaded by mountain resort communities, such as Big White, where small permanent populations combined with large, seasonal influxes of tourists and some material fire and other hazards, posed unique challenges. On the one hand, there are significant fire and other risks which make a fire service essential; on the other, there is a limited population base and limited tax base (and enormous

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<sup>63</sup> In one instance of which we are aware, the local government had delegated organization of the recognition event to the volunteer department itself – thereby effectively adding to the department’s workload. This approach undercut any benefits from having the event in the first place.

seasonal fluctuation), which makes it difficult to sustain either the traditional POC/volunteer or composite/career model for a fire service. Under a WEP, the local department provides accommodation and either a small stipend or a job.<sup>64</sup> WEP appointments typically last for 10 to 12 months and applicants must be fully NFPA 1001 qualified for consideration. While there are various ways to structure the system, the goal (for a typical volunteer department) would be to improve day-time responses by fully-trained members. For the WEP members, the aim is to acquire a broad range of practical experience and additional training, to assist with their application for a career position in a larger department.

The challenges faced in maintaining POC/volunteer staffing levels in small communities has meant that WEPs are now actively being considered or implemented by non-resort communities.<sup>65</sup> In the medium term (three to five years), the Regional District should explore the possibility of introducing a WEP as a partial solution. The roll-out of such programs in other communities should be monitored and reviewed and a program be considered for implementation in the RDOS. The issue of providing or arranging accommodation for the WEP members would, however, require fire hall modifications or other means found for housing of the personnel.

There clearly will be an additional cost to operating a WEP<sup>66</sup> and any Departments participating would require additional administrative support to ensure that such a program is properly managed and overseen. The benefits will be a significantly improved business-day response and the availability of a cadre of NFPA 1001 trained firefighters.<sup>67</sup>

### **Certified Training**

For the most part, all career fire departments in the province require new recruits to have successfully completed NFPA 1001 Firefighter 2 prior to making application for a firefighter job. To achieve these prerequisites, potential candidates must attend anyone of the many institutions located across Canada and the United States and pay several thousand dollars in tuition fees. Completion of the program does not guarantee a job but merely entitles them to start applying for positions when they come available. In addition to completion of NFPA 1001, many career departments also require that a candidate has served in a volunteer firefighter capacity for a specified period of time. Also, there is often a lag time of several years between

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<sup>64</sup> Typically, in resort communities the WEP members are also hired as staff members at the resort.

<sup>65</sup> The Town of Creston has recently rolled out its WEP (late 2014). The program has been a success, but the additional administrative and oversight requirements should not be underestimated.

<sup>66</sup> Under the Creston program, WEP members receive accommodation, pay for call responses, standby pay and an annual stipend of \$1800 (\$150/month) for expenses as well as free access to municipal gym and pool facilities. Members are expected to commit to a 12-month program, work a regular day-time shift Monday to Friday and are on-call on a rotating basis on the weekends. Educational and training opportunities are provided during their service period.

<sup>67</sup> One of the tasks often assigned to WEP members is responsibility for assisting with the training of the POC members.

when a potential recruit has completed the courses and is actually accepted as a recruit firefighter.

In the past, some volunteer departments have often decried this system and complain that the career departments are stealing their trained firefighters. We suggest that rather than viewing this as a disadvantage to volunteer departments it should be viewed as an opportunity.

Volunteer fire departments need to consider taking advantage of this situation in that there are many individuals looking to become career firefighters, all of whom need NFPA 1001 Firefighter 2 certification and need to spend time serving in a volunteer fire department. For a variety of reasons, many young people simply cannot afford the tuition fees or do not have the time available to leave their current job and attain the necessary firefighter training.

Volunteer departments have the ability to provide the NFPA 1001 Firefighter 2 training and can also provide the “volunteer experience” future career members need to attain. The only issue required of the Departments would be a commitment to provide “accredited” training so that upon completion a member would be certified NFPA 1001 Firefighter Level 2; in exchange the Department could require a specified time commitment to the Department from the individual (say, 3-5 years). The arrangement would provide well trained staff while they were with the Department, allow individuals with the opportunity to become career firefighters and develop a semi-professional training program and environment within the Departments.

**Recommendation:** The Departments, in cooperation with the RDOS, should review the compensation received by volunteers for attendance at practices and when responding to emergency incidents to ensure it is fair; and that a regional policy for reimbursement of members’ out of pocket expenses, including wage losses, should be examined.

**Recommendation:** The Departments and the RDOS should develop a comprehensive approach to recruitment and retention including developing an effective information campaign for volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.

**Recommendation:** The RDOS should develop and implement a more effective recognition program for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.

**Recommendation:** The Departments and the RDOS should review other WEPs in the province, and consider developing and implementing similar programs. A WEP would enhance day-time responses and improve the availability of emergency responders, at a far lower cost than hiring career firefighters.

**Recommendation:** Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties.

**Recommendation:** The Departments in consultation with the RDOS should consider developing a career pre-employment training program.

## Fire Underwriters Survey

This section examines the role and importance of FUS reviews for residents in a fire protection area, and provides a brief background on the methodology that those surveys employ. Given that the rating provided by the Fire Underwriters materially impacts insurance costs for both residential and commercial buildings, it is important to understand how the rating system operates and the potential impact it has on the cost-benefit analysis of investing in the fire service. In particular, it is important to understand how investing in the fire service through civic taxes, to establish, maintain or improve an area's FUS rating, can potentially result in a net return (or the maintenance of major net savings) for residents and area businesses.

The Departments were reviewed by the Fire Underwriters between 2006 – 2009, the results of which reviews are contained in a 2010 draft report: Fire Underwriters, "Regional Fire Department Study: Regional District of Okanagan-Similkameen," (Draft: 2010) (the "FUS Report").

The Fire Underwriters are a national organization administered by Opta Information Intelligence. It has operated under a variety of names in the past (including SCM Risk Management Services Inc.), but in each instance, the organization was, and we believe still remains, owned or controlled by the insurance industry.

The primary purpose of the Fire Underwriters is to establish the Dwelling Protection Grade ("DPG") and Public Fire Protection Classification ("PFPC") for each community in the country.<sup>68</sup> The DPG rating generally applies to single family detached residences,<sup>69</sup> whereas the PFPC rating applies to multi-family residential, commercial, industrial and institutional buildings or districts, and generally is applied by the "commercial lines" arm of the insurance industry.<sup>70</sup>

Most residential homeowners and businesses carry fire and general perils insurance, and any person with a mortgage is required to maintain such insurance by the mortgagee bank or financial institution. Where a community has a fire department which meets FUS standards for performance, the cost of insurance can be significantly decreased. Thus, one of the cost-

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<sup>68</sup> There is on-going consideration by the Fire Underwriters of the two types of classifications: it is possible that in the not-to-distant future, the two ratings will be combined so that only a single rating system exists, covering both residential and commercial/multi-family properties.

<sup>69</sup> Under the FUS definitions, the DPG ratings generally apply to the following: "One- and Two-Family Detached Dwellings (buildings containing not more than two dwelling units) in which each dwelling unit is occupied by members of a single family with not more than three outsiders, if any, accommodated in rented rooms." Also under this system, a "typical" detached dwelling is a maximum of 3,600 square feet in size. Fire Underwriters Survey website, "Terms of Reference", [http://www.fireunderwriters.ca/dpg\\_e.asp](http://www.fireunderwriters.ca/dpg_e.asp) accessed on 26 July 2017.

<sup>70</sup> Fire Underwriters Survey website, "What is the PFPC" at [http://www.fireunderwriters.ca/pfpc\\_e.asp](http://www.fireunderwriters.ca/pfpc_e.asp), accessed on 26 July 2017.

benefit analyses that underpins the investment required to establish or maintain an FUS-rated fire department is the trade-off between the taxes needed to pay for the department and the expected saving on insurance costs.

With a well-rated fire department, the savings on insurance premiums often will offset, in whole or in significant part, the costs of operating the department. For an individual with a house that is assessed at a replacement cost for insurance purposes of \$300,000, a “protected” or “semi-protected” rating will generally result in cost saving on insurance of more than \$2,000. For commercial properties, significant reductions in insurance rates can be expected when the community obtains a PFPC rating of 7 or better. From the savings enjoyed on insurance, the tax cost of maintaining the service would then need to be deducted to determine the net direct financial benefit (or cost) of having a “rated” department.<sup>71</sup>

By way of example, the following tables are sometimes shown in FUS reviews.<sup>72</sup> They show the amount by which “average” insurance costs drop for residential and commercial properties as the DPG or PFPC rating improves:

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<sup>71</sup> The rating system is described in greater detail in the next section. It must be stressed that the actual cost of insurance for any homeowner or business varies based on a number of individual and site-specific factors. While the FUS fire grading for the area has a significant impact, a host of other considerations are also involved in the setting of insurance rates, including matters specific to the individuals or properties involved, or the competitive forces at work in the region. It is also important to note that the insurance value of a dwelling or business is not the same as its assessed value for tax purposes (as the latter is based on the cost of building a replacement structure, not its estimated market value – the two can vary significantly).

<sup>72</sup> These tables are now several years old. A number of more recent reports we have seen have not included them, or, where they have been included, have involved insurance cost figures which are particular to the locale. These figures were calculated on broad-based national averages in the reports in which they were used.



### DPG Rating – Estimated Insurance Costs

Replacement Value \$	Unprotected Rate \$		Semi Protected Rate \$		Fully Protected Rate \$
100,000	1,165	60± % reduction	465	32± % reduction	315
125,000	1,470		585		400
150,000	1,750		700		475
175,000	2,040		815		555
200,000	2,710		1,215		739
250,000	3,290		1,475		893
300,000	3,880		1,741		1,053
350,000	4,422		1,987		1,201
400,000	4,953		2,226		1,349
450,000	5,489		2,465		1,491

### PFPC Rating – Estimated Insurance Cost Decreases

Public Fire Protection Classification	U-Rate Percentage Decreases
PFPC 10 to PFPC 9	99.2%
PFPC 9 to PFPC 8	96.6%
PFPC 8 to PFPC 7	82.4%
PFPC 7 to PFPC 6	74.4%
PFPC 6 to PFPC 5	63.1%
PFPC 5 to PFPC 4	53.8%
PFPC 4 to PFPC 3	48.0%
PFPC 3 to PFPC 2	47.3%
PFPC 2 to PFPC 1	45.8%

As can be seen, ratings improvements in the commercial classification do not result in linear decreases. From a cost-benefit perspective, moving a rating from PFPC 8 down to ~PFPC 4 provides the optimal savings for businesses and multi-family properties. That non-linear relationship is worthy of consideration on a cost-benefit analysis between the amount required to be invested in improving the service and the expected insurance savings for owners of

commercial, industrial and multi-family properties.<sup>73</sup> Below PFPC 4, the amount required to be invested to obtain the improved rating likely will outweigh any insurance savings.

A complicating factor is that the ratings applied to a community are not necessarily uniform. FUS considers a series of issues (examined further below), which include distance from the fire hall and availability of water supplies. Depending on the size and nature of the service area, the insurance benefits may not be equally enjoyed by all ratepayers. Thus, if the fire zone is larger than 8 kilometres in radius (assuming the hall in the centre), the residents outside of the 8-kilometre zone may not enjoy the cost savings received by those residents who live within the zone.

## **FUS Methodology**

Overall Ratings Weighting: The FUS ratings are weighted against the following four areas of assessment:<sup>74</sup>

- Fire Department: 40%
- Water Supply: 30%
- Fire Safety Control: 20%
- Fire Service Communications: 10%.

The assessment also involves a consideration of the principal fire risks covered by the subject department, including determination of the required fire flows (i.e., water flow requirements for the particular hazards and risks).

The fire department assessment includes a consideration of apparatus, equipment, staffing, training, operations and administration, and the location/distribution of fire halls and fire companies. In this segment of its review, FUS analyzes the effectiveness of the fire department's ability to extinguish fires in all parts of its fire protection area. More recent (post-2013) reviews have 19 separate factors which are assessed in this category.

Part of that assessment includes a review of the apparatus in use and its suitability for the subject department's fire risks. In general, FUS sets 20 years as the maximum age for front-line use of apparatus by small-medium sized communities. It also has requirements for certain apparatus types (e.g., aerial devices) depending on its assessment of the community's fire

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<sup>73</sup> The amount of savings can also vary with the particular type of industry or commercial undertaking. See the more detailed discussion of PFPC ratings below. The table gives the average of all savings, across all industry types.

<sup>74</sup> This information is based on various FUS reviews we have examined in work for other clients

risks.<sup>75</sup> The age of apparatus can be extended (generally to 25 years), but only by application to FUS and by meeting annual certification requirements.

The “Water Supply” section looks at the hydrant system (if present), and considers issues such as water flow, supply reliability and system redundancy, based on criteria set out in its “Water Supply for Public Fire Protection”.<sup>76</sup> There are 15 factors which are assessed in this category. Where no hydrant system is present or where the hydrant system only covers a portion of the fire protection area, FUS then looks at the ability of the fire department to access, load, transport and unload water against the risks faced in the non-hydrant protected area. In such cases, the assessment is usually considered as part of the “Fire Department” analysis.

The “Fire Safety Control” category covers fire prevention programs/public education, fire inspections and building/fire code and bylaw enforcement. There are seven factors which are assessed within this category. In general, FUS is looking at whether local government is making effective use of these tools in managing the level of fire risk throughout the fire protection area (e.g., inspections, code enforcement, fire prevention programs, smoke alarm programs, etc.).

The “Fire Service Communications” category involves an assessment of dispatch services, paging systems and radio communications. There are five factors which are assessed within this category.

Ratings System. As noted above, FUS reviews involve two entirely separate rating systems – one for residential properties (DPG) and one for commercial/multi-family properties (PFPC). The DPG rating is calculated on a five-point numerical scale, whereas the PFPC rating is based on a 10-point scale. In both cases, a “1” is the highest achievable rating. In simplest terms, the goal of an FUS review is to provide insurance companies with a grading of fire protection services provided across a particular fire protection area.

Insurance companies use the grading rate provided by the FUS as one of a number of factors in determining local fire protection insurance rates. It should be emphasized that the system is quite fluid, and individual insurers can and will set rates based on considerations other than the FUS ratings (either higher or lower, depending on the insurer’s perception of actual risk, competitive concerns and other factors).<sup>77</sup> It is the responsibility of individual insurance companies to determine what weight they give the FUS grading when determining insurance rates.

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<sup>75</sup> FUS recommends an aerial device once a community has a water flow requirement that is calculated to exceed 3,300 Imperial gallons per minute or where there are five or more buildings in the community which exceed 3 stories (10.7 metres) in height.

<sup>76</sup> FUS, “Water Supply for Public Fire Protection” (1999), which is available at: <http://www.scm-rms.ca/docs/Fire%20Underwriters%20Survey%20-%201999%20Water%20Supply%20for%20Public%20Fire%20Protection.pdf> accessed 26 July 2017.

<sup>77</sup> See a list of other factors on the Fire Underwriters Survey website, “How the PFPC affects individual insurance policies” at [http://www.fireunderwriters.ca/pfpc\\_e.asp](http://www.fireunderwriters.ca/pfpc_e.asp), accessed 26 July 2017.

**DPG Rating.** For residential properties, the rating system is graded on a scale from 1 – 5 where “1” is best possible rating. The rating of “3” is split into two subcategories where “3A” indicates that there is an approved hydrant or water supply system, and “3B” indicates that the department relies on mobile water supplies. From the insurance industry’s perspective, the ratings for residential homeowners are generally treated as follows:

DPG Rating	Insurance Status	Comment
5	Unprotected	No savings on insurance from having a fire department.
4	Semi-protected	Some savings on insurance likely will be enjoyed; in some regions, this rating and “3B” are treated as essentially equivalent.
3B	Semi-protected	This is usually the rating level at which significant cost savings on insurance are enjoyed. This is usually the highest rating available in areas which are not hydrant-protected.
3A; 3B(S) <sup>78</sup>	Protected	Progressively greater savings on insurance. Fully protected status typically means a savings of 50-60+% on insurance costs.
2	Protected	
1	Protected	

#### Dwelling Protection Grade Ratings

In general, FUS estimates that a community which achieves fully protected status can enjoy savings on insurance of up to 60% (or more) versus communities which are “unprotected”.<sup>79</sup> By way of example, in a recent fire master plan we worked on, two of the members of council to whom we delivered the report exemplified the difference that the FUS rating makes. In that instance, the fire department’s coverage zone was greater than eight kilometres, so residents outside of the eight kilometre zone did not receive the benefit of a reduced insurance rate. One councilor was paying more than \$3000 annually for fire insurance, while the other was paying less than \$1000 – in relation to properties that the two agreed were otherwise broadly similar.<sup>80</sup>

<sup>78</sup> A rating of 3B(S) is an FUS accreditation for tanker shuttle capability, where a department is able to demonstrate its ability to maintain a specified water flow for a stipulated period of time, using tanker units. It applies to areas which are not hydrant-protected, and must be periodically renewed. This specialty rating is treated by most insurers as being the equivalent of a “DPG 3A” (fully protected) rating.

<sup>79</sup> This estimate is based on statements in various reviews conducted by the FUS, including for the Kootenay Boundary Regional Fire Service (2008) and the Sasamat Volunteer Fire Department (2010).

<sup>80</sup> The example also illustrates a problem where the financial benefits of having a fire department are not equally enjoyed by all taxpayers.

There are some fundamental location and distance requirements for an area to receive a protected or semi-protected rating:

- residents must live within eight kilometres by road of a fire hall (i.e., the measurement is based on distance travelled on the existing road network, not in a straight line from the fire hall); and
- for hydrant protected areas, the residence must be within 300 metres of a fire hydrant (or else the residence is classed based on the community's "non-hydrant protected" rating).<sup>81</sup>

Properties which are more than eight kilometres by road from a fire hall are treated as DPG 5 (unprotected).

PFPC Rating. The PFPC rating, which is determined at the same time as the DPG rating, is based on similar factors. The impact of an improved classification varies with the industry – higher risk industries enjoy greater savings at certain levels – for example, as the PFPC rating improves from 8 to 7.<sup>82</sup> In the context of other work we have undertaken, we have reviewed information from FUS which suggests that for each level of improvement in the PFPC classification, the average commercial insurance cost for a typical area will drop by approximately 4 – 15%, depending on which level of the scale one is on (see chart above).

The following factors are integrated into the PFPC assessment:<sup>83</sup>

1. Fire Risk, including analysis of required fire flows (i.e., the amount of water a department needs to be able to put on a fire) for individual buildings, building groups and zones of similar risk (Fire Flow Demand Zones) of the community. From this fire risk assessment, the Fire Underwriters determine the areas “Basic Fire Flow” requirement (the “BFF”), which is the amount of water that FUS determines the particular department must be able to pump to meet the majority of risks within its service area. The BFF is a critical calculation: it drives a number of the other assessment factors, including apparatus requirements, response levels, staffing and other equipment;
2. Fire Department, including apparatus, equipment, staffing, training, operations and geographic distribution of fire companies;

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<sup>81</sup> This distance can be extended to 600 metres if a department is certified by FUS as capable of “large diameter hose-lay”. See: FUS, *Accreditation of Alternate Water Supplies for Public Fire Protection* (December 2010), at <http://www.fireunderwriters.ca/doc/FUSBulletin-2010.12.10-AlternativeWaterSupplyAccreditation.pdf>, accessed on 27 July 2017.

<sup>82</sup> Based on other FUS reviews, where for one department’s area, industry classified as “Manufacturing (Wood)”, showed a 17% insurance cost saving when moving from a PFPC 8 to PFPC 7, which contrasted with only 3 – 4% savings enjoyed by less risky undertakings.

<sup>83</sup> From: Fire Underwriters Survey website, “How the PFPC grading system works”, at [http://www.fireunderwriters.ca/pfpc\\_e.asp](http://www.fireunderwriters.ca/pfpc_e.asp), accessed on 27 July 2017.

3. Water Supply system, including source to distribution analysis, redundancy factors, condition and maintenance of various components, and storage volume;
4. Fire Prevention and Fire Safety Control programs including public education, codes/bylaws implementation and use of codes/bylaws in managing the level of fire risk throughout communities; and
5. Emergency Communication systems, including telephone systems, telephone lines, staffing, and dispatching systems.

The PFPC rating is essentially a benchmarking against various standards or requirements in each category and in relation to other communities.

For a commercial property, the application of the rating system depends on the distance from the fire hall and, in hydrant protected areas, distance from a fire hydrant. This can result in “split ratings” for a fire protection area. The FUS describes split ratings as follows: <sup>84</sup>

"In many communities, FUS develops a split classification (for example, 5/9). Generally, the first class, (Class 5 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station and within 150 metres of a fire hydrant. The second class (Class 9 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station but beyond 150 metres of a hydrant. FUS assigns Class 10 to properties insured under Commercial Lines that are located beyond five road kilometres from the responding fire station."

It should be noted that newer FUS reviews, in addition to introducing more detailed ratings and some new concepts, <sup>85</sup> are increasingly focusing on fire prevention, fire education and the importance of bylaws which support good fire protection practices (e.g., sprinklering requirements, a well-considered fire inspection program, building and electrical code enforcement, etc.).

In relation to the FUS Report on the Departments, the following ratings were given:

Jurisdiction	DPG (8 km limit)		PFPC (5 km limit)	
	With Hydrants	Without Hydrants	With Hydrants	Without Hydrants
Anarchist <sup>86</sup>	N/A	3B	N/A	10
Kaleden	3A	4	7	9

<sup>84</sup> From: Fire Underwriters Survey website, “Split Classifications”, at: [http://www.fireunderwriters.ca/pfpc\\_e.asp](http://www.fireunderwriters.ca/pfpc_e.asp), accessed on 26 March 2016.

<sup>85</sup> Some of the concepts introduced over the past several years include a “divergence penalty” – where either the water supply system or the fire department is markedly better than the other, the overall score will be reduced – and a general penalty for “special hazards analysis”, which seems to be a largely subjective assessment of risks from natural or environmental factors (e.g., earthquake, wildfire and weather).

<sup>86</sup> The Anarchist Mountain service area was upgraded after new apparatus was acquired and put into service. In the original report, the DPG rating was “5”. Email, M. King (FUS) to K. Roemer (RDOS) 27 July 2017.

Jurisdiction	DPG (8 km limit)		PFPC (5 km limit)	
	With Hydrants	Without Hydrants	With Hydrants	Without Hydrants
Keremeos				
• Village	3A	3B	8	8
• Fire District	n/a	3B	n/a	8
• Ollala	3A	n/a	10	10 (o/s 5 k limit)
Naramata	3A	3B	7	9
Okanagan Falls	3A	3B	8	9
Tulameen	n/a	4	n/a	9
Willowbrook	n/a	5	n/a	10

The required basic fire flow for each jurisdiction, which, as noted, impacts a number of different factors within the FUS rating, was as follows:

Jurisdiction	BFF (Imperial Gallons/Min.)
Anarchist	1500
Kaleden	1800
Keremeos	1500
Naramata	1800
Okanagan Falls	2800
Tulameen	1500
Willowbrook	1100

When new apparatus is being acquired, each area’s BFF should be kept in mind when pumping capacity is being specified.

As the FUS Report was still in draft, it contained a number of errors, most of which related to “copy & paste” errors (e.g., incorrect fire department references). However, one oversight may be worth revisiting: one of the factors that usually is taken into account when fire department ratings are given (including assessment of staffing numbers and, critically, pumping capacity), is the availability of mutual aid. In general, provided that the mutual aid department is within 25 kilometres of the subject department, FUS will provide at least some additional staffing and pumping capacity credit. The region-wide Mutual Aid Agreement was originally entered into as the review was being undertaken, but no credit was formally awarded for the creation of this arrangement. For some departments which are challenged by pumping capacity or staffing issues (e.g., Willowbrook, which is readily supported by Oliver and Okanagan Falls under the Mutual Aid Agreement), the credit available through the Mutual Aid Agreement may be sufficient to allow a “semi-protected” rating to be granted. This issue may be worth exploring with the Fire Underwriters.

Additionally, as has been shown by Anarchist Mountain, which went from an “unprotected” rating of DPG 5 to DPG 3B as a result of the acquisition of new apparatus, the RDOS and the Departments should ensure that the Fire Underwriters are kept apprised of improvements in fire service delivery. As older apparatus is retired and replaced, if a Department’s staffing materially

improves, if water systems (i.e., hydrants) are installed, or as new facilities are built (e.g., as contemplated for the Naramata fire protection area, given its recent expansion), the Fire Underwriters should be updated and any impact on ratings confirmed.

**Summary:** The principal benefit of having an effective, well-equipped and well-trained fire department is that it will materially improve the life safety of residents in its fire protection area. Indeed, we would stress that the life-safety issues are the principal ones to focus on, when examining communities examine the benefits and weigh the costs of investing in their fire services. From a financial perspective, however, it also is critical to understand that a fire department which is well rated by the Fire Underwriters will likely result in reduced insurance costs for both residential and commercial property owners. The collective savings on insurance very often more than cover the cost of maintaining the fire department – particularly where the service is provided by a volunteer or composite department. Therefore, there is a good business case for investing in the fire department to maintain and, potentially, to improve a service area's fire insurance rating.

**Recommendation:** Ensure that the Fire Underwriters are kept apprised of improvements in each Department's apparatus, staffing and infrastructure.

**Recommendation:** Review with the Fire Underwriters whether some credit should have been given for the region-wide Mutual Aid Agreement, and whether such credit would improve the rating of any area Departments (e.g., Willowbrook).



## Summary of Recommendations

- Recommendation:** Undertake a review of each Department's service establishment bylaw with a particular focus on the service authorization language and maximum taxation amount. Consideration also should be given to including reference to each Department's right to provide mutual or automatic aid, subject to any agreements, policies or other bylaws of the RDOS.
- Recommendation:** Consider updating the service establishment structure for the Keremeos Volunteer Fire Department and replacing the existing combination of specified area bylaw and supplementary letters patent with a local service area.
- Recommendation:** That the RDOS, in conjunction with the Departments, conduct a review of the roles and responsibilities of, and level of authority vested in, the ESS position, and consider revising the job description. Given the span of responsibilities for the ESS position, the RDOS should consider establishing a dedicated fire services coordinator position to provide assistance and undertake oversight of the Departments.
- Recommendation:** Consideration should be given to establishing a contract position to provide short term assistance to the Departments to meet their respective training, records keeping and occupational health and safety requirements, as identified elsewhere in this report and in the individual Department reports.
- Recommendation:** Update Bylaw No. 2566 to address statutory and regulatory changes, including the introduction of the Playbook and incipient introduction of the new *Fire Safety Act*, as well as to address the specific issues noted in this report.
- Recommendation:** In connection with the recommended update of Bylaw No. 2566, the RDOS should integrate the new requirements and powers contemplated by the *Fire Safety Act*.
- Recommendation:** When the Mutual Aid Agreement is renewed in 2017, it should be updated to include the comments noted in this report.
- Recommendation:** The RDOS should work with its Departments to develop and implement a common, formal, written OHS program and a formal Joint Committee structure. By actively taking the lead in this area, the RDOS can relieve the Departments of a significant administrative burden while better managing its risks. We recommend that the RDOS work with its Departments to address the existing deficiencies in how these matters currently are being handled.

- Recommendation:** That the RDOS, in conjunction with the Departments, adopt a policy setting out the educational and experience requirements for the position of Fire Chief; and
- Recommendation:** That the RDOS, in conjunction with the Departments, adopt a policy confirming that promotion to officer positions will be held through open competition and subject to meeting the educational and experience requirements.
- Recommendation:** The RDOS, as AHJ, must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational requirements.
- Recommendation:** The RDOS, in conjunction with the Departments, develop standards for departmental training records and ensure that FirePro2 is appropriately formatted to accommodate those records.
- Recommendation:** The RDOS provide initial training and ongoing support for Departments in the use of FirePro2.
- Recommendation:** All Departments consider budgeting for administrative assistance to aid in maintaining all required records.
- Recommendation:** The RDOS, in cooperation with the Departments, ensure that each Department has a complete set of OGs as required by WorkSafe BC and the Playbook.
- Recommendation:** That the RDOS and the Departments investigate the possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered;
- Recommendation:** That the RDOS, in cooperation with the Fire Chiefs, investigate and consider having RDOS coordinate regular testing of all apparatus and equipment in accordance with WorkSafe BC and NFPA requirements;
- Recommendation:** That the RDOS review with the Departments their individual equipment testing procedures and record keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any shortfalls should be addressed immediately;
- Recommendation:** That the RDOS, in conjunction with the Departments, develop appropriate record keeping forms to ensure conformity of record keeping amongst the Departments.
- Recommendation:** The Departments, in cooperation with the RDOS, should review the compensation received by volunteers for attendance at practices and when responding to emergency incidents to ensure it is fair; and that a

regional policy for reimbursement of members' out of pocket expenses, including wage losses, should be examined.

- Recommendation:** The Departments and the RDOS should develop a comprehensive approach to recruitment and retention including developing an effective information campaign for volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.
- Recommendation:** The RDOS should develop and implement a more effective recognition program for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.
- Recommendation:** The Departments and the RDOS should review other WEPs in the province, and consider developing and implementing similar programs. A WEP would enhance day-time responses and improve the availability of emergency responders, at a far lower cost than hiring career firefighters.
- Recommendation:** Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties.
- Recommendation:** The Departments in consultation with the RDOS should consider developing a career pre-employment training program.
- Recommendation:** Ensure that the Fire Underwriters are kept apprised of improvements in each Department's apparatus, staffing and infrastructure.
- Recommendation:** Review with the Fire Underwriters whether some credit should have been given for the region-wide Mutual Aid Agreement, and whether such credit would improve the rating of any area Departments (e.g., Willowbrook).

## Appendix 1 - Fire Department Records

This Appendix provides a general outline of the categories of records fire departments should, and, in many situations, are required, to maintain. This outline should not be treated as exhaustive nor is it intended that the reader solely rely on the information contained below. It is strongly recommended that Departments review the requirements contained in Part 31 (Firefighting) of the Regulation under the WCA and the appropriate NFPA and ULC standards for specific recommendations and requirements on maintenance of records.

Under section 31.9 of the OH&S Regulations, a fire department must keep the test and inspection records required by WorkSafe BC at the workplace for inspection by an officer or the joint committee or worker health and safety representative, as applicable.

### 1. Apparatus Maintenance

Fire department apparatus must be maintained by appropriately certified personnel. Under NFPA 1911, vehicles should be maintained by individuals who are certified as emergency vehicle technicians. Records need to be maintained on all vehicle maintenance and repairs, as well as any failures in any part of the apparatus. The records required include:

- Annual pump testing
- Weekly apparatus checks
- Apparatus maintenance and repairs
- Apparatus equipment failures.

NFPA 1911 – Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus, 2017 Edition.

### 2. Driver Training Records

Driver training is critical to the safety of both department members and the public. Departments are required to ensure that members operating apparatus have all appropriate licensing (including, where required, air brake certification). Records required to be maintained include the following:

- Initial driver training and certification
- Annual driving training records
- Yearly driver abstract
- Written operational guidelines relating to the operation of firefighting vehicles during emergency and non-emergency travel.

*NFPA 1451 – Standard for a Fire Service Vehicle Operations Training Program, 2013 Edition.*

OH&S Regulations, section 31.5(e).

### **3. Member Training Records (individual records)**

Maintenance of appropriate training records is crucial for fire departments. Records should be stored in a manner that enables the department to readily confirm the specific training levels of each individual member. Back-up copies of the records should also be maintained off-site. In the Clearwater incident, the lack of adequate training records led both WorkSafe BC and the Coroner to conclude that the department members conducting the interior attack lacked the training necessary for the operations that they undertook – even though the Fire Chief maintained that both members of the interior attack team had the training needed for the roles they played.

The records for specific areas of training should be maintained for each individual member and should show:

- Levels of recruit and probationary training achieved and when accomplished
- Training sessions attendance (date and hours involved)
- Additional yearly formal training (including records of weekly and special training sessions and all certifications attained)
- Ongoing yearly maintenance training in the various areas (to retain the levels of knowledge and skills achieved)

One of the issues that frequently arises is that when skills are taught or refreshed during weekly practice sessions, the Departments do not use formal assessment and evaluation processes. As a result, the records often show only that a member attended a particular session, and not that he or she was qualified in the particular skill or JPR being taught. Formal emulations should accompany all training and the results duly recorded on an individual basis.

*NFPA 1001 – Standard for Firefighter Professional Qualifications, 2013 Edition*

Equipment Maintenance and Repair (General)

### **4. Ground Ladder Testing Records**

Ground ladder failures during fire-ground activities, while relatively rare, have the potential to cause major injuries to and possibly result in the deaths of, both firefighting personnel and rescue victims during emergency operations. Unlike standard industrial ladders, fire service ground ladder must be capable of holding several people, including rescue personnel (with full PPE) and victims, from elevations of two or more stories.

Individual records and test results must be maintained for all ground ladders in use by a department. These records include:

- Annual inspection and testing

- Regular cleaning and inspection

*NFPA 1932 – Standard on the Use, Maintenance, and Service Testing of In-Service Fire Department Ground Ladders*, 2015 Edition.

OH&S Regulations, section 31.37 (Ground Ladders).

## **5. Hose Testing Records**

Although an onerous task, annual hose testing is highly recommended. In addition, individual lengths of hose should be tracked throughout their in-service life. Fire hose failure during emergency incidents is greatly reduced through annual testing. The ideal place for fire hose to fail is at the fire hall during testing. Records should include:

- Records for individual hoses including in-service date, damage and repairs
- Annual inspection and testing.

*NFPA 1962 – Standard for the Inspection, Care, and Use of Fire Hose, Couplings, and Nozzles and the Service Testing of Fire Hose*, 2013 Edition.

## **6. Self-Contained Breathing Apparatus (SCBA) and PASS<sup>87</sup> Devices**

SCBA and PASS alarms are life critical safety devices for firefighters. In the Clearwater incident, both the records keeping and equipment maintenance practices of the department were criticized. The department lacked the necessary maintenance and repair records for its SCBA, the equipment that was used failed in subsequent testing conducted by a third party, and there was evidence of improper maintenance of the units involved.<sup>88</sup> WorkSafe BC requires that service and repair of SCBA units must be by qualified persons.

The following records need to be maintained:

- Annual SCBA pack testing
- Annual and weekly pass alarm testing
- Bottle hydrostatic testing in accordance with *CSA Standard CAN/CSA-B339-96, Cylinders, Spheres, and Tubes for the Transportation of Dangerous Goods*
- Regular inspections of all SCBA components. The inspection of compressed air cylinders must be conducted in accordance with *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators*

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<sup>87</sup> Personal alert safety system – a device which sounds an alarm when a firefighter is down.

<sup>88</sup> Schapansky Inquiry, at pp. 4, 5-6. The SCBA units worn by Schapansky and his partner were examined by the National Institute of Occupational Health and Safety in the US.

- Fit testing is required: (a) before initial use of a respirator, (b) at least once a year, (c) whenever there is a change in respirator face piece, including the brand, model, and size, and (d) whenever changes to the user's physical condition could affect the respirator fit
- Appropriate medical certification showing fitness to use SCBA, where required (see OH&S Regulations, s. 31.20)
- Complete maintenance and repair records for each self-contained breathing apparatus and all air cylinders must be kept in accordance with the requirements of *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators* (section 10.3.3.2.2-b to f, inclusive).

*CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators*

*NFPA 1852 – Standard on Selection, Care and Maintenance of Open-Circuit Self-Contained Breathing Apparatus (SCBA), 2013 Edition.*

*NFPA 1982 – Standards on Personal Alert Safety Systems, 2013 Edition.*

OH&S Regulations, sections 31.19 to 31.26 (Respirators).

OH&S Regulations, section 31.18 (PASS alarms).

## **7. Personal Protective Equipment**

Personal protective equipment includes turnout gear, helmets, hoods, boots, gloves and goggles. Aside from effective training, PPE is the most important tool a firefighter needs to do his/her job safely. Proper care of PPE, through regular inspection and cleaning should be the first priority of all fire service personnel.

- The employer must have operational guidelines governing the inspection of protective clothing and equipment at regular intervals
- The equipment should be identifiable
- Procedures for cleaning and drying clothing must be in accordance with the manufacturer's instructions
- Records of date of purchase, assignment and date for replacement must be maintained
- Records of regular cleaning, inspection and repair of all personal protective equipment should be maintained.
- Turnout gear older than 10 years must be replaced.

*NFPA 1851 – Standard on the Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2013 Edition)*

*NFPA 1971 - Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2013 Edition)*

OH&S Regulations, Part 8 – Personal Protective Clothing and Equipment; see, in particular, s. 8.3.

## **8. Rescue Ropes**

Rescue ropes are defined as “designated rescue ropes” used to lift, carry, support rescue personnel and rescue victims during emergency incidents such as high angle, swift water rescue, confined space rescue etc. Rescue ropes are not standard general-purpose fire service ropes used during fire ground or emergency incidents to lift tools, secure equipment or tow vehicles. The following records must be maintained for all dedicated rescue ropes

- Records of date of purchase
- Dates of each use, damage, cleaning and repair.

*NFPA 1983 – Standard on Life Safety Rope and Equipment for Emergency Services, 2017 Edition.*

OH&S Regulations, section 31.17.



## Appendix 2 – Strategic Planning Notes

Participants which included chief officers, area directors and RDOS staff were introduced and discussed their background, their thoughts about the service in 2017 and their expectations for the future of the regional fire departments.

The following are the notes developed on screen with the assistance of the facilitators and the above noted members.

- What works well at the moment?
  - The RDOS departments provide a much needed service
  - There is an understanding of the training we do at least at a high level, perhaps not in full detail
  - An understanding of how much time it takes to train
  - Communication between the RD and the department(s)
  - Individual departments are well managed,
  - Budget process and payment of bills works well in Kaleden; we have not exceeded our budget
  - New radio communication should be good when the bugs are worked out
  - Good relationships with a number of the provincial agencies, BCAS, wildfire management branch,
  - Good relationship with RCMP as well
  - Many members have a lot of experience, older and retired
  - The RD structure in place works well, communication works well; after that the department has to implement, this falls to fewer people, no longer such a large amount of community involvement
  - Good relationship with area director
  - Excellent team, high number of volunteers (Naramata) with 40, pride in what they do, want to help the community
  - Not a lot of flak for the dollars spent as long as we communicate what we do
  - Recruitment has improved (Willowbrook) average age is now under 50, from over 60
  - The Playbook has been positive as it increased the focus on fire training including live fire has increased the level of interest and retention
  - The RD system works well, some changeover with staff turnover, able to keep about 25 volunteers (Okanagan Falls), Playbook is also a positive
  - Improved facilities over time in terms of structures and apparatus, good communication with the public, also the chiefs now get together and provide feedback
  - There is a regulatory structure as we moved to a single bylaw structure for emergency services; there is also a longevity factor which leads to stability
- Your concerns about your fire service?
  - In the near term
    - A lot of turnover, very difficult to keep up with the training for each new recruit
    - Changes at the community level is often a struggle; the level of service takes time and funding and people and that can be hard to achieve

- Tulameen as an example has a lot of seasonal residents and feel they have paid already, not prepared for more
- Some expectations are beyond reach, have to do a lot of fund-raising in addition to achieve what we need
- Recruitment of firefighters who want to step up to the officers' pool
- A lot of time just taken for paperwork, a huge commitment, need support for this
- Need an OH&S committee to comply with WCB; note to consider an alternative to this
- Always more administration requests, calls in the early morning with people asking 'can they burn today'?
- Anarchist, majority of calls for MVI, not fully funded by the taxpayers,
- FUS requirements for the age of fire apparatus
- Have to replace turnout gear that never goes to a fire
- Training facilities need improvement
- Administration requirements continue to grow, volunteers complete the call but not always wanting to stay and complete the forms
- Leaving the community to train someplace else costs time and money, one improvement would be to have more training facilities/opportunities in the community
- Demographics: Keremeos median age of 61 makes it harder to retain firefighters who can meet all of the requirements
- Better benefits might help recruitment but there is an increased cost
- PTSD assessment and follow up
- Keremeos, similar to Anarchist, having a very high number of responses for MVI
- More time spent on data, record keeping will be necessary but harder to do in a volunteer department; more support for this, perhaps an RD service; should also be centralized and organized
- Administrative support doesn't maybe need to be a front line function; have recently in Okanagan Falls added extended medical and dental to encourage members to join and stay
- Weekend standby is a real challenge, for some who work weekends,
- Okanagan Falls now has a one day a week administrative support which has really improved things which frees up the chief officers for other activities
- Extra work downloaded from the province in terms of traffic control; once it was the Highways department, now it's the Department
- The change in policy by BCAS for the slope of the bank rescue which prohibits them from going to scene in some cases
- Continue to work on how the budgeting process is explained to ensure engagement
- The HR function is interesting, WCB considers volunteers as employees, and this means we need always to comply with them as with all other employees from an HR perspective; we could probably improve the support in this area for them

- Sometimes an issue in a small town in terms of the differentiation between a chief officer and perhaps their business; much like a local official who also has a business.
- We have obligations in terms of record keeping and this needs support, in particular if there is a court case or some other action
- All of the previously run society departments are now under the RD; this is sometimes reflected in the identification of chief officers, no longer a vote, but now an appointment based on competence
- SOPs, may need a look in terms of standardization
- How to extend service to marginal areas, like upper Carmi; now considering an extension to Penticton's coverage area
- One example is Apex, similar to other resort areas in terms of retaining staff that have training and experience
- Concur on the need for administrative support for the fire departments rather than expecting them to complete all of this themselves
- Will need to retain the good parts of the social part of the fire service which helps to retain camaraderie and thus for retention
- May be more than one way to solve the administrative support,
- The RD has provided more services, need to ensure they are well understood in communication their availability
- May be able to provide greater assistance with reallocation of apparatus
- Need to address service gaps; have an FUS review for all departments
- Communication about assets being procured, then disposed of
- In the longer term
  - Concern with attrition, huge expectations on the fire department but not always an understanding of limitations.
  - Need to address the next steps as well for the fire brigades, what is the timing, what is the service, how is it funded and governed
  - Sometimes a perception issue with paid on call staff who are called volunteers...need to be very clear about what this means in terms of obligations
  - Governance for fire suppression and inspections, but have gaps and need to think about how this could be addressed
  - Larger homes being built in unprotected areas; their focus on insurance rates, not necessarily what providing a response might mean
  - Need to optimize our oversight in terms of decision making; standardization
  - In some examples, very small towns have high costs spread over very few taxpayers
  - Community engagement for very small ones
  - Having different ranking for the fire departments based on call volume is a challenge; there should probably be a base for everyone with an addition for call volume
  - Lower response by volunteers in the daytime
  - Fear of liability
  - Note the cultural change, move from societies to a more contemporary model,

What could or should be improved?

- Operationally
  - Performance reviews; important for many reasons include their knowledge about we can operate
  - Question will come as to when a full time fire chief is required? What is the trigger?
  - Noted the relocation of the Keremeos fire hall from its current location
  - Differentiate some services such as FMR that could be done other ways
  - Standardize air packs, radios and turnout gear
  - Examine the passport system to ensure standardization
  - Hydrant standardization
  - Communication, not just technical, but between and with the crews about the direction of the department(s)
  - Have drilled together between departments but rare
    - Could this be improved?
  - Tulameen does train with Princeton, Hayes and Arras, as well as Hedley
  - Air bottles between some departments are compatible
  - For major events could consider a common operating plan/ RD vs. the Department
  - Progression/succession planning—how to get people to move up to the officer level
  - The amount of time commitment required of the fire chief, continues to increase,
  - Automatic aid perhaps during certain times of the day?
  - Putting another neighboring department on standby
  - Project tracking and project completion
  - Anarchist, will now start training with Osoyoos; now have to standardize codes
  - More officer training and expectations
  - Water system is not always owned by the RD; Kaleden is an improvement district, Tulameen does not have an RD water system.
- Administratively
  - New administrative requirements, require training and mentoring,
    - This could be for payroll, HR,
  - Small volume departments make it harder to 'get good at it' in terms of such things as record keeping
  - Changes require a lead time; either procedure, or software, or anything else
  - One-off solutions are a problem especially when personnel change
  - Need for a record management system that is user friendly
  - Note that correct accurate records are a mandatory issue
  - Administrative support should be consistent
  - Regionally a standard record management system, for example permits or other
  - Tracking time for payroll; may require more, consistent training
  - Ordering of supplies could be unified, streamlined;

#### Training and Competency Issues

- Concern about competency—how to substantiate this
- Need to keep training interesting

- Does the public understand what the fire service can do, especially in the smaller ones
- The weather challenges some of the outdoor training;
- Penticton has opened up the chance to use their training centre evenings as well
- Some of the live fire training differs from that provide by others
- Risk management training for the i/c
- Can't forget the basics
- Training costs money
- Tulameen example being a distance from a hospital they have to provide their own emergency response as there is not a guaranteed ambulance
- Long distances to get to training in some cases
- Need to understand their limits, this puts a lot of importance on the incident commander
- How to ensure consistency in terms what has been learned
- How to ensure assessment and competency
- Making the training interesting is a challenge
- Some departments rely on outside trainers to make it more interesting; either departments like Penticton, or other contractors
- Can some training be online, or personal time?
- Provide some orientation about the training requirements for elected officials
- Some departments focus on different scenarios to keep up the interest
- Also require a centralized training point of focus

#### Recruitment and Retention Issues

- Don't scare them
- Open houses, BBQs
- Clarify and confirm the requirements; then set the budgets for that
- Could provide incentives for the officer positions that would be another way to make members join and stay
- Maybe some part of recruitment could be regional
- At some point will require a minimum threshold for recruits, perhaps a standard interview process
- Shared goals
- CISM for others, for all departments
- Keep the training interesting
- No one size solution, but a variety of initiatives
- The social element has changed over time; need the social element to knit them together
- Also have to asked people to attend and they have
- Need regular recognition programs
- Junior firefighter program
- Community breakfast, softball games, hose relay competitions
- Lots of community exposure to the public
- Local media
- Some small benefits, free tickets to the rec center

- Recruitment is a family affair, bouncy castle,
- Sometimes volunteering can lead to a full time department
- Social media??

## Appendix 3 – Governance, Management and Administration

### Overview

The RDOS has the ability to establish fire protection and related emergency response services under and in accordance with the *Local Government Act* (B.C.). The Board of the RDOS, by bylaw has established fire protection service areas to provide fire prevention and suppression and other approved protective services in seven different service areas. In connection with one service it operates, the RDOS has also obtained Supplementary Letters Patent, dated March 16, 1976, specifically authorizing the provision of fire suppression services in certain portions of Electoral Areas “B” and “G” and the Village of Keremeos. The existing RDOS departments (the “Departments”) are as follows:

- Anarchist Mountain Volunteer Fire Department
- Kaleden Volunteer Fire Department
- Keremeos and District Volunteer Fire Department
- Naramata Volunteer Fire Department
- Okanagan Falls Volunteer Fire Department
- Tulameen & District Volunteer Fire Department
- Willowbrook Volunteer Fire Department/.

The seven Departments were established at different points in time and evolved separately in terms of services provided as well as their respective legislative frameworks. The seven Departments are now local service areas of the RDOS which are funded separately and historically have operated with significant degrees of autonomy and independence. The seven Departments also operate out of individual halls located in their respective local service areas situated throughout the RDOS.

A facilitated session with RDOS staff and officers from each of the Departments was held on May 15, 2017. The session well attended and the participants engaged in a frank and informative exchange of views on issues facing the fire service in the RDOS. The administration of the RDOS recognizes the importance of balancing the desire of the Departments to retain an appropriate degree of independence and autonomy, against the need of the RDOS to have a clear organizational structure, reporting lines and accountability framework. The RDOS administration further recognizes the challenges facing volunteer Fire Chiefs in connection with retaining, attracting and training members and managing the growing administrative requirements must be met for the proper and safe operation of a modern fire department. Both the Departments and the RDOS recognize that there is a need for effective and efficient Regional District support for the Departments to ensure they are meeting the mandated requirements and are able to deliver their life-critical responses safely and effectively.

In the broader fire protection context, many local governments in B.C., which have historically relied on volunteers and paid-on-call members both for the provision of fire protection and the administration of the service itself, have recognized a tipping point has been reached which may require a change in approach. Some of the factors precipitating this need for change for such departments include, but are not limited to:

- Health and safety concerns;
- Risk management/liability concerns;
- Legislative changes (e.g. the Playbook and new *Fire Safety Act*);
- Evolving Fire Underwriter rating criteria;
- Public expectations and lifestyles shifts;
- Impacts of economic and employment realities; and
- Lack of available time for Chiefs, officers and members to address administrative matters.

These changes are profound in terms of their impact on the volunteer and paid-on-call departments. These departments are faced with a growing regulatory and administrative burden, which their volunteer and paid-on-call members are generally not in a position to manage without increased assistance from local government.

### **Regional District Context**

The seven fire Departments are separately established local service areas of the RDOS, and include a number of participant jurisdictions at the Regional Board. A brief overview related to the governance and administrative framework which underpin the creation and operation of such services by a regional district (“RD”), is included for information. This overview is intended to provide a context for the potential challenges and complications that may arise when implementing some of the recommendations of this report, which may involve amendments to service establishment and operational bylaws, as well as finance and budget considerations.

RDs are governed by provincial legislation, primarily under the provisions of the *Community Charter* (B.C.) and *Local Government Act* (B.C.). The purposes of RDs are broadly threefold:

- They are the regional service bodies responsible for providing legislated, and other important regional services to, and undertaking activities on behalf of their entire regions (i.e., including all member municipalities);
- They are the inter-jurisdictional service bodies that provide local government sub-regional services to different combinations of member municipalities and electoral areas; and



- They are the local governments for their (unincorporated) electoral areas, responsible for providing basic local services such as community planning, building, fire protection, etc., generally at the direct request of a group of residents in the service area.

There are also significant differences between RDs and municipalities in terms of legislative authority. Municipalities have significantly broader authority. RDs have complex voting rules and far more constraints to starting new services or amending existing ones, which may include but not be limited to:

- conducting feasibility studies;
- preparing and adopting service establishment bylaws;
- obtaining Ministry approval for service establishment bylaws or amendments thereto;
- obtaining consent of participant residents possibly through referendum or an alternate approval process;
- obtaining the approval of the RD Board for all bylaws, notwithstanding they may involve only one or two service participants out of the all of the participant members of the particular RD;
- requiring approval of the RD Board for the adoption of policies, notwithstanding they may involve only one or two service participants; and.

In addition, unlike municipalities, each individual RD service (and respective local service area) must be funded independently through taxation from the benefitting area only and funds may not be transferred from one local service to another.

### **Fire Department Legislative Framework**

Broadly speaking, the underlying legal structure used by the RDOS to establish and operate each Department follows this pattern:

1. A service establishment bylaw (the “Service Bylaw”) that creates the local service area (or converts the specified area to a local service area), defines and authorizes the provision of the services, sets a taxation limit and specifies how funding for the individual Departments may be raised (e.g., taxes on land and improvements, or improvements only; parcel taxes; other fees and charges, etc.). The Service Bylaws were examined individually in each Department’s report; and
2. An operational and administrative bylaw which set out various powers for the individual Departments, specified certain administrative processes and reporting lines and identified various responsibilities (e.g., the Fire Chief’s responsibilities) (the “Operational Bylaw”).

In 2011, the RDOS passed *Emergency Services Bylaw No. 2566, 2011* (“Bylaw No. 2566”), which largely (but not entirely) superseded the individual Department Operational Bylaws. Bylaw 2566 is examined in greater detail in the main body of the report]. Bylaw 2566 seeks to create a uniform set of powers for each Department, based on the services being provided and consistent administrative and reporting structures. It should be noted that, in some places, it is not entirely clear whether Bylaw 2566 has entirely or only partially replaced the individual Operational Bylaws. We are recommending below that Bylaw 2566 be updated: at that time, consideration should be given to rescinding the individual Operational Bylaws and ensuring that any Department-specific issues (e.g., the provision of fire inspection services by the Okanagan Falls Volunteer Fire Department) are addressed in the master bylaw.

### **Other legislative considerations**

One of the notable changes affecting the operation of volunteer fire departments over the past twenty years has been the increased regulatory and administrative burden. The rationale behind the increasingly demanding requirements is sound: every fire department has to be in a position to safely and effectively manage highly dynamic, life-threatening situations. The focus on meeting stipulated training standards, and properly managing related administrative requirements, however, has put enormous pressure on volunteer departments which have not traditionally focused on such matters. Some of the principal challenges arise from the following:

- The *Fire Services Act* (B.C.) and its replacement, the *Fire Safety Act* (B.C.), which imposes various obligations regarding fire inspections and investigations, and under which the Office of the Fire Commissioner is required to establish training standards for fire services personnel;
- The Playbook, which sets minimum training standards for fire services personnel, along with records keeping obligations. The Playbook also clarified that the “Authority Having Jurisdiction” (which, in the case of the Departments, is the RDOS) is responsible for determining the service level at which each of its fire departments operates and ensuring that training standards and related records keeping requirements are being met; and
- The *Workers Compensation Act* (B.C.) and related *Occupational Health and Safety Regulation*, which imposes training, supervisory, equipment and significant administrative requirements on all fire departments, including in relation to proper records keeping and the operation of compliant health and safety committees.

These various requirements are examined in greater detail elsewhere in this report. The net effect, however, has been to increase the complexity and cost of operating a fire service.

### **Management and Administration**

#### **Overview**

The RDOS has taken steps to establish a functional management and administrative framework, in part:

- through the adoption of Bylaw No. 2566; and
- through development of an organizational structure which provides administrative and operational support to the Departments: specifically, administrative support through the Manager of Community Services, and operational support through the Emergency Services Supervisor, as well as additional administrative support from other RDOS staff.

The initiation of this project is part of a coordinated effort by the RDOS to support its Departments by providing an evaluation of their current operational issues, identifying principal challenges and developing approaches to address same.

The RDOS has a dual role in terms of the Departments: first, in a governance and oversight capacity, as the entity responsible for the delivery of fire protection and emergency response services to residents; and second, in an administrative role to provide support as needed and requested by the Departments. This duality presents a number of challenges to the RDOS. The RDOS must balance their need for oversight and legislative compliance, while recognizing and enabling the Departments' needs for an appropriate level of autonomy and independence to manage the day-to-day operations of their fire services and retain and promote the essential elements which characterize volunteer departments. To ensure the continued success of these volunteer-delivered services, the RDOS must both govern and facilitate in a balanced manner.

From a management and administrative perspective, this review identifies issues and proposes approaches to better facilitate the cost effect delivery of the departments through principles of standardization, where practical (and subject to achieving the consensus of the parties) as well as consolidation of effort, to achieve economies of scale as supported by the parties. However, there is also a challenge for the RDOS in sharing costs among different local service areas having separate budgets when administrative economies of scale can be determined – the impacts of adding incremental costs to departments with disparate budget levels and limits is discussed below.

## **Observations and Analysis**

### **Finance, Budget and Taxation – Overview and Challenges**

Under the legislative framework noted above, all fire departments in the province, whether staffed by career or volunteer (paid on call) members, and regardless of size, are expected to comply with the relevant provincial regulations and requirements. The challenges, particularly for small volunteer departments, with limited budgets and small service areas, are compounded, as there are generally very limited resources to deliver the services, while the expectation of local residents remain substantially the same regardless of the department size or budget.

One of the benefits of overseeing multiple fire departments, as is the case for the RDOS, is that there are opportunities to seek economies of scale and to increase capacity through sharing resources and support staff through the RDOS's administration. However, ultimately, due to provincial legislation, which constrains Regional District activities, each Department's cost allocation must be funded separately, primarily through taxation of their individual local service area residents – unlike municipalities it is not possible to “share” (cross subsidize) service costs

among separate taxing service areas. Even in the ideal circumstances, where efficiencies are identified and implemented, fair cost allocations among Departments are likely to have more significant taxation impacts for Departments with smaller tax bases – and therefore may not be supported by residents of the benefitting local service area.

As a frame of budget reference, below is a synopsis of the variability among taxation levels in the seven RDOS departments.

**Budgets and taxation levels**

The budget and taxation levels vary significantly among the Departments and from year to year, as illustrated below is a synopsis of taxation for the years 2014 to 2017.

Department	2017 Mill Rate	2017 Tax Base	2017	2016	2015	2014
AMVFD	1.6329	\$119,536,583	\$195,197	\$193,312	\$184,303	\$184,303
Kaleden	0.6698	\$367,020,397	\$245,826	\$240,179	\$218,189	\$219,077
Keremeos	0.9294	\$462,428,941	\$429,783	\$368,863	\$321,217	\$279,415
Naramata	0.6903	\$553,679,063	\$382,197	\$298,344	\$253,104	\$223,227
OK Falls	0.4116	\$846,558,659	\$348,405	\$299,013	\$293,243	\$289,366
Tulameen	1.4948	\$75,242,257**	\$112,471	\$105,736	\$94,579	\$289,825
Willowbrook	1.6329	\$36,789,947**	\$69,319	\$54,677	\$50,154	\$42,776

**\*\* Tax base is “Improvements only”. Note that for a number of departments, their total budgets are larger than their tax requisitions because they actively fundraise within their communities as well.**

In general, the significant variations from year to year within a specific Department are largely a result of a major capital expenditure for new apparatus or major equipment. Among the seven Departments, the average tax requisitions range from Willowbrook with a low of \$49,773 to Keremeos with a high of \$335,738. Individual taxation levels vary due to a number of factors including but not limited to: extent of assessed values within each service area (and whether taxation is levied on “land and improvements” or “improvements only”); the size of the department; the number of vehicles and quantity of equipment; the services provided; the number of calls; and, to some extent, the history of the department's evolution and development.

If new efficiencies or cost saving opportunities are identified by sharing administrative support among the Departments, the RDOS will have to consider appropriate and fair methodologies to allocate costs among local service areas which have disparate budgets, taxation bases and taxation limits.

## Operational and administrative challenges

During the facilitated session with the Department senior officers, a number of the challenges facing the various Departments were identified. Below is a synopsis of some of the themes or issues raised by the Departments or RDOS staff which need to be addressed:

- Workload demands particularly on Fire Chiefs and officers arising in part from:
  - general administrative requirements and requests from RDOS (e.g., vehicle, equipment and supply procurement policies);
  - data entry, general records management duties, and maintenance of training record requirements as clarified in the Playbook;
  - requirements for more operational policy development (e.g. updating and completing operational guidelines);
  - requirement for compliance with the *Workers Compensation Act*, and meeting basic operational health and safety needs;
  - other new regulations from province.
- Personnel administration:
  - member turnover, recruitment and retention issues;
  - lack of job descriptions and comprehensive written policies framework to guide department administration and identify expectations;
  - Lack of comprehensive proficiency requirements for each position within a Department, including the officer structure.
- Increasing community expectations for fire protection as well as changing community demographics which negatively impact recruitment and retention.
- Increasing costs of apparatus (and equipment) and the need to meet Fire Underwriter requirements.
- Operational considerations:
  - Weak attendance at daytime callouts;
  - Weekend coverage;
  - Training time demands and access to local training and facilities.
- Compensation for Officers – current system involves an hourly rate based on call volumes and does not fairly recognize or reflect the similar expectations, liability and workload demands which face each Department regardless of size or activity level.

## Summary/Conclusions

The RDOS has made progress towards improving the management and administration of its Departments. This reflects the recognition of the challenges facing the seven volunteer (paid on call Departments) providing fire protection, and other services to residents within their respective local service areas, in a rapidly changing environment.

The RDOS has implemented a number of initiatives intended to promote cost effectiveness and efficiency of the services. These actions have acknowledged the societal, legislative, liability, Playbook and other factors affecting the ability of local governments' ability to deliver fire protection services through volunteer departments.

Several of the key initiatives have included but not been limited to:

- The adoption of a new Emergency Services Bylaw No. 2566 in 2011 to modernize the service delivery and accountability framework;
- Establishing an on-going communications framework between RDOS and the Fire Departments;
- Providing on-going administrative and operational support for the departments; and
- Seeking, through this fire review strategies and recommendations which would assist both the RDOS and departments achieve their objectives in a cost effective and efficient manner to meet legislative and safety standards.

The RDOS administration and fire departments have made progress in the areas of governance, management and administration, towards meeting their respective organizational objectives. Notwithstanding the progress to date, there are a number of priority matters which warrant action to achieve the stated objectives with respect to the delivery of fire services within the RDOS.

## Governance Priorities

The Playbook clarified a number of provincial policy requirements for organizations overseeing the operation of fire departments in the province. The policies and requirements apply to both career and volunteer departments, regardless of whether governed by a society, improvement district or local government.

It is the duty and responsibility of the agency which governs a fire department, referred to in the Playbook as the AHJ, to ensure compliance with the provisions outlined in the Playbook. The RDOS is the AHJ in relation to the Departments. One of the main responsibilities of the AHJ is to determine the specific level of service to be provided by each Department and ensure the training and other requirements referred to in the Playbook to deliver that level of service are met. These requirements are in addition to any other legislation applicable to operation of a fire department, such as the *Fire Services Act*, the new *Fire Safety Act*, and the *Workers Compensation Act*.

While there have been discussions between the RDOS administration and the Fire Chiefs regarding the level of service to be provided by each, the RDOS Board has not yet set service levels.

**Proposed Action:** It would be expedient and appropriate for the RDOS Board to immediately adopt a written statement for each Department confirming their respective level of service. Once the service level has been confirmed by the Board, the RDOS administration, working with the Fire Chiefs, can evaluate and determine specific actions to be taken to meet these requirements which will include developing appropriate and enhanced training, possibly equipment, and future budget planning, etc.

## **Management and Administration Priorities**

### **Overview**

The RDOS is also seeking guidance in terms of enhancing the efficiency and cost effectiveness of the provision of fire services within the Departments. The RDOS has acknowledged and respects the need for a reasonable degree of autonomy and independence to support the effective operation of each Department. This approach will be useful in the process for optimizing the opportunities to support and address the individual and collective needs of the Departments, while identifying and implementing areas for cost saving and efficiencies. It is therefore proposed that the RDOS initiate a structured, collaborative, consultative process with the Chiefs to confirm common areas of need, identify options and seek consensus on solutions.

### **Administrative Workload Capacity Building**

Each of the Departments, similar to any other unit of a local government, is required to undertake a wide variety of administrative tasks in addition to, or as part of fulfilling, their operational fire duties. Many of these tasks are related to compliance with legislation for agencies such as the Canadian Revenue Agency, WorkSafe BC and the OFC. Other administrative responsibilities are driven by risk management and health and safety considerations or simply are required for the efficient and effective operation of the Department in the context of the Regional District corporate structure. These tasks or responsibilities include, but are not limited to, the following:

- Personnel administration including recruitment, retention and discipline, etc.;
- Payroll administration;
- Budgeting;
- Records management for training, preplanning, fire response, inspections/ investigations, etc.;
- Preparation of both routine and topic specific reports;

- Purchasing/procurement;
- Policy and procedure development and updating (e.g., operating guidelines, health and safety procedures, etc.);
- Strategic planning.

The administrative workload has increased materially in the past decade, together with community and organizational expectations of Department members. This is particularly problematic for paid-on-call departments such as the ones operated by the RDOS, as much of the administrative work is expected to be undertaken by the volunteers. Finding the capacity and expertise to undertake the wide range of administrative and clerical duties is challenging, and demands an extraordinary commitment from members who joined a fire department to be trained for, and respond to fires and emergencies, not to do administrative work.

There is a variation among the Departments both in relation to the specific workload challenges identified by the Chiefs, as well as the approach used by each Department, to address the workload requirements. For example, some have Department members undertake administrative tasks in-house, while others rely more heavily on RDOS staff for support.

The nature of the management, administrative and clerical tasks is essentially the same across Departments, therefore there is a relatively high degree of commonality in terms of workload demands and capacity needs. In order to identify potential opportunities to achieve economies of scale and determine approaches to provide additional capacity to the Departments the following general approach is proposed:

- conduct a detailed workload needs assessment for each Department (i.e., determine the specific nature of the tasks for which capacity is needed);
- identify commonalities in terms of workload support required;
- evaluate preferred approaches to addressing workload needs, for example by:
  - increasing Department budgets to enable Departments to hire contract support or provide an inducement to members to undertake administrative tasks;
  - exploring capacity of existing RDOS staff and availability of remote service delivery options;
  - consider hiring additional dedicated RDOS staff t potentially in the form of a dedicated fire service coordinator.

### **Standardization and Approaches to Achieve Efficiencies and Cost Savings**

Each Department has its own inherent individual needs, which to a significant extent are functions of services delivered, size of service area, nature of development in the service area or unique historical factors. However, in terms of the core service of delivering fire protection



there are more similarities than differences among Departments for most of the following matters:

- in basic in training needs;
- in updating and maintaining a comprehensive set of standard operating guidelines;
- essential apparatus, equipment, turnout gear, SCBAs, pagers and supplies; and
- human resource (“HR”) and records management requirements.

**Proposed Action:** Using a similar approach and process described above to address workload challenges, and with the support and consensus of the Chiefs, there are potential opportunities to achieve economies of scale and cost savings through collaboration, cooperation and standardization.

**Proposed Action:** With respect to training, a desire has been identified by some chiefs for more local training opportunities and facilities, due to the costs and time commitment related to travelling for training courses. The possibility exists for live training to be delivered by contractors, with mobile equipment. In addition, there is potential for classroom training which be delivered efficiently through remote access to the internet. If there is willingness among the Departments to cooperate and collaborate on training, the RDOS could explore facilitating these opportunities.

**Proposed Action:** With respect to Standard Operating Guidelines, these SOGs both provide operating and response protocols, address health and safety matters for the Departments, as well as being an essential part of RDOS risk management policies. There is a significant opportunity for efficiency and costs savings by developing one basic set of SOGs for all Departments with variations as required for unique Departments’ needs and differences in services provided. There are opportunities form external service providers to expedite the completion of a working set of SOGs in a timely and cost effective manner.

While not specifically part of the SOGs there are a number of RDOS policies which apply to the administration of the Departments as they are both services and employees of the RDOS. The RDOS should ensure all Chiefs have copies of RDOS policies and their applicability and be given the opportunity to seek clarification and request revisions which may be appropriate to the Departments as a group. One specific policy which warrants a detailed review with the Chiefs is the purchasing/procurement policy both in terms of meeting the accountability requirements of the RDOS Board as well as the practicality needs of the Departments.

**Proposed Action:** With respect to Department procurement and purchasing needs, particularly for essential vehicle, major capital equipment, turnout gear, SCBAs, pagers and supplies, there are opportunities for efficiencies and costs savings through coordinated and collaborative group purchasing. The potential to optimize the benefits of this approach would arise from first, having standard and common choice of basic item thereby reducing the need for expending individual efforts creating new specifications and tenders etc. each time; second, having a single point of

contact coordinating the process (e.g. RDOS staff); and third, by receiving the cost savings benefits arising which should arise from larger bulk purchases.

With respect to HR policies the Fire Chiefs have commented on the following matters:

- The lack of comprehensive policies pertaining to the minimum qualifications and proficiency requirements for members being appointed to officer positions as well as job descriptions for all members. A set of policies could be prepared that could be standardized, would reflect an essential combination of training and experience but could make accommodations for unique Department circumstances which may arise from time to time;
- The challenges of managing member turnover, new member recruitment and retention are a reality for all volunteers departments. While there are unique recruitment challenges for each of the seven Departments, to some extent due to the size of the service areas and demographics of local residents, through a collaborative and cooperative approach the RDOS could assist and facilitate the Departments in developing a set of attraction and retention strategies, policies and promotions. Some concepts to be explored in this regard are set out in the recruitment and retentions section of this report.
- Compensation for officers: the current system is based on hourly rates and call volumes. In some cases, this approach may have become a disincentive to the attraction and retention of members as it does not reflect that all members and particularly officers must manage a demanding base level of administrative duties, and the same basic risks, liabilities and training requirements, regardless of Department size or response levels. Notwithstanding the budget implications for Departments with small budgets and tax bases, it would be appropriate to review the current methodology and consider a modified approach of base salary amount plus call volume.

**Proposed Action:** It is proposed that the RDOS review with the Chiefs all HR policies and provide consistent application and support of personnel administration which the Chiefs may require.

# 2017 Fire Services Master Plan

## IMPLEMENTATION PLAN

September 7, 2017

Responsibility Key	
Board of Directors	BoD
Chief Administrative Officer	CAO
Manager of Community Services	MCS
Manager of Legislative Services	MLS
Manager of Human Resources	MHR
Emergency Services Supervisor	ESS
Project Manager	PM
CAO Additions	
MCS Additions	
Department Audit Report	

#	RECOMMENDATION	WHO	WHEN	STATUS
	<b>GOVERNANCE</b>			.
1.	Review each Department's service establishment bylaw with a particular focus on: <ul style="list-style-type: none"> <li>- service authorization language</li> <li>- maximum taxation amount</li> <li>- right to provide mutual or automatic aid</li> </ul>			.
2.	Update the service establishment structure for the Keremeos Volunteer Fire Department and replacing the existing combination of specified area bylaw and supplementary letters patent with a local service area.			.
	The Service Establishment Bylaw should be updated to expand the service authorization description and possibly to incorporate the broader cost recovery language permitted by the <i>Local Government Act</i> .			.
5.	Update Bylaw No. 2566 to address statutory and regulatory changes, including the introduction of the Playbook and incipient introduction of the new <i>Fire Safety Act</i> , as well as to address the specific issues noted in this report.  Ensure Fire Department Operations Bylaws are rescinded Clarify reporting lines of Fire Chiefs/ ESS Confirm correct Fire Department names Clarify extra-service area authorization Specify common Incident Command methodology Include requirement for pre-planning and risk management			.

#	RECOMMENDATION	WHO	WHEN	STATUS
6.	In connection with the update of Bylaw 2566, the RDOS should integrate the new requirements and powers contemplated by the <i>Fire Safety Act</i> including, but not limited to, the creation of a new sub-regional service to authorize inspection and investigation authority and cover un-regulated areas.			.
Pg. 40	That the Board review the Delegation Bylaw to determine authority of the CAO to lead, coordinate and support the actions necessary to manage the Fire Service effectively.			.
10.	The RDOS, in conjunction with the Departments, adopt a policy confirming that promotion to officer positions will be held through open competition and subject to meeting the educational and experience requirements.			.
	The RDOS should incorporate the inspection powers and authorities (as laid out in the new FSA), to ensure there is clarity as to a Department's powers, operational authorities and administrative processes.			.
7.	<p>When the Mutual Aid Agreement is renewed in 2017, it should be updated to include the comments noted in this report, which includes:</p> <ul style="list-style-type: none"> <li>• A clear statement of powers &amp; authority</li> <li>• Establishing a mutual aid operating committee (or other process for coordinating between departments)</li> <li>• Establishing a common incident command and personnel accountability system across mutual aid departments</li> <li>• Reviewing / updating liability waiver/indemnity language</li> <li>• Providing for the development of automatic aid where appropriate</li> </ul>			.

#	RECOMMENDATION	WHO	WHEN	STATUS
	<b>HUMAN RESOURCES</b>			.
3.	Following consultation with the Departments, review the roles, responsibilities and level of authority vested in the ESS position: <ul style="list-style-type: none"> <li>- revise the job description</li> <li>- Define 'operational' and 'administrative'</li> </ul>			.
New 4. New New	<ul style="list-style-type: none"> <li>- Establish a dedicated fire services coordinator position to provide assistance and undertake oversight of the Departments.</li> <li>- Establish a dedicated emergency management/OH&amp;S coordinator position</li> <li>- Establish a contract position to provide short term assistance to the Departments to meet their respective training, records keeping and occupational health and safety requirements</li> <li>- Establish an Administrative Assistant position to share between the emergency management program and the fire services program.</li> <li>- Identify off-site space for the Community Services Department</li> </ul>			.
New	That the ESS and EMC positions be cross-trained to provide redundancy in essential roles.			.
9.	The RDOS, following consultation with the Departments, should adopt a policy setting out the educational and experience requirements for the position of Fire Chief (job description or OG?)			.
	The RDOS, in consultation with the Fire Chiefs, should develop officer qualifications and prerequisites for all positions.			.
14.	All Departments should budget for administrative assistance to aid in maintaining all required records.			.
21.	The Departments and the RDOS should develop a comprehensive approach to recruitment and retention including developing an effective information campaign for volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.			.

#	RECOMMENDATION	WHO	WHEN	STATUS
22.	The RDOS should develop and implement a more effective recognition program for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.			.
24.	All Departments should consider using part-time administrative assistance or volunteer support personnel at the fire hall to assist with administrative, record keeping and data entry duties.			.
	The RDOS should conduct a detailed review of its members' and officers' actual levels of training and qualifications for each Department and provide any skills bridging or updated training as may be required to ensure that members and officers meet Playbook and NFPA requirements for the Department's chosen Service Level.			.

#	RECOMMENDATION	WHO	WHEN	STATUS
	<b>RECORDS MANAGEMENT</b>			.
11.	The RDOS, as Authority Having Jurisdiction (AHJ), must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational requirements.			.
12.	The RDOS, in conjunction with the Departments, must develop standards for departmental training records and ensure that FirePro2 is appropriately formatted to accommodate those records.			.
19.	That the RDOS, in conjunction with the Departments, develop appropriate record keeping forms to ensure conformity of record keeping amongst the Departments.			.

#	RECOMMENDATION	WHO	WHEN	STATUS
	<b>OPERATIONAL</b>			.
13.	The RDOS must provide initial training and ongoing support for Departments in the use of FirePro2.			.
15.	The RDOS, in cooperation with the Departments, must ensure that each Department has a complete set of Operational Guidelines (OG's), as required by WorkSafe BC and the Playbook <b>including guidelines dealing with all fire ground operations, both exterior and interior.</b>			.
16.	That the RDOS and the Departments create common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be implemented			.
17.	That the RDOS, in cooperation with the Fire Chiefs, have RDOS coordinate regular testing of all apparatus and equipment in accordance with WorkSafe BC and NFPA requirements;			.
18.	That the RDOS review with the Departments their individual equipment testing procedures and record keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any shortfalls should be addressed immediately;			.
8.	The RDOS should work with its Departments to develop and implement a common, formal, written OHS program and a formal Joint <b>FD OH&amp;S</b> Committee structure. By actively taking the lead in this area, the RDOS can relieve the Departments of a significant administrative burden while better managing its risks.			.
20.	The Departments, in cooperation with the RDOS, should review the compensation received by volunteers for attendance at practices and when responding to emergency incidents to ensure it is fair; and that a regional policy for reimbursement of members' out of pocket expenses, including wage losses, should be implemented.			.



#	RECOMMENDATION	WHO	WHEN	STATUS
23.	The Departments and the RDOS should review other Work Experience Programs (WEPs) in the province, and consider developing and implementing similar programs. A WEP would enhance day-time responses and improve the availability of emergency responders, at a far lower cost than hiring career firefighters.			.
25.	The Departments in consultation with the RDOS should consider developing a career pre-employment training program.			.
26.	Ensure that the Fire Underwriters are kept apprised of improvements in each Department's apparatus, staffing and infrastructure.			.
27.	Review with the Fire Underwriters whether some credit should have been given for the region-wide Mutual Aid Agreement, and whether such credit would improve the rating of any area Departments (e.g., Willowbrook). <a href="#">(2010 Region-wide FUS report)</a>			.
	The RDOS should work with its fire services to develop an agreed list of standardized equipment and to build capital plans for replacement of items which have a specified or mandated life-span.			.
	All Departments should develop comprehensive pre-fire plans for each major structure and commercial building in their respective service area to better prepare them to manage the situation with limited resources until such time as additional resources (mutual aid) can arrive at the incident.			.

2017 UBCM Appointments  
The Honourable Steve Thomson  
Minister of Forests, Lands and Natural Resources

## Regional District of Okanagan-Similkameen

Completion of the Kettle Valley Rail (KVR) Trail – Crown Land Tenure Application Process

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Attendees: Chair, Karla Kozakevich; Vice-Chair, Manfred Bauer; CAO, Bill Newell

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### **Purpose:**

The Regional District seeks support from the Province of British Columbia to improve the application for Tenure process, to obtain clarity in application requirements and consistent enforcement of licencing requirements and the completion of existing Crown Land tenure applications related to the KVR trail.

### **Overview:**

The Regional District of Okanagan–Similkameen provides a range of parks, trails, recreation and heritage services, that are instrumental to the health, well-being, and quality of life in our communities. The provision of these services often require application for license of tenure of Crown Land through Front Counter BC.

### **Challenges:**

The RDOS recognizes the extensive resources invested in reviewing land tenure applications. However, the status of outstanding applications have largely remained obscure, requirements of site management plans have been vague, responses have been fragmented, and response times have been prolonged.

In effect, the inconsistency in receiving application responses has proven problematic for our organization insofar as meeting grant requirements and maintaining community involvement, thereby delaying project progress and ultimately hindering service delivery to our constituents.

To illustrate, the KVR trail serves as a vital recreation and active transportation corridor, imparting significant natural, social and health benefits for residents and tourists alike. Among our 800 inventoried trails, rail corridors have been prioritized for development within our Regional Trails Master Plan. A critical KVR trail section in Kaleden is an essential step towards the completion of a single trail corridor connecting Osoyoos to Penticton.

An application for Tenure over Crown Land was submitted in 2012. While the license commenced on January 1<sup>st</sup>, 2013, our office received notice on May 23, 2013 that portions of the corridor were excluded “pending resolution of a complex land exchange”. We were also informed by Recreation Sites and Trails BC, FLNRO that the matter would be resolved near the end of August 2016, at which time the RDOS’ 2012 application would be reviewed for possible additions to its existing license. To date, we have had no conclusion to this matter or estimated timelines for completion.

**Proposed Outcome:**

1. That the Ministry of Forests, Lands and Natural Resource Operations provide adequate staffing budget and resources to support the timely processing of license applications;
2. That an online tracking system be established for monitoring the status of license applications, and that this system be available for applicant viewing;
3. That site management plan requirement be clearly articulated to the applicant prior to application submission;
4. That responses from multiple divisions be consolidated into a single response to the applicant;
5. That an appropriate maximum timeline for the application process be defined.

**Respectfully submitted,**



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Karla Kozakevich, Chair  
Regional District of Okanagan-Similkameen



2017 UBCM Appointments  
The Honourable Doug Donaldson  
Minister of Forests, Lands & Natural Resources

## Regional District of Okanagan-Similkameen

### Wildfire Mitigation Program

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Attendees: Chair, Karla Kozakevich; Vice-Chair, Manfred Bauer; CAO, Bill Newell

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#### Overview:

The Minister is aware of the effect climate change seems to be having on the BC Interior with increasing drought conditions, temperatures and resulting wildfires. This fire season has been the worst British Columbia has experienced with the largest area ever burned in history. The value of an aggressive Wildfire Prevention Program is unquestioned, but the current Strategic Wildfire Prevention Initiative (SWPI) program offered by the Province is cumbersome and may be ineffective at its current scale.

Since 2004 the collective efforts of wildland fuel reduction within the Regional District of Okanagan-Similkameen has resulted in over 2 million dollars (Federal, Provincial and local) of fuel reduction work. Even after the significant work done to date, the current Provincial funding formula does not allow this Regional District to adequately address the remaining and ongoing wildland fuel issues at the necessary scale.

#### Challenges

The current SWPI Program limits local governments to address only very small treatment areas due to the need to provide in-kind funding (of varying amounts for plans, prescriptions and operations). For Regional Districts, where programs require a Service Establishment Bylaw that includes a geographic area, and where costs are attributable to the citizens of that area, it's very difficult to raise money for very small projects that may never specifically benefit all those citizens contributing.

The Regional District needs to address the wildfire risk at a landscape level. This involves large scale treatments involving several hundred hectares enveloping whole communities and often extending tens of kilometers in length in rugged and poorly accessed terrain. The costs of such treatment can be over \$10,000/ha and, when this is applied to projects in the hundreds of hectares, the costs can easily approach millions of dollars when extrapolated over the entire Regional District. The Regional District is already challenged to meet its everyday obligations to residents without being burdened to find in-kind funding to address wildfire risk on crown land well outside its communities.

#### Proposed Outcome:

- That the Minister increase the provincial contribution to 100% of the project costs, including an administration fee to the local government for managing wildfire projects on adjacent crown land

Respectfully submitted,

A handwritten signature in cursive script that reads "Karla Kozakevich".

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Karla Kozakevich, Chair  
Regional District of Okanagan-Similkameen



2017 UBCM Appointments  
The Honourable Mike Farnworth  
Public Safety and Solicitor General

## Regional District of Okanagan-Similkameen

### South Okanagan Flooding Issues

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Attendees: Chair, Karla Kozakevich; Vice-Chair, Manfred Bauer; CAO, Bill Newell

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#### Overview:

The interior of British Columbia experienced record flooding during the Spring of 2017. Flooding and debris flow issues were substantial enough that a State of Local Emergency was declared by the RDOS in order to facilitate emergency evacuations and deployment of emergency services and resources to support residents and businesses throughout the Region.

#### Challenges

Flooding, landslides and debris flows continue to be a major challenge throughout the Okanagan and Similkameen valleys. The nature of the flooding and landslide events are changing due to the effects of global warming, post-wildfire events, lack of oversight of Government installed and managed infrastructure (including road ditches, culverts and "orphan dikes") and dwindling budgets.

Provincial Government staff have made it clear that the Province of BC has no responsibility for flood mitigation, and that it is up to local governments to provide such services. This position is confusing at best, insofar as a significant component to the South Okanagan Flood Control works are managed by the Provincial Government via the Section Head for Public Safety & Protection, BC Water Management branch. Also, in the absence of a local taxation service establishment, Regional Districts are left to Government grants and subsidies to fund such projects. This model is not sustainable and the long term costs for oversight and replacement will be substantial.

The public has expressed their concern and disappointment with how flooding, landslides and debris flows affected them during the Spring of 2017 and in past events. Constituents have made it clear that they are tired of hearing which level of Government is not responsible and want to know which level of Government will be responsible and provide them the help they need. Residents, farmers and business owners have expressed a sincere request for Government to provide solutions and results to the ongoing issues surrounding flooding, landslides and debris flows.

#### Proposed Outcome:

- That the Minister fund 100% of the project costs, for flood mitigation planning and flood capital works projects, including an administration fee to the local governments for project management
- That the Minister provide a definitive answer to which infrastructure is managed by the Provincial Government for flood protection in the South Okanagan
- That the Minister assign the appropriate level of resources (staff, annual operating budgets) for ongoing maintenance of flood mitigation infrastructure, rehabilitation projects and emergency response

Respectfully submitted,

A handwritten signature in cursive script that reads "Karla Kozakevich".

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Karla Kozakevich, Chair  
Regional District of Okanagan-Similkameen