TOWN OF OSOYOOS

FIRE DEPARTMENT MASTER PLAN

January 2019

EXECUTIVE SUMMARY

The Town of Osoyoos and Osoyoos Fire Department have demonstrated good governance in contracting the creation of a Fire Department Master Plan (Exhibit 1). The delivery of fire services is guided by a number of critical legislative requirements. These include the *Community Charter*, the *BC Fire Services Act* (to be shortly replaced by the *BC Fire Safety Act*), the Structure Firefighters Competency and Training Playbook, the *Workers Compensation Act* and OH&S Regulation of WorkSafeBC, and other regulatory materials. The responsibilities are significant and ensuring mandatory compliance is challenging (Exhibit 2).

The Town of Osoyoos and its fire department have a number of risk and regulatory compliance shortfalls that are addressed in the recommendations of this report (Exhibit 3 & 4). Obtaining full compliance and operational effectiveness will be challenging and will take some time. However, the Town and the department leadership are keen to make it happen and the firefighters themselves are both proud and anxious to bring the department up to the level of excellence that is expected.

The following points highlight significant facts and concerns related to the Master Plan recommendations:

- Compared to other fire services in communities of similar size across BC, the Osoyoos Fire Department is underfunded. This is especially apparent when referenced against the assessed property values within the community, which are among the highest in the comparator group.

- Until 2018, the fire department reported to Council and was essentially an autonomous agency.

- Without full oversight, the fire department fell short in meeting the growing regulatory requirements for delivering fire services.

- As a result, the fire department now faces a number of areas requiring recovery for compliance, training and records management. A number of these shortfalls affect stakeholders outside the fire department (i.e. Town management, Council and contract organizations).

- The existence of a formal Master Plan will guide Osoyoos Fire Department and its firefighters in delivering a higher level of fire services in the community.

- Most of the Master Plan recommendations are essential and non-discretionary. Some will require 3 to 5 years to achieve full compliance.

- While firefighters are the focus of many of the recommendations, they are also the beneficiaries in terms of improved safety, long term health protection and increased skills and stewardship in delivering fire services.

- However, some recommendations will add to the burden on POC firefighters (e.g. more training, paper work and records) and may prove unpopular.

- The following Master Plan recommendations illustrate the work ahead as well as their ultimate benefits:
  - Appointment of a full-time Fire Chief to lead the department
  - Purchase of a new Quint (a fire engine with aerial water and rescue capabilities)
  - Addition of more paid on call firefighters to relieve the burden on current members
  - Creation of a dedicated recruit training program to get new firefighters into service faster
  - Increasing annual training hours through lengthened training nights and occasional weekend day training sessions to improve safety and skill competencies
  - Integration of an electronic records management system to track incidents, training, inspections, maintenance and testing.
  - Enhanced workplace safety through compliance with WorkSafeBC OH&S Regulations requirements
  - Strategic management of capital and operating costs to ensure optimum safety, capacity and capability
  - Regular reporting of Fire Service operations and services build accountability and public support
  - Increased revenue generation through enforcement and cost recovery to offset cost increases for compliance and safety
  - Greater integration of Fire Services into overall Town operations to improve the Town fire protection program

---

* * * * * * * * *

Table of Contents

Section 1 – Executive Summary **2**

Section 2 – Context **6**

Why the Osoyoos Fire Department Master Plan is "Different" 7

Why is a fire department so valuable? 7

There is a lot to be proud of in Osoyoos 8

Section 3 – Legislation Directing Fire Services

Specific Provincial Legislation 9

Specific Local Legislation 10

Section 4 – Recommendations

Recommendations – 5 year implementation priorities 12

Recommendations and Implementations – Detail by Topic 16

Section 5 – Future Considerations

Finances and Costing 28

Why Strive to Improve? 29

Conclusions 29

Section 6 - Exhibits

Exhibit 1 – What is a Fire Service Master Plan? 31

Exhibit 2 – Legislative, Regulatory & Assessment Frameworks affecting operations 32

Exhibit 3 – Planning Pressures 33

Exhibit 4 – Examples of fire department compliance and operational concerns 34

Exhibit 5 – Osoyoos Fire Department Description 35

Exhibit 6 – Osoyoos Fire Department Incidents - 2017 37

Exhibit 7 – Osoyoos Fire Department Incident Response History 2013 - 2018 38

Exhibit 8 – SWOT Analysis 40

Exhibit 9 – Selection Criteria for a full-time Fire Chief 41

Exhibit 10 – Proposed new Fire Department Organizational Structure 42

Exhibit 11 – Examples of Essential Operating Guidelines Required 43

Exhibit 12 – Osoyoos Fire Department Services 44

Exhibit 13 – Services not provided by the Osoyoos Fire Department 45

Exhibit 14 – Example Fire Department Reporting Form 46
Exhibit 15 – Why firefighter "volunteers" are different than other volunteers 47
Exhibit 16 – Example POC Remuneration Guidelines 51
Exhibit 17 – Fire Service Cost Comparisons 53
Exhibit 18 – New and increased costs from the Master Plan 55
Exhibit 19 – Costing Assumptions 56
Exhibit 20 – Quick opportunities to improve fire department operations and/or costs 57
List of Acronyms used in the report 58

CONTEXT

Osoyoos created its fire department in 1947. The Department has grown into a significant operation with over 20 active members and two fire halls, including a state-of the art new main facility (Exhibit 5). Modern and effective apparatus and equipment along with trained and supervised firefighters deliver strong local services to the community (Exhibit 6).

This Master Plan exercise is timely for a number of reasons:

- There are growing needs for fire service compliance with WorkSafe BC, the Office of the Fire Commissioner of BC, and other regulatory agencies.
- A new fire service bylaw was adopted six months ago which repositions the Department as reporting to the CAO.
- Fire services and related resources are expensive and need careful and strategic planning to manage costs and maintain compliance with regulatory requirements.
- Administration of fire rescue services using volunteers requires strong leadership and management. In particular, volunteer firefighters need extensive and continuing training in order to be safe and to deliver critical life and property protection services.
- There is a question whether the Town needs a full time Fire Chief.
- The fire department should undergo an in-depth evaluation of its performance and capabilities by the Fire Underwriter's Service (FUS) within two years. If the recommendations of the Master Plan are followed, the results of an FUS review could lower local residential and commercial fire insurance premiums.
- The Osoyoos community is becoming very popular for tourists and people who are part-time residents. There is significant fire service coverage needed, and expected, by visitors who generate a population well above normal.
- The Department provides fire services to the Osoyoos Indian Band and surrounding rural area whose residents expect good service for their money.
- A comprehensive administrative review of the Osoyoos Fire Department was carried out in 2008. It was an excellent document with many clear and well-founded recommendations. Many of the recommendations still need to be addressed.

This report presents a Master Plan for Osoyoos Fire Services based on detailed review of all areas of fire department function and associated Town operations.

Why the Osoyoos Fire Department Master Plan is "Different"

A traditional fire service master plan is a comprehensive document showing the community's fire service vision, mission, values, strategies and associated action plans (Exhibit 1). It generates plans for expansion, enhancement and change (Exhibit 6 & 7 & 8).

A traditional master plan process does not fit the Osoyoos Fire Department well at this time. The Osoyoos Fire Department Master Plan must begin at a more basic level because of widespread fire service and safety compliance gaps, absence of key records, plus the department and personnel not meeting the service level training set by Council.

As a result, this Master Plan has generated a comprehensive set of action plans needed to get the Department on track with required operational and administrative procedures and to close the compliance gaps that exist.

This Master Plan report includes a list of key recommendations by subject area, as well as priority order over a 5 year time line. The individuals responsible for each action plan element are also noted. It is important to identify here that because of the nature and extent of many of the required compliance gaps, the first two years are heavily loaded, both in time commitment and costs.

In order to identify and document these recommendations, a comprehensive operational review of the fire department was conducted.

Why is a Fire Department so valuable?

Incredibly, in BC there is no legislated requirement for a community to offer fire protection services. Therefore, it is up to Council whether to offer fire protection and the level and mix of services provided.

This and the following sections of the Master Plan report are meant to remind Council, managers, staff and residents of the special roles firefighters play in the Town and why they are so important.

- Fire and related services demand special training, equipment and planning.
- If a fire is not attacked promptly, it can quickly spread to nearby properties.
- Having qualified and well-trained firefighters, as well as the equipment and apparatus they need, reduces property insurance premiums.
- When volunteer and paid call (POC) firefighters are used, there are huge cost savings that benefit residents and businesses compared to the expense of a career-based fire department.
- The POC firefighter typically devotes extensive time, in the order of 300 hours per year, preparing to act and serving the Town.

- Over time, firefighters, through their service, example and community education make the Town and its residents safer.
- POC firefighters, as in the Town of Osoyoos, are everyday heroes because they are always prepared to serve and make sacrifices.
- In addition to providing fire services, firefighters are an all-hazards team ready to respond to community emergencies of many kinds.

There is a lot to be proud of in Osoyoos

- Recent integration into Town governance structure gives OFD a real "seat at the table". Town corporate leadership members are keen to assist wherever they can
- There are positive relationships and working experience with nearby mutual aid fire departments
- The fire department is held in high regard by the community and Council
- There are no major losses or high profile negative performance issues
- The fire inspection program is very good. There is a highly skilled building inspector with keen interest to continue fire inspections and this takes a load off the fire department to perform them
- There are positive working relationships with other local emergency services (RCMP, BC Ambulance)
- There is a good fire dispatch provider and mutually strong regard for each others organization
- There is an effective lease to own program utilized for major capital acquisitions/apparatus
- Fire department officers appear keen to learn and improve the organization
- There is a tremendous new firehall facility capable of significant growth for 30+ years
- Two firehalls provide good coverage in a smaller community and eliminate issues with impassable bridge during high season in summer
- There are good breathing apparatus (SCBA) and protective clothing (PPE) maintenance and, testing programs
- A new Fire Protection & Life Safety Bylaw, adopted by Council in 2017, brings local governance up to date, including a Playbook Service Level designation

- The Council directed Playbook Service Level of Interior Firefighter is realistic for the department and community at this time

- A designated training ground adjacent to new firehall improves training opportunities and will potentially introduce revenue generation

- Agreements with the Regional District, the Rural Fire Protection District, the Osoyoos Indian Band, and Kelowna Fire Dispatch provide strong liability, governance, and operational support and direction

- Overall, the fire department is very experienced and enthusiastic with many members having 10+ years experience. Some 35+ year members are still contributing well

LEGISLATION DIRECTING FIRE SERVICES

Fire Services are a discretionary community function enabled and overseen by local government. Legally there is no requirement for a fire service to be provided by a local jurisdiction under either Canadian or Province of BC Legislation. The only two fire service related functions that are required in a municipality, such as Osoyoos, are fire inspections of public buildings and investigation of fire cause. If a community does provide fire protection, then a series of significant and prescriptive regulatory and legislative requirements must be met (Exhibit 2).

Osoyoos, having made the decision to provide local fire protection, is thus obligated to comply with specific requirements as set out in provincial legislation that regulates the operation and administration of fire services. In addition, the Town of Osoyoos is then required to implement a series of local legislative requirements guiding the provision and operation of their fire department. Governance of fire department performance and expectations takes place in the form of Bylaws, policies and operational guidelines.

Specific relevant Provincial Legislation

There are a number of critical pieces of provincial legislation that dictate how and why fire services perform specific actions. All of these legislative requirements are directed at safe operations and/or safety of firefighters. The following legislation is presented in order of precedent

BRITISH COLUMBIA *COMMUNITY CHARTER* AND *LOCAL GOVERNMENT ACT*

These two pieces of provincial legislation allow for the creation of local governments and regional governments within the province. Additionally, they describe the powers transferred from the province and the authorities that local or regional government may initiate. One of the authorities conferred to local areas is the ability to constitute and manage a fire department

BRITISH COLUMBIA *FIRE SERVICES ACT*

The current *BC Fire Services Act* identifies the services and actions to be undertaken by a local government related to specific aspects of local fire safety. The replacement legislation, identified as the *BC Fire Safety Act,* received 3rd Reading in the Legislature in 2016, but has yet to receive Order in Council (OIC) and come into force. The new *Fire Safety Act* is undergoing minor wording edits, mostly related to provisions around fire inspections/ investigations being required in Regional Districts. Once amendments are complete, and the necessary associated regulations are approved, the *Act* information will be disseminated to local governments. Fire Service delivery is a local government decision, including the scope and scale of such service. The Province does not fund local government or fire service delivery costs. The Office of the Fire Commissioner of BC (OFC) does provide guidance and advice, and will provide support for fire investigations under certain circumstances. The new *Act* has removed the previous OFC appointed Local Assistant to the Fire Commissioner (LAFC) role and replaced it with the authority for local jurisdictions to appoint individuals directly who must meet the new standard and regulations applicable in the *Act*. With the transition there will still be direct requirements for fire inspections, fire investigations, and the powers that can be exercised by local or regional governments related to fire protection. Responsibility has been shifted fully to local government.

BRITISH COLUMBIA FIRE SERVICE MINIMUM TRAINING STANDARDS - STRUCTURE FIREFIGHTERS COMPETENCY AND TRAINING PLAYBOOK

This benchmark document completed in 2014 sets the standard for firefighter training levels as well as local government fire service delivery levels for both regional and local government in BC (referred to in the document as the Authority Having Jurisdiction [AHJ]). The AHJ must establish a minimum service level for the community through local bylaw or policy. The local fire department must train, equip and perform to that service level, as a minimum. Detailed documentation is a central component of the Playbook Standard. Additional requirements for Playbook compliance reference the WorkSafeBC *Workers Compensation Act* and OH&S Regulations, and the National Fire Protection Association (NFPA) Standards.

BRITISH COLUMBIA *WORKERS COMPENSATION ACT* AND OH&S REGULATIONS

All fire services must operate within the stringent safety requirements of the WorkSafeBC, *Workers Compensation Act* regardless of the department being career, composite or volunteer. Part 31 of the WorkSafeBC OH&S Regulation identifies fire service-specific safety program requirements. Areas include firefighter safety clothing, equipment maintenance and testing, safety committees, and safe work procedures. Full compliance with all components of both the *Act* and the Regulations is absolute and without exception given the high risk nature of firefighting operations.

Specific relevant Local Legislation

The Town of Osoyoos has organized its fire department under the *Fire Protection and Life Safety Bylaw* #1333.

The Town's fire service is set at the Interior Service Level. This means that firefighters must be equipped, trained and authorized to enter burning structures.

A Mutual Aid Agreement within the Regional District of Okanagan-Similkameen (RDOS) exists to govern joint response in support of member communities.

Two Service Agreements identify fire protection services provided, and not provided, on contract to the Osoyoos Rural Fire Protection District (ORFPD) and Osoyoos Indian Band (OIB).

MASTER PLAN RECOMMENDATIONS – 5 YEAR IMPLEMENTATION PRIORITIES

Key planning elements are presented below in priority order showing who is accountable for the initiative. Not all recommendations are included in favour of the most significant or consolidating related items. Further details, by topic areas, are provided in the next section of this report.

First 6 Months

- **CAO** – Hire a full-time or contract Fire Chief to lead fire department development *(see options in the list of recommendations)*(Exhibit 9)
- **CAO** – Work with the Osoyoos Rural Fire Protection District to develop an ORFPD Bylaw to enable enforcement of nuisance and hazardous fire-related activities within the ORFPD
- **Fire Chief/CAO** – Establish a working OHS Committee in compliance with WorkSafe BC OHS Regulations
- **Fire Chief/CAO** – Initiate reorganization of OFD to have 2 - Deputy Chiefs, 1- Education Captain, and 4 Lieutenants. Eliminate the Battalion Chief position (Exhibit 10)
- **Fire Chief** – Appoint a Fire Safety Public Relations/Education Captain (may be a non-suppression member)
- **Fire Chief** – Incorporate an electronic records management system using one of: FirePro software, 'I am Responding' Software, or Kelowna Fire-based FDM Workspace option
- **Fire Chief and CAO** – Discuss and implement an automatic aid response from Oliver for all **reported** structure fires until OFD has a minimum of 20 fully qualified Interior Level firefighters available. Costs may be associated and should be discussed.
- **Fire Chief** – Appoint a POC Training Officer with exemplary attendance and skills
- **Training Officer** – Transition all firefighting-related training to the lesson plans and evaluation instruments provided by the Fire Training Officers Association of BC, or similar
- **Fire Chief** – Establish a dedicated new Recruit Training Program occurring at times other than weekly training night. Initially consider utilizing qualified contract instructors to lead this program (e.g. instructors from Penticton Fire Dept)
- **Director of Corporate Services** – Arrange at least 1 day per week of administrative support to the OFD to enhance transition and delivery of needed records management and IT systems
- **Building Inspector** – Apply for a Building Code Variance, with Council support, to require fire sprinkler installation in all new construction

- **Fire Chief** – Hire a university student or contract worker to begin a comprehensive pre-incident planning program for all complex buildings in the response district

- **Building Inspector** – support development of a comprehensive pre-incident/pre-fire plan program

- **CAO / Fire Chief –** Adopt a Service Level and Service Limitations Policy to accompany Bylaw #1333. Identify specific services that OFD does and does not provide

- **Director of Operations / Building Inspector** – Initiate a formal requirement for reporting of private hydrant service and testing as per the BC Fire Code from all private hydrant property owners. Service/testing reports to be submitted to Operations Department or Building Inspector on an annual cycle for all hydrants

- **Fire Chief** – Take ownership of Firehall #2. Install Department signage, clean up facility, exchange Tender and Brush units to increase room, and clean interior of debris and obsolete equipment

6-12 Months

- **Fire Chief** – Purchase and put into service a new "off the shelf" Quint apparatus to immediately replace Engine 193

- **Town –** Finalize and adopt a long-term Capital Replacement Plan

- **Fire Chief and CAO –** Update wording changes needed in various Agreements (ie. references to Bylaw #1333, and services provided/not provided)

- **Fire Chief –** Evaluate the current level of training and training needs of all members

- **Training Officer** – Establish a formal process to train and evaluate all current members to the Interior Service Level qualification

- **Fire Chief –** Require that all members with airbrake licenses perform regular pre-trip inspections on all apparatus

- **Fire Chief** – Implement formal Job Descriptions and Expectations for all positions

- **Fire Chief** – Initiate a rotational program for the 4 Lieutenant positions (2 replaced every 6 months for a 1-year term per person)

- **Fire Chief –** Review and re-write critical Operational Guidelines related to safety and incident operations (Exhibit 11)

- **Fire Chief & Director of Finance** – Re-organize fire department budget GL's to better monitor OFD operations and expenses

- **Fire Chief & CAO** – Change the POC remuneration system to have pay based solely upon hourly wages. Eliminate all stipends

- **Fire Chief** – Begin full compliance with equipment and PPE testing and maintenance as per WorkSafe BC OHS Regulation – Part 31

- **Fire Chief** – Initiate formal training and incident attendance expectations of 66% and 25% respectively

- **Fire Chief & Training Officer** – Extend practice night duration to 3 hours to allow for necessary training time to the Interior Service Level

Year 2

- **Fire Chief & Director of Operations –** Transition care and maintenance of all major apparatus and equipment to the Town's Operations Department. Initiate a preventive maintenance program for fire vehicles and power tools

- **Fire Chief & Director of Finance** – Research and adopt appropriate and aggressive cost recovery mechanisms and incorporate them into Bylaw(s). This should include: use of tax roll for recovery; fines and fees for nuisance calls; fees for property information searches and FOI Requests; fire alert device false alarms including family homes; incentives for prompt fine/fee payments; and, cost recovery for nuisance incidents occurring outside jurisdiction

- **Council –** Adopt changes to Fire Prevention and Life Safety Bylaw #1333 that are required by the new Fire Safety Act

- **Fire Chief** – Purchase a multipurpose utility vehicle for brush fires, rescue and other utility functions

- **Fire Chief –** Implement annual WHMIS training for all firefighters

- **Fire Chief –** Research and consider implementation of a Work Experience Program (WEP) to facilitate dedicated firefighters on duty during summer / high tourist season

- **CAO** – Aim to have four Town employees as POC firefighters at all times

- **Training Officer** – Create a driver/operator training program to increase the number of fully qualified members to at least 40% of the total active membership

- **Fire Chief** – Transition all initial attack hose lines to 1 ¾"

Year 3

- **CAO & Fire Chief** – Facilitate a comprehensive Fire Underwriters Survey assessment of the Town and fire department operations

- **Fire Chief** – Purchase a used Rescue Engine

- **Training Officer** – Begin annual joint training exercises with mutual aid departments in Oliver and Anarchist.

- **Training Officer** – Develop a Team Leader/Fire Officer Training program to include all members with three or more years service

Year 4

- **Director of Finance** – Commence a feasibility study for upgrading or replacement of Firehall #2

- **Director of Operations** – Secure emergency vehicle technician (EVT) certification for the Town mechanic and then consider contracting out such services to neighbouring fire departments and BCAS/RCMP

- **Fire Chief** – Research appropriate future SCBA equipment and initiate replacement of entire equipment package. Determine if 30 minute or 60 minute cylinders are most appropriate for the current and future department personnel

- **Fire Chief & CAO** – Review the Master Plan document and evaluate and report out on improvements made in the past 3 years

Year 5

- **Fire Chief** – Enter into advanced specialty response for water & ice rescue, but only after full compliance with the established Interior Service Level is reached and maintained by 80% plus of membership

- **Fire Chief** – Depending on training compliance with Interior Level, consider department desired upgrade to Full Service Level

- **Fire Chief** – Purchase an aerial ladder device if not purchased in Year 1 as a Quint

MASTER PLAN RECOMMENDATIONS AND IMPLEMENTATIONS – DETAIL BY TOPIC

Detailed Master Plan recommendations and action steps are presented below. The foundation of the Master Plan is to exceed Provincial and multiple agency compliance standards in the safe delivery of fire services.

The Master Plan recommendations are organized in seventeen key topic headings. There is slight repetition of important planning recommendations between sections.

1. General

a) Review the 2008 Administrative Review and Assessment Document prepared by F.P.I. Consulting. Many sound recommendations from that comprehensive report remain outstanding

b) Within 2-3 years facilitate a full Fire Underwriters Survey (FUS) assessment of the Town of Osoyoos and the Osoyoos Fire Department. The last known FUS evaluation was over 30 years ago and much has changed including the possibility of the Town receiving better fire insurance ratings

c) Pursue a Building Code Variance submission to the Province requesting ability for Town of Osoyoos to implement requirement for fire sprinkler installation in all new building construction within the jurisdiction

d) Develop and implement a Fire Department Service Level and Service Limitations Policy to describe clearly for the public what services the fire department does, and does not, engage in (Exhibits 12 & 13)

2. Pre-Incident Planning

a) Identify all complex occupancies requiring pre-incident plans. Pre-incident plans are an absolute requirement of the Playbook Interior Service Level

b) Initiate a pre-incident plan development process based upon priorities with the highest public safety risk occupancies being completed first

c) Develop and maintain Pre-Incident (pre-fire) plans for all complex structures in the service area. (i.e. Aim to complete 2 plans per week to build the plan inventory over the next year)

d) Plan a process of firefighter visitation to complex structures

e) Review and update pre-incident plans regularly. Copies of all plans (paper or electronic) should be available in all Chief Officer and first responding vehicles

f) Pre-plans should be re-verified regularly by both the Fire Inspector and Fire Chief to ensure they are current and accurate

3. Training - BC Firefighter Playbook Compliance

a) Develop and deliver a formal stand-alone firefighter training program for new recruits of approximately 3 to 4 months that brings recruits to the level of Exterior Level firefighter, at a minimum, before entering active service. There must be no entry into any structural fire or hazardous interior environment until a new firefighter is Interior Level qualified

b) Deliver the recruit training program on weekend day(s) possibly utilizing additional evenings and to be delivered (at least initially) by a fire training contractor, preferably from another department with advanced skills and instructional experience

c) Develop and apply formal firefighter skill and knowledge evaluation instruments. We recommend that the Department use existing Fire Training Officer Association of BC (FTOABC) assessment materials (these are companions to FTOABC Lesson Plans)

d) Carry out basic skills and knowledge evaluations that meet requirements of the Playbook Interior Level on all current members where existing training records fully demonstrating qualifications are not available

e) Develop and deliver an annual Playbook compliant skills and knowledge maintenance program for all firefighters. This requires a minimum of 60 hours of training annually for each firefighter. This program should be able to be accomplished during training nights, but it will limit other areas of training due to time constraints

f) Continue to train to the Interior Service Level for the next 2 to 3 years until all Department members have achieved Interior Level compliance

g) Implement a visitation/orientation program for all complex occupancies so that all Interior qualified firefighters are familiar with the each local structure. This is an absolute requirement for the Playbook Interior Service Level

h) Schedule Pre-Incident orientation visits during both regular training nights as well as at extra practices to ensure members are familiar with the plans and occupancies

i) Develop Operational Guidelines (OG) whereby all newly qualified Interior trained firefighters can only enter structures where they have received pre-incident orientation (Exhibit 11)

4. Training - General

a) Appoint a Deputy Chief/Training Officer with exemplary attendance, a high level of firefighter qualification, and instructional training and experience

b) Extend training night hours from 2.0 hours to 2.5 or 3 hours. This is necessary to achieve the hours required for Interior Level service and to allow for additional training to be delivered

c) Develop a formal WorkSafeBC-compliant Rapid Intervention Team (RIT) Operational Guideline specific to the equipment and resources of the OFD

d) Formalize a specific training program for RIT procedures and implementation at fire scenes

e) Develop a formalized training records management system that creates personal and organizational training records. Utilize one of the three existing options for electronic records management. Adopt a records retention policy and reporting mechanism

f) Schedule training with Mutual Aid partners (Oliver and Anarchist Fire Departments) at least annually

g) Arrange for at least 3 to 4 Department members to obtain fire service instructor certification within the next 9 months

h) Implement a department driver/operator training program. Aim for ten fully qualified operators on all department apparatus by June 2019

i) Develop and implement a formal training attendance standard requiring firefighter attendance of at least 66% of weekly practices annually

5. WSBC Occupational Health and Safety (OH&S) Compliance

a) Implement a formal fire department OHS committee and comply with all WSBC requirements of such committee by February 1, 2019

b) Implement required Workplace Hazardous Materials Information System (WHMIS) training for all personnel in calendar 2019

c) Familiarize all members with critical safety OG's, as currently written and applied, by March 1, 2019

d) Develop, train, and implement new department-specific Operational Guidelines for all OHS and Workplace Safety areas as per the WSBC OHS Regulation Part 31 by September 1, 2019

e) Operational Guidelines should be reviewed annually with all members to ensure continued understanding and compliance

f) Institute annual testing, maintenance and recording of all equipment and apparatus as per WSBC OHS Regulation Part 31

g) Ensure that all members understand their responsibility to check and maintain their PPE issue, as well as the procedure for reporting on findings. A written procedure for each member must exist

h) Ensure that the department designates a specific trained individual to perform Advanced Inspections on all PPE annually. A formal written procedure to identify, remove from service, repair or dispose of such PPE must be implemented

i) Regularly audit apparatus equipment maintenance and testing by members to ensure operational readiness

j) Annually ensure that specialty equipment is evaluated and services by factory trained service technicians

k) Institute a Firefighter Recruit training program with the next Osoyoos recruit intake

l) Train for, and strictly enforce, full compliance by all members with the use of a Personnel Accountability System by March 1, 2019 for all training and incident responses

m) Implement an electronic records management system to record and report on all training and incidents, as well as equipment and apparatus maintenance and repair by May 1, 2019

n) Develop and implement "Fit for Duty", "Return to Work" and "Firefighter Fitness" guidelines or procedures by June 1, 2019

6. Admin/Support/Records

a) Designate a dedicated Public Education Officer (Captain rank) for the department to perform public outreach and education on a continual basis to community groups, schools, and other vulnerable populations. This POC member can be a non-suppression member with specific skills in communication and education

b) Integrate the fire department into the preplanning and predevelopment processes within the Planning and Building Departments

c) Inform Planners and Building Officials about the turning radius, operating width, operating length, apparatus weight, and road grade requirements of any current, or proposed future fire apparatus. Requirements for compliance to accommodate such apparatus must be a condition of development permit

d) Check access and egress for fire apparatus and firefighting operations by Planning staff in early development stages. The Fire Chief or designate should have involvement in these discussions

e) Ask Council to approve a BC Building Code Variance request, to be prepared by the Building Inspector, to allow for the installation of fire sprinklers for all new construction within the Town. Encourage the OIB and RFPD to follow suit

f) Request and facilitate a comprehensive Fire Underwriters Survey (FUS) assessment of the Town and fire department by late 2020

g) Amend the Master Plan as required based upon the FUS assessment

h) Prepare detailed electronic post-incident reports and establish an electronic records management which is compliant with the Town's Freedom of Information (FOI) processes

i) Establish a single electronic records management system for all operations. Possible solutions are FirePro and "I am Responding". Alternatively, Kelowna Fire Dispatch can provide access to Fire Department Management (FDM) software which has excellent capabilities for capturing all forms of fire service and firefighter specific data

j) Request detailed monthly incident performance reports for Department responses from Kelowna Fire Dispatch

k) Establish regular reporting mechanisms to provide Council and the CAO with information regarding Department performance, activities and compliance with requirements

l) Establish a single master personnel record for each firefighter in a single location that both the Fire Chief and Town FOI Officer have access to at all times

m) Keep the training/skills record inventory up to date for all Department members

n) Ensure that extensive efforts are made to recover and retain personnel records for all past firefighters. (Training records must be kept for the life of the firefighter, regardless whether members leave the department)

o) Establish a formal bi-weekly reporting structure for fire inspection results. Ensure that any continuing violations involving safety systems or access/egress are disseminated to all Department members and posted for continuing firefighter awareness

7. Major Apparatus & Equipment

a) Replace Engine 193 in 2019 with a new stock "off the shelf" 75 ft single axle Quint Apparatus (engine + aerial combination unit):
   i) This will replace the pumping capacity of unit E193
   ii) This new apparatus will introduce aerial master stream and elevated rescue capability to the Department (likely will be required by FUS)
   iii) Purchase of a stock truck eliminates significant delivery delay related to custom design
   iv) Stock apparatus are well equipped and designed and will meet or exceed the requirements of the OFD
   v) Purchase of stock apparatus is also a significant cost saving strategy
   vi) Engine 193 is at end of life as per ULC and will not contribute to the Town's insurance grading after 2019

b) Replace the Brush Truck with a multi-purpose apparatus using a 1-ton 4X4 pick-up body in 2020. The current unit is very old and likely dangerous for emergency response:
   i) Example recommended multi-purpose unit is a Changeable Response Unit (CRU) skid system as developed by Pierce Firefighting Equipment
   ii) Approximate cost is $200,000
   iii) Proposed skid options are utility, wildland, rescue
   iv) Multi-purpose apparatus are well-suited to departments like OFD and are cost effective long term.

c) Replace Rescue 191 with a used Rescue Engine with on-board fire suppression capability in 2020/2021:

i) This enables single unit response capability for out of jurisdiction MVI responses
ii) Purchase should be a 3 to 7-year-old apparatus
iii) The approximate cost is $150,000 for a conventional cab truck or $250,000 for a custom cab apparatus
iv) This enhances overall Department pumping capacity and will ensure baseline is maintained if ever a frontline engine is out of service
v) A dedicated large rescue apparatus is not required for the calls attended by OFD; most of which are of a minor nature or are out of jurisdiction
vi) In the interim, reduce the on-board water on the current rescue truck to improve its performance

d) Plan for complete SCBA system replacement in 2022:
i) Longer duration packs are not required but may be desirable. This should be determined by the Town and fire department through research in 2021.
ii) Fill station replacement is only required if higher pressure 1 hr. SCBA cylinders are purchased.
iii) As this is the most critical safety feature used by firefighters, detailed research is required prior to any decision
iv) The OFD should look to partner with other fire departments in a joint purchase of SCBA. This should dramatically lower costs and improve warranty/service options

8. Apparatus & Facilities Maintenance

a) Have the Town Operations Department take over regular maintenance of all fire department apparatus and small tools

b) Have the Operations Department mechanic achieve Emergency Vehicle Training (EVT) certification and possibly contract out this service to neighbouring fire departments as a revenue source for the Town

c) Have the Operations Department obtain Commercial Vehicle Inspection Permit certification.

d) Have the fire department fuel all non-diesel apparatus at the Operations Yard to save costs

e) Provide Town Operations staff access to the fuel depot at Firehall #1 as a back-up supply

f) Identify Firehall #2 with prominent fire department signage to improve public awareness and firefighter pride

g) Refresh Firehall #2 with a thorough cleaning, fresh paint, wall repair and door hardware

h) Consider a replacement facility for Fire Hall #2 within the next 5 years (a similar leased building arrangement would be acceptable)

i) Exchange Tender 191 with Brush 191 between Hall #1 and #2 to reduce exhaust emissions and increase usable building space at Fire Hall #2 (e.g. for ease of vehicle checks)

9. Equipment Maintenance & Testing

a) Institute annual testing and maintenance for the following as per WSBC requirements:
   i) All Ground ladders
   ii) All fire hoses
   iii) All Personal Protection Equipment (PPE)
   iv) All SCBA cylinders
   v) Fit Testing for every firefighter who uses SCBA equipment

b) Institute a system for the collection and enforcement of Fire Code requirements for annual fire hydrant servicing and ensure annual testing and reporting of all privately held hydrants in the jurisdiction
   i) Have all air brake licensed firefighters perform regular apparatus pre-and post-trips on all apparatus (WSBC and Motor Vehicle Act requirement). Written records must be kept
   ii) Initiate truck checks weekly to include operation, visual inspection and troubleshooting on small power tools and other equipment by all members on a rotating basis
   iii) Transfer small power equipment maintenance to the Town's Operations Department mechanic when he has capacity
   Initiate a comprehensive maintenance records system for all small equipment. Utilize an electronic records management system (eRMS) as described above
   iv) Initiate a comprehensive preventive maintenance program for all trucks and small equipment. Utilize an eRMS as described above to manage

10. Operations

a) Continue firefighter training and operations to the Council approved Interior Service Level.

b) Ensure regular training reviews for each member on dispatch and departmental radio procedures. There should be special emphasis annually on emergency procedures including MAYDAY, LUNAR and Evacuation

c) Work diligently to reach Department compliance with the Interior Service Level (members currently fall short of this level) through ensuring the following critical components are in place and complete:
   i) Formal lesson plans and evaluations from the Fire Training Officers Association or other provider are used. The Interior Service Level standard is used for every member of the Department
   ii) Detailed Operational Guidelines related to critical safety and incident operations are in place and understood by all staff
   iii) Pre-fire plans are developed, implemented and trained on regularly for every complex building in the response area
   iv) An OH&S Committee is constituted; committee members are trained properly; and meetings and inspections are conducted as per WSBC regulations
   v) Rapid Intervention Team procedures, training and equipment are implemented as per WSBC requirements

d) Institute a formal Incident Command System (ICS) and ensure BC Emergency Management System (BCEMS) terminology is used for all aspects of fire department operations

e) Identify external emergency service providers and establish formal agreements for specialized and technical emergency/rescue services not provided by the Department (ie. Hazmat, technical rescue)

f) Change to 1¾" hose lines to increase fire flows, to increase suppression capabilities and to improve firefighter safety in a fire situation

g) Work with RDOS to improve radio system capabilities and eliminate radio "dead zones" which constitute a significant firefighter safety hazard requiring solution

h) Agree with the Oliver Fire Department to have them provide automatic aid for all **reported** structure fires in Osoyoos. This is needed while the Department is rebuilding its capabilities and to be fully compliant with Interior Level operations

i) Identify all hydrant locations, private and public, within the response area for the OFD

j) Generate detailed hydrant maps (e.g. GPS and address locations) for the whole response area and update them annually, or when changed

k) Have the Fire Chief work with Town Operations Waterworks personnel to ensure all hydrants are fully services, functional and have safe and effective work areas around each hydrant

l) Ensure that all private hydrants are being maintained to BC Fire Code standards by property owners. Records of such service and testing must be submitted to Town Operations or the Fire Inspector annually

m) All fire hydrants in response area should be tested for fire flows to identify locations of concern prior to an emergency event. Flows should be known to the fire department and low flow hydrants specifically identified with a prominent identifier system

11. Leadership

a) Report regularly to the CAO, Council and the public on fire department performance metrics (Exhibit 14)

b) Eliminate the Battalion Chief position

c) Continue with existing Deputy Chief (POC)

d) Add a second Deputy Chief (POC) as a Training Officer

e) Split administrative and operational responsibilities between the two Deputy Chiefs (Training, Operations, Maintenance, Safety, Prevention, etc.)

f) Add a POC Community Education Officer at a Captain rank. This rank highlights the essential nature of the position. This position may be a non-suppression member. Currently the department provides little, to none, of this critical service to the community

g) Have the Community Education Captain position rotate on a 2-year term if interested and qualified members are available

h) Make the four existing Lieutenant positions rotational in nature with two changing every 6 months (i.e. 1-year appointments). Every 6 months, two new members will assume these leadership roles

i) Implement an aggressive training program to ensure Team Leader / Fire Officer qualified individuals are available to fill Lieutenant and higher level positions

j) Work to improve Department morale as opportunities become available for training and personal growth. Stagnant, non-performing members should be reengaged, redirected or counselled out

12. Fire Chief Options

a) Hiring of a Fire Chief, regardless of the option chosen, must occur immediately. Success of the department and this Master Plan depends on this position (Exhibit 9)

b) Evaluate four options for this initiative:
   i) Hire a skilled and experienced contract Fire Chief for 12 to 24 months
   ii) Contract a ½ time Fire Chief & appoint a ½ time Training Officer/Deputy Chief *(both paid positions)*
   iii) Appoint a ½ time Fire Chief and a ½ time Training Officer/Deputy Chief *(both paid positions)*
   iv) Hire a full-time Fire Chief through an external competitive selection process

c) Adopt Option #1 to obtain the best qualified candidate while also leaving the door open for future internal development of a Fire Chief

d) If Options #1 or #4 are implemented, consider moving the current acting Fire Chief to the newly created Deputy Chief position (POC) responsible for training. He is apparently the only qualified Instructor currently

e) Continue with the current process for fire inspections through the Building Inspector. It works well, and the performance of the Inspector is excellent

f) Consider a 2 to 3-year transition of fire inspection responsibility to the Fire Chief

13. Human Resources Management

a) Set and enforce attendance expectations for calls and training (recommend attendance of 66% for training and 25% for calls) by March 1, 2019

b) Institute Job Performance Requirement (JPR) retraining/skill building program to assess skill, knowledge and safety for members not meeting attendance standards

c) Research and implement both Town-specific and general incentives to recruit and retain POC firefighters

d) Initiate a targeted firefighter recruiting drive aimed at local businesses, Town staff and minorities in the community. Gender and ethnic diversity should be a priority

e) Implement incentives for local businesses to encourage their employees to be POC firefighters, and to release them from work to attend calls.

f) Establish goal to have four Town staff members within the fire department

g) Hire an additional four recruits by Spring 2019 and then repeat this, if possible, in Fall 2019. The goal is to achieve 30 active members at all times

h) Ensure new recruits are trained prior to deployment to calls

i) Research, and consider seriously, a Work Experience Program as offered in numerous resort locations and other smaller communities (eg. Creston). It is a serious commitment but the potential for guaranteed response personnel during the tourist season is certainly appealing in light of attendance concerns currently

j) Research and institute Apparatus Staffing Operational Guidelines to describe the necessary number and skill levels of firefighters on the first out apparatus for fire, alarm, and rescue calls

k) Implement formal job descriptions for all Department positions, including training and assessment functions, by September 1, 2019

14. Paid on Call Remuneration

a) Recognize that POC firefighters are a special category of Town "worker" and deserve fair remuneration (Exhibit 15)

b) Change POC remuneration to be paid monthly or bi-monthly starting April 1, 2019

c) Eliminate stipends and move to a rank/qualification based hourly wage rate for all positions starting January 1, 2019 (Exhibit 16)

d) Have the Town and Department research and agree on a mutually acceptable base wage rate using data from comparable Town's and fire departments

e) Set hourly wage rates using a base rate for a fully qualified Interior Service Level firefighter. For example:
   - Base Rate 100% – Interior qualified firefighter
   - 80% - Recruit firefighter (Exterior qualified or in-training)
   - 110% of Base rate – Lieutenant
   - 120% of Base rate – Captain
   - 140% of Base Rate – Deputy Chief
   - 150% of Base Rate – Fire Chief (until a full-time Fire Chief is hired)

f) Establish a joint committee in late 2019 to facilitate a review of the entire POC remuneration package

g) Undertake regular (ie. every 3 years) reviews of POC remuneration

15. Financial Management

a) Restructure the budget process for the Department to better incorporate member input and to take into account the financial health of the Town

b) Institute a long-term Capital Replacement Schedule for major apparatus and equipment extending at least 25 years out. Complete by budget cycle for 2020

c) Have the Town Finance Department lead/guide/assist with the budget process for the fire department until a new Fire Chief is fluent with the Town's planning and budgeting systems

d) Set aside the current fire department budget submission in favour of input from this report

e) Focus budget requirements toward required systems, resources and training (Exhibits 18 & 19)

f) Re-organize the fire department budget GL report to better identify cost centres by area (e.g. Incident wages, Training wages, Other wages, Training Courses, Apparatus maintenance, communications, protective equipment repairs, etc)

g) Continue with comprehensive 'Lease to Own' programs for major capital items

h) Transfer procurement and purchasing from the fire department to the applicable person at the Operations Department. Incorporate fire department apparatus and equipment purchasing into Operations Department processes and fleet management program

i) Revisit the evergreen equipment replacement schedules for pagers, PPE and other equipment to better meet, and reflect, changing conditions within the Department, including both the need to increase as well as the need to reduce

j) Increase the training budget annually to a point where there is eventually the equivalent of $2,000 annually available per active member

k) In the longer term, review the Hall #2 lease. The Town should assume control of fire department property management at some point given the asset values and needs for assurance of 24/7 uninterrupted service capability

16. Agreements, Bylaws & Legislation

a) Update and renew the RDOS Mutual Aid Agreement:
   i) Fire Department Service Levels
   ii) Use of a common Personnel Accountability System
   iii) Add "or designate" language

iv) Add automatic aid dispatch to reported working fires in major buildings

b) Review and renew the Osoyoos Rural Fire Protection Agreement to include agreed services, inspections, investigations, and enforcement

c) Amend the OIB Agreement to address the discrepancy related to grass/brush fire response with actual practice

d) Review Bylaw 1333 (Fire Protection and Life Safety Bylaw) to consider actual services provided

e) Add to Bylaw 1333 to reflect the changes identified in the new *Fire Safety Act* to be brought into force in 2019

f) Enact a Fire Department Service Level and Service Limitations Policy, including Council approval, to identify services not delivered by the Department

g) Become compliant in all areas as required by the Structure Firefighter Training Playbook document for the Interior Service Level of Operations and Training:
   i) Train/Operate to the Council declared service level
   ii) Utilize the training lesson plans and evaluation instruments provided free of charge for the Interior and Exterior Levels by the Fire Training Officers Association of BC
   iii) Utilize a dedicated electronic records management system (eRMS) to track all individual and department training sessions, safety records, detailed incident reports, and apparatus/equipment maintenance and testing
   iv) Report out regularly to the membership and Council on training performed to meet Service Level compliance
   v) Deliver a fully functional fire department OHS program meeting all requirements of WorkSafe BC
   vi) Develop and institute a formal recruit firefighter training program to meet WSBC compliance requirements for "new employees"

17. Enforcement & Cost Recovery

a) Use a cross-organizational committee to determine applicable cost recovery areas and develop applicable legislation by September 1, 2019

b) Develop and implement a Cost Recovery Schedule for all Fire Apparatus. Identify hourly rates for each apparatus that are consistent with the current Inter-Agency Reimbursement Rates from the Agreement between BC Wildfire, the Fire Commissioners Office, and the Fire Chiefs Assoc of BC

c) Initiate aggressive enforcement and cost recovery mechanisms. They should include: fines and fees for nuisance calls; fees for property information searches and FOI Requests; fire alert device false alarms including family homes; incentives for prompt fine/fee payments; and, cost recovery for nuisance incidents occurring outside jurisdiction

d) Implement by September 1, 2019, a set of recoverable fines/fees related to violations of sections of Bylaw #1333 (e.g. re-inspections). This will require amendment of Bylaw #1333 (and possibly others) prior to implementation

e) Appoint the Fire Chief position as a designated officer of the Town responsible for applicable bylaw enforcement as described in bylaw and job description. To be completed upon hire

f) Develop and implement working Agreements/Bylaws (or modify the existing service agreements) in the ORFPD and OIB to identify and empower the Fire Chief to undertake burning complaint enforcement and other enforcement activities as determined by the parties. Complete by December 1, 2019

g) Enable the Town "Tax Roll" to collect outstanding fire department fines and fees for all enforceable offenses by early 2020

FINANCES AND COSTING

This section of the report addresses the incremental costs of the Master Plan recommendations. The OFD is underfunded for its mandate and service level, as well as to meet its compliance requirements (Exhibit 17). The Town will need to consider significant increased costs for fire services in 2019 and beyond (Exhibits 18 & 19). Specific new costs and offsets are noted below. Very few should be considered discretionary.

Hourly rates identified below are purely for discussion purposes and should not be considered as recommendations.

Added Department Costs for 2019

- Hire/contract a full time Fire Chief at a rate of approx. $130,000, including benefits
- Increase eligible paid administration hours for the Deputy Chiefs by 6-8 hours per week. This will result in an approx $20,000 budget increase
- Contract out training of new recruits so that they are into service faster (i.e. 25 weeks x 8-hour days @ $50/hour = $10,000)
- Add paid time for testing, records, and maintenance (20 firefighters x 50 hours x $20/hour = $20,000)
- Increase paid hours of firefighters for added training hours and administrative time (20 staff attending x 50 weeks x 1-hour x $20 = $20,000)
- Add training hours for new recruits (4 trainees x 8 hours x 25 weeks x $20/hour = $16,000)

Department Capital Cost Changes for 2019

- Purchase a new quint using a 5-year lease to purchase basis ($750K - $1M)
- Refresh of Hall #2 ($10,000)
- Eliminate SCBA purchase from OFD budget submission (-$10,000)
- Reduce PPE purchase from OFD budget submission (-$2,600)

WHY STRIVE TO IMPROVE?

The fire department and its members are at a critical juncture. Do they step up, accept the need to improve and act to fix shortcomings and gaps? Or do they walk away and leave the problems for someone else to remedy?

Some of our findings and recommendations appear discouraging and require more member time. But there are better days ahead. The reasons to stay and step up to the challenges are as follows:

- Firefighter safety and health will improve markedly
- Members are going to become even better firefighters with enhanced training
- Member teamwork, camaraderie, morale and leadership are going to improve
- Members' skills are going to help them personally for the rest of their lives
- Members are going to provide tremendous service to residents and the Town
- There is going to be more and better trucks and equipment for members to protect the Town, the people, the region, and most importantly themselves
- Members' pride and family support will build through improved training, service performance and recognition of the importance of the family in the Department
- Members will know that they rebuilt the Department and made it successful. They are builders not just members.

CONCLUSIONS

It would be easy to be discouraged by the number and complexity of the Master Plan recommendations. But they are just a set of individual steps to begin the journey to a better place. Getting to a better place is essential to members of the Osoyoos Fire Service and their fellow residents. We heard very clearly from the firefighters that they want to do well and have a great department, but they are discouraged and uninformed. There are a number of areas that can

quickly be improved to achieve compliance. Completion of this "low hanging fruit" will facilitate quick wins and will assist in generating a positive attitude within the department that the major projects can be overcome and the department can reach its full potential (Exhibit 20).

We appreciate this opportunity to serve the community of Osoyoos. Our recommendations are direct because they are needed. However, we fully recognize and empathize with the challenge ahead. Serious action is required, but the firefighters are resilient and they now have a Master Plan to guide them forward. Please forge ahead with the needed changes and call on us if we can help further. The honest and forthright information that was provided and assessed will facilitate growth and enhancement of fire protection in the community for years to come.

We would like to express our appreciation for the assistance we have received from Town management staff and the Department officers and members. In particular, we would like to thank current POC Fire Chief Ryan McCaskill for his help and to recognize his demonstrated commitment to improving the fire service in Osoyoos.

---

* * * * * * * * *

EXHIBIT 1

WHAT IS A FIRE SERVICE MASTER PLAN?

A fire service master plan is a document that sets out the vision, mission, values and strategies of the fire service and shows action plans to achieve the desired results.

It differs from master plans for other local government operations in several important ways. The Fire Service Master Plan is unique because:

- It focusses on improving performance and fixing gaps in operations.
- It gets down to detailed action plans.
- It lays out specific capital and operating expenditures needed to deliver services.
- It sets out plans and action steps within a tight context of regulations and requirements specified by WorkSafe BC and the Provincial Office of the Fire Commissioner.
- It advises Council of fire department plans rather than expecting strong planning direction from Council as can occur with Official Community Plans (i.e. OCPs).

EXHIBIT 2

LEGISLATIVE, REGULATORY AND ASSESSMENT FRAMEWORKS AFFECTING FIRE SERVICE OPERATIONS

This exhibit shows the various legislative, assessment, regulatory and performance assessment frameworks within which the Town's fire department operates. These comprehensive and diverse compliance requirements on Fire Service operations and performance are in place for the following reasons:

- Ensure that fire services are able to meet community needs
- Protect and improve firefighter safety
- Increase the safety of Fire Service "customers"
- Improve Fire Service performance
- Protect property in the community

This diagram is not all-inclusive, but provides a general overview of the complexity in governance.

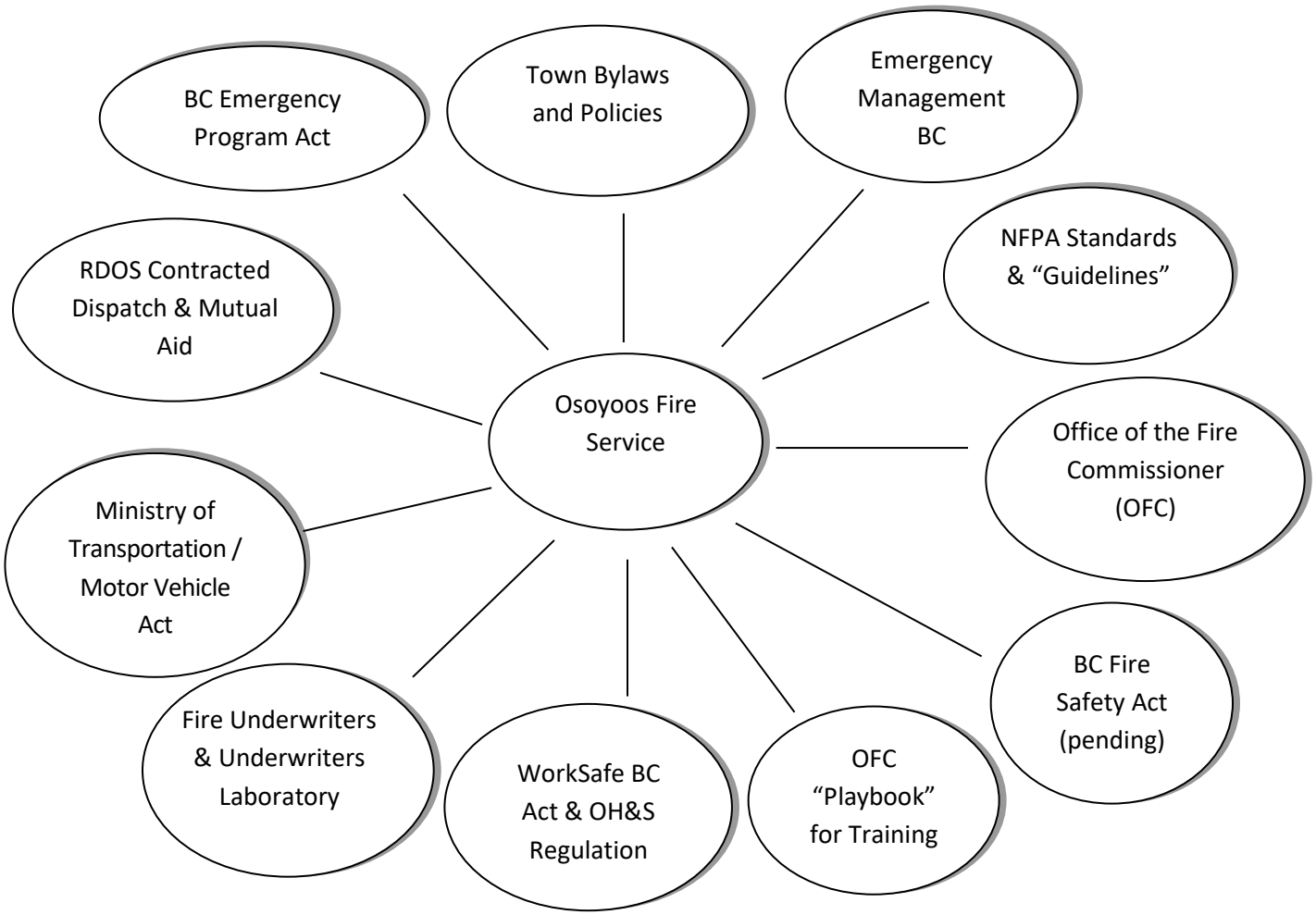
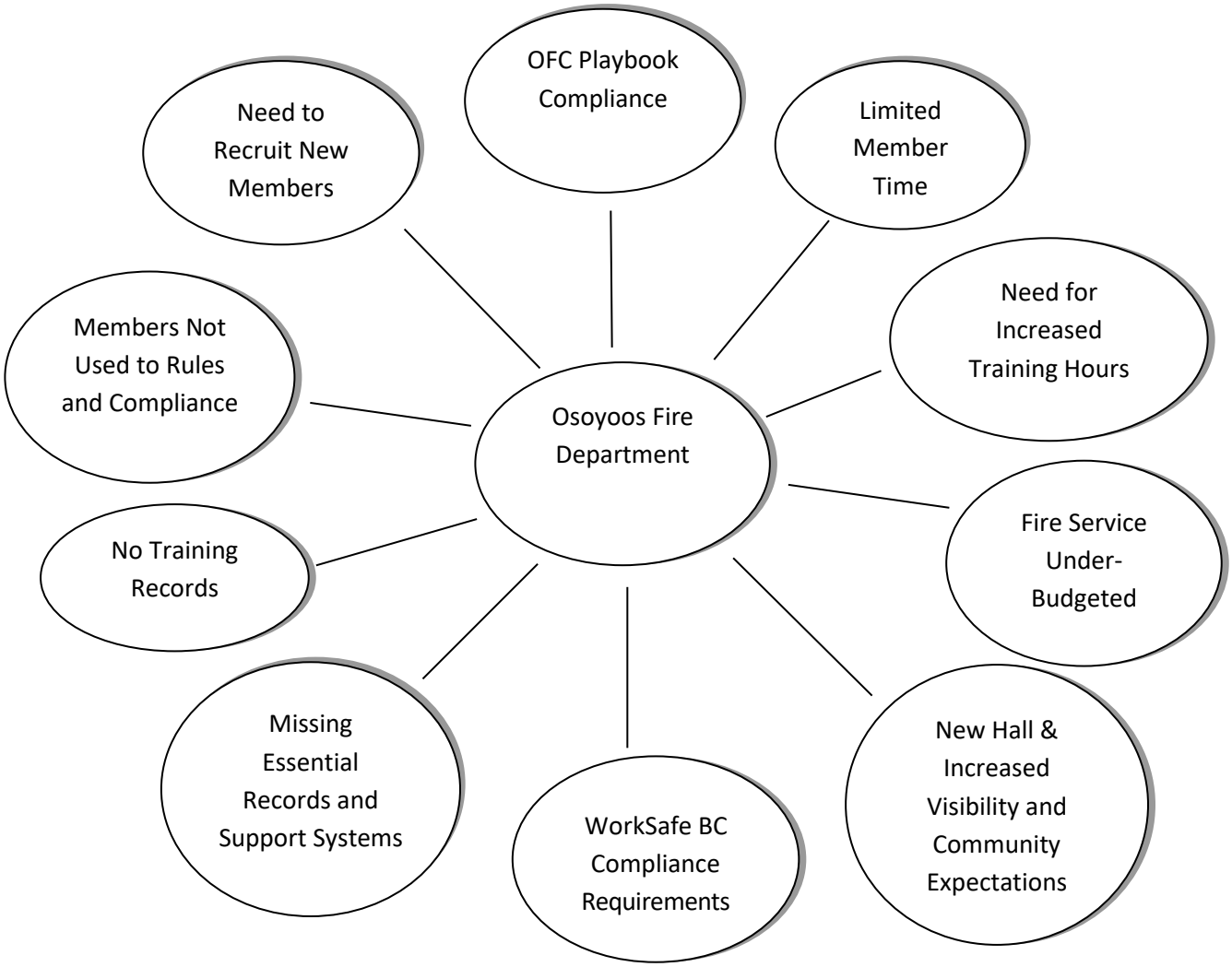


EXHIBIT 3

PLANNING PRESSURES

This exhibit shows examples of current pressures on the Osoyoos Fire Department and its members.



This diagram is not all-inclusive, but provides a general overview of the complexity involved in enhancing fire service performance.

EXHIBIT 4

EXAMPLES OF FIRE DEPARTMENT COMPLIANCE AND OPERATIONAL CONCERNS

This exhibit shows examples where the Osoyoos Fire Department is non-compliant with fire service, regulations and policies. It is not a complete list.

OFD Action / Factor	Source	Compliance/Concern Issue	Risk
Firefighter training records	WSBC	No records of course content. Records must be kept for the firefighter's lifetime	High
Turnout gear cleaning records	WSBC	No records	High
Firefighter application forms	WSBC	Not found	High
Occupational and Health & Safety Committee, reports and records	WSBC	No committee	High
Use of trainee firefighters on fire calls	WSBC	Yes/not qualified. Not to be permitted	High
Using firefighters at incidents without adequate training	WSBC	Not permitted	High
Providing full service fire responses	WSBC	Not authorized by Town bylaw	High
SCBA testing	WSBC	Limited records	High
Preparation of pre-fire plans	WSBC	Not done	High
No firefighter fitness testing	WSBC	Potential for incident and performance problems	Medium
Equipment testing incomplete (ladders, ropes, hoses)	WSBC	Required data	High
No electronic records management	WSBC	Missing required data	High
Responding to service calls in areas where the Department has no jurisdiction	MIA	Not allowed	High
Use Automatic Defibrillator and Naloxone on public	EMALB	Not allowed	High
Engine 193 ages out in 2019	FUS	Fire insurance rating could be negatively impacted	High
Incident reports incomplete	OFC	Details needed for risk management	High

EXHIBIT 5

OSOYOOS FIRE DEPARTMENT DESCRIPTION

This exhibit provides a summary description of the fire department.

Factor	Description
Areas served	Town of Osoyoos - 942 Hectares
	Osoyoos Indian Band (OIB) - 260 Hectares
	Rural Area A - 1924 Hectares
	Total Service Area - 3126 Hectares
Out of Area Highway Coverage	Hwy 3 – 39 km east; 25 km west Hwy 97 – 10 km north Total out of area highway coverage – 74 km
# of volunteers	22 (does not include 8 honourary and inactive volunteers)
Halls	2 (new hall – 4 drive-through bays; old hall – 2 bays)
Inspectable Properties	Multi family residents – 20 Offices – 45 Retail – 116 Warehouses/Industry – 38 Public Use Buildings (schools/halls) – 17 Hospitals & Care Facilities – 3 Hotels/Motels – over 30 RV Parks – 5 **Total Inspectable Properties – 262**
Annual Department budget (2017)	$683,000
# of Hydrants	Town of Osoyoos – 230
	OIB – *data is unavailable*
	Rural Area A - *data is unavailable*
	Private - *data is unavailable*
	Total Hydrants – 230+
Trucks	Fire Engines 3
	Water Tender 1
	Rescue truck 1
	Brush truck 1
	Light Duty truck 1
Department Pumping Capacity	3350 imperial gallons per minute
Annual Incidents Attended (2017)	193

EXHIBIT 5

OSOYOOS FIRE DEPARTMENT DESCRIPTION (cont'd.)

Factor	Description
Structure Fires (2017)	7 – 3.6%
Motor Vehicle Incidents (2017)	36 – 18.6%
Average Incident Response Time	_____ Town *(No detailed records are available)* _____ Rural Area _____ OIB
Fire Underwriter Service Rating	Residential – 3A/3B (Rating depends on distance from halls)
	Commercial 7 and 9 (Rating depends on distance from halls)
Turnout Gear	44 suits of Personal Protective Equipment (PPE)
SCBA packs	24 complete MSA sets (including cylinder)
SCBA Cylinders	60 - ½ hour cylinders (2216 psi)
SCBA Masks	each firefighter has a personally issued mask

EXHIBIT 6

FIRE SERVICE INCIDENTS – 2017

This exhibit lists the incidents attended by the Osoyoos Fire Department in 2017 by type.

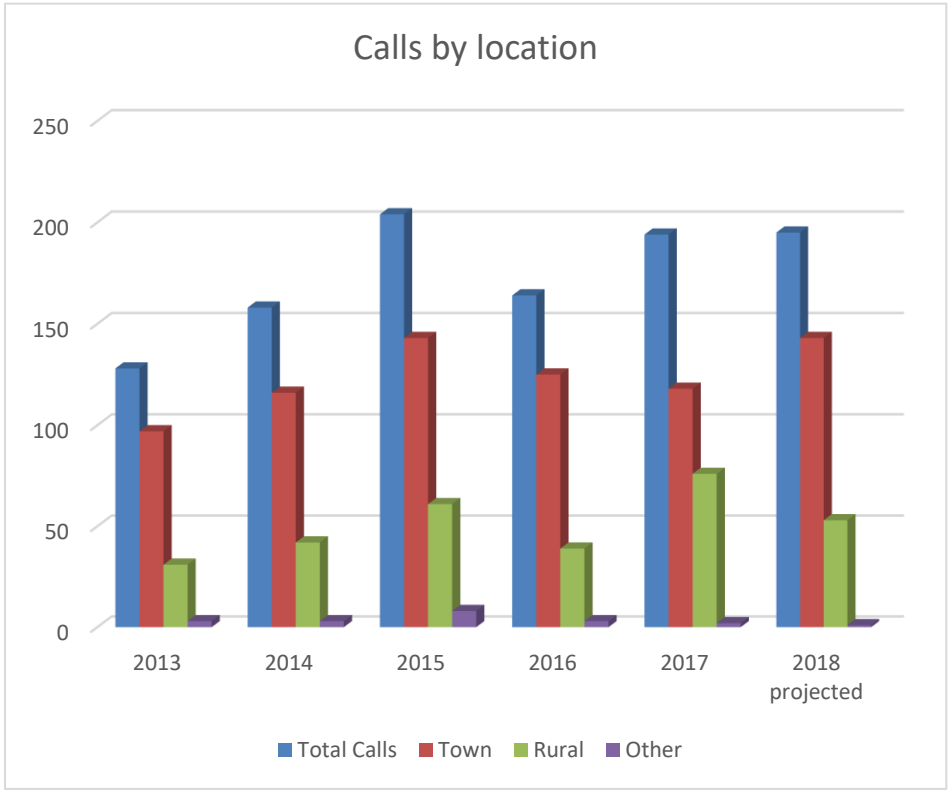
Incident	# of Incidents	Percentage
Structure fire	7	4%
Brush fire	8	4%
Car fire	5	3%
Chimney fire	4	2%
MVI (motor vehicle incidents)	36	19%
Burning complaint	24	12%
Smoke sighting (unfounded)	9	5%
Fire investigation	1	1%
Fire Alarm activations	52	27%
CO alarms (carbon monoxide)	6	3%
Natural gas leak	2	1%
Power lines down	2	1%
Public service (general)	4	2%
Miscellaneous	16	8%
Lift assist	16	8%
Total Incidents	**193**	**100%**

EXHIBIT 7

Osoyoos Fire Department - Incident Response History (2013 - 2018)								
	Total Calls	Town	Rural	Other		Fire	MVA	Other
2013	128	97	31	3		19	21	88
2014	158	116	42	3		30	29	99
2015	204	143	61	8		28	27	149
2016	164	125	39	3		20	36	108
2017	194	118	76	2		27	35	132
2018 projected	195	143	53	1		37	25	134

Trends:

- From 2015 - present, the trend for number of calls and location has remained relatively consistent
- Long term trend of increasing call volume in general; slight trend change related to % calls per location
- Long term trend is flat for MVA's and fire calls; both actually decreasing as a % of total calls
- # calls for false alarms and burning complaints are increasing; need to be prioritized for solutions


Calls by location
250
200
150
100
50
0
2013
2014
2015
2016
2017
2018 projected
Total Calls
Town
Rural
Other

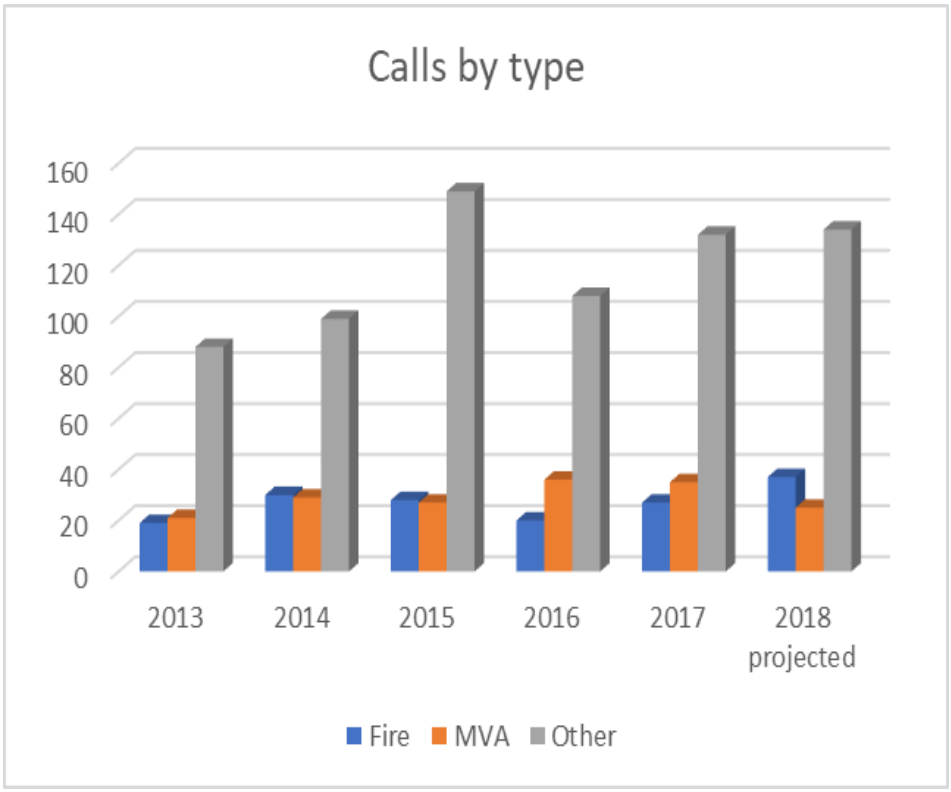

Calls by type
160
140
120
100
80
60
40
20
0
2013
2014
2015
2016
2017
2018 projected
Fire
MVA
Other

EXHIBIT 8

SWOT ANALYSIS [1]

	Strengths	Weaknesses
Internal	• Community support • New fire hall • Long service firefighters • Low urban interface fire risks • Good fire inspection program • Two hall locations to overcome road congestion • Strong mutual aid partners	• Weak WorkSafe BC compliance • Not compliant with OFC Playbook requirements • Poor records • No pre-fire plans • No fire prevention/public safety programs • Hall 2 crowded and unhealthy • Takes too long to train/qualify new recruits • Large area to cover • Osoyoos somewhat isolated for mutual aid • Dependence on volunteers for records and administration • Firefighters could resign rather than meet compliance requirements
	Opportunities	**Threats**
External	• Potential for sprinkler requirements in new construction • Request for new aerial fire truck • Strong support from other Town departments • Improve public safety and lower fire risks through public education • Improve FUS ratings and reduce Osoyoos insurance premiums	• Extreme traffic congestion in the summer • Community pressures to take on more services (e.g. water/ice rescue) • Extreme heat in the summer months • Brush fire risks • Volume of compliance requirements

(1) Strengths, Weaknesses, Opportunities and Threats

EXHIBIT 9

SELECTION CRITERIA FOR A FULL TIME FIRE CHIEF

This exhibit outlines desirable criteria for selecting a full time Fire Chief for the Town of Osoyoos.

Experience

- 10 years or more firefighter experience in a department of equivalent or larger size
- Worked with, and supervised, volunteer/paid call firefighters for over 5 years
- 4 years as a fire officer or Chief in a department of equivalent or larger size
- Comprehensive knowledge of fire department compliance requirements (e.g. WorkSafe BC, Playbook, Fire Safety Act)
- Experience in planning and delivery of fire service training at the Interior Service Level (minimum)

Desirable Qualifications

- Expected remaining working life of 10 or more years
- Experience and residence in a smaller community
- Experience as a workplace leader in a diverse volunteer-based organization
- Strong computing skills in word processing and electronic records/data management
- Excellent written and spoken English skills and strong ability to speak publicly
- Demonstrated leadership with a strong work ethic and evidence of innovation

Certifications

- Province of BC Class 5 driver's license with air brake endorsement (minimum)
- Fire Officer 2 certificate (complete or substantially complete)
- Fire Service Instructor Level 1 (Level 2 preferred)
- Fire Inspector 1 training
- Bachelor's degree in a related field is highly desirable
- Courses in local government administration or finance/business management
- RCMP Enhanced Criminal Record Check clearance
- Acceptable driver's abstract from ICBC for past 5 years

Attitude

- Positive and motivational disposition, especially in the face of danger
- Proven function as a team leader under stressful conditions
- Willing to do low level work and pitch in to get things done
- Innovator who embraces challenge and seeks solutions
- Willing to see adversity and problems as opportunity for positive change
- Desire to make the fire department and firehall a happy and fun place to work

EXHIBIT 10

PROPOSED NEW FIRE DEPARTMENT ORGANIZATIONAL STRUCTURE

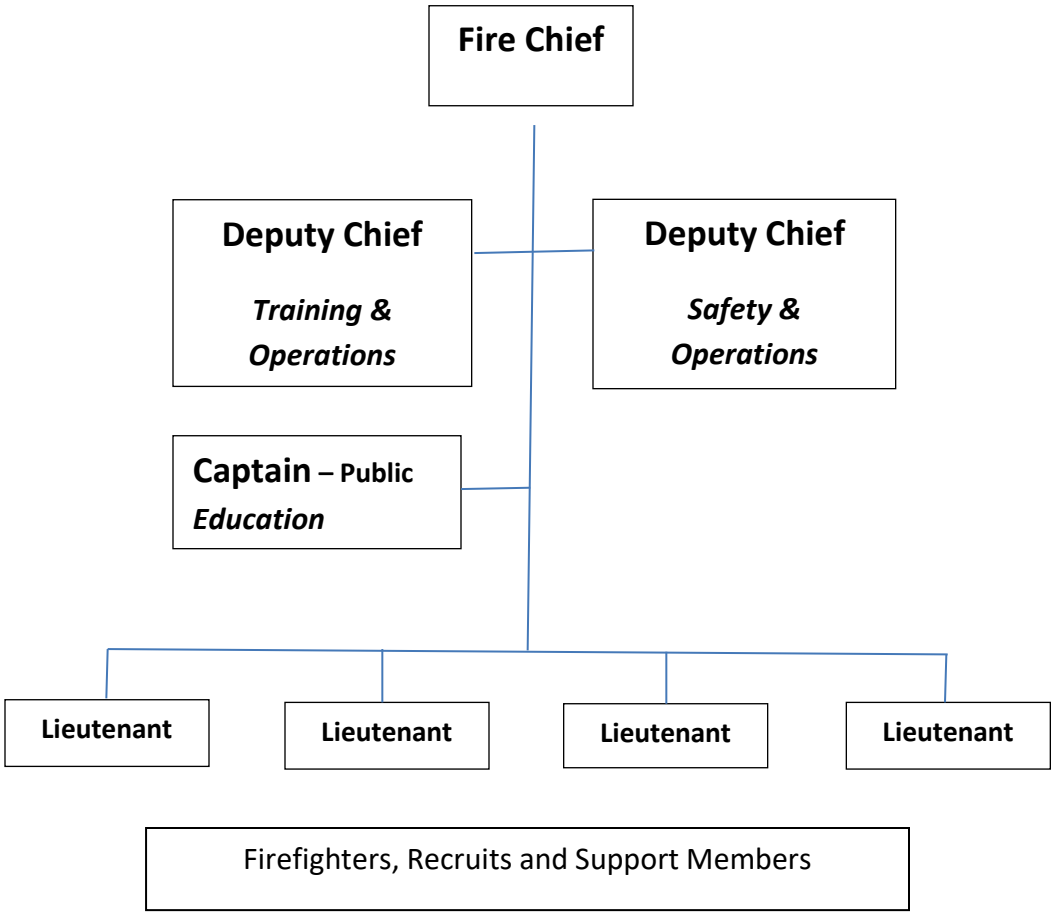


EXHIBIT 11

EXAMPLES OF ESSENTIAL OPERATING GUIDELINES REQUIRED

This exhibit lists examples of Operating Guidelines that are essential for firefighter safety. They must be tailored specifically for the Osoyoos Fire Department.

- Incident Command structure
- Personnel Accountability System
- Essential roles of firefighters at incident scenes
- Rapid Intervention Team set-up, training and operation
- Department OH&S program and Department OH&S Committee
- Requirements to enter a burning building
- Firefighter recordkeeping requirements
- Apparatus response staffing requirements
- Fit testing of SCBA masks
- Cleaning and maintenance of turnout gear (PPE)
- Dispatch and radio protocols and procedures
- Service guidelines in areas served (i.e. Town, OIB, rural area, highway rescue)
- Incident and practice attendance expectations
- Response procedures for special hazard locations
- Driver / Operator training program

EXHIBIT 12

OSOYOOS FIRE DEPARTMENT SERVICES

This exhibit describes the services provided by the Osoyoos Fire Department as shown in Bylaw 1333.

Service	Description	Notes
Fire Services	Interior level fire service for burning structures; response to other fires	Requires significant training hours to attain and maintain interior level qualifications
Motor Vehicle Incidents	Attend vehicle incidents within an extended response area	Extrication training and equipment required
Water Rescue	On shore water rescue assistance. Provide assistance to RCMP or Search and Rescue team	Requires specific training and equipment to provide water rescue services
Ice Rescue	On shore ice rescue and assistance to RCMP and Search and Rescue team	Requires specific training and equipment for ice rescue services
Hazardous Goods/Materials Handling	Trained to the awareness level	Limited services provided to secure scene only
Pre-fire Plans	Preparation of pre-fire plans for major public use, commercial and multi family buildings	WorkSafe BC/BC Playbook requirement to provide interior level services. Firefighters must have visited each property
Community Emergency Incidents	Wires down; alarms ringing; smoke/burning concerns	Services provided within limits of firefighter training and Department equipment
BCAS Lift Assists	Lift assists on BCAS request	Optional service provided to BCAS

EXHIBIT 13

SERVICES FOUND NOT PROVIDED BY THE OSOYOOS FIRE DEPARTMENT

This exhibit shows the services that the fire department does not provide. In these cases, the fire department should have protocols on who to refer the call.

Service	Description	Notes
Confined Space Rescue	Rescue of residents and workers trapped in small spaces and/or underground	Assistance may be available from Town Operations staff
Emergency Medical Services/First Responder Services	Emergency medical services regulated by the Emergency Medical Assistants Licensing Board (EMALB)	Not provided; firefighters are not licensed for these services. Services provided by BCAS
High Angle Rescue	Rope and other forms of rescue where heights and high banks are involved	Rescues limited to low elevation/low danger situations. Other services may be provided by the Search and Rescue team based in Oliver
Fire Inspections	Inspection of public, public use and multi-occupancy buildings annually	Services currently provided by the Osoyoos Building Inspector
Development Permit Reviews	Review of major development applications to ensure compliance with Fire Code, firefighter access, apparatus access, and firefighter safety	Services currently provided by the Building Inspector
Public Education and Fire Prevention Information	Provision of fire safety and accident prevention information and training	No delivery of fire prevention and public safety materials and community training at this time. Master Plan recommends initiation of dedicated resource to this
Hazardous Goods/Materials Handling	Remediation of hazardous goods and toxic spills	Need to arrange for coverage by a contractor or specially trained fire crew from another community or by a contractor

EXHIBIT 14

FIRE DEPARTMENT REPORTING FORM EXAMPLE

This exhibit presents a proposed format for quarterly reporting of fire department performance and progress.

OSOYOOS FIRE DEPARTMENT REPORT			
Factor	Result	Trend	Notes
INCIDENTS			
In town			# of fires
OIB			# of fires
Rural area			# of fires
Out of jurisdiction			
Total Incidents			# of false alarms
FIRE INSPECTIONS			
Completed fire inspections			
# of Re-inspections			
Total Inspections			
PRE-FIRE PLANS			
Plans completed			
Firefighter visits to facilities with pre-fire plans			
ATTENDANCE			
Average practice attendance			
Average incident attendance			
MEMBERS			
Firefighters in training			
Exterior qualified			
Interior qualified			
Support personnel			
Total Members			

EXHIBIT 15

WHY FIREFIGHTER "VOLUNTEERS" ARE DIFFERENT THAN OTHER VOLUNTEERS

There are big differences between other community volunteers and volunteer firefighters. The public, Town Staff or elected officials sometimes apply their vision of a regular volunteer to a firefighter. They then question why volunteer firefighters are paid or provided other benefits and why administrators cannot just dictate how firefighters should work and perform. This Exhibit shows how firefighter volunteers are different than regular volunteers.

WHY OSOYOOS VOLUNTEER FIREFIGHTERS ARE PAID

Osoyoos firefighters are volunteers and are paid. So what are they? Volunteers or employees or contractors?

With the various commitments and obligations required of firefighters, it has been common practice in BC to provide token remuneration for firefighter's time in training and responding to calls.

We use the word "token" because the remuneration rate is less than 50% of what a career firefighter earns per hour. Further, typically the volunteer firefighter is only paid for specific time committed to community service. They don't get overtime pay or have extensive benefit packages either.

Some people feel that, because there is remuneration, the bond with the "employing" organization is a commercial one and that firefighters are working for the money. On the surface, it is easy to draw this conclusion, but looking deeper, there are many reasons that firefighter remuneration makes sense.

The following are reasons for remunerating volunteer firefighters.

- Firefighters put their life at risk periodically. Long-term health concerns are always a concern due to exposures to chemicals, smoke and other potential toxins. Some long-term effects can be critically debilitating or fatal
- Members are on call 7 x 24 and regularly leave family, work and social events to serve. Often, they are awoken from sleep to immediately attend and perform professionally at emergency incidents
- They are required to train continuously throughout the year to build and maintain their skills
- Remuneration helps keep firefighters coming back for training, calls and other official activities even when they don't feel like it

- They have to meet firefighting attendance standards for training time and answering emergency calls which often conflict with family and employment
- They need to commit to approximately 300 hours a year of community service
- Remuneration shows their family that there is some return for all the time they spend on community service
- Remuneration shows firefighters that the community values their services
- Remuneration recognizes that firefighters need to remain sober and ready to serve when on their own time. They need to be ready to serve at a moments notice
- Remuneration can partially offset lost wages when employers stop wages/salary when their employee / firefighter responds to calls

WHY SO MUCH FIREFIGHTER TRAINING IS ESSENTIAL

In the past, volunteers responded to fire and emergency events as best they could with their neighbours; often with little more than rudimentary training. Over time, firefighting has evolved in so many ways; both as a result of regulation, risk and pride. Toxic chemicals, electric cars, higher buildings, life safety risks, and many other factors have evolved firefighting into as much a concern for firefighter safety as for people trapped in fires and vehicles.

The equipment used - SCBA gear, ladders, ropes, pumps, and trucks - all require training and regular maintenance for safe use in emergency conditions.

At the same time, there are fewer people working on farms, in mines, in forests or other industries with well-developed skills in using motors, pumps, chainsaws and tools.

Therefore, to be safe, a wide array of intensive training is needed for safe use of tools and for firefighters to work together as a fast and effective team in the face of an emergency.

With the new Provincial “Playbook” training specifications, levels of firefighting and requirements especially designed for training and documentation are now a mandatory requirement for becoming and continuing in this role. Being a volunteer in no way excludes a firefighter from these requirements.

Generally, weekly training sessions of, say, three hours plus some weekend and special courses results in an offering of over 150 hours of training a year. Maintenance of Interior Service Level firefighting skills requires over 60 hours of annual training. This is before considering the hours needed to build new skills. This level of training is specified in the Provincial Playbook.

COMPARISON OF COMMUNITY VOLUNTEERS AND VOLUNTEER FIREFIGHTERS

This exhibit shows the key differences between regular community volunteers and volunteer firefighters

Factor	Community Volunteer	Volunteer Firefighter	Notes
Annual time requirements/ expectations	Modest	Training 150 hours; callouts 150 hours	
Randomness of time requirements	Predictable hours	Predictable training hours; random hours call out	
Volunteer safety	Not an issue	Unpredictable dangers and safety risks	
Regulatory environment	None to modest	Heavy regulation by WorkSafe BC and other agencies	
Certification environment	None	Volunteers required to maintain their certifications (e.g. driving; firefighting; medical skills, safety practices; records)	
Life safety/health impacts	None	Can be major long-term health risks	
Risk of Post-Traumatic Stress Injury/Disorder (PTSI/PTSD)	None	Mental injury very possible based on viewing of serious accident scenes; often over many years	
Training requirements	Modest, usually informal and common sense	Major start up and continuing training requirements throughout their service	
Attendance standards	Usually optional	Attendance standards for training and callouts	
Home study/training	None to minor	Continuing needs for home study	
Length of commitment	Usually for up to a year at one time	Commitment is expected to be for many years	
Impacts on personal life	None	Need to be sober and fit for duty essentially all the time. Must be prepared to leave home or work immediately for incidents	
Reason to be a volunteer	Love of the service/community service	Community service/love of the service; value of the life skills training	

CHALLENGES OF FIRE SERVICE COSTS AND BUDGETING

Firefighting has become a very expensive service for a community. This is exponentially increased with the additional of career personnel. As a result maintenance of effective volunteer-based fire services is critical to the financial and tax stability of a community.

Capital needs are high for fire vehicles, and the facilities to house them. Life safety gear, SCBA equipment, required personal equipment, radio and paging systems, and 7 x 24 dispatch systems all have significant costs particularly when multiplied by 20 to 40 firefighters or more.

Also, standards exist related to hydrant and water systems and fire service vehicles. To maintain good fire insurance ratings, fire engines/pumpers must be “retired” after 20 to 25 years despite them being maintained to superior standards.

Overall, it is not easy for local governments to set up and maintain a fire service. Annual fire service operating and capital costs of $150 to $200 per capita are not unusual even for a smaller community without career firefighters.

EXHIBIT 16

EXAMPLE POC REMUNERATION GUIDELINES

This exhibit provides example guidelines for remuneration assuming officer stipends are eliminated, and only hourly pay rates are used. The OFD should develop a comprehensive matrix for their use.

1. **Remuneration Guide for Incident Response** – for all members who respond to a "paged" request for assistance, all time will be paid regardless of location or type of call

2. **Remuneration Guide for Training Activities**
   - Mandatory Courses – course fees paid and wages to attend remunerated
   - Certified Training – course fees paid and wages to attend remunerated (attendees selected by department on "as-needed" basis)
   - Career Attainment – course fees paid as funds available *(no wages remunerated)*
     - *All courses must be approved by the Fire Chief before registration into the course if the member is seeking the course costs to be remunerated.*
   - Personal Development – no course fees paid or wages remunerated

Mandatory course examples	**Career Attainment examples**
• Interior Service Firefighter *(recruit pay)* • Live Fire 1 & 2 *(recruit pay)* • ICS 100 *(recruit pay)* • Airbrakes • Vehicle Rescue basics • Forestry S-100 • ICS 200	• Fire & Life Safety Educator 1 • Fire Inspector 1 • Seminars/Conference courses • Fire Officer • Emergency Scene Management
Certified Training examples	**Personal Development examples**
• Fire Service Instructor 1 • Incident Safety Officer • JIBC Firefighter Program Evaluator • Emergency Vehicle Operator Instructor • Emergency Traffic Control Instructor • Gas Safety Instructor • Electrical Safety Instructor • Equipment Technician (PPE, SCBA, etc) • Critical Incident Peer Defuser	• ICS 300 & 400 • Fire Investigator • Fire Service Instructor 2 • Fire and Life Safety Educator 2 • *Any diploma or degree* • *Any other course or program not listed*

3. Remuneration Guide for Education, Prevention and Support Activities ("Other")

Education / Prevention - Paid	**Education / Prevention – Non-paid**
• Scheduled public education sessions utilizing a specific lesson plan • Eg. – Hall Tour, Youth Academy, School visit, Extinguisher training • Conducting pre-incident plan checks • Assisting with Fire Safety Inspections	• Impromptu event / No lesson plan involved • PR events such as Open House • Eg. Canada Day, Emergency Preparedness Day
Support - Paid	**Support – Non-paid**
• Incident reporting • Pre-Trip checks • Maintenance at request of Chief Officer *outside of incident call-out* • OH&S Committee Meetings • Authorized regular membership meetings • Recruit Selection interview panel • Duty Crew for special events	• Activities not pre-authorized • Maintenance performed while at hall during another call-out time period • Committee meetings *(all others)* • Social activities and fund raising • Recruit physical testing

4. Remuneration Guide for Officer Duties

Paid *(as authorized by Fire Chief)*	**Non-paid**
• Officer meetings • Representing department or Town at off-site meetings • Investigations into emergency incidents or departmental actions • Training session preparation *(maximum time to be set by Fire Chief)* • Documentation checks and review • Training and OH&S record keeping • Attendance and performance reporting • Special projects	• Travel to and from meetings • Casual conversations with other staff that is not pre-arranged and related to a specific department occurrence or function • Self-directed meetings or projects • Review of material that should have been completed by someone else

EXHIBIT 17

FIRE SERVICE COST COMPARISONS - 2017

REFERENCE SOURCES : See Below

		NOTE 1	NOTE 1	NOTE 1		NOTE 1	NOTE 1		NOTE 2A	NOTE 2A	NOTE 2B	NOTE 1		
Year	Area	BC Stats Popn Est	Protective Services - Fire Protection Operations	Cost per Capita		District / City Total Revenue	District / City Total Expenses	Fire Budget as % of City's Budget	Career Firefighters	Volunteer/ POC Firefighters	Total # of Firefighters	2017 Assessed Value (Improvements Only)	% of City's Budget in Assessed Value (buildings only)	Fire Budget as % of Assessed Value of Buildings
2017	Armstrong : City	4,876	$ 543,029	$ 111		$ 6,788,606	$ 5,376,914	10.10%	1	38	39	381,139,495	1.41%	0.14%
2017	Chase : Village	2,309	$ 294,328	$ 127		$ 4,775,215	$ 3,757,795	7.83%		19	19	198,174,266	1.90%	0.15%
2017	Chetwynd : District	2,721	$ 213,174	$ 78		$ 12,154,950	$ 8,009,237	2.66%				264,843,571	3.02%	0.08%
2017	Clearwater : District	2,366	$ 258,159	$ 109		$ 6,840,510	$ 5,049,328	5.11%	1	19	20	193,239,832	2.61%	0.13%
2017	Creston : Township	4,591	$ 859,387	$ 187		$ 10,269,931	$ 9,892,805	8.69%	5	30	35	435,223,816	2.27%	0.20%
2017	Cumberland : Village	3,699	$ 362,919	$ 98		$ 10,071,213	$ 5,607,042	6.47%	2	25	27	264,629,651	2.12%	0.14%
2017	Duncan : City	5,040	$ 494,488	$ 98		$ 9,960,367	$ 8,376,814	5.90%		30	30	340,445,642	2.46%	0.15%
2017	Elkford : District	2,588	$ 577,219	$ 223		$ 8,050,097	$ 7,064,510	8.17%		21	21	377,575,980	1.87%	0.15%
2017	Enderby : City	2,794	$ 431,990	$ 155		$ 6,026,471	$ 4,596,248	9.40%				202,177,303	2.27%	0.21%
2017	Fernie : City	4,455	$ 1,617,605	$ 363		$ 16,743,033	$ 12,588,019	12.85%	7	28	35	802,741,611	1.57%	0.20%
2017	Fruitvale : Village	2,054	$ -	$ -		$ 2,406,122	$ 2,220,731	0.00%				125,293,150	1.77%	0.00%
2017	Golden : Township	3,689	$ 398,881	$ 108		$ 12,514,967	$ 8,983,458	4.44%		19	19	351,402,500	2.56%	0.11%
2017	Grand Forks : City	3,958	$ 525,884	$ 133		$ 14,751,316	$ 11,775,973	4.47%	2	48	50	322,556,347	3.65%	0.16%
2017	Highlands : District	2,561	$ 176,721	$ 69		$ 2,871,748	$ 2,827,906	6.25%				258,079,925	1.10%	0.07%
2017	Hope : District	5,921	$ 230,370	$ 39		$ 13,566,715	$ 10,468,849	2.20%	1	25	26	488,667,638	2.14%	0.05%
2017	Houston : District	3,003	$ 243,835	$ 81		$ 9,343,114	$ 6,122,194	3.98%				191,461,792	3.20%	0.13%
2017	Invermere : District	2,969	$ 465,621	$ 157		$ 12,133,908	$ 7,777,927	5.99%	1	24	25	542,176,427	1.43%	0.09%
2017	Keremeos : Village	1,345	$ -	$ -		$ 1,811,387	$ 1,812,818	0.00%		30	30	117,701,644	1.54%	0.00%
2017	Kimberley : City	7,055	$ 643,464	$ 91		$ 22,678,975	$ 19,387,384	3.32%	3	28	31	689,805,509	2.81%	0.09%
2017	Lantzville : District	3,379	$ 337,247	$ 100		$ 3,919,760	$ 3,523,632	9.57%		31	31	326,685,575	1.08%	0.10%
2017	Lillooet : District	2,327	$ 225,741	$ 97		$ 5,355,623	$ 5,058,657	4.46%				152,657,828	3.31%	0.15%
2017	Logan Lake : District	2,072	$ 336,334	$ 162		$ 8,193,867	$ 4,862,658	6.92%				285,681,174	1.70%	0.12%
2017	Metchosin : District	4,764	$ 708,459	$ 149		$ 7,090,584	$ 4,592,878	15.43%				444,617,790	1.03%	0.16%
2017	Oliver : Township	4,681	$ 304,361	$ 65		$ 8,032,408	$ 6,934,850	4.39%		32	32	452,439,761	1.53%	0.07%
2017	Osoyoos : Township	4,866	$ 285,840	$ 59		$ 14,975,107	$ 8,996,264	3.18%		28	28	722,339,357	1.25%	0.04%
2017	Peachland : District	5,079	$ 1,000,811	$ 197		$ 13,215,347	$ 9,168,395	10.92%		36	36	680,628,287	1.35%	0.15%
2017	Revelstoke : City	7,336	$ 1,582,714	$ 216		$ 30,099,365	$ 19,161,242	8.26%	8	30	38	802,659,985	2.39%	0.20%
2017	Rossland : City	3,582	$ -	$ -		$ 13,371,127	$ 6,590,717	0.00%				384,631,861	1.71%	0.00%
2017	Sicamous : District	2,456	$ 379,188	$ 154		$ 9,342,374	$ 6,554,813	5.78%				314,475,781	2.08%	0.12%
2017	Smithers : Township	5,430	$ 558,134	$ 103		$ 13,636,669	$ 13,565,346	4.11%				428,238,311	3.17%	0.13%
2017	Spallumcheen : District	5,120	$ -	$ -		$ -	$ -		1	38	39	484,876,191	0.00%	0.00%
2017	Sparwood : District	3,798	$ 709,654	$ 187		$ 11,282,523	$ 11,340,774	6.26%	2	30	32	486,828,208	2.33%	0.15%
2017	Vanderhoof : District	4,534	$ 414,522	$ 91		$ 16,973,742	$ 7,747,601	5.35%	1	28	29	370,724,483	2.09%	0.11%
	BC	$ 127,418	$ 15,180,079	$ 119		$ 339,247,141	$ 249,793,779	6.08%	$ 35	$ 637	672	$ 12,884,820,691	1.94%	0.12%

NOTE 1: Data included as provided by Local Government Statistics: http://www.cscd.gov.bc.ca/lgd/infra/statistics_index.htm

NOTE 2A: Data included as provided by Fire Departments responding to email blast request from Admin FCABC as of November 21st, 2018

NOTE 2B: Data highlighted in green denotes staffing data provided by respective Fire Departments in 2017 for 2016 data as Department's 2017 data not available as of reporting deadline of November 30, 2018

COST COMPARISON ANALYSIS

The comparison chart identifies 33 communities similar in size to Osoyoos (2000 – 7000), plus the Village of Keremeos given its proximity. Osoyoos is highlighted against the other comparators.

All data is 2017

Fire budget as a reflection of property value assessment

1. Osoyoos has the **3rd highest** assessment of property values of the comparison group

2. Osoyoos has the **lowest fire department budget as a % of assessed building value**

Fire budget as a reflection of the overall Town budget

1. The average % for fire department budget as compared to overall community budget is **6.08%**

2. The Osoyoos Fire Department budget, as a % of the overall Town budget is **3.18%**

3. Osoyoos Fire Department has the **3rd lowest fire department budget as a % of comparator departments**

Cost per capita costs for fire protection

1. Osoyoos has the **9th highest population** out of the comparator communities

2. Average cost per capita spending of fire services for the comparator communities is **$119**

3. Cost per capita for fire protection in Town of Osoyoos is **$59**

4. Osoyoos has the **2nd lowest cost per capita spent on fire protection** of all comparators

EXHIBIT 18

COSTING ASSUMPTIONS

This exhibit explains the added costs of recommendations from the Fire Department Master Plan report.

Factor/Recommendation	Importance	Added Cost Projections
Increase practice hours from 2 hours to 3 hours	Essential	Ongoing • 50 weeks x 1-hour x 20 firefighters x pay
Deliver accelerated training for new recruits to get them operational faster	High	Ongoing • Hire contractor/trainer • 4 trainees @ 140 hours x contractor pay
Evaluate all members to determine their Interior level skills in light of poor training records	Essential	One time • 2 hours x 25 firefighters x pay
Increase firefighter recording of training, safety and health data	Essential	Ongoing • 0.5 hours per week x 20 firefighters x pay
Prepare pre-fire plans for complex buildings	Essential	Ongoing • 120 plans x 2 hours
Take firefighters through complex buildings	Essential	Ongoing • 10 firefighters x 2 site visits x 1-hour x 12 months x pay • Assume 10 firefighters x 2 site visits per month of 1 hour
Acquire and learn to use Interior Level Playbook training modules	Essential	One time • 30 modules x 2 hours = 60 hours x pay
Set up and run a fire department health and safety committee and program	Essential	• 4-person committee x 10 mtgs x pay • Monthly Inspections x 4 firefighters x pay • Committee member training at 8 hrs annually X 4 FF's X pay rate
Purchase a quint engine	Essential	One time • New apparatus - $750,000 to $1 million
Purchase a new brush truck	High	One time • New multi-purpose truck - $200,000
Purchase a used Rescue Engine	Med - High	One Time • $200,000 - $350,000 • Includes onboard fire suppression capacity • Conventional vs Custom cab TBD

EXHIBIT 19

NEW AND INCREASED COSTS FROM THE MASTER PLAN

This exhibit presents the new incremental costs associated with the Master Plan recommendations.

OPERATIONS

Factor	Annual Cost	Notes
Full-time Fire Chief	$130,000	includes 30% benefit loading
Deputy Chiefs – admin work	$20,000	Assume 100 sessions X 8 hours x $25/hour
Recruit Training (contracted)	$10,000	Assume 50 weeks x 4-hour days @ $50/hour; trainer contracted from outside
Increase paid hours for firefighters (Records/Officer Training; Health and Safety Committee; preparing pre-fire plan site visits; maintenance)	$20,000	20 firefighters x $1,000 = $20,000 for reporting and administrative work
Increase training hours to 3 hours per night	$20,000	1-hour x 50 weeks x $20/hr. x 20 firefighters
Added training for new recruits	$8,300	4 trainees x 4 hours x 26 weeks x $20/hr.
Total	**$208,300**	

CAPITAL (2019)

Factor	Annual Cost	Notes
New Quint / Fire Engine	$750K - $1M	5 year lease to purchase
Refresh of Hall #2	$10,000	Paint, signage, repairs
Total	**$750K - $1M**	

CAPITAL (2020)

Factor	Annual Cost	Notes
Replace Brush Truck	$200,000	Light truck with optional systems
Replace Rescue Truck	$250 - $350K	Used Rescue Engine (type TBD)
Total	**$450- $550K**	

EXHIBIT 20

QUICK OPPORTUNITIES TO IMPROVE FIRE DEPARTMENT OPERATIONS AND/OR COSTS

The following is a list of ideas for improvements in the fire department and/or Town functions. Some of these may already be in place, and others have commenced as a result of the discussions generated within the Master Plan process.

- Initiate an OH&S Committee using the existing members from the fire department on the Town's committee as well as the current Fire Chief and another Town manager. This will get the OH&S Committee jump-started and will begin compliance with WorkSafe BC
- Begin review of potential records management systems that the Town and department already possess and further evaluate the option presented by Kelowna Fire Dispatch.
- Have the fire department purchase diesel fuel under the Operations Department contract if savings can be achieved
- The diesel pump at the fire hall should have improved locking and security (i.e. beyond a padlock, and including protective bollards)
- Work with RDOS staff and local fire departments to conduct joint purchasing of common fire service gear (e.g. trucks, SCBA gear, hoses, pumps, ladders, radios)
- Store the Town's emergency preparedness gear in a secure space on Fire Hall #1 mezzanine
- Pay Fire Rescue Department members on a monthly basis. This should improve budgeting control and reduce debates over pay matters that occurred recently
- Stop purchasing SCBA cylinders on an annual basis and wait for the next major change in SCBA equipment
- Add public signage on to Firehall #1 indicating it is not staffed and to call 911.
- Add doorbells to Firehall #1 for public
- Add signage to Hall #2 to identify it as a Town of Osoyoos firehall.
- Add interior and exterior cameras to Firehall #1 to improve hall, truck and records security
- Firefighter training and incident attendance should be posted in Hall #1 every month

LIST OF ACRONYMS USED IN THE REPORT

BCEMS	BC Emergency Management System
EMALB	Emergency Medical Assistants Licensing Board
eRMS	Electronic Records Management System
EVT	Emergency Vehicle Training (Maintenance)
FDM	Fire Department Management (software)
FOI	Freedom of Information, Policy and Regulation; Province of BC
FTOABC	Fire Training Officer's Association of BC
FUS	Fire Underwriter Survey; Used by insurance companies to set fire insurance premiums
ICS	Incident Command Structure
JPR	Job Performance Requirements; evaluation of a firefighter's qualifications and training
KFD	Kelowna Fire Department (contracted dispatch service)
MFA	Municipal Finance Authority; Province of BC
MIA	Municipal Insurance Association
NFPA 1001	National Fire Prevention Association; 1001 is the firefighter training standard and is referenced by the Playbook for all service levels
OFC	Office of the Fire Commissioner, Province of BC
OFD	Osoyoos Fire Department
OG	Operational Guideline / Fire Department policy
OH&S	Occupational Health and Safety
OIB	Osoyoos Indian Band
ORFPD	Osoyoos Rural Fire Protection District, Electoral Area A
POC	Paid on Call Firefighters
PPE	Personal Protection Equipment/Turn Out Gear
PTSI / PTSD	Post-Traumatic Stress Injury / Disorder
RIT	Rapid Intervention Team
RMS	Records Management System

SCBA	Self-Contained Breathing Apparatus
WEP	Work Experience Program
WHMIS	Workplace Hazardous Materials Information System
WSBC	WorkSafe BC

PAGE INTENTIONALLY LEFT BLANK