



PLANNING AND COMMUNITY DEVELOPMENT COMMITTEE

Thursday, January 10, 2019
SCRD Boardroom, 1975 Field Road, Sechelt, B.C.

AGENDA

CALL TO ORDER 9:30 a.m.

AGENDA

1. Adoption of Agenda

PRESENTATIONS AND DELEGATIONS

REPORTS

2. Fire Chief – Special Projects and Chief Administrative Officer – SCRD Fire Department Strategic Plan
Introduction by Dave Mitchell & Associates
Fire Protection Services (Voting – A, B, D, E, F, Gibsons)
Annex A
pp 1 - 200
3. Chief Administrative Officer – SCRD Emergency Plan Review
Introduction by Dave Mitchell & Associates
Sunshine Coast Emergency Planning (Voting – All)
Annex B
pp 201 - 247
4. General Manager, Planning and Community Development – Child Care Planning Grant for the Sunshine Coast (District of Sechelt)
Regional Planning (Voting – All)
Annex C
pp 248 - 250
5. Senior Planner – Development Variance Permit DVP00029 (Persephone) and Proposed Liquor License Endorsements for a Lounge and Picnic Area – Electoral Area F
Electoral Area F (Rural Planning) (Voting – A, B, D, E, F)
Annex D
pp 251 - 312
6. Senior Planner – Provincial Referral CRN00071 for a Private Group Moorage (Spindrift Properties) – Electoral Area F
Electoral Area F (Rural Planning) (Voting – A, B, D, E, F)
Annex E
pp 313 - 338
7. Planning Technician – Frontage Waiver for Subdivision SD000007 (Randson) – Electoral Area E
Electoral Area E (Rural Planning) (Voting – A, B, D, E, F)
Annex F
pp 339 - 343
8. Planning Technician – Development Variance Permit DVP00040 (Carmichael) – Electoral Area A
Electoral Area A (Rural Planning) (Voting – A, B, D, E, F)
Annex G
pp 344 - 358
9. General Manager, Planning and Community Development – Recreation Sites and Trails Agreement Renewal for Klein Lake, Secret Cove, Big Tree and Sprockids
Community Parks (Voting – A, B, D, E, F)
Annex H
pp 359 - 399

10. General Manager, Planning and Community Development – Maintenance and Minor Repairs to SCRD Ports RFP 18 354 Award Report
Ports Services (Voting – B, D, E, F)

Annex I
pp 400 - 402

COMMUNICATIONS

11. Kate-Louise Stamford, Gambier Island Trustee and Doug Race, District of Squamish, Ocean Watch Task Force dated December 3, 2018.
Regarding request for continued SCRD participation in Ocean Watch Task Force.
12. Allan Johnsrude, Regional Executive Director, South Coast Natural Resource Region, Ministry of Forests, Lands, Natural Resource Operations and Rural Development dated December 21, 2018.
Regarding Mount Elphinstone Land Use Planning and request for meeting.

Annex J
pp 403 - 405

Annex K
pp 406 - 408

NEW BUSINESS

ADJOURNMENT

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Bill Higgs, Fire Chief - Special Projects
Janette Loveys, Chief Administrative Officer

SUBJECT: **SCRD FIRE DEPARTMENT STRATEGIC PLAN**

RECOMMENDATION(S)

THAT the report titled SCRD Fire Department Strategic Plan be received;

AND THAT as per Recommendation 1 (in part) of the SCRD Fire Department Strategic Plan; through attrition of current positions of the Roberts Creek and Halfmoon Bay Fire Departments, the vacancies be transitioned to career Fire Chiefs;

AND THAT as per Recommendation 4 of the SCRD Fire Department Strategic Plan; a Manager of Protective Services position be created from the existing Emergency Program Coordinator vacancy and that this position report to the Chief Administrative Officer;

AND THAT staff and/or consultant present the Strategic Plan to the Town of Gibsons;

AND FURTHER THAT 3 Year Service Plans for each of the SCRD Fire Departments be developed and brought back to Committee for consideration.

BACKGROUND

The Sunshine Coast Regional District (SCRD) is responsible for four fire departments:

- Egmont and District Volunteer Fire Department,
- Gibsons and District Volunteer Fire Department,
- Halfmoon Bay Volunteer Fire Department, and
- Roberts Creek Volunteer Fire Department.

Over the past year, the Fire Chiefs have been working collaboratively with SCRD Fire Chief - Special Projects, SCRD staff and Dave Mitchell & Associates Ltd on developing a SCRD Fire Department Strategic Plan (Attachment A).

Attachment B is executive summary of the 45 Recommendations contained in the Strategic Plan.

As part of this overall review and planning process, the SCRD has also requested an update by the Fire Underwriter Survey (FUS). The October 11, 2018 staff report on Fire Underwriters Survey Results for SCRD Fire Departments is enclosed as Attachment C. The FUS ratings provide guidance in terms of insurance rates for residential as well as commercial and industrial properties. The ratings for the four Departments generally saw significant improvements from the previous ratings.

DISCUSSION

The four Departments respond to a range of emergency and non-emergency events and over the period from 2009 to the present, each has experienced an increasing call volume. For the most recent complete year (2017), the four departments combined answered 575 separate events and based on historical call volume growth, the number of responses can be expected to more than double by 2028. Growing call volumes, along with the increasing complexity of the regulatory requirements for training, operations and occupational health and safety, will require an increased level of support from the SCRD.

The Strategic Plan includes a review of the existing bylaw structure that underpins each Department's establishment and operation. The underlying bylaws require some updating to address various statutory changes and to deal with certain gaps.

In addition, when the new *Fire Safety Act* is updated and comes into force, the SCRD will need to incorporate and address the requirements of that new statute. The finalization of any operational bylaw update should take place following the proclamation of the new legislation, which is awaiting royal assent.

The review of the region-wide mutual aid agreement and related automatic aid agreement has led to recommendations that these crucial agreements be updated to address or clarify certain matters, including operational authorities, risk/liability allocation, and certain other matters which represent best practices.

There is also a need to ensure that the SCRD fire departments are fully in compliance with the requirements of WorkSafe BC and the Provincial Playbook.

The SCRD Fire Departments, their Fire Chief, Officers and members are dedicated to their service to the public and are an asset to the Sunshine Coast. Each of the Fire Chiefs are committed to enhancing their Departments' training and operational effectiveness at a time when their call volumes are increasing and recruitment/retention is becoming more challenging.

Intergovernmental Implications

Further to the Fire Chiefs meeting held on December 21, 2018, staff recommend a copy of the Strategic Plan be shared with all the Sunshine Coast Fire Departments including Pender Harbour and Sechelt Fire Departments.

As a service participant, staff recommend that the Strategic Plan be presented to the Town of Gibsons Council as well.

Financial Implications

The net annual financial impact of transitioning the existing positions at the Halfmoon Bay and Roberts Creek Fire Departments to career Fire Chiefs is estimated at \$30,000 and \$34,000 respectively based on 2019 wage rates. These increases would be funded from taxation within the respective service areas.

The net annual financial impact of creating a Manager of Protective Services position from the existing Emergency Coordinator position is estimated at \$28,000. This increase would be funded from taxation through the Sunshine Coast Emergency Program service.

In addition, staff recommend that a Service Plan be developed and brought back to Committee for consideration. This is a similar process to all other SCRD Departments and the Service Plan will act as an implementation plan over time and consider resources and funding allocation in a balanced manner. As Fire Department is a separate service, a 3 Year Service Plan will be developed for each Fire Departments.

Timeline for next steps

It is recognized that with the number of Recommendations (45) contained in the Strategic Plan, it will take time and resources to work through. However, given the current vacancy of the Emergency Coordinator and recent retirement notices of the Roberts Creek and Halfmoon Bay fire hall assistants; staff and the Fire Chiefs recommend moving forward with Recommendation 1 (in part) and Recommendation 4.

The primary concern is the need to fill the 3 roles to ensure the gap in emergency and first responder services is limited and mitigated for community safety reasons. There is a commitment to include and keep the Roberts Creek and Halfmoon Bay volunteer fire members informed throughout the recruitment process. As well, there is a recognition that any recruitment process will take time to complete.

STRATEGIC PLAN AND RELATED POLICIES

The Key Priorities of Recruit, Retain and Acknowledge Staff and Volunteers and Ensure Fiscal Sustainably are emphasized in the SCRD Fire Department Strategic Plan. The Plan provides a number of key recommendations which ensure a healthy, well trained and well organized protective services team.

The current volunteer membership continues to provide excellent value added services to the community.

CONCLUSION

The Fire Chiefs have been working with SCRD Fire Chief - Special Projects, SCRD staff and Dave Mitchell & Associates Ltd on developing a SCRD Fire Department Strategic Plan.

There are a number of Recommendations (45) contained in the Strategic Plan. Given the timing, staff and Fire Chiefs jointly agreed to recommend advancing Recommendation 1 (in part) and 4 now.

The remainder of the Recommendations will be incorporated in a 3 Year Service Plan, for each of the Fire Departments. The Service Plan, similar to all other SCRD Departments, acts as an implementation plan and will consider resources and funding allocation in a balanced manner.

Reviewed by:			
Manager		Finance	X-T.Perreault
GM		Legislative	X-A.Legault
CAO		HR	X-G.Parker

ATTACHMENTS

Attachment A: SCRD Fire Department Strategic Plan

Attachment B: Executive Summary of all Recommendations Contained in Strategic Plan

Attachment C: October 11, 2018 Staff Report - Fire Underwriter Survey Results for SCRD Fire Departments



Sunshine Coast Regional District Fire Services Strategic Plan 2018

Egmont and District Volunteer Fire Department

Gibsons and District Volunteer Fire Department

Halfmoon Bay Volunteer Fire Department

Roberts Creek Volunteer Fire Department

Dave Mitchell & Associates Ltd.

December 2018

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Executive Summary

The Sunshine Coast Regional District (“SCRD”) is developing a strategic plan for its four regional district fire departments:

- Egmont and District Volunteer Fire Department (“Egmont Department”),
- Gibsons and District Volunteer Fire Department (“Gibsons Department”),
- Halfmoon Bay Volunteer Fire Department (“Halfmoon Bay Department”), and
- Roberts Creek Volunteer Fire Department (“Roberts Creek Department”).

The four Departments also operate under mutual and automatic aid agreements with the Sechelt Fire Department and Pender Harbour Volunteer Fire Department (“PHVFD”) which are operated by improvement districts. All six departments train and operate together at various times and are part of a mutual aid agreement in addition to automatic aid agreements between several of them. Additionally, we should note that the PHVFD has provided and continues to provide significant assistance to the Egmont Department. This assistance has been of great benefit and the officers and members of the Egmont Department are grateful.

As part of this overall review and planning process the SCRD has also requested an update by the Fire Underwriter Survey (“FUS”). The FUS ratings provide guidance in terms of insurance rates for residential as well as commercial and industrial properties. The ratings for the four Departments generally saw significant improvements from the previous ratings. Indeed, overall the four Department did very well, which should be of benefit to both residential and commercial property owners.

The issues related to training and operations stem from the Office of the Fire Commissioner Playbook¹ (the “Playbook”) which requires the Authority Having Jurisdiction (the “AHJ”) to authorize one of three levels of service. Each level of service requires a rigorous approach to training and assessment which is discussed in this review. The effect of the requirement to train and assess firefighters has led to a significant increase in the amount of effort and cost to ensure that responders are trained, equipped and supervised for the risks to which they may be exposed.

The Playbook utilizes National Fire Protection Association (“NFPA”) standards as the basis for most of its training requirements. These standards will be referenced throughout this report. The two principal standards which govern firefighter and fire officer training are NFPA 1001, and NFPA 1021, respectively.²

¹ Office of the Fire Commissioner, *Structure Firefighters Competency and Training Playbook* (2nd Edition, May 2015).

² National Fire Protection Association, *NFPA 1001: Standard for Fire Fighter Professional Qualifications* (2019 ed). FF-I refers to “Firefighter I” qualifications and “FF-II” refers to the higher level of “Firefighter II”. National Fire Protection Association, *NFPA 1021: Standard for Fire Officer Professional Qualifications* (2014 ed.). There are four levels of Fire Officer qualification: “FO-I”, “FO-II”, “FO-III” and “FO-IV”, each with increasing qualifications.

It also is important to note that, for Departments operating at the “Exterior Operations” and “Interior Operations” Service Level, the Playbook sets out certain requirements – such as hazmat awareness, building construction, and ICS-100 (with Interior Operations firefighters also requiring RIT training)³ – in addition to qualifications drawn from the NFPA 1001 curriculum. These additional requirements mean that a firefighter who is just trained to the NFPA 1001 standard, although fully qualified to fight a fire, has not yet met the full requirements for the Exterior or Interior Operations Service Level. These additional requirements often present areas where gaps exist in the formal training of firefighters in such departments.

The issue of carefully managed training and emergency scene operations coupled with the need in the SCRD for multiple fire departments to operate together, leads to this report’s major recommendations going forward. To ensure safe and effective operations, this report recommends the SCRD establish a staff position whose role it is to assist the four Departments and ensure training and operations meet all the requirements of the Playbook. As well, this position would assist with various administrative tasks and requirements, including budget preparation, standardization of operational guidelines (“OGs”), coordination of training and the maintenance of appropriate records. It is not proposed that this new role would replace the four fire chiefs or operate as a “regional” fire chief from an operational perspective. Based on input from the SCRD and given that the individual also will likely have responsibility for the SCRD Emergency Program (see discussion below), the new role would likely be as the “Manager – Protective Services” (the “MPS”).

The four Departments respond to a range of emergency and non-emergency events and over the period from 2009 to the present, each has experienced in increasing call volume. For the most recent complete year (2017), the four departments answered 575 separate events and based on historical call volume growth, the number of responses can be expected to more than double by 2028. See [Appendix 1](#) for a complete Response Analysis for the Departments. Growing call volumes, along with the increasing complexity of the regulatory requirements for training, operations and occupational health and safety, will require an increased level of support from the SCRD.

There is also a need to ensure that the SCRD fire departments are fully in compliance with the requirements of WorkSafe BC. These requirements are examined in the report, and it is proposed that the MPS, along with Senior Manager of Human Resources, help the Departments develop the required administrative processes needed to ensure they meet all the WorkSafe requirements, which are both highly technical and prescriptive. Ultimately, as the employer for *Workers Compensation Act* purposes, the SCRD is responsible for how these issues are managed by the Departments.

The report includes a review of the existing bylaw structure that underpins each Department’s establishment and operation. The underlying bylaws require some updating to address various

³ ICS- 100 means Incident Command System, based on the BC Emergency Management System model, at the 100 level (lowest) level. “RIT” training means “rapid intervention team” training consistent with NFPA 1407 and NFPA 1500. These additional requirements are found at p. 15 of the Playbook.

statutory changes and to deal with certain gaps or anomalies that are noted in the analysis below. In addition, when the new *Fire Safety Act* is updated and finally comes into force, the SCRD will need to incorporate and address the requirements of that new statute. It may make sense delaying the finalization of any operational bylaw update until that new legislation is proclaimed.

The review of the region-wide mutual aid agreement and related automatic aid agreement has led to recommendations that these agreements be updated to address or clarify certain matters, including operational authorities, risk/liability allocation, and certain other matters which represent best practices.

In summary, the four Departments and their chief officers have a clear understanding of their service to the public and are to be commended for their ongoing efforts to enhance their Departments' training and operational effectiveness at a time when their call volumes across the board are increasing. They should also be recognized for their sense of care for the health and safety of their firefighters and for the residents and communities they serve. In all our discussions with them they endorsed the need for changes to improve the service.

SCRD Fire Department Reviews

Overview of Results from Fire Department Audits

The on-site fire department audits were conducted on 9, 10 and 13 August 2018, and consisted of an interview with each Department's senior staff and an inspection of records, apparatus and equipment, training programs, and fire hall and training facilities.

Prior to the scheduled date of inspection, each Fire Chief was requested to complete and return a comprehensive questionnaire dealing with all aspects of their respective Department. The questionnaire is a modified version of the audit survey prepared by the Office of the Fire Commissioner. The responses given provided the Consultants good background information on each Department and formed the basis for the interviews and on-site inspections. We are pleased to report that we had excellent cooperation from all the Fire Chiefs during this process and for that we offer our thanks. The discussions held with them were candid, and their commitment to their Departments and communities they serve was evident.

It should be noted that a number of issues that have been identified, such as the need to improve training to meet the formal requirements of the Playbook, were broadly shared across the Departments. In general, the challenges faced by the Departments should not be considered unusual: they are ones that volunteer, paid-on-call and composite departments across the province regularly struggle to address.

Department Structures and Honoraria/Remuneration Issues

Three of the Departments (Roberts Creek, Halfmoon Bay and Egmont) have developed a similar internal structure under which their respective Fire Chiefs and other officers operate on a volunteer or non-career basis. Halfmoon Bay and Roberts Creek provide their officers with an annual honorarium, while the officers in Egmont receive no material compensation for their time and commitment, beyond nominal payments for practice attendance. Each Department has a fire chief and deputy or assistant chief, captains and lieutenants, while Egmont also has designated a safety officer position. All Departments have a training officer ("TO"), or someone designated as such with a different rank (such as deputy or assistant chief, or captain).

Given its size and the number of members, the Gibsons Department has developed in a slightly different manner: it currently has four career positions including Fire Chief, TO/captain, and two fire prevention officers. In addition, the deputy chief, safety officer, captains, and lieutenants are each paid an annual honorarium. The TO/captain also receives an annual honorarium in addition to the career salary.

Two of the Departments have allotted funding for administrative assistant positions described as "Fire Hall Assistant/Inspector". These positions were originally created in the early 2000s. The roles were established essentially as a means of partially funding either a fire chief or officer role, with each administrative position being given to the individuals who were, at the time, also

functioning as the Fire Chief or an officer. These positions are currently non-exempt. The summary description of the activities associated with these roles is as follows:⁴

“Performs a variety of clerical and operational support to the fire fighting functions, including proper maintenance of gear, and performs fire safety inspections in accordance with Fire Code Regulations.”

While the idea of creating these positions may have made sense at the time, we would recommend that they be reviewed. The salary and benefits for each position amount to more than \$70,000 per annum (so, approximately 25% of each Department’s operational budget).⁵ While the administrative work is obviously critical, in the past it had been combined with the role of Fire Chief. It likely makes more sense, once the current individuals retire, to discontinue these positions and create paid positions for the Fire Chiefs. Any decision in this regard must follow the SCRD’s established policy for reviewing and revising existing positions. This transition would require the respective Fire Chiefs to take on greater administrative responsibilities (including fire inspections) but would ensure that the funding is being primarily directed to individuals who are responding members of each Department. We also would note that, in the overall development of fire departments, as they transition from purely volunteer to composite services, it is typical to first create a paid position for the fire chief. As each Department then grows, and its call volumes and responsibilities increase, one or more other officer positions (e.g., Deputy Chief/Training Officer) then will become either full or part-time positions.

Before such a transition is undertaken, a more detailed review of the role of fire chief, and its attendant responsibilities, as well as discussions with the individual departments and their members and officers, will be required. In some cases, it may be that a paid, separate training officer position is considered preferable. If that is the case, however, careful consideration will have to be given to how a volunteer fire chief is to oversee and manage the work of a subordinate career officer.

At present, three of the four Departments have developed some requirements for promotion to both the Chief Officer and Officer positions; however, there is a need to develop detailed and consistent proficiency and qualification requirements for all positions within the SCRD’s fire service based on each Department’s declared operational service level. The lack of clear qualification and training requirements for promotions makes the practice of some Departments, which still elect officers, of some concern. While the election of officers was common in the volunteer fire service 20 or 30 years ago, it is a practice which has increasingly fallen into disuse. Setting aside the issue of potential conflicts of interest, the primary concern is the possibility of electing officers to positions for which they may not be qualified, thereby putting both Department members and the public potentially at risk. As such, we recommend that promotions be based on open competitions, underpinned by defined proficiency and

⁴ Sunshine Coast Regional District, Job Description: Fire Hall Assistant/Inspector (October 2016).

⁵ In each case, the Departments’ respective operating budgets are in the range of about \$300,000/year, after deducting amounts transferred to reserves. See the budget section for more details.

qualification requirements. This process, however, will need to anticipate circumstances where the individuals who are willing to accept a promotion do not have all the formal qualifications for the role. In those situations, the promotion should be accompanied by a training program to bridge any necessary gaps, along with any necessary limitations on the new officer's role and responsibilities until the training is complete.

Other jurisdictions that we have worked with have combined the formalization of proficiency and qualification requirements with a review of their remuneration/honoraria structures. The reason is obvious: obtaining a higher level of qualification requires more training and a greater commitment of time from a department's members and officers. Indeed, the clearly structured requirements of the Playbook have already set the basis for the necessary proficiency requirements for each of the principal positions within the Departments. Several of the Departments noted that the increased time commitment required to meet the mandatory standards was already impacting recruitment and retention of members.

As noted, three of the four Departments provide some level of honorarium for their officers, with Egmont providing compensation only for attendance at practices. The current honoraria and compensation rates are as follows:

Table 1: SCRD Fire Departments - Compensation Summary

Position	Gibsons	Roberts Creek	Halfmoon Bay	Egmont
Fire Chief	Career	\$2,000	\$6,000	\$20/practice ⁶
Deputy Chief	\$8,000		\$2,000	\$20/practice
Training Officer/Captain	Career	\$7,500	\$2,000	\$20/practice
Safety Officer	\$6,000			
Captain	\$6,000	\$1,000	\$1,000	\$20/practice
Lieutenant	\$4,000	\$750	\$750	\$20/practice
Firefighters	\$25/practice	\$20/practice	\$20/practice	\$15/practice

Gibsons, Roberts Creek, and Halfmoon Bay also compensate their members for attending day or weekend-long practices, and all four Departments reimburse travel expenses (food, fuel, accommodation) when the training is conducted off-coast. In some cases, some form of wage-loss replacement is offered to volunteers who respond from their employment and lose pay as result. Each of the Departments provides an accident/injury insurance benefits package to its

⁶ Weekly, two-hour practices.

members and officers, though the packages are not standardized. None of the Departments currently pays its members for call-outs.

The SCRD should work with its Departments to establish commonly agreed standardized minimum proficiency and training criteria for each position within every Department. These requirements will need to correspond to each Department's Playbook service level. Once those proficiency requirements are established, it will be necessary to conduct a gap analysis and provide bridge training to each Department's officers and members as required to bring them up to the minimum required levels. This issue is discussed in greater detail for each Department in its respective training section, below.

The SCRD should also, in consultation with the fire service officers and members, conduct a detailed review of the existing honoraria and compensation structures. The requirement to undertake increased training to meet the Playbook and other standards, needs to be offset with improved compensation. Volunteer and paid-on-call firefighters and officers enter the fire service out of a sense of duty and commitment to their communities not because of the pay (or prospect of pay), but their volunteerism should not leave them out of pocket. Some issues to consider in a review include:

- An honorarium for officers who are required to fulfil growing administrative requirements;
- The current practice of paying firefighters only for training sessions may need to be replaced by a paid-on-call approach, which is increasingly common in comparably situated fire services across the province; and
- The establishment of a better (and standardized) benefits package, which may be more attractive than additional monetary compensation for some members, as many individuals lack such benefits in their regular employment. As such, enhanced benefits may provide better value for both the SCRD and its fire services, though that is an issue that would require more detailed examination and input from the members and officers affected. We understand that such enquiries have already been commenced by the SCRD's HR department.

The SCRD is currently funding a part-time contract position to manage special projects for its four Departments. We would recommend transitioning this into a permanent fire service coordinator role. The creation of this type of specialized oversight role is common for regional districts, which typically have to manage multiple fire services with varying needs.⁷ At the same time, we would recommend that the SCRD incorporate the role of the emergency program coordinator into this position as well (though such an approach may impact staffing

⁷ For example, such positions have been created in: Columbia Shuswap Regional District; Regional District of Fraser-Fort George; Alberni-Clayoquot Regional District; Comox Strathcona Regional District; and Nanaimo Regional District, to name but a few examples. The role can have varying titles – from “Fire Services Coordinator” to “Protective Services Manager” depending the nature and ambit of the position. As noted above, based on discussions with SCRD staff, the preference is for the role to be called “Manager – Protective Services,” given the breadth and nature of the anticipated responsibilities.

requirements on a short-term basis, as noted below). In many respects, the two roles are complementary, as the fire service represents one of the principal emergency response resources directly available to local government. As noted in the executive summary, above, the combined role is expected to be that of a Manager – Protective Services or “MPS”.

It is critical that the individual appointed to this role have or develop a collaborative working relationship with the various Departments, while thoroughly understanding the technical requirements governing fire service operations and possessing a practical knowledge of challenges affecting volunteer and composite fire departments. At a high level, this role typically includes the following responsibilities:

- provision of oversight for fire department administrative and operational requirements, including training programs, inter-operable equipment, and mutual and automatic aid arrangements;
- in consultation with the Departments, developing a collective approach to apparatus and principal equipment specifications, to ensure inter-operability, standardize maintenance requirements and potentially obtain better prices by placing larger volume orders;
- develop common proficiency and training requirements;
- develop and maintain common operational guidelines;
- develop and implement policies, procedures and regulations;
- assist with administrative obligations, including maintenance of proper training and other records, budget development, occupational health and safety reporting, fire reports to the Office of the Fire Commissioner (the “OFC”), and similar matters;
- conduct fire origin and cause determination;
- attend emergency incidents acting in the role of an observer and liaison, enabling the Fire Chief on scene to carry out the role of the incident commander;⁸
- ensure all apparatus and equipment testing is done as required;
- conduct regular meetings with the Fire Chiefs (semi-annually or more frequently), and follow up with reports or minutes to each Fire Chief;
- assist with recruitment efforts and retention initiatives;
- assist with recognition events for Departments and their members and officers; and

⁸ It should be noted that this on-scene observer role would not involve situations where the Emergency Program is, or is likely to be, activated. Rather, it indicates that the MPS may attend at certain incidents, in part to assess a Department’s responses and to inform future planning for training and capital investment in equipment, management of mutual aid, etc.

- provide regular reporting to the regional district through a corporate director, director of operations, or the Chief Administrative Officer.

This role will also face a significant amount of work to address the issues which the Departments have identified, and which are reflected in this report. Those issues include: updating and standardizing operational guidelines; reviewing and improving training programs; standardizing proficiency criteria; reviewing and updating honoraria, compensation and benefit structures; updating mutual and automatic aid agreements; bylaw updates; and developing improved, centralized records keeping.

The SCRD will need to establish the competency requirements for this role. Certain of the functions identified above are operational in nature and would require a particular mix of administrative capabilities and fire service qualifications.⁹ If the *Fire Safety Act* is amended along the lines currently proposed by the Province, the role also should include qualifications needed to undertake fire inspections and investigations. The OFC will, before the new statute comes into force, develop and circulate the regulations specifying the minimum requirements for these responsibilities. It needs to be stressed that where this role is responsible for developing policy or guidelines, such development must be undertaken in consultation with the affected Departments.

Based on the review set out above, the SCRD should consider the following:

- minimum 10 years experience in fire suppression service, with approximately 5 of these years as a fire officer, and preferably including incident command experience;
- NFPA 1021 FO-I (or higher);
- NFPA 1041 FSI-II;¹⁰
- fire inspection (NFPA 1031) and fire investigation (NFPA 1033) qualifications;¹¹
- experience with volunteer and paid-on-call departments;
- working knowledge of applicable provincial and local government statutes, regulations, bylaws, and policies.

Additional job responsibilities and corresponding qualifications will also be necessary if the role is combined with that of emergency program coordinator. Also, we would suggest that, in addition to one FTE for this combined role, a contract position would be needed to assist with updating the existing structures in relation to both the fire service and emergency program.

⁹ In some cases, fire service coordinators have a purely administrative function.

¹⁰ National Fire Protection Association, *NFPA 1041 – Standard for Instructor Professional Qualifications* (2012 ed.). FS-II means “Fire Instructor II”.

¹¹ The exact level of qualification that will be required by the Province is currently unknown. A “Level-1” qualification in each standard will likely be sufficient.

Staff will need to review the anticipated workload for this role: at a minimum, we expect it would be a ½ FTE over an 18 to 24-month contract period. The candidate for such a position ideally will be an experienced and capable administrator, have knowledge of both the fire service and emergency program requirements, and be not looking for a full-time or career position.

From the SCRD Board's perspective, the Playbook has provided clarity about the Board's ultimate responsibility, as the AHJ, for service level determination and related fire service training and records keeping. The creation of an MPS position would also greatly assist the Board in fulfilling its Playbook obligations.¹²

We would recommend the following:

Recommendation: That the SCRD, in consultation with the Departments, develop minimum training and proficiency requirements for each position within the fire services, including fire chief, officer positions and firefighters, with such requirements designed to correspond to each Department's service level;

Recommendation: That the SCRD, in consultation with the Departments, adopt a policy confirming that promotion to officer positions will be held through open competition and subject to meeting the educational and experience requirements required for that position. Fire Chief appointments should be made by the SCRD, but a system be developed to ensure that each Department has an effective means of providing input on potential candidates;

Recommendation: That the SCRD, in consultation with the Departments, undertake a comprehensive review of the existing honoraria, compensation and benefits structures. The issues to be considered include establishing honoraria for officer positions consistent with their required training levels and administrative responsibilities, as well as reviewing whether a paid-on-call model or enhanced benefits package should be introduced for Department members and officers.

Recommendation: That the SCRD create a fulltime MPS position based on the criteria set out in this section of the report. In addition, the SCRD should consider integrating into this new role responsibility for management and implementation of the emergency program. The MPS would be responsible for taking the lead on addressing the recommendations set out in this report.

¹² The precise nomenclature attached to the role will depend on a number of factors, including whether the emergency program coordinator function is integrated into it. Where the two roles are combined, the position is often referred to as the "Emergency Services Manager" or "Protective Services Manager".

Records

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

The critical nature of proper records keeping was made evident in the accident investigation report conducted by WorkSafe BC into the 2004 line of duty death in Clearwater. In that case, a 23-year-old volunteer firefighter, Chad Schapansky, died during an interior attack at a restaurant fire. The WorkSafe BC investigation noted, among other things, that:¹³

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

One of the major issues facing the Clearwater Department was that it failed to maintain appropriate records of both training and equipment maintenance. When faced with a significant occupational health and safety issue, it was unable to provide effective evidence of the training and qualifications of its members and officers.¹⁴

In [Appendix 2: Fire Department Records](#), we have set out an overview of the records which fire departments generally must or should keep in order for meeting their statutory, regulatory and operational requirements. The SCRD and its Departments should review those requirements and ensure that they are maintaining all the required records. In relation to training and training records, it should be noted that the following criteria need to be met, to ensure that each Department can readily prove the qualifications of its firefighters and officers:

- the training must be delivered by a qualified instructor (see discussion in the Playbook Implementation section, below). The instructor’s qualifications to teach a particular

¹³ The WorkSafe BC accident investigation report was completed 26 April 2005; references to this report are drawn from the B.C. Coroners Service, “Judgement of Inquiry into the Death of Chad Jerry Schapansky,” 2 February 2006 (the “Schapansky Inquiry”), at pp. 4 - 5.

¹⁴ The Fire Chief maintained that both Schapansky and his partner had received “adequate training to do the job they were given.” Schapansky Inquiry, p. 7. WorkSafe BC, however, found insufficient documentation of training to support that view. Schapansky Inquiry, p. 5.

subject or job performance requirement (“JPR”) need to be provable, and particular thought needs to be given to this issue where the training is being delivered in-house;

- the subject matter of the training needs to be clearly described in the records. If the training relates to a particular JPR under an NFPA standard and/or Playbook requirement, that JPR should also be identified; and
- each participant in the training needs to be evaluated, and his or her results duly recorded. Ideally, the evaluation process should be described as part of the training program or evident from the records kept.

Both the *Workers Compensation Act* and the Playbook require that appropriate training records be maintained for firefighters and fire officers. The Playbook makes clear that the training records need to be maintained on an individual basis, and that the AHJ is ultimately responsible for ensuring proper records are kept.¹⁵ That Playbook requirement is fully consistent with the AHJ’s obligations as the employer under the *Workers Compensation Act* and related regulations.

Currently, two of the Departments utilize a records management software program called “Fire Base” which is provided and operated by the SCRD to help maintain training records. It is our understanding that the relevant fire chiefs and training officers are unable to access these training records, as they do not have access to the SCRD network. Additionally, although the Fire Base system enables the entry of a reasonable degree of information, it does not produce comprehensive individual training reports. The other two departments utilize independent systems: Egmont’s records are maintained through the PHVFD’s FirePro2 program, while Gibsons is using an in-house Excel spreadsheet system. Gibsons is currently planning to transition to FirePro2.

The Egmont situation should be reviewed. At a minimum, a formal agreement with the Pender Harbour Fire Protection District should be entered into, addressing access and control issues as required by the *Freedom of Information and Protection of Privacy Act* (B.C.), to ensure that appropriate protections are in place (for both parties) and that the SCRD can access the records and respond to WorkSafe and FOI requests if needed. PHVFD’s generous treatment of its neighbour should be acknowledged as the two departments work closely together and the Egmont Department has benefited greatly from the assistance that has been so readily provided, in terms of training, records keeping and mutual aid support.

The SCRD has budgeted for acquisition of FirePro2. It also is examining whether its existing records systems could be adapted to meet the Departments’ records keeping requirements. While it is not within the scope of work of this project to do a formal analysis of the records management systems (“RMS”) being considered, suffice to say that, when set up and operated properly, FirePro2 has been used effectively by a number of departments throughout the

¹⁵ Playbook, Section 6, “Instruction, Evaluation and Records Keeping” at p. 6.

province. Properly used, it enables fire departments to maintain a good record of individual firefighter and fire officer training.

At present, three of the four Departments, are not using a program of this nature and we did not review the records maintained by PHVFD on behalf of Egmont. To achieve effective and consistent records, we would recommend that the SCRD work with the Departments to implement a suitable system for all to utilize. If FirePro2 is adopted, we would recommend that the records be centrally stored in an accessible fashion on the SCRD network. As noted below, the connectivity issue with the Egmont Department will also need to be resolved. Additional training and some initial administrative support (with periodic follow-ups) may be required to make proper use of whatever new system is adopted.

Once such a system is established, it is critical that the fire officers in each Department have ready access to the records system. The current practice, which prevents fire chiefs and officers from accessing their Department's records through the SCRD network, needs to be re-examined. Appropriate training may need to be provided, and access controls properly implemented, but the fire officers cannot be expected to administer their respective Departments if they do not have ready access to the underlying training, occupational health and safety, and financial records.

We note that the Egmont Department currently lacks internet access. There were community meetings with Telus in spring 2018, and Egmont is one of the communities included the Province's "Connect to Innovate" program, which is intended to aid in building the necessary backbone infrastructure to connect remote communities.¹⁶ This is an issue that should be reviewed, and, if no other alternatives are available, a satellite or dial-up connection may need to be established as an interim measure.

In relation to records maintenance and the management of legacy records, the SCRD and its Departments should review the existing level of administrative support that is available. The Departments themselves should look at trying to recruit individuals who may wish to help with administration, even if they are not able, or do not want, to be active, responding firefighters. Some centralized administrative support, however, may be required for the long term – though this will need to be assessed after any transition that may occur in terms of the Fire Chief's responsibilities as identified in the previous section, and the appointment of an MPS.

In relation to legacy records, a number of departments we have worked with have hired summer students to input existing paper or Excel-based records into their new databases. Consideration should be given to accessing grant or similar funding for such an initiative.

We would recommend the following:

Recommendation: The SCRD, as the AHJ, must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational

¹⁶ *Coast Reporter*, "Telus Pays Visit to Egmont" (2 April 2018), at: <https://www.coastreporter.net/news/local-news/telus-pays-visit-to-egmont-1.23251650>.

requirements. As such, in consultation with the Departments, the SCRD should develop standards for departmental training records and ensure that a suitable RMS program is acquired and appropriately formatted to accommodate those records;

Recommendation: That the SCRD provide initial training and ongoing support for Departments in the use of that RMS program, use of which should be mandated by SCRD policy;

Recommendation: That the SCRD and the Departments should review the administrative support required to enable the Departments to meet their on-going records keeping obligations. The Departments should consider, as part of their recruitment efforts, trying to attract individuals who wish to help with Department administration, even if they are not interested in operating as responding firefighters. Overall, the SCRD should examine the need for providing some centralized administrative assistance to the Departments to assist with records keeping and similar tasks; and.

Recommendation: That the SCRD and Departments explore opportunities to obtain grant funding (for example, for hiring of summer students) to undertake the input of legacy records, once an RMS program has been selected and installed.

Meetings with the Fire Chiefs

The reviews conducted with each fire department were very positive, with chief officers and staff discussing all matters in a frank and open manner. Without exception, they were aware of the issues before them and committed to ongoing improvement to meet new and, in most cases, more complex requirements. At the same time, they face significant challenges including recruitment and retention issues, meeting the new level of regulatory and training requirements, and rising call volumes.

During the site visits, each Fire Chief was given the opportunity to provide input regarding the SCRD's current organizational structure and support systems. In addition, the Chiefs were asked specific questions pertaining to what structure they would like to see in the future and what changes they would like to see in the relationship with the SCRD.

Most Chiefs indicated that what they did not want to see was a "Regional Fire Chief" type of structure where an individual was put in overall operational control of all the Departments. This was a fairly consistent position taken by all and clearly the Chiefs have heard some negative stories from other regional districts that have had poor experiences with specific regional fire chiefs. It should be noted that there are also good examples in the province where, in our opinion, the system of having a regional fire chief has been very successful. Concerns also were expressed about the possible loss of individual Department identities, which were considered critical in terms of local recruitment and retention efforts, and overall members' morale.

Several of the Chiefs indicated they feel there is a need for a Fire Services Coordinator (“FSC”)¹⁷ position, and that the role should involve coordination and working with the Departments to assist them in achieving their required and preferred goals. They felt that this position should be responsible for setting up and coordinating regional training opportunities, including bringing in outside trainers for specific training exercises (e.g., auto extrication, live fire, emergency incident management, etc.) to help ensure more opportunities in a more economical manner, as well as consistency in operations across the Departments.

Most of the Chiefs believe that the SCRD needs to provide considerably more support and training in the area of records management. There also was general agreement that communication between the SCRD and the Departments is an area that could use significant improvement. Again, the benefit of having an FSC position is that it would provide a single point of communication for each Department and would enable better management of the information flow between the Departments and the SCRD.

The Chiefs also generally agreed that given the nature of the fire service today, and the demands put on the members to manage these requirements, that a full time Chief and/or Training Officer would be a great improvement. Also, to improve on the recruitment and retention issues, there was general support for considering a move to a paid-on-call model as opposed to the existing system of nominal payments only for practices. There was also support for exploring the creation of an enhanced benefits package for the members, as an alternative to, or as a supplement of, a paid-on-call model.

¹⁷ This is the terminology used during the interviews and so is used here, rather than referring to an “MPS” role.

Egmont and District Volunteer Fire Department

Organizational Structure

When reviewed, the Department had 17 members, organized as follows:

- Fire Chief
- Deputy Chief/Training Officer
- Safety Officer
- Captains (1)
- Lieutenants (1)
- Firefighters (12) – all but one of them are active and responding.

The Fire Chief is primarily responsible for forward planning, administrative functions, and overall command and control of the Department. The Deputy Chief/Training Officer is primarily responsible for attendance, training, training schedule and records (which are coordinated with the PHVFD) and supporting the Fire Chief in his role. Note that the Department does not have a records management system, but totally relies on the system utilized by the PHVFD for all records keeping. The SCRD is responsible for budgeting and finance.

Appointment to the position of Fire Chief is by a vote of the members, and the choice is then subject to ratification by the SCRD's Chief Administrative Officer. There are no written qualifications or proficiency requirements set for this role, nor is there a set time limit once an appointment occurs. Similarly, there are no prescribed minimum qualifications or proficiency requirements established for other officer positions within the Department. Promotion to a fire officer position is determined by a vote of the members and a final decision by the Fire Chief and Deputy Chief.

The Department's officer structure appears well organized; however, the level of training/qualification appears to be primarily in the area of emergency medical responses, with most members trained to the Emergency Medical Assistant ("EMA") level. This is, in part, because the majority of the Department's calls are medical in nature, but, by no means, suggests Department members are not experienced or trained for firefighting. However, given that the training records were not available for review it was not possible to determine if they met the required competencies set out in the Playbook to enable the Department to operate at the Exterior Operations Service Level.

The information provided regarding current officer training qualifications does not indicate the level of structural firefighting competency. The Department would benefit from a more formal, documented officer training program outlining the minimum required qualifications and prerequisites, which would assist both the Department and members who aspire to become

officers or seek promotion. This would also help ensure that, when promoted, officers are already trained to assume the roles for which they have been selected.

Fire Department Training

The Consultants did not witness actual operational training of Department members and therefore have relied on the audit questionnaire provided and discussions with the Fire Chief as an indicator of the level of operational readiness of the Department to carry out its mandated emergency response activities. This report references the various service levels and other training requirements set out in the Playbook.

The Deputy Chief/Training Officer, in conjunction with the PHVFD Deputy Chief, is primarily responsible for the Department's training, although other officers and individual members also contribute by training members on subjects with which they have some expertise. Most of the Department's training is conducted in conjunction with the PHVFD. Although there is no annual training schedule, a quarterly schedule is routinely produced by the PHVFD Deputy Chief to advise all members of both departments of upcoming training. The PHVFD Deputy Chief is responsible for maintaining all training records on behalf of both departments.

Given that the records are being kept by the PHVFD, the Department was unable to provide any training records and formal qualifications of its members for inspection. Those records are currently maintained in paper and electronic formats using FirePro2. For the most part, the Fire Chief believes the training records are structured in a way that would permit an easy determination of an individual's current level of training.

According to the Fire Chief, the Department's training is done in-house along with the PHVFD members. The current program is intended to enable the Department to operate at the Exterior Operations Service Level. The service qualification documentation provided indicates that the Department currently has 12 of its 17 members mostly trained to this service level, and the Fire Chief expects to have this completed in 2019. The Fire Chief feels that one member has all the exterior qualifications, and that six members have the necessary training and experience at this level but lack the formal documentation necessary to support their qualifications.

The documentation provided does not indicate the training levels achieved by the five officers, other than that four of the five are EMA trained, and the fifth has NFPA 1001 FF-I & II (which, as noted in the Executive Summary, may not meet all the requirements of the Playbook for the Exterior Operations Service Level).

There is no express discussion of minimum officer training for Exterior Operations Service Level departments, beyond the requirement that they have members trained as "Team Leaders". Under the Playbook, the role of a "Team Leader" is defined as being the "individual, whether a firefighter or officer, responsible for a specific crew function at an emergency incident."¹⁸ The Officer in charge of an incident, therefore, must at least have "Team Leader" qualifications. The

¹⁸ Playbook, "Team Leader" at p. 5.

competencies/qualifications for the role of Team Leader are primarily drawn from the “Emergency Service Delivery” section of NFPA 1021 FO-I (“FO-I”).¹⁹

Although the current version of the Playbook only requires a “Company Fire Officer” for departments operating at the Full-Service Operations Level, we typically recommend that even Exterior Operations departments strive to provide their officers with as much of the Company Fire Officer training as possible, to ensure that they are able to control fire ground and incident operations properly and safely. The training and qualifications required for this position are the full FO-I requirements.

Based on the service qualification documentation provided, none of the Department’s officers or members currently meet all of the Team Leader requirements.

As such, the Department is unable at this time to comply with the formal Team Leader requirements for Exterior Operations and relies on mutual aid from the PHVFD, whom they believe has approximately six members with this qualification.

We recommend that a gap analysis should be conducted for the officers’ training, and once completed, a program (based on the Playbook requirements) be developed to provide the required competencies for each of the officers and those expected to fill the role of Team Leader. Ideally, one or more officers should be trained up to the “Company Fire Officer” level.

A breakdown of the Playbook training competency requirements necessary to achieve and maintain a declaration of Exterior Operations Service Level can be found in [Appendix 3](#).

The Fire Chief reports weekly training sessions are well attended along with additional external training on evenings and weekends. The Department’s in-house training program is based on the requirements of the Playbook, which itself is based on the NFPA 1001 standard; however, given the Fire Chief was unable to provide any training records or formal qualifications of Department members, he was unsure as to whether the training records for an individual member would include the required detail and references to the associated NFPA 1001 standard job performance requirements (“JPRs”). In relation to training and training records, it should be noted that the criteria set out in the Records section above need to be met, to ensure that the Department can readily prove each firefighter’s and officer’s qualifications.

The majority of the Department’s training is provided either through in-house programs, or through the PHVFD trainers. This approach is permitted under the Playbook, provided that the members providing the in-house, or external training, are qualified in relation to the subjects they are teaching. As such the Department should ensure that its members, and those of the PHVFD, are properly qualified and that these qualifications are properly documented.

¹⁹ The “Team Leader” qualifications are the JPRs from NFPA 1021, for the following: incident command and fire attack (NFPA 1021 – ss. 4.1.1, 4.2.1, 4.2.2 & 4.2.3); pre-incident planning, size up and incident action planning (NFPA 1021 – ss. 4.5.2, 4.5.3, 4.6, 4.6.1, & 4.6.2); and fire ground accountability (NFPA 1021 – ss. 4.6.1, 4.6.2). Interior and Exterior live fire training is “recommended.”

It appears the evaluation processes used when providing the in-house training for each skill set are the processes provided by the PHVFD. The Department should confirm that the evaluation processes are based on the relevant NFPA standards.

As we were not able to review a sample of the training records, it is difficult to determine as to whether the Department, in a contested situation (such as a WorkSafe inquiry), would be able to prove the qualifications and training levels of each of its members and officers. The records need to include the detail noted in the Records section above and cover both initial and maintenance training. The SCRD and the Department should examine the existing training records more closely and consider them against the Playbook and WorkSafe requirements.

Even if the Fire Chief's assessment is accurate and reflected in the training records, there are still material gaps to be bridged before all the Department's members and officers meet Playbook and related NFPA standards. As such, until this bridging training is complete, the Department needs to exercise great care in its approach to any structure or other fire.

Modern construction techniques have amplified the risks faced by firefighters. Lightweight construction components and contents made of composites, synthetics and other unusual fuels, cause fires to burn hotter, faster and with less predictability, creating a much more volatile fire environment than that of the past. Although firefighters are now better equipped, fires today pose a greater risk than those faced in the 1970s and 1980s. Having recognized this, the fire service in general is now placing a much greater emphasis on firefighter safety, with particular focus on interior operations, and seeking to manage the degree of risk to which firefighters are exposed.

As a result of the training gaps identified, and uncertainties regarding the underlying records, in the event of a line of duty injury or death, the Department's potential exposure to liability is significant. Until those training gaps are bridged, we would recommend that the Department confine itself to conducting defensive exterior operations in the safest, least aggressive manner possible.

The issue of appropriate training levels also needs to be considered along with the obligation to ensure that workers are properly supervised while performing their duties. The goal, therefore, should always be to maximize training for all firefighters, and to limit their fire ground operations to those tasks for which they have been properly trained. To accomplish this, the Department should also ensure that all firefighter activities are always supervised by a suitably trained Team Leader and/or Company Officer. As with firefighters, fire officers MUST adhere to the limits of their actual training.

As noted above, based on the documentation provided the officers do not currently meet the Playbook requirements for Exterior Operations firefighter or Team Leader. The Department's officer structure appears well organized and dedicated, but it is important that it establish the required fire officer proficiencies and competencies consistent with the requirements of the Playbook and relevant NFPA standards. These additional qualifications will need to be developed through additional training and education. Once established, it is important that all

members are made aware of the criteria for and the expectations of each position, so they understand what is required for promotion.

Emergency vehicle driver and emergency vehicle operator training is provided through an in-house program where the Deputy Chief/Training Officer assesses a member's ability to drive and operate Department vehicles. The Chief was not sure if this approach/program of driver/operator training meets the requirements of *NFPA 1002 Standard for Fire Apparatus Driver/Operator Professional Qualifications* ("NFPA 1002"). The Playbook is silent on driver training requirements, though it essentially requires departments adopt and use NFPA standards generally, wherever there are positions or roles not covered by its requirements.²⁰

We recommend that a gap analysis should be conducted of the training of the Department's driver/operators, and once completed a program (based on the NFPA 1002) be developed to provide the required competencies for each of the members expected to fill the role of driver/operator given the Department's specific types of apparatus and the associated requirements to safely drive and operate them.

In addition to fire suppression, the Department also provides additional emergency services to the community: first medical responder ("FMR"), with most members trained to the EMA level, wildfire suppression at request of the Wildfire Service, hazardous materials at the awareness level, as well as some marine or other evacuations for injuries in the local parks and along the Skookumchuk Trail.

Training Facilities

The fire hall property training ground provides adequate space to conduct routine basic training sessions and simple outdoor drills, however, the Fire Chief indicated they require more training props. The training ground is not large enough to conduct more in-depth multi-unit, scenario-based exercises, and given these limitations, the Department's ability to train at the hall is limited. As a result, the Department utilizes the training ground at PHVFD's Garden Bay fire hall, as well as other locations within the community for much of its active training. The training classroom currently suits the Department's needs; however, they lack an internet connection (see discussion and recommendation in the Records section above). Formal live-fire training exercises are conducted at the Sechelt fire department's training facility using the latter's format, curriculum and instructors.

Operational Guidelines

The Department, to some degree, already uses the PHVFD operational guidelines, and is in the process of formally adopting these to be their department-specific OGs. The Fire Chief indicated that these OGs are generally up to date and address most of the Department's principal operational activities. The existing OGs provided by the PHVFD cover many of the

²⁰ The Playbook is not a complete system, in that it does not yet cover all possible roles on the fire ground. However, it does note that "NFPA standards have been identified in British Columbia as the standards upon which all firefighter Competency will be based and evaluated." Playbook, p. 9.

operational matters required for proper emergency responses, including almost all the necessary aspects of conducting exterior as well as interior operations. Until the Department has adopted its own guidelines, it should make use of, and train to the PHVFD guidelines. In particular, it should ensure that its members and officers understand and follow those OGs when determining how properly to conduct fire ground operations.

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Appropriate written operational guidelines are requirements of WorkSafe BC and the Playbook and are necessary under best practices for the fire service. We would recommend that the Department either adopt the PHVFD OGs or undertake to develop their own OGs as soon as possible. As noted elsewhere in this report, it would likely make sense for the SCRD Departments to develop (and maintain) a single, uniform set of OGs. To the extent possible, these OGs should be consistent with those of the Sechelt and Pender Harbour departments as well.

Recommendation: The Department not undertake aggressive exterior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis of its firefighters' and officers' existing training, to determine what competencies and qualifications are required to enable them to operate at the Exterior Operations Service Level. The documentation of each member's training and qualifications should be reviewed and updated as required to ensure that the records meet WorkSafe standards and Playbook requirements.

Recommendation: The Department should develop written operational guidelines dealing with all fire ground operations, relevant to its selected Service Level. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief, in consultation with the SCRD and the other Departments, should develop qualifications and prerequisites for all officer positions within the Department. Once developed, existing officers should be given the opportunity to take the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Gibsons and District Volunteer Fire Department

Organizational Structure

At the time of this review, the Department had 39 members and is organized as follows:

- Fire Chief – career
- Deputy Chief (1)
- Training Officer (1) – career
- Captains (2)
- Lieutenants (4)
- Safety Officer (1) – department health and safety officer
- Fire Prevention Officer (2)
 - 1 as support staff, restricted duties
- Firefighters (27) – all active responding.

The Fire Chief is a career position responsible for budgeting, forward planning, administrative functions, and overall command and control of Department activities. The Deputy Chief assists the Fire Chief and Training Officer (“TO”) with appointments to officer positions, as well as supporting the Fire Chief in his role. The TO is a career position responsible for all Department training, the training schedule, and maintaining the training records. The role of Safety Officer is not an operational role (such as an incident safety officer) but serves in an administrative capacity responsible for the Department’s health and safety.

The Fire Chief is appointed by the SCRD: a review is undertaken by the SCRD’s human resources team and the appointment is made by the Chief Administrative Officer. There are written qualifications and proficiency requirements set for this role, which has no set time limit once an appointment has been made. There are also prescribed minimum qualifications or proficiency requirements established for the other officer positions within the Department and promotion to these positions are made by the Fire Chief in consultation with the Deputy Chief and TO. The last promotion to the Deputy Chief position was an election by the membership, however this will change over the next year to an appointment made by the Fire Chief.

The Department’s officer structure appears well organized and experienced. The average years of service in the Department for officers (excluding the two Chief Officers and TO who average almost 20 years each), is approximately 14 years.

Fire Department Training

The Consultants did not witness actual operational training of Department members and therefore have relied on the audit questionnaire provided and discussions with the Fire Chief as

an indicator of the level of operational readiness of the Department to carry out its mandated emergency response activities. This report references the various service levels and other training requirements set out in the Playbook.

The TO holds primary responsibility for the Department's training programs and training schedule, although other officers and individual members also contribute by training members on subjects with which they have some expertise. The TO is also responsible for maintaining all training records.

The training records are currently maintained in paper and electronic format using fillable Excel spreadsheets, but the Fire Chief indicated the system in use is no longer adequate and the Department plans to up-grade to a new software system, FirePro2. The Fire Chief advised that the current training records provide a record of all training completed by individual Department members in the form of weekly practice session attendance and individualized certificates, rather than a comprehensive individualized record that shows each member's current qualifications or future training requirements. In relation to training and training records, it should be noted that the criteria set out in the Records section above need be met, to ensure that the Department can readily prove each firefighter's and officer's qualifications.

According to the Fire Chief, the Department's training program is intended to enable it to operate as a Full-Service Operations department. He reports that weekly training sessions are well attended along with additional external training on evenings and weekends. The Department's training is achieved through either in-house programs using the Justice Institute of BC's ("JIBC") evaluation and certification process to achieve the NFPA 1001 level, along with the JIBC's Fire Officer certification programs, or by third party programs delivered by the JIBC or other providers. This approach is permitted under the Playbook, provided that the members presenting the in-house, or external training, are qualified in relation to the subjects they are teaching. As such the Department should ensure that its members are properly qualified and that their qualifications are also properly documented.

Based on the service qualification documentation provided, the majority of the firefighters have achieved the NFPA 1001 certification, with 12 members at the Exterior or Interior Operations level. The Department also works toward the NFPA standards for other areas of training not specified in the Playbook, some through in-house programs and others through outside providers.

The information relating to current chief and company officer training qualifications indicates that eight of the 10 officers have certification to NFPA 1021 FO-I or higher, and that eight of the 10 are considered operational. One of these operational officers has completed the requirements of NFPA 1021 FO-I but has yet to receive certification as they still must complete the NFPA 1001 prerequisite, and one has Interior Operations Level qualifications. As such, seven of the Department's eight operational officers have met the requirements of NFPA 1021 FO-I or higher. The Department is therefore able to meet the requirements of the Playbook for the Full-Service Operations Level. However, the Playbook requires that the Department's suppression activities be "based on response protocols which include the appropriate staffing levels, and

number and type of apparatus on scene.”²¹ We were not provided with and did not review the Department response protocols or attempt to assess its capacity to meet this requirement of the Playbook.

The Playbook also identifies the minimum training competencies required for the role of a “Team Leader”, which is defined in the Playbook as being the individual responsible for a specific crew’s functions/activities in both Exterior and Interior Operations Service Level departments. The current requirements for a Full-Service Operations Level department do not mandate that such departments have “Team Leaders”. Instead, the Playbook notes that:

“Nothing in this Playbook restricts Full-Service Operations Level departments from appointing fully qualified firefighters to act as Team Leaders at an incident.”

The firefighter training level specified for Full-Service departments is NFPA 1001 FF-II (other than the hazmat and medical response requirements).

It should be emphasized, however, that the *Workers Compensation Act* requires employers to ensure that workers are properly supervised in all their tasks. The question of what level of supervision is required for particular tasks at an incident obviously will vary. The supervision required for a team assigned to an exterior operational function, is different than the supervision required to manage an interior tactical operation, or to direct/lead a RIT team. The Department needs to ensure that its emergency scene protocols and practices are designed to provide the appropriate level of trained supervision depending on the tasks being undertaken. If all individuals who are charged with a supervisory role have at least the “Team Leader” qualification for the Interior Operations Service Level, then much of the potential uncertainty is dispelled. The competencies/qualifications for the role of Team Leader are primarily those of the “Emergency Service Delivery” section of NFPA 1021 FO-1.

We understand from the Fire Chief that the Department, as a matter of practice, assigns a qualified officer to all principal supervisory roles, and will only occasionally use fully qualified firefighters as supervisors for less risky functions. This approach is sound and should be reflected in the Department’s OGs.

The current version of the Playbook sets the full FO-I as the requirement for a Company Fire Officer in a Full-Service Operations Level department. In addition, it should be noted that, when interior operations are undertaken, the Department needs to form a RIT within 10 minutes of initial entry, or prior to the entry of a second team.²² RIT member qualifications and requirements are found in NFPA 1001, s. 5.3.9, NFPA 1407 and NFPA 1500.

Based on the service qualification documentation provided:

²¹ Playbook, “Full Service Level,” at p. 18.

²² *Occupational Health and Safety Regulation*, s. 31.23.

- Company Fire Officer (full NFPA 1021 FO-I) competencies and qualifications: six of the 10 operational officers in the Department currently meet these requirements;
- Team Leader: six of the Department's 10 officers currently meet these requirements, with one other about to do so in the very near future; and
- RIT: the members in general, firefighters and officers, do not meet all these requirements.

The Department is intending to operate at the Full-Service Operations Level, which can involve aggressive offensive interior operations, and may require several tactical Team Leaders in addition to that of the RIT and the IC. Given the risk in a volunteer department that not all Department officers will respond to a given incident, the need to have all 10 operational officers at least meet the requirements of Team Leader and RIT is apparent.

We recommend that the current requirements in the job descriptions for each officer position be updated to include the required competencies noted above. In addition, specific competencies or proficiencies should be established for any members who may be expected to fill the role of a RIT or Team Leader. A gap analysis should be conducted of the officers' training, and once completed, a program (based on the Playbook requirements) be developed to bridge any deficiencies.

A breakdown of the Playbook training and competency requirements necessary to achieve and maintain a declaration of Full-Service Operations Service Levels can be found in [Appendix 3](#).

Emergency vehicle driver and emergency vehicle operator training is provided through an in-house process, using the JIBC pumps and pumping program. The Chief indicated this approach to driver/operator training does not meet the requirements of NFPA 1002.

We recommend that a gap analysis should be conducted of the driver/operator's training, and once completed a program (based on NFPA 1002) be developed to provide the required competencies for each of the members expected to fill the role of driver/operator given the Department's specific types of apparatus and the associated requirements to safely drive and operate them.

In addition to fire suppression, the Department also provides additional emergency services to the community: FMR for cardiac or choking calls, others FMR calls on request of BCAS, vehicle rescue (auto-extrication), wildfire suppression, and hazardous materials responses at the awareness level.

The Department is to be commended for the level of qualification of its firefighters with the majority of its members currently at, or about to achieve, NFPA 1001, thus meeting most of the Playbook requirements for Full-Service Operations. Certain gaps exist in relation to officers' training (and training of members who may need to act in a supervisory capacity), which need to be identified and bridged.

Training Facilities

The fire hall property training ground at Fire Hall #1 provides adequate space to conduct routine basic training sessions and simple outdoor drills; however, the Fire Chief indicated they require more training space and props to conduct more in-depth multi-unit, scenario-based exercises, and so will occasionally use the Sechelt training site. He noted, however, that the travel distance and time becomes an issue. As such, the Department's ability to train at the hall is limited, and so it uses space at the Town of Gibsons' works yard, as well as other locations within the community for much of its active training. The Fire Chief would like an agreement with the Town of Gibsons to develop an appropriate training space/ground with the required props to support and improve effective day-to-day training. The training classroom currently suits the Department's needs; however, this will need to increase in size for the future and as such some renovations are being planned. Formal live-fire training exercises are conducted at the JIBC Maple Ridge training facility using their format/curriculum and instructors.

Operational Guidelines

The Department has its own set of operational guidelines that are mostly generic in nature, with the "safety" section and related OH&S program recently updated. The other sections are being updated as time permits. The existing OGs used by the Department lack guidelines to cover many of the operational matters required for proper emergency responses, including many of the necessary aspects of conducting interior operations; such as appropriate size-up and problem identification, risk assessment and determination of a strategic/operational mode, evaluation of available resources and their capabilities, and the development of a suitable incident action plan that takes into account all of these factors prior to tactical deployments, along with identified training qualifications as per the Playbook.

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as update those already in place, as soon as possible. We recommend the four Departments collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

Recommendation: The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for RIT, and a Company Fire Officer, and is adequately documented. Firefighters who may be put in a supervisory role ideally should be trained as Team Leaders at the Interior Operations Service Level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Halfmoon Bay Volunteer Fire Department

Organizational Structure

At the time of this review the Department had 25 members and is organized as follows:

- Fire Chief
- Assistant Chief (1)
- Training Officer (1)
- Captains (1)
- Lieutenants (3)
- Firefighters (15) – all active responding (including the Fire Hall Assistant)
- Probationers (3) – active non-responding.

The Fire Chief is primarily responsible for budgeting, forward planning, administrative functions, and overall command and control of Department activities. He also assists with training. The Assistant Chief assists the Fire Chief with appointments to officer positions, as well as supporting the Fire Chief in his role.

The Training Officer is primarily responsible for all department training and the training schedule along with assistance from the Fire Chief. The Training Officer, with assistance from the Fire Hall Assistant, is also responsible for maintaining the training records.

Appointment to the position of Fire Chief is by a vote of the members, which is then subject to approval by the Chief Administrative Officer. Appointments are for a four-year period. There are no minimum proficiency or qualification requirements for the Fire Chief role. Similarly, there are no prescribed minimum qualifications or proficiency requirements established for the other officer positions within the Department. Promotion to officer positions is determined by interviews conducted by the Fire Chief and Assistant Chief, with each appointment being made by the Fire Chief.

The Department's officer structure appears well organized, with the officers having an average of about 18 years of service in the Department. The level of training/qualification indicated in the service documentation provided indicates that one of the seven officers has met the qualifications of the Company Fire Officer, and that three of the seven officers have met the qualifications set out in the Playbook for the Interior Operations Service Level Firefighter and the Team Leader role (see further comments in the training section below). The Department would benefit from a more formal, documented set of officer proficiency and qualification requirements, and corresponding training program. This would both improve the Department and assist members who aspire to become officers or seek promotion. This approach would also help

ensure that, when promoted, officers are already trained to assume the roles for which they have been selected.

Notwithstanding that the Department's officers have significant experience, based on the documentation provided, only three of seven currently meet all the Playbook requirements for the Interior Operations Service Level. This by no means suggests they are not capable or trained, but rather it is difficult to determine if they meet the qualifications set out in the Playbook to enable the Department to operate at the Interior Operations Service Level. In an effort to ensure that the Department as a whole can move to the next level it is important that it develop the required fire officer proficiencies and competencies consistent with the requirements of the Playbook and relevant NFPA standards through additional training. Formal standards for each officer position should be implemented as soon as possible. Once established, it is important that all members are made aware of the criteria for and the expectations of each position, so they understand what is required for promotion.

Fire Department Training

The Consultants did not witness actual operational training of Department members and therefore have relied on the audit questionnaire provided and discussions with the Fire Chief as an indicator of the level of operational readiness of the Department to carry out its mandated emergency response activities. This report references the various service levels and other training requirements set out in the Playbook.

The Training Officer holds primary responsibility for the Department's training programs and training schedule, although other officers and individual members also contribute by training members on subjects with which they have some expertise. As noted earlier, the Training Officer, with assistance from the Fire Hall Assistant, is responsible for maintaining all training records.

The training records are maintained both in a paper copy form and a computerized Excel spreadsheet, as well as "Fire Base", a system managed by the SCRD. The Fire Chief indicated the Excel spreadsheet is more of an attendance record for weekly training, and that the Fire Base system is inadequate. Given the record keeping system currently in use, the Fire Chief advised that the records should accurately reflect the training completed by Department members, but that the Excel records are a listing of weekly practice sessions and courses, rather than a comprehensive individualized record that would show any member's current qualifications and future training requirements. As noted, these records are also currently maintained in an electronic format using Fire Base, a program managed on the SCRD network, to which the Fire Chief and Training Officer have no access. The Fire Chief would like to see the SCRD implement an appropriate record keeping system that can be accessed by Department officers as required.

Based on our discussions with the Fire Chief, it is not clear that the Department's records provide the required detail, particularly for maintenance training for each member (as opposed to initial certifications). As such, it may be challenging to demonstrate that a given member was

actually qualified in a particular skill set as opposed to simply being present during the relevant training session.

In relation to training and training records, it should be noted that the criteria set out in the Records section above need be met, to ensure that the Department can readily prove each firefighter's and officer's qualifications.

According to the Fire Chief, the Department's training programs are conducted in-house and are intended to enable it to operate at the declared service level of Interior Operations. This training primarily uses the JIBC evaluation and certification process to achieve the Exterior and Interior Operations firefighter levels. The service qualification documentation provided indicates that the Department currently has five of its 22 operational members trained to the Interior Operations Level with eight of the remaining members at the Exterior Operations Level, and nine at the "BC Basic" firefighter level.

The Fire Chief reports weekly training sessions are well attended along with additional external training on evenings and weekends. The Department's in-house and external training programs are based on the requirements of the Playbook, which itself is based on the NFPA 1001 and 1021 standards. The Department's training records do not provide a detailed record of all training completed by individual Department members. Rather, these records show weekly practice session attendance and individualized certificates, and do not offer a comprehensive individualized record that would show any member's current qualifications or future training requirements.

It appears the evaluation processes used when providing a majority of the in-house training for various skill sets are the processes provided by the JIBC for Exterior and Interior Operations, which are based on the requirements of NFPA 1001. As such, if documented and recorded correctly, the Department should be able to determine when members have actually met the required competencies of the Playbook.

Prior to the implementation of the Playbook, a common training program used by many volunteer fire departments throughout the province was the "BC Basic Firefighter" program ("BC Basic"). This program was developed and offered by the JIBC and could be taken in a distance learning format. The program content was derived from the NFPA 1001 FF-I standard, and completion of the program was intended to allow departments to demonstrate that their firefighters possessed the minimum fire fighting skills specified in NFPA 1001. Although this "BC Basic" program aligns with many of the requirements now set out by the Playbook for the Exterior Operations Firefighter, there are some missing components. To meet all of the Playbook requirements requires bridging the training between the BC Basic program and the new Playbook requirements.

This by no means suggests the Department's members are not experienced, but rather the Department currently has a limited number of members who fully meet the qualifications necessary to enable it to operate at the Interior Operations Service Level. The Department also works toward the NFPA standards for other areas of training not specified in the Playbook, through some in-house programs and as well as outside providers.

As an Interior Operations department, the Department is required to train its officers, and any members responsible for supervisory activities at an incident, to the Team Leader qualifications. The Team Leader requirements are primarily drawn from the “Emergency Service Delivery” requirements of NFPA 1021 FO-I. In addition, as an Interior Operations department, RIT training is required for both members and officers. The Department must form a RIT within 10 minutes of initial entry, or prior to the entry of a second team.²³ RIT qualifications and requirements are found in NFPA 1001, s. 5.3.9, NFPA 1407 and NFPA 1500.

The Playbook also identifies the minimum training competencies required for the role of a “Team Leader”, which is defined in the Playbook as being the individual responsible for a specific crew’s functions/activities in both exterior and interior operations.

The current version of the Playbook stipulates that the competencies for Team Leader role and Rapid Intervention Team (RIT) are requirements for the Interior Operations Service Level; however, the Department’s service qualification documentation provided indicates that only four of the Department members meet the requirements for Team Leader, and it is not clear as to how many meet the requirements for a RIT member.

Although the current version of the Playbook only requires a “Company Fire Officer” for departments operating at the Full-Service Operations Level, we typically recommend that Interior Operations departments strive to provide their officers with as much of the Company Fire Officer training as possible, to ensure that they are able to control fire ground operations and manage interior attacks, properly and safely. The training and qualifications required for this position are the full FO-I requirements.

Based on discussions with the Fire Chief and the service qualification documentation provided:

- Company Fire Officer: one of the seven operational officers in the Department currently meet full requirements;
- Team Leader: four of the Department’s seven officers currently meet these requirements; and
- RIT: it is unclear whether or how many firefighters and officers meet these requirements.

As the Department is intending to operate at the Interior Operations Level, and in light of the parameters of Departmental OG #1.04.09, aggressive offensive interior operations may be necessary, often requiring the need for several tactical Team Leaders in addition to that of the RIT and the IC. Given the risk in a volunteer department that not all Department Officers and/or members will respond to a given incident, it is important to ensure that all seven operational officers meet the requirements of Team Leader and RIT.

²³ *Occupational Health and Safety Regulation*, s. 31.23.

Aggressive interior operations, such as fire attacks and primary searches, require firefighters to enter an extremely hazardous environment. These types of operations expose firefighters to adverse fire events such as flashover, smoke explosion or backdraft, as well as to a variety of other hazards. As such, they pose the most significant risk to firefighters in fire suppression operations. In the Consultants' view, the Department should review its approach to conducting interior attack and rescue operations. Given the declared service level of Interior Operations, the current training levels of the firefighters (Exterior Operations, Interior Operations, and RIT) and potential Team leaders (NFPA 1021 & RIT), some uncertainties regarding the state of the existing records, and the absence of written operational guidelines covering aggressive fire ground operations, the risks of undertaking interior operations are significantly increased.

The nature of modern construction techniques has amplified the risks faced by firefighters. Lightweight construction components and contents made of composites, synthetics and other unusual fuels, cause fires to burn hotter, faster and with less predictability, creating a much more volatile fire environment than that of the past. Although firefighters are now better equipped, fires today pose a greater risk than those faced in the 1970s and 1980s. Having recognized this, the fire service in general is now placing a much greater emphasis on firefighter safety, with particular focus on interior operations, and seeking to manage the degree of risk to which firefighters are exposed. Unless the situation presents firefighters with an immediate life safety issue (a savable life), in general firefighters should not be subjected to the high degree of risk involved in aggressive interior operations to save a structure and its contents. With a good understanding of the appropriate strategies and tactics that should be implemented, and with the correct levels of training to achieve these, structure fires can be effectively suppressed using a safer, exterior, defensive mode of operations that materially reduces risks to firefighters.

In the event of a line of duty injury or death, the potential for liability is significant, a risk that is potentially increased by conducting aggressive interior operations. The Department must ensure that its members and officers are properly qualified to meet the WorkSafe BC and Playbook requirements, and that officers and others who assume the role of Team Leader have the same minimum qualifications identified in the Playbook.

We recommend that a gap analysis should be conducted of the firefighters and officers' training, and once completed a program (based on the Playbook requirements) be developed to review bridge the identified gaps. In addition, the current requirements in the job descriptions for each officer position should be updated to describe all the required competencies for each of the officers, as well as those for any members who may be expected to fill a supervisory role at an incident.

A breakdown of the Playbook training competency requirements necessary to achieve and maintain a declaration of Interior Operations Service Levels can be found in [Appendix 3](#).

Emergency vehicle driver and emergency vehicle operator training are provided by two Department members through an in-house program. The Chief indicated he was not certain if all requirements of *NFPA 1002 Standard for Fire Apparatus Driver/Operator Professional*

Qualifications were being met by this program. The Playbook indicates that NFPA standards should be applied to all the principal training for the fire service.

We recommend that a gap analysis should be conducted of the driver/operator's training, and once completed a program (based on NFPA 1002 requirements) be developed to provide the required competencies for each of the members expected to fill the role of driver/operator given the Department's specific types of apparatus and the associated requirements to safely drive and operate them.

In addition to fire suppression, the Department also provides additional emergency services to the community: FMR (trained to the FMR-III level), vehicle rescue (auto-extrication), wildfire suppression, and hazardous materials at the awareness and operations levels.

Training Facilities

The fire hall property training ground at Fire Hall #1 provides adequate space to conduct routine basic training sessions and simple outdoor drills, as well as larger training exercises. However, the Fire Chief indicated the site needs to be developed properly with paving/concrete and additional training props to conduct more effective and in-depth training, particularly for multi-unit, scenario-based exercises. As such, the Department's ability to train at the hall is limited, and so it uses other locations within the community (schools and marinas) for much of its active training. The Department also occasionally uses the Sechelt training site. The training classroom has good equipment but is too small to accommodate the number of members who generally attend weekly training. Formal live-fire training exercises are conducted at the JIBC Maple Ridge training facility using their format/curriculum and instructors.

Operational Guidelines

The Department has its own set of OGs which, although mostly current and up-to-date, is lacking coverage of a number of necessary operational matters. In particular, the Department needs to add OGs dealing with certain necessary aspects of conducting interior operations, such as: appropriate size-up and problem identification; risk assessment and determination of a strategic/operational mode; evaluation of available resources and their capabilities; and the development of a suitable incident action plan that accounts for all of these factors prior to tactical deployments, along with noted training qualifications as per the Playbook. We would note that the OH&S program associated with OG #1.01.01, also needs updating and revision (see discussion in the section on Occupational Health & Safety, below).

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other Officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as revise those already in place, as soon as possible. We recommend the four Departments

collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

Recommendation: The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for a RIT, a Team Leader and is appropriately documented. Firefighters who may be given a supervisory role at an incident also need to be trained to the Team Leader level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions to ensure that they fully cover the requirements laid out in the Playbook, as well RIT training. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Roberts Creek Volunteer Fire Department

Organizational Structure

At the time of this review the Department had 20 members organized as follows:

- Fire Chief
- Assistant Chief/Training Officer (1)
- Captains (1)
- Lieutenants (2)
 - 1 active responding
 - 1 active non-responding
- Firefighters (12)
 - 11 active responding (including the Fire Hall Assistant)
 - 1 active non-responding
- Probationers (2) – active non-responding
- Junior (1) – restricted duties.

The Fire Chief is primarily responsible for budgeting, forward planning, and overall command and control of Department activities. The Assistant Chief/Training Officer is primarily responsible for all training and the training schedule. The Fire Hall Assistant is responsible for the administrative functions and records maintenance.

Appointment to the position of Fire Chief is by a vote of the members for a two-year period. There are written qualifications or proficiency requirements in place for this role, as well as for the other officer positions within the Department. Promotions to officer positions are made by the Fire Chief.

The Department's officer structure appears well organized, with officers having, on average, about 13 years of service in the Department. However, based on the training documentation provided, only one of the five officers meets the qualifications of the Company Fire Officer and therefore the Team Leader role, one meets the qualifications set out in the Playbook for the Interior Operations Service Level, and the other three meet those of the Exterior Operations Level. The Department would benefit from having formal, documented officer proficiency and qualifications requirements, along with a corresponding training program. This approach would assist both the Department and members who aspire to become officers or seek promotion. It also would help ensure that, when promoted, officers are already trained to assume the roles for which they have been selected.

Fire Department Training

The Consultants did not witness actual operational training of Department members and therefore have relied on the audit questionnaire provided and discussions with the Fire Chief as an indicator of the level of operational readiness of the Department to carry out its mandated emergency response activities. This report references the various service levels and other training requirements set out in the Playbook.

The Assistant Chief/Training Officer is responsible for the Department's training programs and training schedule, although other officers and individual members also contribute by training members on subjects with which they have some expertise. The Fire Hall Assistant is responsible for maintaining all training records.

The training records are maintained both by paper copy and the Fire Base program managed by the SCRD. The Fire Chief indicated the existing records management program is inadequate and is inaccessible by himself or the Assistant Chief/Training Officer, since they are not granted access to the SCRD network. The Fire Chief would like to see the SCRD implement an appropriate record keeping system that can be accessed by the Department's officers as required. In relation to training and training records, it should be noted that the criteria set out in the Records section above need to be met, to ensure that the Department can readily prove each firefighter's and officer's qualifications

Given the record keeping system currently in use, the Fire Chief advised that while the records provide a certain degree of detail indicating a member's training accomplishments to date, they may not provide a comprehensive individualized record that would identify a member's future training requirements.

According to the Fire Chief, the Department's training programs are conducted in-house and are intended to enable it to operate at the declared service level of Interior Operations. This training primarily uses the Justice Institute of BC's ("JIBC") evaluation and certification process to achieve the Exterior and Interior Operations firefighter levels. The service qualification documentation provided indicates that the Department currently has six of its 15 operational members mostly trained to Interior Operations Level, with three of the remaining members at the Exterior Operations Level, and the other six working towards the Exterior Operations Level.

Although the Department's members have both experience and training, there are only a limited number of them who fully meet the qualifications set out in the Playbook for Interior Operations Service Level. The Department also works toward the NFPA standards for other areas of training not specified in the Playbook, some through in-house programs and others through outside providers. This approach represents best practices and is consistent with the requirements of the Playbook.

As an Interior Operations department, Roberts Creek is required to train its officers, and any members responsible for supervisory activities at an incident, to the Team Leader qualifications. As noted above, in the discussion of the Egmont Department, the Team Leader requirements are primarily drawn from the "Emergency Service Delivery" requirements of NFPA 1021 FO-I.

In addition, as an Interior Operations department, RIT training is required for both members and officers. The Department must form a RIT within 10 minutes of initial entry, or prior to the entry of a second team.²⁴ RIT qualifications and requirements are found in NFPA 1001, s. 5.3.9, NFPA 1407 and NFPA 1500.

The Department's service qualification documentation indicates that only one of the Department members meet the requirements for Team Leader, and it is not clear as to how many meet the requirements for a RIT member.

Although the current version of the Playbook only requires a "Company Fire Officer" for departments operating at the Full-Service Operations Level, we typically recommend that Interior Operations departments strive to provide their officers with as much of the Company Fire Officer training as possible, to ensure that they are able to control fire ground operations and manage interior attacks, properly and safely. The training and qualifications required for this position are the full FO-I requirements.

Based on the service qualification documentation provided:

- Company Fire Officer: one of the five operational officers in the Department currently meets the requirements;
- Team Leader: two of the Department's five officers currently meet these requirements; and
- RIT: the members in general, firefighters and officers, do not meet these requirements.

Given the Department's service level declaration to operate at the Interior Operations Level, aggressive offensive interior operations may be necessary, often requiring the need for several tactical Team Leaders in addition to that of the RIT and the IC. As a volunteer department, there is the possibility that not all Department Officers and/or members will respond to a given incident. As such, the need to have all five officers meet the requirements of Team Leader (or higher) and RIT is apparent.

We recommend that a gap analysis should be conducted of the firefighters and officers' training, and once completed a program (based on the Playbook requirements) be developed to bridge the identified gap. In addition, the Department should update the current officer job descriptions to include all the necessary training and proficiency requirements as set out in the Playbook. Any firefighters who may be required to undertake supervisory roles at an incident also will require training up the Team Leader level.

A breakdown of the Playbook training competency requirements necessary to achieve and maintain a declaration of Interior Operations Service Levels can be found in [Appendix 3](#).

²⁴ *Occupational Health and Safety Regulation*, s. 31.23.

The Fire Chief reports weekly training sessions are well attended along with additional external training on evenings and weekends. The Department's in-house and external training programs are based on the requirements of the Playbook, which itself is based on the NFPA 1001 & 1021 standards. However, as noted earlier, the Department's training records lack the detail required to show each member's current qualifications and future training requirements

It appears the evaluation processes used when providing most of the in-house training for each skill set are the processes provided by the JIBC for Exterior and Interior Operations, which are presumably based on the requirements of NFPA 1001. As such, if the training is properly documented and recorded, the Department should be able to determine when members have actually met the required competencies of the Playbook. However, given the uncertainties surrounding the way the training is being documented it may be challenging to demonstrate that a member was actually qualified in a skill set as opposed to simply being present during the session.

Aggressive interior operations, such as fire attacks and primary searches, require firefighters to enter an extremely hazardous environment. These types of operations expose firefighters to adverse fire events such as flashover, smoke explosion or backdraft, as well as to a variety of other hazards. As such, they pose the most significant risk to firefighters in fire suppression operations. In the Consultants' view, the Department should review its approach to conducting interior attack and rescue operations. Given the declared service level of Interior Operations, the lack of documentation to support the current training levels of the firefighters (Exterior Operations, Interior Operations, and RIT) and potential Team Leaders (components of NFPA 1021 & RIT), and the absence of written operational guidelines covering aggressive offensive fire ground operations as noted above, the risks of undertaking aggressive interior operations are significantly increased.

The nature of modern construction techniques has amplified the risks faced by firefighters. Lightweight construction components and contents made of composites, synthetics and other unusual fuels, cause fires to burn hotter, faster and with less predictability, creating a much more volatile fire environment than that of the past. Although firefighters are now better equipped, fires today pose a greater risk than those faced in the 1970s and 1980s. Having recognized this, the fire service in general is now placing a much greater emphasis on firefighter safety, with particular focus on interior operations, and seeking to manage the degree of risk to which firefighters are exposed. Unless the situation presents firefighters with an immediate life safety issue (a savable life), in general firefighters should not be subjected to the high degree of risk involved in aggressive interior operations to save a structure and its contents. With a good understanding of the appropriate strategies and tactics that should be implemented, and with the correct levels of training to achieve these, structure fires can be effectively suppressed using a safer, exterior, defensive mode of operations that materially reduces risks to firefighters.

In the event of a line of duty injury or death, the potential for liability is significant, a risk that is potentially increased by conducting offensive interior operations. The Department must ensure that its members and officers are properly qualified to meet the WorkSafe BC and Playbook requirements for all roles to which they may be assigned.

The issue of appropriate training levels also needs to be considered along with the obligation to ensure that workers are properly supervised while performing their duties. The goal, therefore, should always be to maximize training for all firefighters, and to limit their fire ground operations to those tasks for which they have been properly trained. To accomplish this, the Department should also ensure that all firefighter activities are always supervised by a suitably trained team leader and/or fire officer. As with firefighters, fire officers MUST adhere to the limits of their actual training.

The Department's officer structure appears well organized, however, based on the documentation provided, only two of the five officers currently meet the Playbook requirements for the Interior Operations Service Level. This by no means suggests that the other officers are not experienced or trained, but rather it is difficult to determine from the records if they meet the qualifications set out in the Playbook to enable the Department to operate at the Interior Operations Service Level. In an effort to ensure that the Department as a whole can move to the next level it is important that it establish the required fire officer proficiencies and competencies consistent with the requirements of the Playbook and relevant NFPA standards. These qualifications may need to be developed through additional training and education. Formal standards should be implemented as soon as possible. Once established, it is important that all members are made aware of the criteria for and the expectations of each position, so they understand what is required for promotion.

Emergency vehicle driver and emergency vehicle operator training is accomplished through an in-house program by three members that previously took an external program. These members deliver the training and conduct the evaluations. The Chief indicated he was not certain if all requirements of *NFPA 1002 Standard for Fire Apparatus Driver/Operator Professional Qualifications* were being met by this program. As noted in the discussions of the three other Department, use of NFPA standards for training is a best practice and consistent with the language of the Playbook.

We recommend that a gap analysis should be conducted of the driver/operator's training, and once completed a program (based on the NFPA 1002 standard's requirements) be developed to provide the required competencies for each of the members expected to fill the role of driver/operator given the Department's specific types of apparatus and the associated requirements to safely drive and operate them.

In addition to fire suppression, the Department also provides additional emergency services to the community: FMR on request of BCAS, vehicle rescue (auto-extrication), low and steep angle rope rescue, wildfire suppression, and hazardous materials at the awareness level.

Training Facilities

The fire hall training ground provides adequate space to conduct routine basic training sessions and simple outdoor drills, as well as larger training exercises; however, the Fire Chief indicated the site could be larger with additional training props to conduct more effective and in-depth training, particularly for multi-unit, scenario-based exercises. As such, the Department's ability to train at the hall is limited, and so occasionally uses the Sechelt training site, but travel

distance and time becomes an issue. The training classroom is a good size to accommodate the number of members that generally attend weekly training. Formal live-fire training exercises are conducted at the Sechelt training site using some in-house or Sechelt instructors, or at the JIBC Maple Ridge training facility using their format/curriculum and instructors.

Operational Guidelines

The Department has its own set of OGs, but they are not up-to-date. The existing OGs used by the Department require some revisions and additional guidelines to cover the operational matters required for proper emergency responses, including all of the necessary aspects of conducting interior operations; such as appropriate size-up and problem identification, risk assessment and determination of a strategic/operational mode, evaluation of available resources and their capabilities, and the development of a suitable incident action plan that takes into account all of these factors prior to tactical deployments, along with noted training qualifications as per the Playbook. The Fire Chief advises that these are under review at this time.

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other Officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as update those already in place, as soon as possible. We recommend the four Departments collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

Recommendation: The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for RIT, a Team Leader, and for the Company Fire Officer, at a minimum, the majority of the requirements of the "Emergency Service Delivery" section of NFPA 1021 FO-I and is adequately documented. Firefighters who may be given a supervisory role at an incident also need to be trained to the Team Leader level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Organizational and Legal Structure of the Fire Services

Introduction

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

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

The SCRD uses a standard structure for its fire services:

- For each Department, there is a service establishment bylaw that authorizes the service, defines the fire protection area, sets the permitted methods for funding and establishes the maximum taxation amount for the service; and
- There are two “operational” bylaws: SCRD Bylaw No. 578, which relates solely to the Egmont Department,²⁵ and SCRD Bylaw No. 631,²⁶ that specifically continues each of the three other Departments (collectively, the “Operational Bylaws”). Each of the Operational Bylaws defines certain administrative processes and reporting lines, and grants each Department operational authority to, among other things, respond to emergencies, control emergency scenes, enter onto property and undertake inspections.

This section of the report will:

- review the establishment bylaws; and
- review and comment on SCRD Bylaw Nos. 578 and 631.

²⁵ *Egmont and District Fire Protection Bylaw No. 578, 2006* (“SCRD Bylaw No. 578”).

²⁶ *Sunshine Coast Regional District Fire Protection Bylaw No. 631, 2011* (“SCRD Bylaw No. 631”).

In addition, we will review some of the additional issues surrounding the bylaw structure affecting the Gibsons Department, whose fire protection area spans both the Town of Gibsons (the “Town”) itself, as well as portions of Electoral Areas “E” (Elphinstone) and “F” (West Howe Sound). The overlap of jurisdictions between the SCRD and the Town has led to the creation of a bylaw structure which needs some updating and clarification.

Nothing in the report constitutes or should be considered legal advice. Where we identify potential issues or liability, whether in this section or elsewhere in this report, such matters should be confirmed with and through the SCRD usual legal counsel.

Service Establishment Bylaws

There are service establishment bylaws covering each of the four Departments. For three of the four departments, we were provided with the most recent versions of these bylaws, which converted the former “specified areas” to local services.²⁷ Those conversion bylaws did not include a detailed description of the services that were being authorized. For example, the Roberts Creek bylaw stated, in section 1, that the “fire protection service provided within the specified area created under Bylaw No. 29 ... is hereby established as a local service.”

The more recent service establishment bylaw for the Egmont Department,²⁸ however, is similarly short on its description of the service. Section 2 of SCRD Bylaw No. 1056 reads as follows:

“The service established by this Bylaw is the Egmont and District Fire Protection Service (the “Service”) for the purpose of providing Fire Protection in the Service Area.”

It is likely, therefore, that the original forms of the service establishment bylaws for the three other departments were similarly worded. The issue that arises is that modern fire departments provide a much broader range of emergency responses than simply fire suppression or fire prevention services. As such, given that SCRD Bylaw No. 631 needs updating, we would suggest that the four service establishment bylaws also be reviewed and updated, and the service descriptions expanded to include: “fire protection, fire prevention and other emergency responses” (or language to that effect). In addition, we also recommend that the possibility of providing mutual or automatic aid to other areas, or conducting of other extra-jurisdictional operations, be expressly added to the service establishment bylaws, so that operations outside of the designated service areas are clearly contemplated as an aspect of the services being provided.

²⁷ *Gibsons/West Howe Sound Fire Protection Local Service Bylaw No. 1027, 1996; Halfmoon Bay Fire Protection District Service Establishment Bylaw No. 1045, 2001* (we were only provided with the later, 2013 amending bylaw and not the original form of the service conversion bylaw); and *Roberts Creek Fire Protection Local Service Establishment Bylaw No. 1014, 1993*.

²⁸ *Egmont and District Fire Protection Service Establishing Bylaw No. 1056, 2004* (“SCRD Bylaw No. 1056”).

Recommendation: The four service establishment bylaws underpinning the creation of the Departments be updated to expand the description of the services provided and to expressly contemplate the provision of automatic and mutual aid, and conduct of other operations outside of the designated service areas.

Operational Bylaw – SCRD Bylaw Nos. 578 and 631

The SCRD has two separate operational bylaws which specify the services provided by the Departments and empower them to operate at the scene of an incident. One bylaw, SCRD Bylaw No. 631, covers the Gibsons, Roberts Creek and Halfmoon Bay Departments, while the other, SCRD Bylaw No. 578, covers the Egmont Department. Each of the Operational Bylaws requires updating for the reasons noted below, and we would recommend that, when revised, they be combined into a single bylaw. This approach ensures that there is a uniform grant of powers to each Department and a consistent approach on administration and reporting lines, while reducing the challenges of bylaw maintenance.

Each of the Operational Bylaws also deals with fire prevention matters, such as open burning and closure of areas to the public. Increasingly, local governments are separating the “operations” bylaw from the “fire prevention” bylaws, to reduce the overall size of the bylaw and make them easier to access and maintain. Regardless of the approach taken, both Operational Bylaws require updating to deal with certain matters, including the introduction of the Playbook and pending Provincial statutory changes, as the *Fire Services Act* is slated to be replaced by the *Fire Safety Act*. The implications of the new statute are considered in a separate section below.

Bylaw No. 631

As it currently stands, SCRD Bylaw No. 631 deals with the following principal matters:

- continuation of the three Departments (Gibsons, Halfmoon Bay and Roberts Creek) (s. 4.1);
- the basic administrative structure of each Department, in terms of having a Fire Chief and other officers (ss. 4.3 – 4.5,);
- the requirement to establish and operate a regular system of inspections as provided for in sections 26 and 36 of the *Fire Services Act* (s. 4.6);
- the powers, authority and responsibilities of the Fire Chief, and any designates, including the Deputy or Assistant Chief (ss. 4.7, 4.8 and 4.9);
- various fire prevention matters (related to, among other things, open burning, construction plan approvals, fire hydrants, fire alarm systems, refuse containers, service stations and similar matters) and the corresponding authority of the Fire Chiefs to manage and oversee same, including issuing permits for various matters (ss. 5.1 – 5.7, 5.10 – 5.15, 6.1 – 6.21, 7.1 – 7.6, 9.6 – 9.7);

- various offences or restrictions affecting the public (ss. 5.8 – 5.9);
- fire inspection powers and the authority to issue orders related to fire prevention matters (Article 8, ss. 9.1 – 9.5, 9.8 – 9.12);
- fees and cost recoveries (Article 10); and
- provisions dealing with the contravention of Bylaw No. 631 (Article 11).

When SCRD Bylaw No. 631 is updated, we would suggest that the following issues should be examined and addressed:

- (a) there should be a clear discussion of how Fire Chiefs are to be appointed and replaced, including provision for the establishment of consultations with volunteer members in the relevant Department;
- (b) the bylaw should require that a set of proficiency requirements be established covering all positions within each Department. This should be done in consultation between the SCRD (preferably through the MPS) and the Departments, and should include a process for dealing with situations where a properly qualified individual is not immediately available for promotion;
- (c) similarly, the bylaw should require that a common set of emergency scene operational guidelines be developed and maintained in consultation with the Departments;²⁹
- (d) the bylaw should specify the process by which each Department's Service Level under the Playbook is set and may be modified;
- (e) the bylaw should note that services are being delivered by volunteers and paid-on-call members, and that a poor turn-out for any given incident may adversely impact a Department's ability to provide services;³⁰
- (f) if an MPS (or fire services coordinator) position is to be created, the powers and responsibilities of that position should be specified (by way of example, we would

²⁹ The goal is to ensure that the four departments are training to and operating from the same operational guidelines, so that in mutual and automatic aid situations, the processes and approaches will be shared. A common set of guidelines will also be easier to maintain and keep current. There will still be administrative guidelines unique to every Department and certain guidelines related to emergency operations will vary, depending on an individual Department's designated Service Level. To the extent feasible, the development of a common set of operational guidelines also should be coordinated with the Pender Harbour and Sechelt fire departments as well.

³⁰ A recent bylaw passed by Metro Vancouver in relation to the Sasamat Volunteer Fire Department, noted that the bylaw did not provide "a guarantee or warranty by the Greater Vancouver Regional District or any of its agents, as to the service level expectations of the Sasamat Volunteer Fire Department under this bylaw, or any other applicable codes, enactments, agreements or standards" or constitute "a warranty with respect to the services of the Sasamat Volunteer Fire Department or with respect to the certainty of timely response levels." See: *Greater Vancouver Regional District Sasamat Volunteer Fire Department Administration and Regulation Bylaw No. 1204, 2014*, s. 1.5.

suggest using the Columbia Shuswap Regional District *Fire Service Operational Criteria Bylaw No. 5587* as a precedent);³¹

- (g) in terms of how powers are granted to the Departments to manage incidents and effect emergency responses (see, sections 4.3 and 4.8), we would suggest that the SCRD may wish to grant the powers and responsibility to respond to incidents (e.g., fires, rescue, etc.) to the Departments generally, which are subject to the control and direction of each of the Fire Chief, rather than grant powers to the Fire Chiefs themselves as currently is done in sections 4.3 and 4.8;
- (h) the operational powers and authorities of the Departments to operate at and control the scene of an emergency should be reviewed. These powers should be grouped in a single section or series of sections, rather than being separated as they currently are in Bylaw No. 631. As part of this review, consideration should be given to the following:
 - revising section 8.1 to deal with the two concepts in that section separately – namely, the authority to enter property, premises, structures and vehicles where an incident has occurred; and the authority to enter, pass through and station on other properties, premises or structures as may be necessary to gain access to an incident; and
 - including the new powers being granted to fire chiefs under the *Fire Safety Act*.
 - Consideration also should be given to extending the power to tear down buildings or structures given in section 4.8(c) to cover all incidents, and include the authority to remove things, in both cases as necessary to prevent the spread of a fire or otherwise mitigate an incident;
- (i) the bylaw should stipulate that an incident commander has the authority to restrict or terminate emergency response activities, in his or her discretion, where the incident is considered to exceed the Department's training, equipment, apparatus and/or personnel available;
- (j) each Fire Chief's responsibilities for management of his or her Department should be more clearly set out (see section 4.4) and expressly include the following:
 - a clear description of the Fire Chief's reporting lines and reporting obligations, which likely should be through either the Fire Service Coordinator or the CAO;
 - the obligation to establish and operate a training program which reflects the Department's Service Level and emergency response commitments, and which

³¹ Note: the CSRD Bylaw No. 5587 gives certain operational powers to the Fire Services Coordinator, including the power to order and coordinate fire department activations across the CSRD. Careful consideration should be given to whether those powers are considered appropriate and, if so, how they will impact the qualifications required for the individual holding such a role.

complies with the Playbook, *Workers Compensation Act* (B.C.) (“WCA”) and regulations, and any other applicable legislation or standards;

- the obligation to operate an occupational health and safety (“OH&S”) program and joint committee (or worker representative) system in accordance with the WCA and otherwise as specified by the SCRD;
 - the obligation to maintain appropriate records of required training, personnel issues, OH&S matters, equipment and apparatus maintenance, and other matters as may be required by the SCRD;
 - the obligation to develop pre-plans and undertake the identification of major risks within each Department’s fire service area including, where relevant, any which a Department is restricted from entering due to a lack of pre-planning or because of the nature of the risks posed;³²
 - the obligation to undertake fire cause investigations and report same to the Office of the Fire Commissioner (as required by the *Fire Safety Act*); and
 - such other duties, reporting obligations or functions as may be considered necessary or appropriate;
- (k) in relation to mutual and automatic aid agreements, the bylaw should note that assisting departments responding into SCRD service areas have the powers to operate that are provided for in the underlying aid agreement or, if no powers are specified, the same powers as a Department operating under the SCRD bylaw (subject to the assisting department’s Service Level);
- (l) there should be a clear statement of each Department’s jurisdictional authority and the circumstance in which it may operate outside of its ordinary fire protection area. The list of permitted circumstances usually includes the following:
- responses under a mutual aid or automatic aid agreement with another jurisdiction;
 - responses under a contract for service (e.g., into a First Nations reserve);
 - responses in support of the Wildfire Service under the *Wildfire Act* (B.C.), in accordance with the Wildfire Service’s current operational guidelines;
 - responses in connection with an authorization received from Emergency Management BC (“EMBC”), with an EMBC authorization number (e.g., for road rescue) or at the request of the Office of the Fire Commissioner with appropriate

³² This obligation is particularly applicable to any Departments operating as Interior Operations Services Level as stipulated in the Playbook. Currently, both the Roberts Creek and Halfmoon Bay Departments operate at this level.

EMBC authorization (typically where there is an emergency resource mobilization related to a major wildfire or natural disaster);

- discretionary responses on the periphery of a Department's fire service area in relation to events which, if left untended, may pose a threat to the fire service area, or which have started within the Department's fire service area and spread outside of it;
 - responses made under or in relation to a local or provincial declaration of emergency under the *Emergency Program Act* (B.C.); and
 - such other extra-jurisdictional responses as may be authorized or approved by the SCRD;
- (m) the bylaw should specify that a fire department responding to an incident within the SCRD's jurisdiction under a mutual or automatic aid agreement has the powers specified in the relevant aid agreement, or, if no powers are expressly specified, has the same powers to respond as the Department requesting aid;
- (n) the bylaw should clearly recognize that each Department's members and officers are considered "local public officers" within the meaning of s. 738 of the *Local Government Act* (B.C.). (As a minor aside, we would note that the SCRD's *Officers and Employees Indemnification Bylaw No. 511, 2001* should be updated to reflect changes to the numbering and wording of the *Local Government Act*.)

In connection with the current form of SCRD Bylaw No. 631, we also would suggest the SCRD review the following matters:

- Section 3.1 incorporates by reference the *Fire Services Act*. As the *Fire Services Act* (and its proposed replacement, the *Fire Safety Act*) is a law of general application, it is not clear why it was considered necessary to incorporate this statute by reference.
- The incorporation by reference of defined terms from other statutes in section 2.3 should be reviewed. If there are terms that should be included, then they should be expressly identified and cross-referenced or set out in the bylaw itself.
- All references to the *Fire Services Act*, and any powers granted which reference that statute, will need to be reviewed and revised to conform to the new *Fire Safety Act*. The power referenced in section 4.8(e) will no longer exist; additionally, the new statute is removing the concept of "local assistants to the fire commissioner" and the powers attached to that role.
- The current bylaw indicates that the senior Member at the scene is, by default, the incident commander. We would recommend that, when revised, the Departments, in consultation with the SCRD, set out an incident command system in the common OGS based on the BC Emergency Management System ("BCEMS"). The term "Incident

Commander” would then be the individual in charge in accordance with the incident command system as set out in the OGs.

- The revised bylaw, in the section continuing the Departments, should set out each Department’s complete name (section 4.1).

SCRD Bylaw No. 578

As it currently stands, SCRD Bylaw No. 578, which relates only to the operations of the Egmont Department, deals with the following principal matters:

- the establishment of the Egmont Department (s. 10(a));
- the Fire Chief’s overall responsibility for management, control and supervision of the Department and its personnel, including disciplinary matters (ss. 10(c), (d) and (e));
- the Fire Chief’s responsibility for budget development (s. 10(f));
- the powers of the Department to operate at the scene of an incident (ss. 10(h) and (k));
- the power of the Fire Chief and the “SCRD Fire Prevention Officer” to undertake fire inspections (ss. 4(a) and (b));
- various fire prevention matters (e.g., open burning, signage in certain buildings, fire hydrant maintenance, etc.) and the power of the Fire Chief to issue remedial or related orders, or to grant permits (ss. 5, 6, 7, 8, 9); and
- offences and penalties (ss. 11, 12).

It should be noted that SCRD Bylaw No. 578 differs in a number of respects from SCRD Bylaw No. 631 and reflects the challenge of maintaining more than one operational bylaw. In relation to fire inspections, for example, while the Egmont Department is authorized to undertake them, it is not required to do so. SCRD Bylaw No. 578 does not contain a provision equivalent to section 4.6 of SCRD Bylaw No. 631, which requires the other Departments to undertake inspections in accordance with the Fire Services Act. Other anomalies exist, a few examples of which are noted below:

- the charge-out rate for fire apparatus under SCRD Bylaw No 578 is \$400 per hour (s. 11), while it is \$600 per hour under SCRD Bylaw No. 631 (s. 10.2);
- the maximum penalty for an offence under SCRD Bylaw No. 578 is \$250 (s. 12), while it is \$2,000 under SCRD Bylaw No. 631 (s. 11.1);
- the Egmont Department’s authority to demolish buildings to mitigate an incident (s. 10(h) in SCRD Bylaw No. 578) is more broadly cast than the equivalent power for the other Departments (s. 4.8(c) in SCRD Bylaw No. 631);

- the services that the Egmont Department is authorized to provide are less clearly identified than in the equivalent bylaw for the other Departments; and
- SCRD Bylaw No. 631 is, in general, more detailed than the Egmont Department equivalent.

Recommendation: Bylaw Nos. 578 and 631 should be both reviewed and updated. We would recommend that there be a single operational bylaw and a single, separate, fire prevention bylaw, covering all SCRD fire protection areas. Given that the new *Fire Safety Act* is to be amended and then reintroduced, it may make sense to update the bylaw to conform to that new statute and delay updating the Operational Bylaws until the revised *Fire Safety Act* comes into effect.

New Fire Safety Act

The new *Fire Safety Act* (B.C.) received third reading in May 2016, but it has not yet come into force. The Office of the Fire Commissioner is in the process of drafting the regulations which are needed before the statute can come into effect. It is unclear when these regulations will be completed. In addition, in a recent letter from the Minister of Public Safety and Solicitor General to the UBCM (the “Farnsworth Letter”), the province announced that it was going to amend this new statute in a way that will materially impact the obligations of regional districts.³³ These potential amendments are considered further, below.

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

- the fire inspection regime applicable to public buildings;
- regional districts’ obligations to undertake fire inspections throughout their electoral areas, regardless of whether they have established corresponding fire protection areas;
- the obligation to have fire inspectors and fire investigators available for the entire area under the jurisdiction of the local government. It is not yet clear whether those portions of the SCRD which have fire services provided through an Improvement District will also have to be provided with fire inspectors and fire investigators and/or a fire inspection regime;³⁴

³³ Letter, Farnsworth (Minister of Public Safety and Solicitor General) to Booth (President, UBCM), 30 July 2018.

³⁴ The appointment of fire inspectors and fire investigators is the responsibility of the “local authority”. The term local authority is defined to mean a regional district, a municipality or “any authority prescribed by regulation.” An Improvement District which operates a fire service would therefore have to be “prescribed by regulation” before this obligation is imposed upon it – meaning that the responsibility, to the extent the Improvement District’s service area is outside of a municipality’s boundaries, and it is not

- fire investigations; and
- the powers exercised by fire chiefs and local governments.

The new *Fire Safety Act* requirements will need to be incorporated into any update of the SCRD's Bylaw No. 631. As noted above, we recommend updating the bylaw to conform to the new statute and holding off implementation until the *Fire Safety Act* is finalized and comes into force.

Fire Inspections

Under the new *Fire Safety Act*, the existing obligation to operate a regular system of inspections of public buildings³⁵ is replaced by the obligation to establish a risk-based compliance monitoring system for public buildings which encompasses:

- fire safety inspections; and
- fire safety assessments.³⁶

As currently drafted, the *Fire Safety Act* does not broaden the mandatory inspection obligation: as with the *Fire Services Act*, regular fire inspections are currently stipulated to be mandatory only for municipalities. However, the Farnsworth Letter indicated that the Province is looking at materially amending these sections, such that a general obligation will be imposed on regional districts to undertake fire inspections of public buildings.³⁷

“I am writing to you to advise you that government has directed the Office of the Fire Commissioner to implement a single standard of fire safety in public buildings, whether located in a municipality or in an unincorporated area. This means buildings where people gather to meet, study, rest, engage in recreation, or receive care in a licensed daycare or group home facility will be subject to fire inspection and risk-based compliance monitoring requirements.”

For many regional districts, these proposed amendments will have a material impact and require significant additional investment and work. The SCRD, however, already operates a fire inspection program in its four fire service areas (which sets it apart from many other regional districts in the Province). If implemented, however, such amendments will require that the existing fire inspection programs be expanded to cover areas that are not currently within a fire

so prescribed, would fall to the SCRD. See: *Fire Safety Act*, s. 1 (definitions), s. 8(1) (fire inspector appointment) and s. 23(1) (fire investigator appointment).

³⁵ *Fire Services Act* (B.C.), ss. 26 and 36.

³⁶ *Fire Safety Act*, s. 20. The term “public buildings” is defined in s. 1.

³⁷ Farnsworth Letter, p. 1.

service area. It is likely, therefore, that greater investment will be required, and a service area covering the unincorporated portions of the SCRD will need to be created to fund this service.³⁸

For coverage outside of the existing fire service areas, this obligation can be addressed either by expanding the authority of the Fire Chiefs to conduct inspections outside of their fire service areas and/or by supplementing the staffing within the SCRD itself. One area that is uncertain in the current form of the *Fire Safety Act* is whether these new obligations will be imposed on improvement districts which operate fire departments. If the Pender Harbour Improvement District is designated by regulation to be the relevant “local authority,” then it will be responsible for both fire inspections and fire investigations in its service areas. If not, the SCRD will need to address the portions of any electoral areas covered by this department.

Following a transition period, “fire inspectors” will need to meet the training and proficiency requirements specified by regulation.³⁹ Those regulations have not yet been promulgated.

The new statute means that SCRD Departments will need to conduct risk assessments of public buildings within their respective local service areas and, potentially, such assessments will be needed region-wide.⁴⁰ Those assessments will need to comply with the (yet to be issued) regulations under the *Fire Safety Act*. An inspection regime will then need to be developed based on the risk assessments that are conducted.

The concept of a “fire safety assessment” is new. It amounts to the “self-inspection” of a property by the owner. Under the existing *Fire Services Act*, there has been some uncertainty about whether self-inspection systems complied with the statutory requirements. That issue is now laid to rest. However, it will be up to the SCRD to determine which public buildings are to be permitted or required to conduct self-assessments, presumably as part of the overall risk analysis that must be conducted. The new self-assessment system will have to follow a form which is to be prescribed by the Fire Commissioner under the new statute.

When Bylaw No. 631 is updated, the language in section 4.6 (fire inspections) will need to be amended, and the new concepts contained in the *Fire Safety Act* in relation to inspections, built into the revised bylaw.

³⁸ When the *Fire Safety Act* is amended, it will be interesting to see how the Province addresses the service establishment process, since most services require elector (or, in some cases electoral area director) consent. Presumably, the consent obligations will be dispensed with, but that is an issue that should be included in discussions with the Province.

³⁹ *Fire safety Act*, s. 8(2). The transition period is provided for in s. 53.

⁴⁰ If the Municipal Department is providing service under contract to an unincorporated portion of the TNRD, the inspection regime will only apply if it forms part of the service being delivered to the TNRD.

Fire Investigations

The requirements relating to fire investigations are set out in Part 7 of the *Fire Safety Act* (ss. 22 – 27). As with fire inspectors, a “local authority” (which includes a regional district):⁴¹

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

Under section 25, each local authority is required to commence a fire investigation within five days of learning of a fire that has destroyed or damaged property or resulted in death or injury. As with fire inspectors, following a transition period, fire investigators must meet the training requirements which are to be specified by regulation.⁴² Those regulations have not yet been promulgated.

As with fire inspectors, the designation of fire investigators within existing fire service areas will not be problematic. The SCRD Fire Chiefs can be made responsible for conducting such investigations,⁴³ though there will be some training requirements that must be met. However, as there will now be no LAFCs, who previously were charged with conducting fire investigations,⁴⁴ the existing language in the new *Fire Safety Act* will require the SCRD to ensure that a fire investigation can be conducted even if the fire occurs outside of an existing SCRD fire service area.⁴⁵ For such areas, the SCRD may wish to delegate specific investigations to one of the local area Fire Chiefs, or add it to the responsibilities of the MPS position. It is likely, however, that it will be necessary to create a service area to fund this service, assuming that no changes are made to the statute.

As noted above, there is some uncertainty as to whether these new obligations will fall on improvement districts which operate fire departments. If not, then the SCRD will be responsible for conducting investigations in the electoral areas covered by the PHVFD. If that situation comes to pass, then the SCRD should likely contract for the service from that department.

Powers and Authority

Under the *Fire Services Act*, powers and authority were granted principally through the mechanism of appointing fire chiefs as LAFCs.⁴⁶ For the municipal departments, the fire chief automatically became the local assistant; for fire departments operating in the unincorporated

⁴¹ *Fire Safety Act*, s. 23(1).

⁴² *Fire Safety Act* s. 23(2); the transition period is provided for in s. 53.

⁴³ Sections 4.8 (j) and (l) of Bylaw No. 631 permit Fire Chiefs to undertake fire investigations in their respective Fire Protection Districts. This language should be made mandatory.

⁴⁴ Under the *Fire Services Act*, the RCMP would act as the LAFC in unincorporated areas where none had been appointed.

⁴⁵ Again, there is uncertainty regarding areas which have fire protection provided by Improvement Districts. See discussion, above.

⁴⁶ *Fire Services Act*, s. 6.

portions of the SCRD, application was required from the relevant local government.⁴⁷ The role of local assistant, however, is being abolished.⁴⁸ In place of the powers granted to local assistants, the new statute:

- grants a fire chief (or designate) the power to order a tactical evacuation where he or she “believes that there is an immediate threat to life due to a fire or explosion”,⁴⁹ and
- deems “fire chiefs,” fire investigators and fire inspectors to be peace officers for the purposes of the new act.

Certain other powers are granted to both fire inspectors and fire investigators (e.g. the power to enter onto property, the power to issue orders, etc.), and local authorities are granted the power to order a “preventive evacuation” where the local authority “believes that conditions exist on or in the premises that fire on or in the premises would endanger life.”⁵⁰

The new obligations and requirements being created by, and powers granted under, the *Fire Safety Act*, will need to be incorporated into any update of Bylaw No. 631, and may require the SCRD to create one or more new service areas to provide the required services. The SCRD should maintain an active watching brief on the progress of this statute’s amendment and reintroduction.

Recommendation: The SCRD should maintain an active watching brief on the new *Fire Safety Act* and the amendments that have been proposed to it.

Recommendation: Bylaw No. 631 should be revised to address the changes proposed by the *Fire Safety Act* including the new inspection regime, powers being granted, and responsibilities conferred. A new service area, to fund inspections of public buildings in portions of electoral areas where inspections are not currently conducted, and to pay for fire investigations in such areas, may be required if proposed amendments to the new *Fire Safety Act* are implemented.

Recommendation: The SCRD should seek clarification from the Province and/or the UBCM, as to whether improvement districts which operate fire departments will be treated as “local authorities” for the purposes of the new statute.

⁴⁷ Spences Bridge, as an improvement district, would be recognized by the Office of the Fire Commissioner as the relevant local authority for its service area.

⁴⁸ Under s. 55 of the *Fire Safety Act*, local assistants are required to return their badges within three months of the new statute coming into force.

⁴⁹ *Fire Safety Act*, s. 13.

⁵⁰ On fire inspectors’ powers, see ss. 10 and 11; on fire investigators’ powers, see s. 26. The power of a “local authority” to order a preventive evacuation is set out in s. 14 of the *Fire Safety Act*.

Issues Related to Gibsons

The Gibsons Department is somewhat unusual, in that the fire service is an SCRD function covering both the Town and some portions of the neighbouring electoral areas. While by no means unique,⁵¹ this approach is less common than situations where a town operates the fire department and provides service into neighbouring electoral areas under contract. Under the *Gibsons and District Fire Protection Commission Bylaw No. 448, 1997* (SCRD Bylaw No. 448), a process has been established that enables representatives from the Town and two electoral areas served by the Gibsons Department, to meet and examine budget matters and certain policy issues, on which the Commission then provides recommendations to the SCRD.⁵²

The bylaw structure underpinning the operation of the Gibsons Department is complicated by the fact that the Town has passed a concurrent bylaw purporting to regulate, among other things, the Department's operations, structure and administration. Under *Fire Regulation Bylaw No. 660* (as amended) ("Gibsons Bylaw No. 660"),⁵³ the Town has prescribed rules related to various fire prevention matters, granted the Gibsons Department certain powers, addressed certain administrative matters respecting the Gibsons Department and sought to establish cost recovery provisions related to some Gibsons Department activities.

We believe that Gibsons Bylaw No. 660 should be reviewed against SCRD Bylaw No. 631 and the two bylaws conformed as necessary. Given that fire protection and related emergency services are not services provided by the Town, and the Gibsons Department is not a function owned or operated by the Town, the Town lacks the authority to regulate the Department's operations as it purports to do in section 4 of Gibsons Bylaw No. 660. Similarly, the grant of powers in section 5 is unnecessary, since the SCRD has properly granted the Department powers covering all its service area, which includes the Town.

In relation to the various fire prevention matters set out in section sections 6-12, 15 and 16, we would recommend that:

- (a) they be reviewed against the comparable provisions in SCRD Bylaw No. 631; and
- (b) the obligations either be built into SCRD Bylaw No. 631 as applying within the Town's boundaries or, preferably, SCRD Bylaw No. 631 be modified to authorize the Gibsons Department to enforce Gibsons Bylaw No. 660 in relation to such matters, and the application of the comparable fire prevention provisions in SCRD Bylaw No. 631 be restricted to areas outside of the Town.

⁵¹ For example, the Kootenay Boundary Regional District operates a regional fire service that covers all of its Electoral Area "A", as well the municipalities of Trail, Rossland, Warfield, Montrose and Fruitvale. Similarly, the Regional District of Okanagan Similkameen operates a fire service covering both electoral areas as well as the town of Keremeos.

⁵² SCRD Bylaw No. 448, s. 3.

⁵³ Town of Gibsons, *Fire Regulation Bylaw No. 660* (2011) as amended.

In relation to the cost recovery provisions contained in section 14 of Gibsons Bylaw No. 660, it is not clear that the Town has the authority to recover costs for the provision of a service being delivered by the SCRD. This issue should be reviewed through the Town's and the SCRD's usual legal review processes.

Section 16 of Gibsons Bylaw No. 660 deals with fire hydrants within the Town's boundaries. If these hydrants are owned and maintained by the Town, a provision should be included in Gibsons Bylaw No. 660, authorizing the use of such hydrants by the Gibsons Department. The Town's obligation to maintain these hydrants in good working order also should be clarified.

Conversely, as the Town has a number of specific statutory obligations under the *Fire Services Act*, it is important for the Town to be certain that these requirements are being met. Under sections 26 and 36 of the *Fire Services Act*, the Town is required to "provide for" a regular system of inspections of "hotels," "public buildings" and "buildings" within the municipality.⁵⁴ The Gibsons Department, under SCRD Bylaw No. 631, is required to provide such inspection services.⁵⁵ We would recommend, however, that the Town be entitled to receive regular reports on the status of this obligation, since, independently of the SCRD, the Town has a statutory obligation to ensure such inspections occur.⁵⁶

In terms of process, under the provisions of SCRD Bylaw No. 448, it would appear that the Gibsons and District Fire Protection Commission initially should be included in the assessment and review of the two bylaws.⁵⁷

Recommendation: The SCRD and the Town should review the interaction between SCRD Bylaw No. 631 and Gibsons Bylaw No. 660. The following matters should be considered for review and revision:

- Bylaw No. 631 should require regular reporting on the status of fire inspections within the Town to the Town council.
- The Town's bylaw should not purport to direct how the Gibsons Department is administered or operated, since the Department is not a Town function.

⁵⁴ There is significant overlap between sections 26 and 36: essentially all commercial buildings within the Town have be subjected to a regular system of inspections.

⁵⁵ Bylaw No. 631, s. 4.6.

⁵⁶ The provision of an inspection system is optional for the SCRD under the existing *Fire Services Act*; it is mandatory for the Town. This may change under revisions proposed by the Province to the new *Fire Safety Act*.

⁵⁷ SCRD Bylaw No. 448, s. 3. Although not very precisely worded on this point (section 3 refers "making recommendations on Fire Commission Bylaws", not "Fire Department" or "fire prevention" bylaws), it likely was intended to use the Commission to gather input on the relevant SCRD fire bylaws as they affect the Gibsons Department, before those bylaws are changed.

- The two local governments also should ensure that the fire prevention matters set out in Gibsons Bylaw No. 660 are properly enforceable by the Department – either by building them into SCRD Bylaw No. 631, or specifying in that bylaw, that the Gibsons Department has the authority to enforce Bylaw No. 660, and excluding the application within the Town of the comparable fire prevention provisions in Bylaw No. 631.
- Gibsons Bylaw No. 660's cost recovery provisions (section 14) and provisions relating to use of fire hydrants in the Town (section 16) also should be reviewed.

Mutual and Automatic Aid Agreements

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

Automatic aid agreements are a variant under which the participating departments agree that they will be automatically dispatched to assist neighbouring departments. Most such agreements limit the call-outs to certain classes of calls, such as structure fires. Some automatic aid agreements further refine the approach by specifying particular areas covered (e.g., areas along each department's border), the nature of assistance provided (e.g., ladder trucks or tenders), the time of day (e.g., call-outs during work days when responses may be weak) and similar factors. Automatic aid agreements require close collaboration between the participating departments and with their dispatch providers. The principal benefit of automatic aid agreements is that they minimize the delay before additional resources begin responding from an assisting department.

The Fire Underwriters grant partial staffing and apparatus credit to departments using aid agreements, with more credit generally being granted for automatic aid than mutual aid.

Mutual Aid Agreement

There is a master mutual aid agreement (the "Mutual Aid Agreement") covering the four SCRD Departments as well as the Pender Harbour and Sechelt Departments. This agreement is dated 25 May 2017; it does not have an express term.

The Mutual Aid Agreement has the following major provisions:

- a description of the process for requesting mutual aid (ss. 2, 4);
- a right to refuse a request for mutual aid (s. 3)
- provisions dealing with personal protective equipment, incident command and training (ss. 4, 5, 6, and 6.1);
- provisions dealing with compensation and cost recovery (ss. 7 and 7.1);
- minimum insurance requirements (s. 8); and
- termination and notice provisions (ss. 9 and 10).

We would recommend that the following issues be considered when the agreement is updated:

Common Operating Guidelines

The Mutual Aid Agreement should set out a process by which the participating departments will review and harmonize both the processes for calling out mutual aid (so, the situations in which and process by which mutual aid is requested), as well as the operational guidelines for emergency responses. Shared or common operating guidelines help ensure that the participating departments will work together more effectively.

Refusing an Aid Request

Section 3, which permits a participating department to refuse an aid request, reads as follows:

No Fire Department is required to provide mutual aid if, in the judgment of the Senior Officer of the Fire Department receiving the call, the protection of persons and property within the district would be unduly jeopardized.

We would flag three issues for consideration here:

- (1) It is typical to give each participating fire department an unfettered right to refuse a mutual aid request, without any liability arising as a result (rather than conditioning the refusal on a judgment call, as section 3 currently does). The goal is to ensure that a refusal or failure to provide mutual aid cannot become the basis of a claim for damages by a third party.
- (2) The use of the term “Senior Officer” is potentially problematic. Indeed, that term and the term “Authorized Officer” probably should be reviewed (since, for example, the SCRD Board does not currently appoint officers, as is suggested by the definitions in question).
- (3) The process by which a request for aid is to be refused, should be noted (i.e., through the dispatch provider, E-Comm, as soon as possible), so that the request can then be passed along to the next closest department.

Powers & Authority

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

Mutual Aid Operating Committee

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

- common operating guidelines;
- common personnel accountability systems (including a common, on-scene system for readily identifying the qualifications of each responding firefighter, whether from a Responding Department or the Requesting Department);
- agreed incident command structures (see next comment below);
- equipment interoperability;
- post-incident reviews;
- joint training; and
- regular updating of the agreement itself and any accompanying materials (e.g. contact names, etc.).

Incident Command

The current Mutual Aid Agreement states that the participating departments will “use the Incident Command System.” That term, although capitalized, is not defined. As suggested above, the agreement should direct the participating departments to develop an agreed incident command system, which should include a process by which command will be transferred, or unified command established. Those command concepts/processes should be included in each participating department’s OGs.

Training and Accountability Systems

Although section 6.1 of the Mutual Aid Agreement requires the participating departments to use “a recognized and common fire ground accountability system”, it does not establish what system is to be used or a process for agreeing on such a system.

The critical issue is to ensure that personnel at an incident can be tracked and are only tasked with assignments that they are qualified and trained to undertake. This means that the proficiency level of each person at an incident must be readily and reliably ascertainable by the incident commander – particularly where the incident commander is directing another department’s members. A number of jurisdictions (e.g., Kootenay Boundary, the South Cariboo fire departments, etc.) use a colour coding system for each member, where each different colour indicates the individual’s level of proficiency and training. If such a system is not uniformly in use, it should be adopted. If it is in use, we recommend that the area Fire Chiefs, through the Mutual Aid Operating Committee, be tasked with periodically reviewing how each participating department is determining the “colour coding” and proficiency levels of its members. We have worked with some jurisdictions where such systems were in use, but the participating departments admitted that the same colour did not always mean that members from different departments had the same level of training and proficiency.

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

Waivers & Indemnities

It is standard for mutual aid agreements to address potential liability in the event a response gives rise to a claim for damages. It is common for a Requesting Department to waive negligence on the part of a Responding Department, and to back that waiver with an indemnity. Waivers of this type do not extend to gross negligence or wilful misconduct. Alternatively, each party can retain full responsibility for its department, in which case an indemnity in favour of the non-negligent party or parties probably should be included.

Waivers and indemnities are complex. This issue should be reviewed with external counsel.

Dispatch Provider

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

Incident Reviews and Agreement Updates

The Mutual Aid Agreement should provide a process for reviewing mutual aid call-outs (e.g., at least annually), as well as a periodic, formal review of the agreement itself.

Automatic Aid Agreement

The SCRD has entered into an automatic aid agreement (the “AA Agreement”) with the Sechelt Fire Protection District, dated as of 4 July 2017. The AA Agreement has no specific term and may be terminated by either part on not less than 120 days’ written notice (s. 17). The AA Agreement addresses automatic aid being provided by the Sechelt Department into the Halfmoon Bay service area, and by the Gibsons Department into the Roberts Creek service area (ss. 7.1 and 7.2).

The AA Agreement includes the following principal provisions:

- The types of calls which are subject to automatic aid (limited to confirmed structure fires only) (s. 3);
- The coordination required with E-Comm, as the dispatch provider and requirement that the participating departments develop appropriate emergency scene communication processes (ss. 4.1, 4.2, 11.1 and 11.2);
- The level of assistance being provided by the Sechelt and Gibsons Departments, respectively (ss. 7.1 and 7.2);
- The right of either of the responding parties to refuse a request for automatic aid, if it is unable to respond or concerned that a response would “unduly jeopardize the response capability or safety of that Department” (ss. 8,9);
- The requirement for at least semi-annual joint training exercises between the relevant Departments (Sechelt-Halfmoon Bay; Gibsons – Roberts Creek) (s. 10);
- A provision dealing with incident command and emergency scene accountability systems (s. 12);
- Liability allocation and indemnification (ss. 15.1, 15.2);
- Minimum liability insurance (\$5 million) and motor vehicle insurance (\$10 million) requirements (s. 16.1);
- Limitations on compensation/reimbursement (in general, limited to consumables, such as foam, or for damaged caused to equipment or apparatus, the latter categories being capped at \$5,000, presumably reflecting the insurance deductible) (s. 18);
- An optional arbitration clause for disputes (ss. 24.1, 24.2: disputes can still be taken to a court of competent jurisdiction);

- Various boilerplate provisions dealing with notices, choice of law, term, assignment, etc.).

In addition, Schedule A sets out the “Guidelines” for automatic aid activation and protocols related thereto.

The AA Agreement is somewhat more detailed than the corresponding Mutual Aid Agreement, as it requires the participating Departments to develop coordinated OGs, as well as common emergency scene communications. There is also a more considered discussion of incident command procedures. The AA Agreement still lacks a clear description of the powers and authority of each responding Department. While less significant for the two SCRD Departments (which operate under a common operational bylaw), it is material for responses by Sechelt into Halfmoon Bay.

Certain of the provisions of the AA Agreement, such as most of the statement of “objectives” in section 2, and some of the provisions in Schedule A (e.g., section 4 of the first part of the Schedule), should be reviewed. The objectives set out in sections 2(1) and (2) could probably be moved into the recitals while section 2(3) (common operational guidelines) should be rephrased, so as to require the participating Departments to develop coherent, coordinated OGs.

Overall, we would suggest that the SCRD and its partners consider developing a single comprehensive agreement, which covers both mutual and automatic aid. The Departments involved in automatic aid, and the provisions specific to them (i.e., types of calls) could be addressed in a schedule. The comprehensive agreement would authorize mutual aid, and automatic aid between the Departments specified in that schedule. If retained as a separate agreement, section 4 of the first part of Schedule A probably could be deleted since the Departments should not be included in the arrangement if they do not meet these basic requirements.

Recommendation: Undertake a review and update the Mutual Aid Agreement and the AA Agreement based on the comments in this section. Consider integrating the two agreements into a single document, to ensure that they remain consistent and to provide a comprehensive approach to mutual and automatic aid among the participating Departments.

Budgets and Finance

Volunteer and paid-on-call fire departments provide excellent value for money. As discussed in greater detail in the section dealing with the Fire Underwriters, a rated department will typically save residents more money on their insurance than it costs for a department to be maintained and operated. The four Departments collectively protect residential and commercial properties which have an assessed value of more than \$2.1 billion.⁵⁸ They operate out of six fire halls, can deploy nearly 100 members, and utilize more than a dozen major pieces of apparatus. The aggregate operating budgets of the four Departments for 2018, though, was less than \$1.9 million.

From a budgetary and tax perspective, the tables below summarize each Department's current position in relation to operating and capital budgets, as well as current tax rates.

Operating Budgets

The Department's operating budgets are summarized in Table 2, below:

Table 2: Department Operating Costs/Budgets

Year*	Gibsons	Roberts Creek	Halfmoon Bay	Egmont
2015	\$845,198	\$348,340	\$370,017	\$94,146
2016	\$884,562	\$412,817	\$358,994	\$106,548
2017	\$858,760	\$359,932	\$380,093	\$94,936
2018	\$984,329	\$383,045	\$393,864	\$122,331

***Actual operating expenditures (including transfers to reserves) are shown for the 2015 – 2017 period; 2018 is the current year budget.**

As the Departments only remunerate members for attendance at weekly and weekend practices, the current level of honoraria for each Department is quite low. By way of comparison (and it should be stressed that we did not undertake a formal benchmarking exercise), the compensation received by similar departments operated by the Comox Valley Regional District (the "CVRD") was materially better. The largest department (Oyster River) had a full-time fire chief, full time deputy chief, pays material honoraria for their officers and were paying firefighters ~\$18/hour for callouts/practices. Officers are paid \$22/hour for call outs, practices and for some of their administrative work. The somewhat smaller departments on Denman and Hornby also have paid fire chiefs: for Denman Island, the chief is not considered full time, and is paid

⁵⁸ Based on the assessed values of improvements only in each of the four fire protection areas. Sources: SCRD 2018 Hospital Net Taxable and Converted Values for Regional District Service Areas, for each of Gibsons & District, Roberts Creek, Halfmoon Bay and Egmont fire service areas (each dated 21 March 2018).

~\$40,000/year; while the chief on Hornby Island is paid ~\$60,000 per year. Officers in each department are paid honoraria. For Denman Island, the following honoraria are paid:

- Deputy Fire Chief \$13,200
- Maintenance Officer \$ 6,000
- Training Officer \$ 2,400
- Administrative Officer \$ 4,800

There is a pool of funds allocated for practice and call-out compensation for members and officers. The pool is “fixed” in the budget, and allocated *pro rata* based on actual attendance at practices and call-outs. The 2018 budget for these amounts was \$30,000 for Denman Island. In addition, all fire service members in the CVRD are granted a preferential rate for an annual pass granting them access to community facilities (pool, gym, rink, etc.).⁵⁹

Other jurisdictions, such as the Columbia Shuswap Regional District (the “CSRD”), developed a comprehensive consistent policy for all fire service members. In the case of the CSRD, the policy allows for a relatively small honorarium for officers (\$600 to \$2,500/year depending on position), with hourly rates ranging from \$15/hour for recruits and probationary members, to \$20/hour for interior operations firefighters, and up to \$25/hour for Company Fire Officers (i.e., based on the Playbook requirements). Compensation is also paid for providing maintenance services and for officers attending monthly fire service meetings with the fire services coordinator.⁶⁰

Based on feedback from the Fire Chiefs, the SCRD will need to review whether a move to the more common, paid-on-call model is warranted, which will have an impact on each Department’s operating budgets. Managing such a change may require that duty crew approaches be introduced, thereby ensuring that turn-out numbers for smaller events (e.g., MVIs, medical responses, etc.) do not result in members turning out unnecessarily.

In the individual Department reviews, we noted that there are some training gaps that will need to be identified on a member-by-member and officer-by-officer basis, and some increased investment required to bridge those gaps. As a general rule of thumb, volunteer and paid-on-call departments need to plan on spending between \$1,000 to \$2,000 a member, depending on their Playbook Service Level, the availability of local training sites, and the range of additional services (e.g., specialized rescue, hazmat, vehicle extrication, and FMR), provided. High turn-over rates also can have a major impact, as training up new recruits is far more expensive than

⁵⁹ Based on discussions with James Bast, Manager, Protective Services, CVRD.

⁶⁰ CSRD Board Policy F-12: CSRD Firefighter and Officer Remuneration (2017), at: https://www.csr.bc.ca/sites/default/files/policies/F-12%20Firefighter%20Officer%20Remuneration_0.pdf

the maintenance training required for existing members. The recommendations made in relation to training will necessarily impact operating budgets.

We have recommended elsewhere that the SCRD consider creating an MPS position. We recommend that, if possible, the cost of this position as it relates to the fire services be levied across the aggregate tax base of the four service areas, so that there is not an outsized impact on the smaller service areas (and, in particular, Egmont). If the costs are merely quartered (or the portion of the role attributed to the fire service merely quartered), then the financial impact on Egmont will be material.

The SCRD will need to work closely with the Departments to assess what funding will be required to cover these identified requirements and needs. In addition, the SCRD should be proactive in explaining to the residents the reasons behind any operating budget increases, and the value provided by the Departments.

Recommendation: If the SCRD creates an MPS position, to the extent possible, the costs attributable to that role's work with the fire services should be allocated across the collective tax base of the four service areas, to ensure that the budget impact is not disproportionately felt by Departments with the smallest tax bases.

Recommendation: The SCRD work closely with the Departments to assist them in developing and costing the investment that will be required to meet the training and other requirements identified in this report. The SCRD should take the lead in explaining to residents the reasons for any operating budget increases that may be necessary.

Capital Budgets

Fire department capital budgets are highly variable. Apparatus replacement is expensive, as is the replacement of principal equipment such as SCBA and firefighters' protective equipment. The SCRD has developed long-range capital planning for each Department, and each Department is putting away some money annually into reserves. Solid planning and a build up of capital reserves will help smooth out the impact of replacing costly capital assets or undertaking necessary maintenance or improvements on fire halls. The detailed capital planning that has been done, however, demonstrates the capital intensity of fire service operations. Each Department, over a 20-year time span, faces capital shortfalls even though making reasonable allocations to reserves each year.⁶¹

The following table shows capital expenditures and the current budget for each of the Departments over the past four years:

⁶¹ The planning examined two scenarios: flat rate contributions over the 20-year period; and contributions which start slightly smaller and then increase by 2% annually. The scenarios assumed equal annual expenditures on ordinary capital items and added in apparatus replacement costs. SCRD, "Facility Components – Fire Halls and Emergency Services" (undated – 2016?).

Table 3: Department Capital Expenditures and Budgets

Year*	Gibsons	Roberts Creek	Halfmoon Bay	Egmont
2015	\$38,262	\$0	\$12,430	\$74,070
2016	\$832,310	\$11,877	\$5,000	\$0
2017	\$873,949	\$490,176	\$5,302	\$0
2018	\$478,584	\$171,984	\$25,236	\$14,196

***Actual expenditures are shown for the period 2015 – 2017; 2018 shows the budgeted amounts.**

In some instances, capital expenditures are funded through a combination of debt and transfers from reserves. This is the case for Gibsons, which has incurred the cost of a new ladder truck, plus replacement of its SCBA, as well as some its turn-out gear. SCBA alone is nearly a \$240,000 investment.

In the case of Roberts Creek, a new pumper was acquired, which was covered through transfers from reserves, and for 2018, the Department is planning to replace the fire hall roof. All the Departments have budgeted for replacement of their pagers in 2018.

The cost of capital equipment is one of the reasons why many regional districts have moved to standardize apparatus, SCBA, turn-out gear and other principal equipment across all the departments they manage. They also look to coordinate timing of purchases, both to mitigate the tax impact of major expenditures, and to try to gain some price benefits from purchasing items on a larger scale. Standardized equipment and apparatus also improve inter-operability between the Departments at mutual and automatic aid call-outs.

SCRD staff have indicated that they were working with the Departments to ensure that capital planning was being undertake on a more consistent, less *ad hoc*, basis than in the past, and improving the connection between the capital and operating budgets.

Recommendation: The SCRD and the Departments work to standardize principal apparatus, major equipment and personal protective gear (including SCBA). Standardization will improve inter-operability and make it easier to develop consistent training programs across the Departments. Coordination of major purchases can also help reduce costs. Any standardization efforts should, to the extent possible, also be coordinated with the Sechelt and Pender Harbour departments, to ensure that all mutual aid partners are using inter-operable equipment.

Taxation Rates

The current and maximum taxation rates are summarized in Table 4, below.⁶² This table shows the current tax rate (tax cost per \$1,000 of assessed value), and the maximum taxation amount that may be collected under each Department's establishment bylaw. As can be seen, Egmont suffers the effects of having a small tax base: although its budget is only a third of that of Halfmoon Bay and Roberts Creek, it has the highest effective tax rate. Conversely, the Department with the largest budget, Gibsons, has the lowest tax. Based on the existing tax base, Egmont's maximum budget is little over \$150,000, an issue which must be considered as they look to improve their training and plan for equipment replacement.

Table 4: Tax Rate & Maximum Taxation Rate

Department	2018 Tax Rate	Maximum Taxation Rate
Gibsons	\$0.2934	\$0.57/\$1,000
Roberts Creek	\$0.3448	\$1.50/\$1,000
Halfmoon Bay	\$0.3074	\$0.78/\$1,000
Egmont	\$0.6040	\$0.90/\$1,000

In relation to Egmont, unfortunately, there are no easy solutions to the tax base issue. In some jurisdictions (e.g., Columbia Shuswap Regional District), the regional district actually merged neighbouring services areas into a single service area (without actually merging the fire departments), to create one large tax base. This approach seems unlikely to be appropriate for the SCRD.⁶³ It may be possible to expand the Egmont Department's service area, though that would require both obtaining approvals in accordance with the *Local Government Act*, and a detailed consideration as to whether the extra properties that reasonably could be added to the service area, would materially improve the tax base situation. Finally, SCRD may wish to examine whether a formal merger between Pender Harbour (which already provides material support to and works closely with the Egmont Department) would be appropriate. This question is obviously beyond the scope of this report. A myriad of issues would need to be considered, starting first with whether the concept is at all attractive to both the Pender Harbour and Egmont departments.

Recommendation: The Egmont Department suffers from a limited tax base. The SCRD should review whether a service area expansion would provide any practical benefits to the Department. Alternatively, it may wish to consider, after appropriate discussions with the Egmont and Pender Harbour Departments, whether a formal merger of those two departments would be appropriate, and, if so, on what basis.

⁶² Drawn from: SCRD, "2018 Budget Report – Including Taxation Impact (Adopted Budget version)" (6 April 2018).

⁶³ The CSRD merged service areas for five departments that were within a single electoral area and which regularly interoperated with one another.

Occupational Health and Safety

The statutory basis for occupational health and safety programs is found in the WCA and the *Occupational Health and Safety Regulation*, B.C. Reg. 296/97 (the “OH&S Regulations”), as well as in other regulations and the policies of WorkSafe BC. The requirements are complex and prescriptive. It has been our experience that many volunteer departments, although safety-conscious, struggle to manage the regulatory burden created by the WCA and the OH&S Regulations. This is an area where centralized assistance from, and oversight by, the SCRD, is critical. The SCRD has a proactive approach to managing its OH&S obligations for its other workplaces, and over the last ~12 – 18 months, has begun the process of reviewing and better integrating the Departments into the SCRD’s overall OH&S system. The SCRD should be actively assisting its Departments by developing common processes and providing necessary administrative support.

Under the existing structure, the Department members are considered employees of the SCRD for workers’ compensation purposes. As such, it is the responsibility of the SCRD to ensure that the various obligations under the WCA and OH&S Regulations are being met. We have recommended above that any updated operational bylaw clearly require that each Department take the steps required to meet its WCA and related OH&S obligations (as the actual operation of any such program is obviously dependent on the individual Department officers and members for appropriate implementation). That being said, even if there is a move to part- or full-time fire chiefs, assistance and oversight will be required.

Under the WCA, the SCRD’s occupational health and safety program is supposed to apply to its fire departments.⁶⁴ Most local governments, however, develop a standalone program for their fire departments, given the special circumstances and risks that they face. Under the OH&S Regulations, fire departments are required to operate separate joint committees or worker representative systems.⁶⁵ These standalone programs and committee requirements typically are integrated into each fire department’s operational guidelines. We are recommending elsewhere that the SCRD, in consultation with its Departments, develop a standardized set of OGs. At the same time, an updated and consistent OH&S program for its Departments should be developed and integrated into those OGs.

At present, there is some variation in how OH&S matters are being addressed by the individual Departments:

⁶⁴ The language in section 3.1(1.1) of Part 3 of the Regulations notes that the employer’s OH&S program must cover the “whole of the employer’s operations”.

⁶⁵ The need for a separate joint committee (or worker representative) for fire departments is set out in s. 31.23 of Part 31 of the Regulations.

Gibsons Department

The Gibsons Department was recently included in a WorkSafe review, which covered, among other things, appointments to and the operation of a joint committee.⁶⁶ The follow-up report noted that, in general, there was compliance with WorkSafe requirements, although some follow up actions by the union were still outstanding at that time (and anticipated to be completed by the end of March, 2018). The Gibsons Department operates a joint committee, which meets monthly, and has an OH&S program which is integrated into and forms part of its OGs. It is also operating a Workplace Hazardous Materials Information System (“WHMIS”), although the program needs updating and is an area where members need more training.

The terms of reference for the joint committee were provided by the SCRD and modified by the Department to meet its requirements. These terms of reference are an excellent model for incorporation into the other three Departments.

Roberts Creek Department

The Roberts Creek Department is operating a joint committee and has an OH&S program which is integrated with its OGs. Some of the technical matters related to its OH&S obligations (e.g., posting of joint committee minutes at the fire hall) may not be in full compliance. We understand the form of the program to be quite dated (late 1990s – early 2000s), and it should be updated as part of the process recommended in this report.

Halfmoon Bay Department

The Halfmoon Bay Department has an OH&S program. The program, however, requires updating and revision. It references various standards which are out of date and does not fully or properly track the requirements of the WCA and Regulations. A WHMIS program is included as part of the OH&S program but requires updating. The OH&S program is referenced in the Department’s OGs, but those OGs require significant updating. The section of the OH&S program dealing with the joint committee is not fully compliant with WCA requirements and requires review and updating.

Egmont Department

The Egmont Department is still in the process of developing its OGs. It is using the operational guidelines from the Pender Harbour Department as a precedent, which includes an integrated OH&S program. The Egmont Department noted that, with the assistance of the SCRD, it has recently started up its necessary joint committee/worker representative system. At present, the total number of members and officers operating out of the Egmont hall would require only that a worker representative be appointed, rather than a formal joint committee. The same safety and

⁶⁶ The review was initiated in December 2017; the follow-up inspection was conducted on 13 March 2018 and the corresponding report is dated 15 March 2018: WorkSafe BC, “Follow-up Inspection Report #1: Inspection Report #201717529150B,” 15 March 2018.

review processes (e.g., hall safety checks, participation in workplace incident investigations, etc.) are still required to be undertaken.

Outline of OH&S Requirements

The following section lays out the framework for ensuring that there is in place an appropriate OH&S program and related joint committee. It is worth observing that neither the WCA nor the Regulations lay out a straight forward discussion of either the formal requirements or content of an OH&S program for the fire services (or any occupation, for that matter). The statutory and regulatory structure is complex, and any recommendations made here should be confirmed through the SCRD's ordinary legal review processes.

The SCRD advised that it has developed an administrative WHMIS program and will ensure that the Fire Chiefs are aware of the policy framework which could be amended to include any specific provisions or content required to meet the needs of the Departments.

Formal Requirements

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

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

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

Section 3.3(1) of Part 3 of the OH&S Regulations requires an employer to initiate and maintain an OH&S program when it has a workforce of 20 or more workers and a workplace that is determined to create a “moderate or high risk of injury,” or by every employer which has 50 or more employees. The “moderate or high risk of injury” should be assumed to apply to fire department operations. The OH&S program must apply to “the whole of the employer’s operations”.⁶⁷ The program must be designed to prevent injuries and occupational diseases, and is required to include:⁶⁸

- (a) a statement of the employer's aims and the responsibilities of the employer, supervisors and workers;

⁶⁷ Section 3.1(1.1) of Part 3 of the Regulations. As noted, however, most local governments implement separate, compliant iterations of their OH&S programs for their fire departments.

⁶⁸ Section 3.3 of Part 3 of the Regulations.

- (b) provision for the regular inspection of premises, equipment, work methods and work practices, at appropriate intervals, to ensure that prompt action is undertaken to correct any hazardous conditions found;
- (c) appropriate written instructions, available for reference by all workers, to supplement the OH&S Regulations;⁶⁹
- (d) provision for holding periodic management meetings for the purpose of reviewing health and safety activities and incident trends, and for the determination of necessary courses of action;
- (e) provision for the prompt investigation of incidents to determine the action necessary to prevent their recurrence;⁷⁰
- (f) provision for the maintenance of records and statistics, including reports of inspections and incident investigations, with provision for making this information available to the joint committee or worker health and safety representative, as applicable and, upon request, to an officer, the union representing the workers at the workplace or, if there is no union, the workers at the workplace; and
- (g) provision by the employer for the instruction and supervision of workers in the safe performance of their work.

As suggested above, the SCRD should, in consultation with its Departments, develop a uniform OH&S program that can be used by all the Departments. Alternatively, it could ensure that its existing OH&S program (with any modifications necessary to deal with specific risks or concerns of the Departments) is fully extended to and applied by the Departments.

Joint Health and Safety Committee

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

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

As noted above, not all the Departments are operating joint committees which are compliant with the WCA. The following is a general discussion of the requirements for the proper creation and operation of a joint committee by the Departments.

⁶⁹ This provision establishes the underlying, base requirement for formal operational guidelines and/or standard operating procedures for the Department's primary activities, including emergency scene operations.

⁷⁰ Section 3.4 of Part 3 of the Regulations stipulates the required contents of any incident investigation report that is required to be completed.

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

Each of the Departments, other than Egmont, has 20 or more members and requires a joint committee. With ~17 members, Egmont requires a worker representative, though if it is thought that the number may increase, it may be preferable to operate with joint committee. If the Departments are interested, it should be noted that it is possible to make application to WorkSafe BC for permission to operate a single joint committee covering more than one Department.⁷¹ Some regional districts, such as the Columbia Shuswap Regional District, have obtained permission to operate a single joint committee across multiple fire departments. The approach may be worth examining in the SCRD: it would permit the SCRD to take the lead in managing the joint committee process; it would enable the SCRD to have oversight into OH&S issues on a regular basis; and it would relieve the Departments of the records keeping and related administrative obligations.

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

- membership on the joint committee and appointment of co-chairs from amongst the employer and employee representatives;⁷²
- the means of selecting the worker and employer representatives;⁷³
- the duties and functions of a joint committee;⁷⁴
- the requirement for monthly meetings;⁷⁵
- certain administrative requirements (such as the keeping and posting of minutes of the joint committee meetings);⁷⁶

⁷¹ See section 126(1)(b) of the WCA.

⁷² Section 127 of the WCA. Minimum membership on the joint committee is four: two employer representatives and two worker representatives. One employer representative and one worker representative must act as co-chairs.

⁷³ Section 128 (worker representatives) and section 129 (employer representatives) of the WCA. As there is no union involved, selection of worker representatives must be by secret ballot – see section 128(1)(b).

⁷⁴ Section 130 of the WCA.

⁷⁵ Section 131(2) of the WCA.

⁷⁶ See sections 137(1) and 138 of the WCA. Minutes of the last three meetings of the joint committee must be posted in the fire hall.

- the obligation of an employer to respond to recommendations from the joint committee;⁷⁷ and
- the employer's obligation to provide administrative support to the joint committee.⁷⁸

We did not review whether the committees that are in operation actually met all the above requirements, though we would note that, if the Gibsons Department has applied its terms of reference properly, its joint committee should be fully compliant.

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

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

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

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

Recommendation: The SCRD should work with its Departments – with a particular focus on the Roberts Creek, Halfmoon Bay and Egmont Departments – to develop and implement a common, formal, written OHS program and a formal Joint Committee/worker representative structure. By actively taking the lead in this area, the SCRD can relieve the Departments of a significant

⁷⁷ Section 133 of the WCA.

⁷⁸ Section 136 of the WCA.

administrative burden while better managing its risks. We recommend that the SCRD work with its Departments to address any existing deficiencies in how these matters currently are being handled.

Volunteer Recruitment and Retention

The recruitment and retention of volunteer firefighters has become one of the principal challenges facing the fire service in British Columbia and across Canada. The difficulties surrounding the recruitment and retention of volunteers were specifically identified as significant issues in the Fire Services Liaison Group report, *Public Safety in British Columbia: Transforming the Fire Service* (2009),⁷⁹ and has universally been identified as a problem by each of the volunteer-based services with whom we have worked over the past decade or more.⁸⁰ Some of the Departments are facing challenges in this area while others are more successful.

The problems facing the recruitment of volunteer firefighters are manifold and include:

1. The time commitment required to meet the training and qualification standards required of a firefighter has significantly increased since the 1970s and 1980s. The discussion of training issues in this report aptly illustrates how challenging it can be to train firefighters to the mandated standards. It can take as much as two to three years to train a volunteer firefighter to the Playbook and/or NFPA 1001 standards (depending on service level) and the time involved in meeting the on-going skills maintenance is material;
2. It is more challenging to attract new candidates. The reasons vary but include: changing demographics (an “aging population”); increasingly transient populations; a change in the overall level of “volunteerism”; and changes in work patterns, where families have both parents working (sometimes in multiple jobs) to make ends meet. Several of the Departments face additional challenges in that the population base from which they draw their volunteer complements are relatively small. Some of the Fire Chiefs noted that the community’s demographics are increasingly moving towards a “retirement” age population and that many of the younger residents move away for better economic or educational opportunities;
3. Even where volunteers have successfully been recruited, business-day responses are weak, as employers are less willing to allow their employees to leave work to respond as a member of the local fire department or the members are working at jobs outside of the community and are unable to provide a timely response; and
4. Fire chiefs and fire officers have been increasingly tasked with more burdensome administrative and training requirements. They have less time available and often lack the skill sets required, to develop and maintain a successful recruitment process in light of the challenges which have developed in this area.

⁷⁹ The report examined the challenges facing the fire services generally in the province. See recommendation 4 of the FSLG Report, on pp. 20 ff.

⁸⁰ While the experience varies with department, even those which are “doing well” identify that recruitment and retention of volunteers is a significant issue for them, which demands significant time and attention from the fire services management team.

In much of British Columbia, reliance on volunteer and paid-on-call responders is both an economic and operational necessity. The costs of maintaining a career department are simply too great and cannot be supported by the economic base or justified by the call volume. Given the circumstances, all four Departments will be dependent on volunteers for the foreseeable future. Faced with the necessity of maintaining an adequate number of volunteers, and the challenges of so doing, local governments and fire departments must become more innovative in their approach to this issue. It can no longer be viewed as just a challenge for which the fire department has sole or even primary responsibility. Rather, the problem must be treated as one which is addressed in a coherent fashion by the SCRD and its Departments acting in tandem.

In the SCRD's current system, the Fire Chiefs are primarily responsible for recruitment. They are increasingly finding the recruitment process to be a significant challenge, both in terms of the time required to manage the process, as well as challenges in terms of outcomes. Turn-over and retention issues also are becoming increasingly problematic.

The existing approach to recruitment needs to be reviewed. The SCRD needs to become more proactive in assisting the Departments with their recruitment efforts. The SCRD should examine how it can better assist the Departments with developing and managing effective public relations/public information campaigns to attract and retain new members. Some specific issues to be considered include the following:

1. As noted elsewhere in this report, existing remuneration and compensation practices for volunteer members, including benefits which may provide an inducement to join and a reason to remain a member, should be reviewed;
2. Ensuring that the search for new members is as broadly-based as possible;
3. Working with the Departments to implement a "duty crew" system;
4. Working with employers in the region (including local governments themselves) to encourage volunteers from amongst their employees and to permit those employees to respond to day-time calls;
5. Developing an effective and proactive recognition process that acknowledges the contribution of the volunteers (and their families) and the employers who participate as partners;
6. Making available certified training to those members who are looking to become career firefighters in the future.

Each of these issues is considered below.

Compensation

In our experience, people do not join their local volunteer fire department with the thought of financial gain; rather they do so to serve their community and to provide protection to their families and their neighbours. In saying this, our experience with other volunteer departments,

indicates the issue of compensation does make a considerable difference in the area of retention of volunteers. As noted above, we believe it would be time to review the compensation structures that are in place. If standardized and increased proficiency criteria must be met, the existing practice of paying members only for training also needs to be reviewed. Compensation can come in the form of a “paid-on-call” system and/or an improved benefits package. Finding the right balance will require more detailed discussions with the Departments and their members. Similarly, the growing administrative demands on officers, coupled with higher training requirements and greater responsibility, makes it important to review honoraria levels for these roles. It also is important to review how the Department manages its essential administrative functions and to ensure that members are compensated if they actively and regularly provide such support services.

Recruitment Processes

Fire departments need to attract recruits from the broadest possible range of candidates. They also need to make effective use of both traditional and new media, to be aggressively proactive in getting their message out. It is critical for the SCRD to assist the Departments in these efforts, both by helping to develop and implement regular, on-going media campaigns, as well as by clearly and effectively conveying to the public and to employers the need for volunteer firefighters and the benefits that accrue to the community as a whole from active participation. Several of the Departments acknowledged that their existing practices were somewhat *ad hoc* and noted that SCRD assistance was needed.

Recruitment drives can be tied to other SCRD-sponsored events, as well as being run as standalone drives (e.g., during “Fire Week” every year).

Some volunteer departments have also taken to recruiting new members specifically to assist with administrative or support functions. They have found that there is a willing group within their communities that would like to help, but not as active emergency responders. While there is always turn-over (or the potential for turn-over) in volunteers, the Departments may wish to consider whether they could attract individuals interested in helping principally with such administrative tasks. In some cases, it may be possible to recruit senior high school students (who may have a work experience or community service requirement to fulfil) to assist with matters such as the inputting of legacy training records, once a new RMS system is brought online. At the same time, if junior firefighter programs are created, these students also could be brought into the Departments’ training programs as well, potentially laying the groundwork for a new group of volunteer members.

“Duty Crews” and Employer Participation

These concepts, in some respects, are inter-linked. One of the issues facing all volunteer departments is that weekday, business-hour responses are typically very low. The problem stems, in part, from the fact that employers, which traditionally would permit a volunteer firefighter to leave work to respond to an emergency, are no longer willing to do so. In some cases, it also is an issue for the volunteer who may not be able to afford to lose his or her pay for the time required to respond to a call. The problem is made more challenging in the

Departments whose fire service areas are primarily in a residential community, with their members working too far away to respond effectively.

There are no magic solutions to these issues. Some approaches which should be considered include:

1. Implementing a duty crew system – for example, each member who is able, commits to responding during a specified time frame each month (e.g., one week per month) during business hours. Under this arrangement, an employer would know that his or her employee would only be responding during business hours one week per month. The concept can be refined to limit the types of calls that would go out to duty crews (e.g., to structure fires or other “major” incidents), thereby limiting the number of times per week that a day-time response will be required.
2. Rewarding the employer for participation. This reward can be tangible (e.g., a rebate on business licence fees), intangible (express public recognition by the SCRD of the employer’s participation – including a plaque or signage for the business, an awards dinner, media release by local government, etc.) or a combination of both. However, it is important that the SCRD effectively and consistently acknowledge the contributions that participating employers make to the operation of the volunteer Departments.
3. Ensuring that volunteers are not directly “out of pocket” for responding. Some jurisdictions provide wage-loss compensation (in place of regular remuneration for a call response). This wage loss system (to a maximum of \$150/day) is currently in place in Roberts Creek. We recognize this could be expensive: it would require more detailed study and review before implementation, though the approach of capping the payment makes it more predictable.

Recognition

The time and cost of training up volunteers makes retention efforts as critical as recruitment. Appropriate recognition of the volunteers, and their families, is critical to ensuring their retention. Similarly, a well-developed and focused recognition program aimed at local employers who participate as partners will help to encourage participation from businesses. Recognition events need the active support and participation of all levels of the SCRD, including elected representatives, to be fully effective.⁸¹

Certified Training

For the most part, all career fire departments in the province require new recruits to have successfully completed NFPA 1001 Firefighter 2 prior to making application for a firefighter job. To achieve these prerequisites, potential candidates must attend any one of the many institutions located across Canada and the United States and pay several thousand dollars in

⁸¹ In one instance of which we are aware, the local government had delegated organization of the recognition event to the volunteer department itself – thereby effectively adding to the department’s workload. This approach undercut any benefits from having the event in the first place.

tuition fees. Completion of the program does not guarantee a job but merely entitles them to start applying for positions when they come available. In addition to completion of NFPA 1001, many career departments also require that a candidate has served in a volunteer firefighter capacity for a specified period of time. Also, there is often a lag time of several years between when a potential recruit has completed the courses and is actually accepted as a recruit firefighter.

In the past, some volunteer departments have often decried this system and complain that the career departments are stealing their trained firefighters. We suggest that rather than viewing this as a disadvantage to volunteer departments it should be viewed as an opportunity.

Volunteer fire departments need to consider taking advantage of this situation in that there are many individuals looking to become career firefighters, all of whom need NFPA 1001 Firefighter 2 certification and need to spend time serving in a volunteer fire department. For a variety of reasons, many young people simply cannot afford the tuition fees or do not have the time available to leave their current job and attain the necessary firefighter training.

Volunteer departments have the ability to provide the NFPA 1001 Firefighter 2 training and can also provide the “volunteer experience” future career members need to attain. The only issue required of the Departments would be a commitment to provide “accredited” training so that upon completion a member would be certified NFPA 1001 Firefighter Level 2; in exchange the Department could require a specified time commitment to the Department from the individual (say, 3-5 years). The arrangement would provide well trained staff while they were with the Department, allow individuals with the opportunity to become career firefighters and develop a semi-professional training program and environment within the Departments.

Recommendation: When compensation/remuneration issues are reviewed as recommended above, specific consideration should be given to identifying a system that will make it easier to recruit members and enhance retention.

Recommendation: The Departments and the SCRD should develop a comprehensive approach to recruitment and retention including developing an effective information campaign seeking volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.

Recommendation: The SCRD should work with its Department to improve existing recognition programs for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.

Recommendation: Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties. Consideration should be given to attracting senior high school students, who need to fulfil their work experience or community service requirements, to assist with administrative tasks, and to incorporate such

students into junior firefighter programs. If this approach is taken, a standardized junior firefighter program should be developed across the four Departments.

Recommendation: The Departments in consultation with the SCRD should consider developing a career pre-employment training program, that enables members wishing to eventually try to become career firefighters, to gain the necessary accredited training and a broad range of experience.

Fire Underwriters Survey

This section examines the role and importance of FUS reviews for residents in a fire protection area and provides a brief background on the methodology that those surveys employ. Given that the rating provided by the Fire Underwriters materially impacts insurance costs for both residential and commercial buildings, it is important to understand how the rating system operates and the potential impact it has on the cost-benefit analysis of investing in the fire service. In particular, it is important to understand how investing in the fire service through civic taxes, to establish, maintain or improve an area's FUS rating, can potentially result in a net return (or the maintenance of major net savings) for residents and area businesses.

The four Departments have recently completed an FUS review, and the results were generally excellent (a summary is provided below). The review conducted did not include a detailed report, so our comments below are limited to providing an overview and understanding of the Fire Underwriters' assessment approach.

The Fire Underwriters are a national organization administered by Opta Information Intelligence. It has operated under a variety of names in the past (including SCM Risk Management Services Inc.), but in each instance, the organization was, and we believe still remains, owned or controlled by the insurance industry.

The primary purpose of the Fire Underwriters is to establish the Dwelling Protection Grade ("DPG") and Public Fire Protection Classification ("PFPC") for each community in the country.⁸² The DPG rating generally applies to single family detached residences,⁸³ whereas the PFPC rating applies to multi-family residential, commercial, industrial and institutional buildings or districts, and generally is applied by the "commercial lines" arm of the insurance industry.⁸⁴

Most residential homeowners and businesses carry fire and general perils insurance, and any person with a mortgage is required to maintain such insurance by the mortgagee bank or financial institution. Where a community has a fire department which meets FUS standards for performance, the cost of insurance can be significantly decreased. Thus, one of the cost-benefit analyses that underpins the investment required to establish or maintain an FUS-rated

⁸² There is on-going consideration by the Fire Underwriters of the two types of classifications: it is possible that in the not-to-distant future, the two ratings will be combined so that only a single rating system exists, covering both residential and commercial/multi-family properties.

⁸³ Under the FUS definitions, the DPG ratings generally apply to the following: "One- and Two-Family Detached Dwellings (buildings containing not more than two dwelling units) in which each dwelling unit is occupied by members of a single family with not more than three outsiders, if any, accommodated in rented rooms." Also under this system, a "typical" detached dwelling is a maximum of 3,600 square feet in size. Fire Underwriters Survey website, "Terms of Reference", <http://www.fireunderwriters.ca/dwelling-protection-grade.html> accessed on 20 July 2018.

⁸⁴ Fire Underwriters Survey website, "What is the PFPC" at <http://www.fireunderwriters.ca/public-fire-protection-classification.html>, accessed on 20 July 2018.

fire department is the trade-off between the taxes needed to pay for the department and the expected saving on insurance costs.

With a well-rated fire department, the savings on insurance premiums often will offset, in whole or in significant part, the costs of operating the department. For an individual with a house that is assessed at a replacement cost for insurance purposes of \$300,000, a “protected” or “semi-protected” rating will generally result in cost saving on insurance of more than \$2,000. For commercial properties, significant reductions in insurance rates can be expected when the community obtains a PFPC rating of 7 or better. From the savings enjoyed on insurance, the tax cost of maintaining the service would then need to be deducted to determine the net direct financial benefit (or cost) of having a “rated” department.⁸⁵

By way of example, the following tables are sometimes shown in FUS reviews.⁸⁶ They show the amount by which “average” insurance costs drop for residential and commercial properties as the DPG or PFPC rating improves:

⁸⁵ The rating system is described in greater detail in the next section. It must be stressed that the actual cost of insurance for any homeowner or business varies based on a number of individual and site-specific factors. While the FUS fire grading for the area has a significant impact, a host of other considerations are also involved in the setting of insurance rates, including matters specific to the individuals or properties involved, or the competitive forces at work in the region. It is also important to note that the insurance value of a dwelling or business is not the same as its assessed value for tax purposes (as the latter is based on the cost of building a replacement structure, not its estimated market value – the two can vary significantly).

⁸⁶ These tables are now several years old. A number of more recent reports we have seen have not included them, or, where they have been included, have involved insurance cost figures which are particular to the locale. These figures were calculated on broad-based national averages in the reports in which they were used.

Table 5: DPG Rating—Estimated Insurance Costs

Replacement Value \$	Unprotected Rate \$	60± % reduction	Semi Protected Rate \$	32± % reduction	Fully Protected Rate \$
100,000	1,165		465		315
125,000	1,470		585		400
150,000	1,750		700		475
175,000	2,040		815		555
200,000	2,710		1,215		739
250,000	3,290		1,475		893
300,000	3,880		1,741		1,053
350,000	4,422		1,987		1,201
400,000	4,953		2,226		1,349
450,000	5,489		2,465		1,491

Table 6: PFPC Rating—Estimated Insurance Cost Decreases

Public Fire Protection Classification	U-Rate Percentage Decreases
PFPC 10 to PFPC 9	99.2%
PFPC 9 to PFPC 8	96.6%
PFPC 8 to PFPC 7	82.4%
PFPC 7 to PFPC 6	74.4%
PFPC 6 to PFPC 5	63.1%
PFPC 5 to PFPC 4	53.8%
PFPC 4 to PFPC 3	48.0%
PFPC 3 to PFPC 2	47.3%
PFPC 2 to PFPC 1	45.8%

As can be seen in Table 6, ratings improvements in the commercial classification do not result in linear decreases. From a cost-benefit perspective, moving a rating from PFPC 8 down to ~PFPC 4 provides the optimal savings for businesses and multi-family properties. That non-linear relationship is worthy of consideration on a cost-benefit analysis between the amount required to be invested in improving the service and the expected insurance savings for owners of commercial, industrial and multi-family properties.⁸⁷ Below PFPC 4, the amount required to be invested to obtain the improved rating likely will outweigh any insurance savings.

⁸⁷ The amount of savings can also vary with the particular type of industry or commercial undertaking. See the more detailed discussion of PFPC ratings below. The table gives the average of all savings, across all industry types.

A complicating factor is that the ratings applied to a community are not necessarily uniform. FUS considers a series of issues (examined further below), which include distance from the fire hall and availability of water supplies. Depending on the size and nature of the service area, the insurance benefits may not be equally enjoyed by all ratepayers. Thus, if the fire zone is larger than 8 kilometres in radius (assuming the hall in the centre), the residents outside of the 8-kilometre zone may not enjoy the cost savings received by those residents who live within the zone.

Current FUS Rating for the SCRD Departments

The four Departments recently received revised insurance gradings. The results were commendable:

Table 7: FUS Ratings for Gibsons, Roberts Creek, Halfmoon Bay, Egmont

Department	1999 PFPC	2018 PFPC	1999 DPG	2018 DPG
Gibsons:				
• Town	6	4	3A	3A
• West Howe Sound	6 (HPA ⁸⁸) 9 (Non-HPA)	4 (HPA) 9 (Non-HPA)	3A (HPA) 3B (Non-HPA)	3A (HPA) 3B (Non-HPA)
Roberts Creek	7	5 (HPA) 9 (Non-HPA)	3A (HPA) 3B (Non-HPA)	3A (HPA) 3B (Non-HPA)
Halfmoon Bay	7 (HPA) 9 (Non-HPA)	5 – FH1 ⁸⁹ (HPA) 9 – FH2 (HPA) 9 (Non-HPA)	3A (HPA) 3B (Non-HPA)	3A (HPA) 4 (Non-HPA)
Egmont	N/A	5 (HPA) 9 (Non-HPA)	3A (HPA) 3B (Non-HPA)	

Egmont has moved itself to a well rated department for both commercial and residential properties, in a relatively short period of time. The Halfmoon Bay gradings show the impact of aging or otherwise unrateable apparatus. As discussed below, the Fire Underwriters require apparatus to be replaced after approximately 20 years (up to 25 years, with prior approval and annual testing). The Halfmoon Bay water tender is now 32 years old, which has resulted in a drop in its DPG rating for non-hydrant protected areas, from 3B to 4. The principal apparatus in Fire Hall 2 was not considered a rateable pumper by FUS, which materially impacted the PFPC results in the area around that hall.

⁸⁸ “HPA” means “Hydrant-protected area”.

⁸⁹ “FH1” and “FH2” refers to “Firehall 1” and “Firehall 2” in Halfmoon Bay.

Roberts Creek has also improved its insurance rating for commercial properties, moving from a 7 to a 5 for hydrant protected areas.

Similarly, the Gibsons Department has improved its PFPC rating from 6 to 4, which is an excellent rating for a predominantly volunteer department.

It should be noted that, in relation to the residential DPG rating, a 3A-rating is generally the best that the Fire Underwriters will give to a volunteer or paid-on-call department where hydrants are available. Where there are no hydrants, a 3B-rating is generally the best that can be obtained, unless a department qualifies for water shuttle accreditation (which is a testing process to determine a department's ability to shuttle water and maintain a consistent water flow for a set period of time). If shuttle accreditation is obtained, a 3B(s)-rating is given, which is generally treated as the same as a 3A-rating.

FUS Methodology

Overall Ratings Weighting: The FUS ratings are weighted against the following four areas of assessment:⁹⁰

- Fire Department: 40%
- Water Supply: 30%
- Fire Safety Control: 20%
- Fire Service Communications: 10%.

The assessment also involves a consideration of the principal fire risks covered by the subject department, including determination of the required fire flows (i.e., water flow requirements for the particular hazards and risks).

The fire department assessment includes a consideration of apparatus, equipment, staffing, training, operations and administration, and the location/distribution of fire halls and fire companies. In this segment of its review, FUS analyzes the effectiveness of the fire department's ability to extinguish fires in all parts of its fire protection area. More recent (post-2013) reviews have 19 separate factors which are assessed in this category.

Part of that assessment includes a review of the apparatus in use and its suitability for the subject department's fire risks. In general, FUS sets 20 years as the maximum age for front-line use of apparatus by small-medium sized communities. It also has requirements for certain apparatus types (e.g., aerial devices) depending on its assessment of the community's fire

⁹⁰ This information is based on various FUS reviews we have examined in work for other clients.

risks.⁹¹ The age of apparatus can be extended (generally to 25 years), but only by application to FUS and by meeting annual certification requirements.

The “Water Supply” section looks at the hydrant system (if present), and considers issues such as water flow, supply reliability and system redundancy, based on criteria set out in its “Water Supply for Public Fire Protection”.⁹² There are 15 factors which are assessed in this category. Where no hydrant system is present or where the hydrant system only covers a portion of the fire protection area, FUS then looks at the ability of the fire department to access, load, transport and unload water against the risks faced in the non-hydrant protected area. In such cases, the assessment is usually considered as part of the “Fire Department” analysis.

The “Fire Safety Control” category covers fire prevention programs/public education, fire inspections and building/fire code and bylaw enforcement. There are seven factors which are assessed within this category. In general, FUS is looking at whether local government is making effective use of these tools in managing the level of fire risk throughout the fire protection area (e.g., inspections, code enforcement, fire prevention programs, smoke alarm programs, etc.).

The “Fire Service Communications” category involves an assessment of dispatch services, paging systems and radio communications. There are five factors which are assessed within this category.

Ratings System. As noted above, FUS reviews involve two entirely separate rating systems – one for residential properties (DPG) and one for commercial/multi-family properties (PFPC). The DPG rating is calculated on a five-point numerical scale, whereas the PFPC rating is based on a 10-point scale. In both cases, a “1” is the highest achievable rating. In simplest terms, the goal of an FUS review is to provide insurance companies with a grading of fire protection services provided across a particular fire protection area.

Insurance companies use the grading rate provided by the FUS as one of a number of factors in determining local fire protection insurance rates. It should be emphasized that the system is quite fluid, and individual insurers can and will set rates based on considerations other than the FUS ratings (either higher or lower, depending on the insurer’s perception of actual risk, competitive concerns and other factors).⁹³ It is the responsibility of individual insurance

⁹¹ FUS recommends an aerial device once a community has a water flow requirement that is calculated to exceed 3,300 Imperial gallons per minute or where there are five or more buildings in the community which exceed 3 stories (10.7 metres) in height.

⁹² FUS, “Water Supply for Public Fire Protection” (1999), which is available at: <http://www.scm-rms.ca/docs/Fire%20Underwriters%20Survey%20-%201999%20Water%20Supply%20for%20Public%20Fire%20Protection.pdf> accessed 20 July 2018.

⁹³ See a list of other factors on the Fire Underwriters Survey website, “How the PFPC affects individual insurance policies” at <http://www.fireunderwriters.ca/public-fire-protection-classification.html>, accessed 20 July 2018.

companies to determine what weight they give the FUS grading when determining insurance rates.

DPG Rating. For residential properties, the rating system is graded on a scale from 1 – 5 where “1” is best possible rating. The rating of “3” is split into two subcategories where “3A” indicates that there is an approved hydrant or water supply system, and “3B” indicates that the department relies on mobile water supplies. From the insurance industry’s perspective, the ratings for residential homeowners are generally treated as follows:

Table 8: DPG Rating Details

DPG Rating	Insurance Status	Comment
5	Unprotected	No savings on insurance from having a fire department.
4	Semi-protected	Some savings on insurance likely will be enjoyed; in some regions, this rating and “3B” are treated as essentially equivalent.
3B	Semi-protected	This is usually the rating level at which significant cost savings on insurance are enjoyed. This is usually the highest rating available in areas which are not hydrant-protected.
3A; 3B(S) ⁹⁴	Protected	Progressively greater savings on insurance. Fully protected status typically means a savings of 50-60+% on insurance costs.
2	Protected	
1	Protected	

Dwelling Protection Grade Ratings

In general, FUS estimates that a community which achieves fully protected status can enjoy savings on insurance of up to 60% (or more) versus communities which are “unprotected”.⁹⁵ By way of example, in a recent fire master plan we worked on, two of the members of council to whom we delivered the report exemplified the difference that the FUS rating makes. In that instance, the fire department’s coverage zone was greater than eight kilometres, so residents outside of the eight-kilometre zone did not receive the benefit of a reduced insurance rate. One councillor was paying more than \$3000 annually for fire insurance, while the other was paying

⁹⁴ A rating of 3B(S) is an FUS accreditation for tanker shuttle capability, where a department is able to demonstrate its ability to maintain a specified water flow for a stipulated period of time, using tanker units. It applies to areas which are not hydrant-protected, and must be periodically renewed. This specialty rating is treated by most insurers as being the equivalent of a “DPG 3A” (fully protected) rating.

⁹⁵ This estimate is based on statements in various reviews conducted by the FUS, including for the Kootenay Boundary Regional Fire Service (2008) and the Sasamat Volunteer Fire Department (2010).

less than \$1000 – in relation to properties that the two agreed were otherwise broadly similar.⁹⁶ The effect of this differential can be seen for commercial properties in Halfmoon Bay, where those on hydrants and within the five-kilometre zone of Fire Hall 1, receive a PFPC rating of 5, while those covered by Fire Hall 2 receive a PFPC 9.

There are some fundamental location and distance requirements for an area to receive a protected or semi-protected rating:

- residents must live within eight kilometres by road of a fire hall (i.e., the measurement is based on distance travelled on the existing road network, not in a straight line from the fire hall); and
- for hydrant protected areas, the residence must be within 300 metres of a fire hydrant (or else the residence is classed based on the community's "non-hydrant protected" rating).⁹⁷

Properties which are more than eight kilometres by road from a fire hall are treated as DPG 5 (unprotected).

PFPC Rating. The PFPC rating, which is determined at the same time as the DPG rating, is based on similar factors. The impact of an improved classification varies with the industry – higher risk industries enjoy greater savings at certain levels – for example, as the PFPC rating improves from 8 to 7.⁹⁸ In the context of other work we have undertaken, we have reviewed information from FUS which suggests that for each level of improvement in the PFPC classification, the average commercial insurance cost for a typical area will drop by approximately 4 – 15%, depending on which level of the scale one is on (see chart above).

The following factors are integrated into the PFPC assessment:⁹⁹

1. Fire Risk, including analysis of required fire flows (i.e., the amount of water a department needs to be able to put on a fire) for individual buildings, building groups and zones of similar risk (Fire Flow Demand Zones) of the community. From this fire risk assessment, the Fire Underwriters determine the areas “Basic Fire Flow” requirement (the “BFF”), which is the amount of water that FUS determines the particular department must be

⁹⁶ The example also illustrates a problem where the financial benefits of having a fire department are not always equally enjoyed by all taxpayers.

⁹⁷ This distance can be extended to 600 metres if a department is certified by FUS as capable of “large diameter hose-lay”. See: FUS, *Accreditation of Alternate Water Supplies for Public Fire Protection* (December 2010), at <http://www.fireunderwriters.ca/docs/FUS.Alternative.Water.Supply.Accreditation.Protocol.v2012.pdf>, accessed on 20 July 2018.

⁹⁸ Based on other FUS reviews, where for one department's area, industry classified as “Manufacturing (Wood)”, showed a 17% insurance cost saving when moving from a PFPC 8 to PFPC 7, which contrasted with only 3 – 4% savings enjoyed by less risky undertakings.

⁹⁹ From: Fire Underwriters Survey website, “How the PFPC grading system works”, at <http://www.fireunderwriters.ca/public-fire-protection-classification.html>, accessed on 20 July 2018.

able to pump to meet the majority of risks within its service area. The BFF is a critical calculation: it drives a number of the other assessment factors, including apparatus requirements, response levels, staffing and other equipment;

2. Fire Department, including apparatus, equipment, staffing, training, operations and geographic distribution of fire companies;
3. Water Supply system, including source to distribution analysis, redundancy factors, condition and maintenance of various components, and storage volume;
4. Fire Prevention and Fire Safety Control programs including public education, codes/bylaws implementation and use of codes/bylaws in managing the level of fire risk throughout communities; and
5. Emergency Communication systems, including telephone systems, telephone lines, staffing, and dispatching systems.

The PFPC rating is essentially a benchmarking against various standards or requirements in each category and in relation to other communities.

For a commercial property, the application of the rating system depends on the distance from the fire hall and, in hydrant protected areas, distance from a fire hydrant. This can result in “split ratings” for a fire protection area. The FUS describes split ratings as follows: ¹⁰⁰

"In many communities, FUS develops a split classification (for example, 5/9). Generally, the first class, (Class 5 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station and within 150 metres of a fire hydrant. The second class (Class 9 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station but beyond 150 metres of a hydrant. FUS assigns Class 10 to properties insured under Commercial Lines that are located beyond five road kilometres from the responding fire station."

It should be noted that newer FUS reviews, in addition to introducing more detailed ratings and some new concepts,¹⁰¹ are increasingly focusing on fire prevention, fire education and the importance of bylaws which support good fire protection practices (e.g., sprinklering requirements, a well-considered fire inspection program, building and electrical code enforcement, etc.).

¹⁰⁰ From: Fire Underwriters Survey website, “Split Classifications”, at: http://fireunderwriters.ca/FR/pfpc_e.asp, accessed on 20 July 2018.

¹⁰¹ Some of the concepts introduced over the past several years include a “divergence penalty” – where either the water supply system or the fire department is markedly better than the other, the overall score will be reduced – and a general penalty for “special hazards analysis”, which seems to be a largely subjective assessment of risks from natural or environmental factors (e.g., earthquake, wildfire and weather).

Summary

The principal benefit of having an effective, well-equipped and well-trained fire department is that it will materially improve the life safety of residents in its fire protection area. Indeed, we would stress that the life-safety issues are the principal ones to focus on, when communities examine the benefits and weigh the costs of investing in their fire services. From a financial perspective, however, it also is critical to understand that a fire department which is well rated by the Fire Underwriters will likely result in reduced insurance costs for both residential and commercial property owners.

Appendix 1: Response Analysis

The SCRD Departments respond to a range of emergency and non-emergency incidents, each of which is recorded by E-Comm in its Computer Aided Dispatch system (“CAD”). The CAD data for the years 2009 to 2017 were analyzed and will be discussed in the following sections. What the data show is that call volumes are increasing for all four Departments and a 10-year projection suggests that by 2028, assuming a straight-line projection, they will have doubled.

Response Standards

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

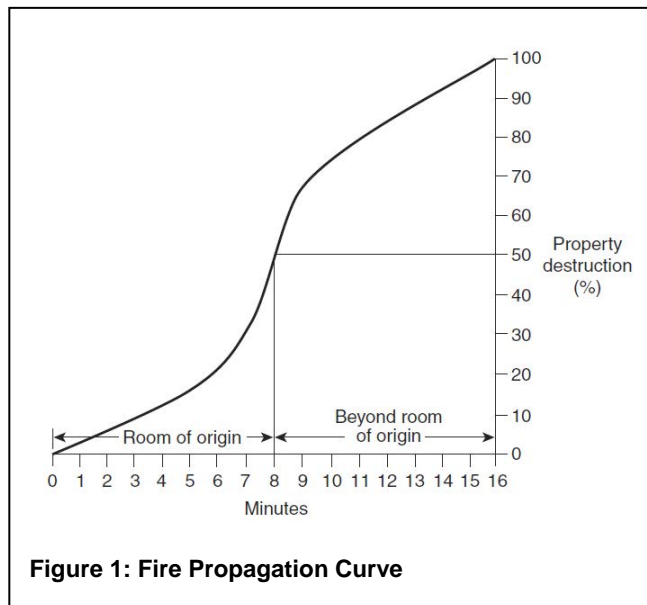


Figure 1: Fire Propagation Curve

The relationship between the deployment of sufficient firefighters within a defined timeframe relative to fire loss and injury has been documented by the NFPA and this is shown in Table 9. From this it can be seen that confining a fire to the room of origin results in an average dollar loss of \$2,993.

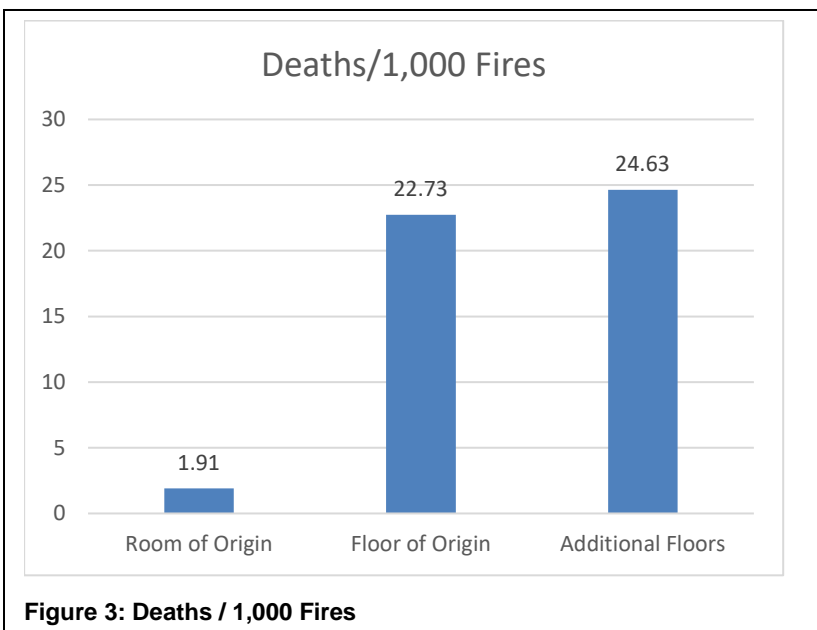
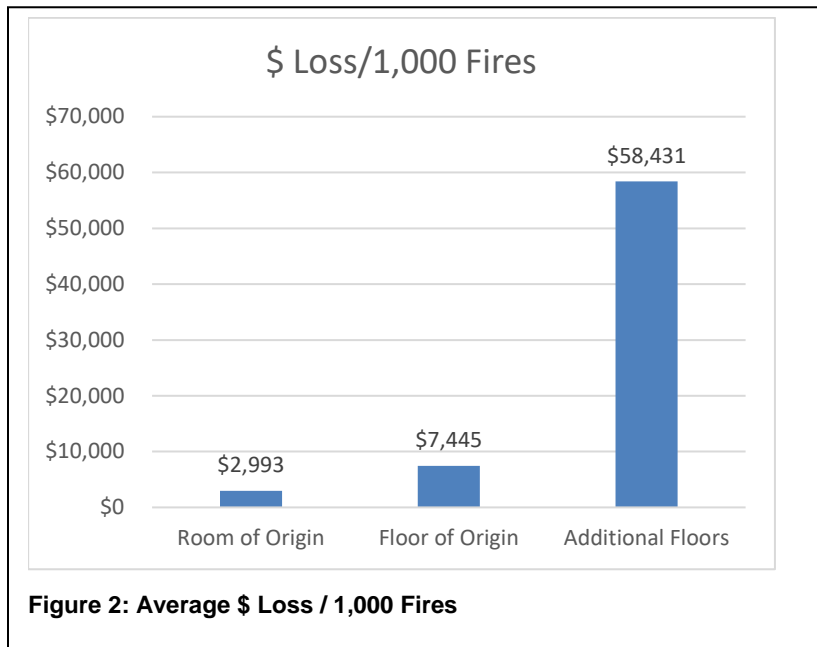
Table 9: Fire Fatalities, Injuries and Damage Based on Fire Spread (source NFPA)

Flame Spread	Civilian Deaths	Civilian Injuries	Average Dollar Loss per Fire
Confined fires or contained fire identified by incident type	0.000	10.29	\$212
Confined fire or flame damage confined to object of origin	0.65	13.53	\$1,565
Confined to room of origin, including confined fires and fires confined to object	1.91	25.32	\$2,993

Flame Spread	Civilian Deaths	Civilian Injuries	Average Dollar Loss per Fire
Beyond the room but confined to the floor of origin	22.73	64.13	\$7,445
Beyond floor of origin	24.63	60.41	\$58,431

Fires which extend beyond the room of origin, but which are contained to the floor of origin result in an average dollar loss of \$7,445 while fires which extend beyond the floor of origin result in an average dollar loss of \$58,421¹⁰². Similarly, where a fire is held to the room of origin civilian fire deaths do not exceed 1.91 per thousand fires, but where the fire extends beyond the room of origin there are 22.73 deaths per thousand fires.

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



¹⁰² The data used in this table is for the United States; there is no similar aggregation of national data in Canada.

NFPA 1221

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

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

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

NFPA 1720

The NFPA 1720 standard applies to volunteer fire departments and the proposed response times recognize that there is variability in terms of density of population in suburban and rural areas. For this reason, the time targeted for arrival and assembly of a fire crew decreases with density, as shown in Figure 5. It is understood that, for some fire departments challenged by

longer travel distances, they are not likely to arrive with sufficient firefighters within eight minutes; however, that remains a goal based on our understanding of the effect of longer response times on damage, injuries and fire fatalities.

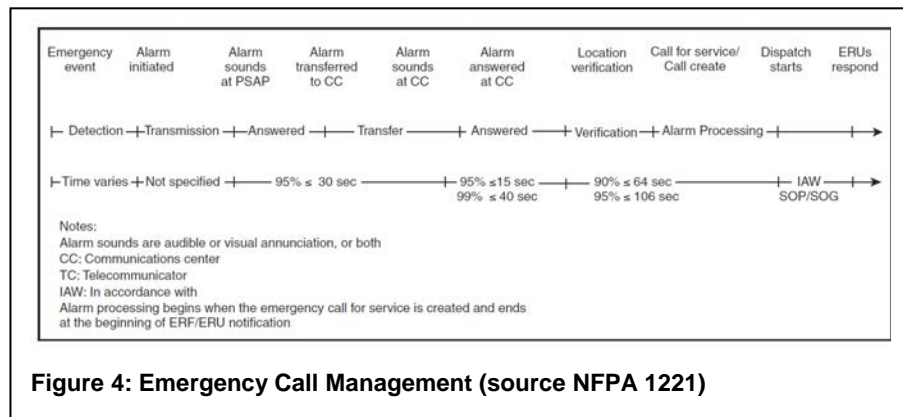


Figure 4: Emergency Call Management (source NFPA 1221)

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

^aA jurisdiction can have more than one demand zone.
^bMinimum staffing includes members responding from the AHJs department and automatic aid
^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

Figure 5: Staffing Levels—Volunteer Fire Departments (source NFPA 1720)

Incident Responses 2009 - 2017

CAD System Data

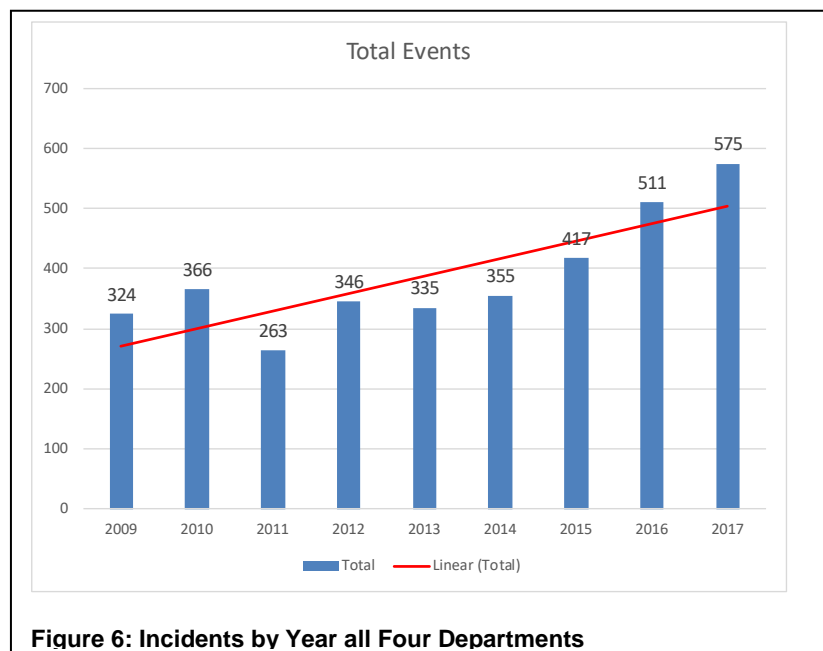
For the period 2009 to 2017 the four Departments received a total 3,492 incidents as shown in Table 10. Some of these were emergencies such as structure fires, or medical responses, others such as burning complaints would require only a routine response. In some cases, only one unit would be dispatched, other incident types, such as structure fires, require multiple units to respond and may involve automatic and or mutual aid responses from neighbouring fire departments.

Table 10: Total Responses—Four Departments

Year	Incidents
2009	324
2010	366
2011	263
2012	346
2013	335
2014	355
2015	417
2016	511
2017	575
Total	3,492

Responses by Year

The responses by year are shown in Figure 6, which includes a linear trend line indicating an increase over the period.



Responses by Month

The data for the four departments can also be displayed by month as shown in Figure 7. From this it can be seen that the call volume in eleven months September to July ranges between 227 to 361. The exception is August with 493 incidents which is nearly double the average for the other eleven months. This reflects both peak tourist and peak fire season on the coast.

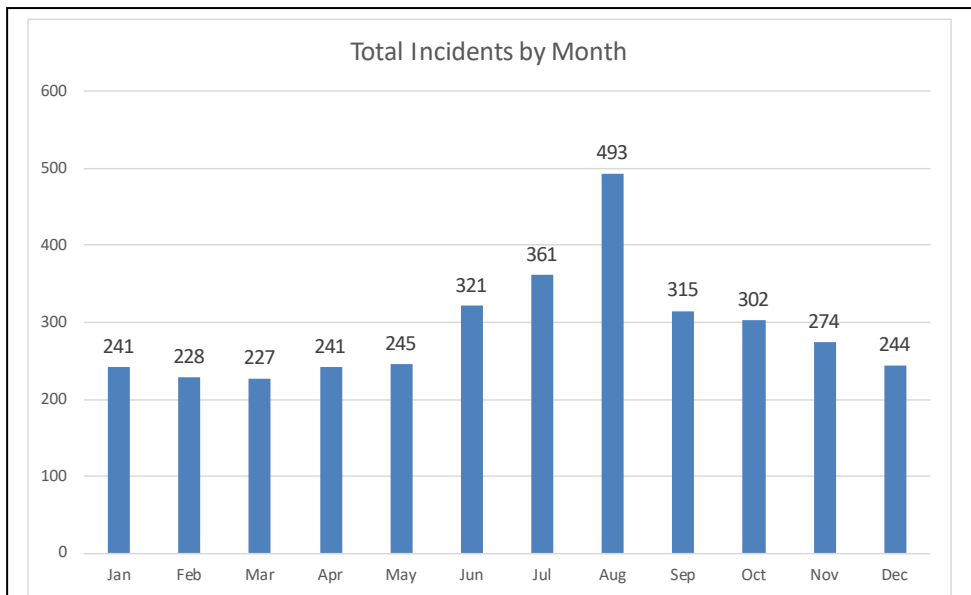


Figure 7: Response by Month all Four Departments

Responses by Day of the Week

Responses by day of the week are shown in Figure 8, with the highest call volume on the weekends and a lower call volume mid-week. This distribution of calls is quite typical and for the SCRD likely reflects an influx of people on weekends.

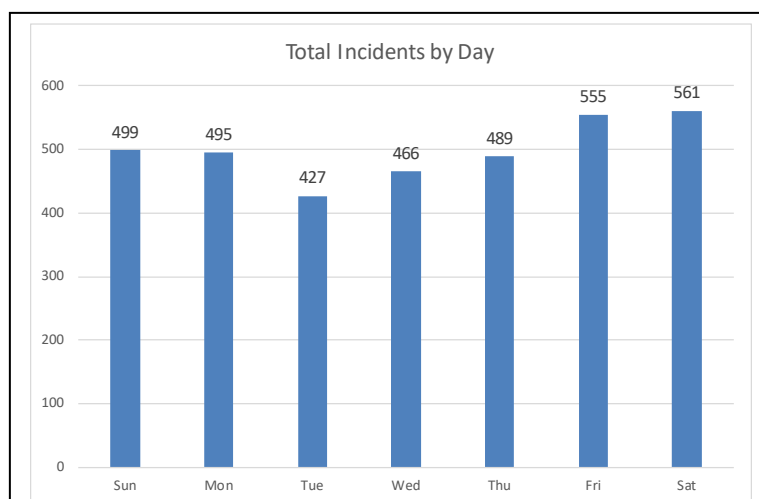
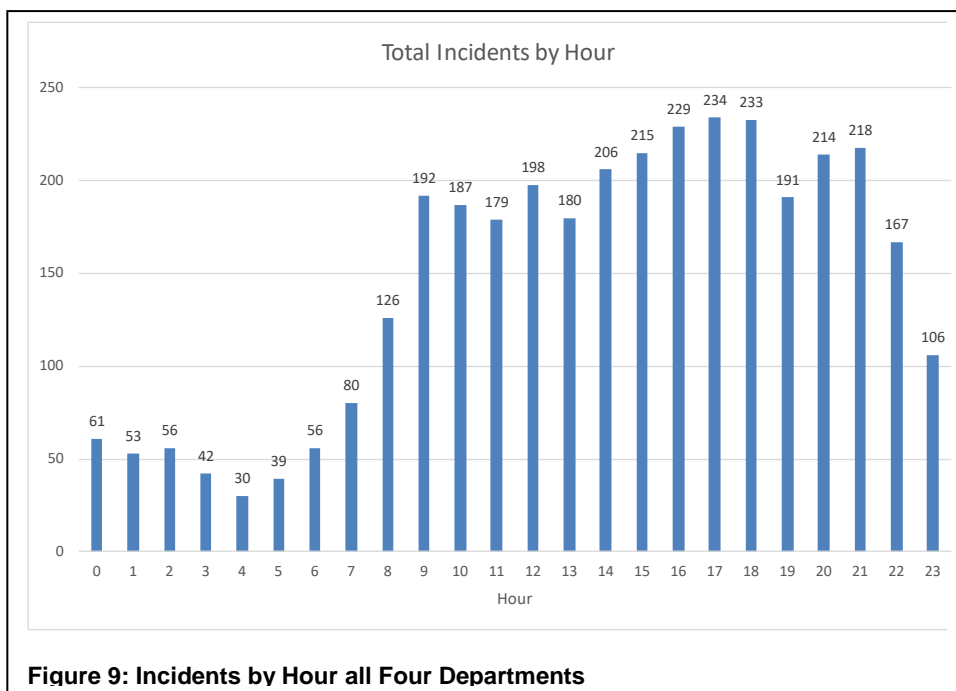


Figure 8: Response by Day of the Week all Four Departments

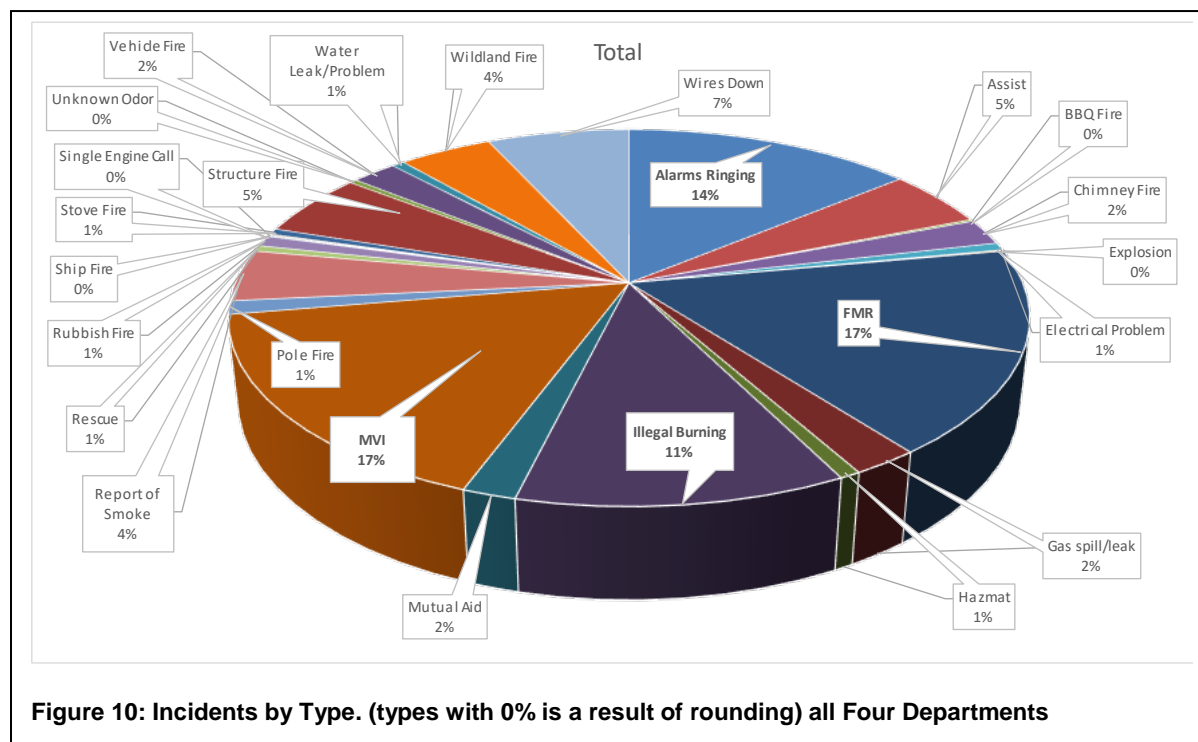
Responses by Hour

Responses to incidents varies considerably by hour of the day as shown in Figure 9, with the busiest hours being 17:00 and 18:00. By contrast the hour with the least number of incidents is 04:00 about 1/8th of the call volume at the peak.



Responses by Type

Responses by incident type are shown in Figure 10. The most frequent call types are FMR (17%), Motor Vehicle Incidents (“MVIs”) (17%), Alarms Ringing (14%) and Illegal Burning (11%). That said, there is considerable variability between the four Departments as shown in Table 11.



In the following table the highest occurring incident type is shown in yellow highlight, the second highest occurrence in green, the third highest in beige, the fourth highest is plum.

- FMR
 - Highest occurring incident type for the four Departments taken together
 - Also highest for Egmont, Roberts Creek and Halfmoon Bay
 - Second highest occurrence for Gibsons
- MVI
 - Second highest occurring incident type for the four Departments taken together
 - Also, second highest for Egmont, Roberts Creek and Halfmoon Bay
 - Third highest occurrence for Gibsons
- Alarms Ringing
 - Third highest occurring incident type for the four Departments taken together
 - The highest occurring incident type for Gibsons
 - The fourth highest occurring type for Roberts Creek
 - The sixth highest occurring type for Egmont and Halfmoon Bay

Table 11: Incident Distribution by Type

Incident Type	Egmont	Gibsons	Halfmoon Bay	Roberts Creek	4 SCRD Departments
FMR	29.5%	17.2%	26.3%	7.2%	17.5%
MVI	14.5%	14.2%	19.9%	21.0%	16.7%
Alarms Ringing	6.4%	19.6%	5.3%	8.6%	14.0%
Illegal Burning	8.1%	10.3%	9.3%	16.3%	11.2%
Wires Down	4.0%	5.3%	6.7%	11.9%	6.8%
Structure Fire	2.3%	5.5%	5.3%	6.2%	5.5%
Assist	11.6%	4.7%	5.2%	3.8%	5.0%
Wildland Fire	6.9%	3.7%	5.9%	4.8%	4.5%
Report of Smoke	4.0%	4.9%	3.5%	4.1%	4.4%
Gas spill/leak	0.0%	3.1%	1.2%	1.7%	2.3%
Chimney Fire	1.2%	1.4%	4.0%	3.1%	2.2%
Vehicle Fire	4.0%	2.2%	0.9%	2.9%	2.2%
Mutual Aid	4.0%	0.7%	2.6%	3.6%	1.8%
Pole Fire	2.3%	1.0%	0.9%	1.4%	1.1%
Rubbish Fire	0.0%	1.1%	0.5%	1.0%	0.9%
Hazmat	0.6%	0.9%	0.5%	0.6%	0.7%
Electrical Problem	0.0%	0.9%	0.0%	0.7%	0.7%
Water Leak/Problem	0.0%	1.0%	0.0%	0.3%	0.6%
Stove Fire	0.0%	0.6%	0.9%	0.1%	0.5%
Rescue	0.0%	0.8%	0.2%	0.1%	0.5%
Unknown Odor	0.0%	0.4%	0.2%	0.4%	0.3%
BBQ Fire	0.6%	0.1%	0.3%	0.1%	0.2%
Ship Fire	0.0%	0.1%	0.3%	0.0%	0.1%
Explosion	0.0%	0.2%	0.0%	0.1%	0.1%
Single Engine Call	0.0%	0.1%	0.3%	0.0%	0.1%

The percentage of structure fires for each department is also shown in Table 11 in red font. The percentage of structure fires for all fire departments is 5.5%. As a percentage of total calls, structure fires are 5.5% of the total responses in Gibsons, 6.2% of total responses in Roberts Creek, 5.3% in Halfmoon Bay and 2.3% in Egmont.

Responses by Fire Hall Areas: Gibsons and Halfmoon Bay

Responses within Gibsons and Halfmoon Bay can be subdivided by fire hall area to help understand how the demand for service may be changing.¹⁰³ Halfmoon Bay has two established fire halls; Gibsons also has two fire halls but in addition has defined a third fire hall area in the north part of the District, north of Highway 101. For both Departments, their response data is tracked for the entire Department as well as by fire hall area which allows a better spatial understanding of response trends.

Gibsons

The locations of the two Gibsons fire halls (GIFH01 and GIFH02) are shown in Figure 11.

The portion of Gibsons identified for a future fire hall (GIFH03) is north of Highway 101.

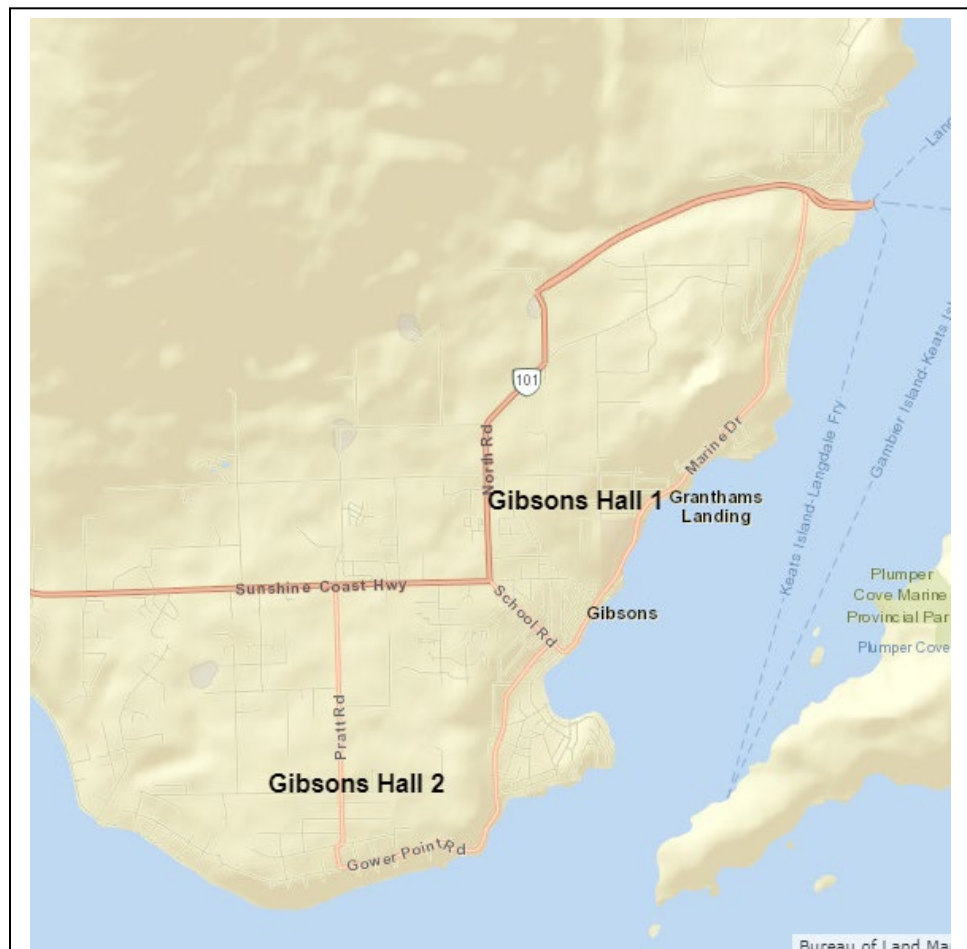


Figure 11: Gibsons Fire Hall Areas

Response data for the two existing and one proposed fire hall areas in Gibsons is listed in Table 12 (responses into the proposed GIFH03 area currently come from GIFH01).

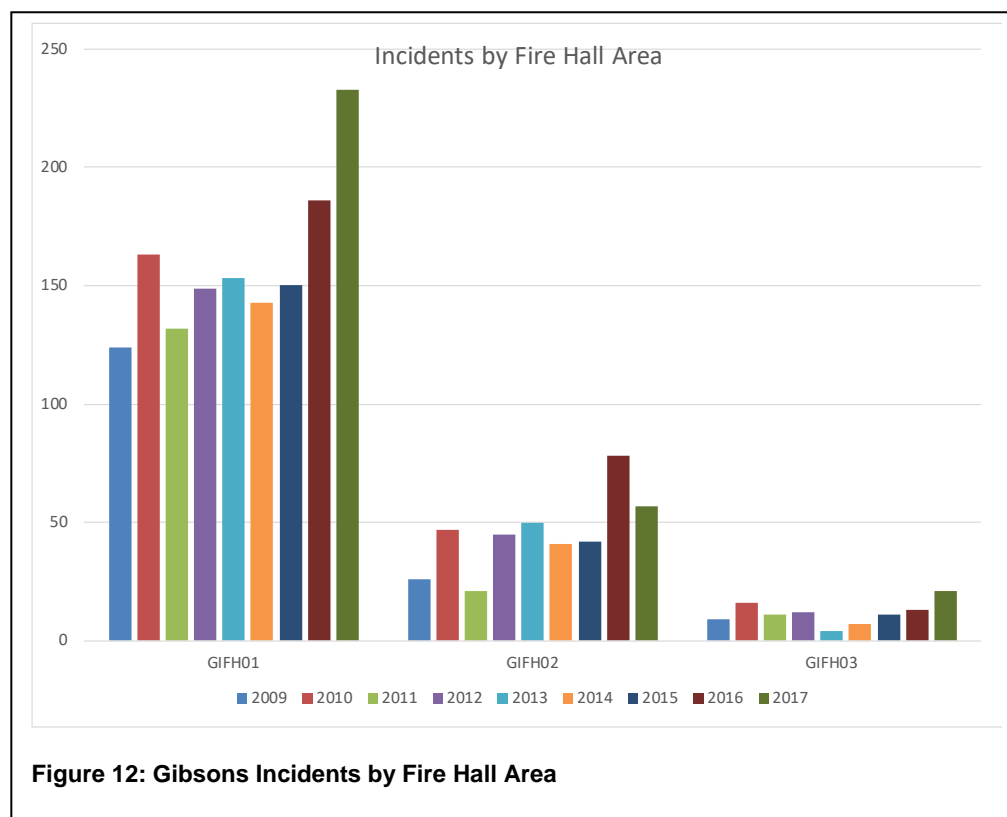
¹⁰³ Roberts Creek and Egmont each have only one fire hall.

Table 12: Gibsons Incidents by Fire Hall Area

Fire Hall Area	2009	2010	2011	2012	2013	2014	2015	2016	2017	Grand Total
GIFH01	124	163	132	149	153	143	150	186	233	1433
GIFH02	26	47	21	45	50	41	42	78	57	407
GIFH03	9	16	11	12	4	7	11	13	21	104
Grand Total	159	226	164	206	207	191	203	277	311	1944

The demand for responses by the Department has changed over time and is highest in the area covered by GIFH01, which includes the commercial area along the Sunshine Coast Highway west of North Road. This area has the highest call volume (74% of the total) and in this area demand for response is increasing.

The demand for service in the area defined as Hall 2 is generally unchanged except for 2016; responses for the area identified for a future Hall 3 are quite low.



Halfmoon Bay

Halfmoon Bay has two fire halls as shown in Figure 13.

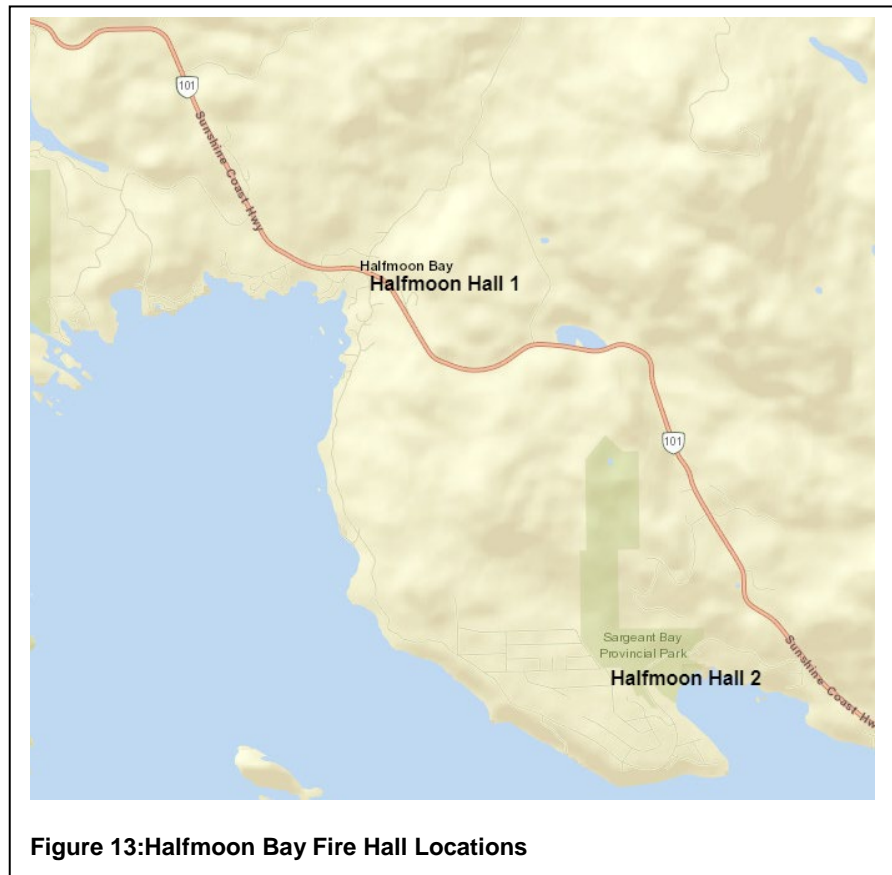


Figure 13: Halfmoon Bay Fire Hall Locations

Response data for the two fire halls is summarized in Table 13.

Table 13: Halfmoon Bay Incidents by Fire Hall Area

Fire Hall Area	2009	2010	2011	2012	2013	2014	2015	2016	2017	Grand Total
HBFH01	40	36	21	25	22	46	52	60	69	371
HBFH02	30	19	19	16	20	29	55	50	42	280
Grand Total	70	55	40	41	42	75	107	110	111	651

Demand for service by Halfmoon Bay is displayed graphically Figure 14 and from this it is quite apparent that demand for service is rising in the area protected by Hall 1 (57% of the total) in the west part of the district.

Demand for service within Hall 2's area is also significant but has declined since a peak in 2015.

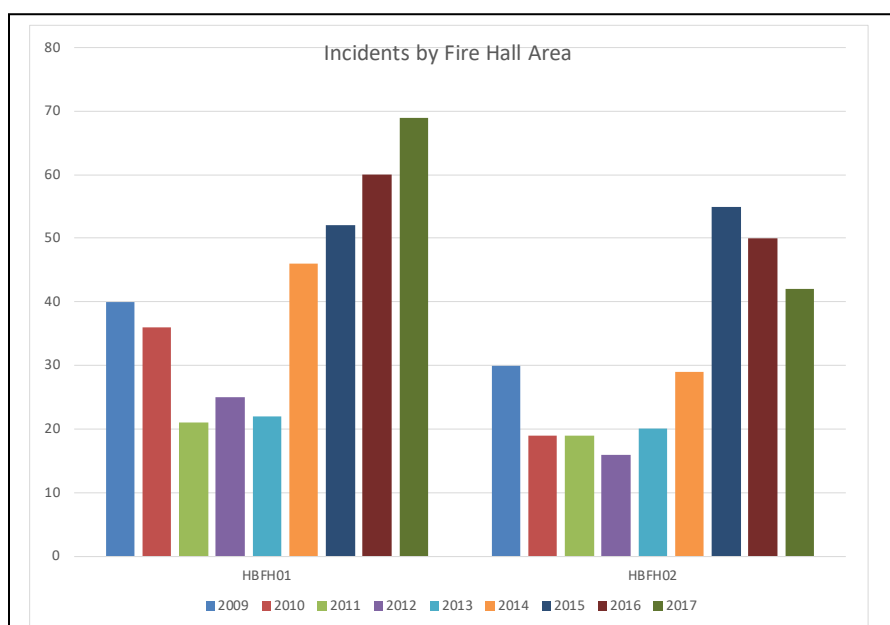


Figure 14: Halfmoon Bay Incidents by Fire Hall Area

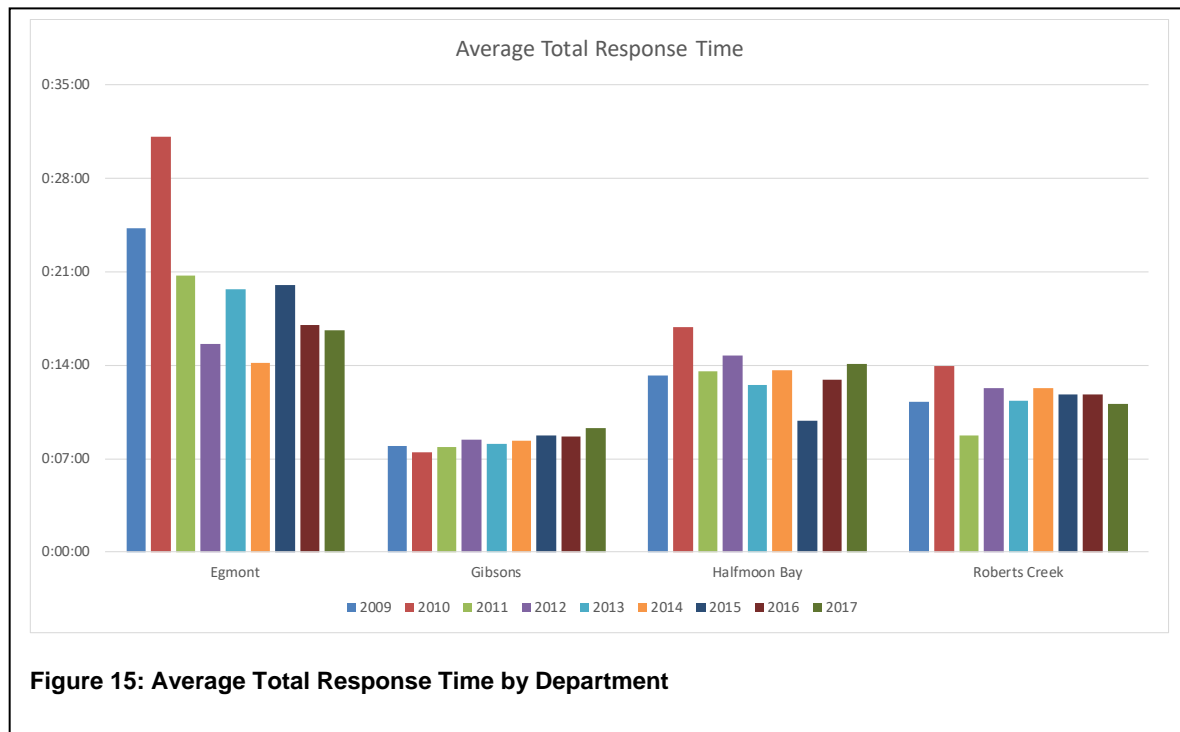
Total Response Time

An earlier section noted the time critical nature of many fire department responses and the total response time for each Department can also be calculated based on the data recorded in the CAD system. The total time reflects the sum of the time from when the call is first placed until the arrival of the first unit at the scene (Table 14).

Table 14: Total Response Time by Department by Year

Area	2009	2010	2011	2012	2013	2014	2015	2016	2017
Egmont	0:24:13	0:31:09	0:20:42	0:15:35	0:19:40	0:14:12	0:20:02	0:17:01	0:16:38
Gibsons	0:07:59	0:07:30	0:07:55	0:08:26	0:08:05	0:08:21	0:08:43	0:08:40	0:09:20
Halfmoon Bay	0:13:12	0:16:49	0:13:33	0:14:45	0:12:32	0:13:38	0:09:49	0:12:53	0:14:04
Roberts Creek	0:11:16	0:13:56	0:08:46	0:12:17	0:11:21	0:12:16	0:11:47	0:11:48	0:11:05

The variability in terms of total response time to the public by each department and by year is shown in Figure 15.



The response time variability between jurisdictions can probably be attributed to a number of factors including the size of the response area, travel distance to areas with higher demand, the availability of volunteers to arrive at the fire hall to initiate a response and, in the case of Gibsons, one or more career personnel who may be available during the day time when call volume is highest.

Response Variability by Year, Month, Day and Hour

The four SCRD fire departments provide a response to the public that varies by day of the week, by hour of the day, by month and by year. For that reason, the strategic planning exercise will need to recognize and address the degree of variability. Table 15 illustrates the degree to which response by the four fire departments changes by hour and by day.

From this we can see that the two busiest days in terms of total call volume are Friday and Saturday; the two busiest hours are 17:00 and 18:00. Within this analysis the busiest hour with 52 calls over the period, is compared to hours with very few incidents including one hour (Saturday from 05:00 to 06:00) there were no incidents over the nine-year period.

The range of responses within particular hours is worth noting, examples being 09:00 where the number of incidents ranges from 21 to 40, 17:00 which ranges from 14 to 52; 22:00 which ranges from 12 to 40.

Table 15: Response by Day of the Week and by Hour all Four Departments

	Hour																								
Day	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Total
Sun	16	9	6	6	7	8	9	9	13	40	21	32	39	32	29	30	32	14	32	27	26	23	26	13	499
Mon	5	6	7	5	6	7	5	17	22	34	28	17	36	18	28	34	41	27	47	21	30	29	12	13	495
Tue	8	7	7	9	3	8	5	10	15	25	24	18	22	29	22	24	33	23	31	23	27	22	17	15	427
Wed	7	6	9	3	1	1	6	11	13	24	21	32	27	14	21	35	34	52	32	33	28	29	16	11	466
Thu	6	5	7	8	2	2	10	9	24	21	26	30	28	27	29	30	32	42	26	26	21	32	23	23	489
Fri	9	11	8	3	7	13	10	11	16	26	31	29	21	32	37	27	30	32	40	30	40	37	40	15	555
Sat	10	9	12	8	4		11	13	23	22	36	21	25	28	40	35	27	44	25	31	42	46	33	16	561
Total	61	53	56	42	30	39	56	80	126	192	187	179	198	180	206	215	229	234	233	191	214	218	167	106	3492

The number of responses by year and month also shows considerable variation as shown in Table 16. The two busiest years have been 2016 and 2017 and the busiest months are July and August.

The range of responses within particular months is worth noting, two examples being July which ranges from 14 incidents in 2011 to 76 in 2017, and October which had a peak number of incidents at 69 in 2016 but only 15 in 2009.

Table 16: Response by Year and by Month all Four Departments

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
2009	21	13	13	26	25	31	30	56	39	15	30	25	324
2010	29	17	20	40	31	46	40	34	30	28	29	22	366
2011	27	25	20	16	15	20	14	27	26	25	27	21	263
2012	18	19	36	20	25	29	28	46	35	31	28	31	346
2013	20	15	29	26	24	21	57	40	30	25	21	27	335
2014	22	36	19	25	20	31	38	50	42	27	29	16	355
2015	24	25	21	22	26	53	37	90	36	29	26	28	417
2016	25	39	42	26	49	44	41	57	32	69	43	44	511
2017	55	39	27	40	30	46	76	93	45	53	41	30	575
Total	241	228	227	241	245	321	361	493	315	302	274	244	3492

Response Data by Department

The previous section noted some differences in response by each of the four Departments and the following section provides this analysis in greater detail, on a Department by Department basis.

Gibsons

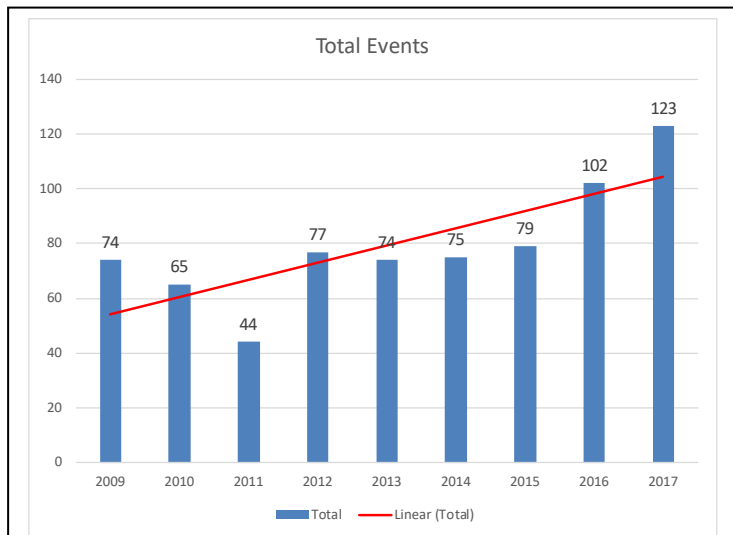


Figure 16: Gibsons Responses by Year

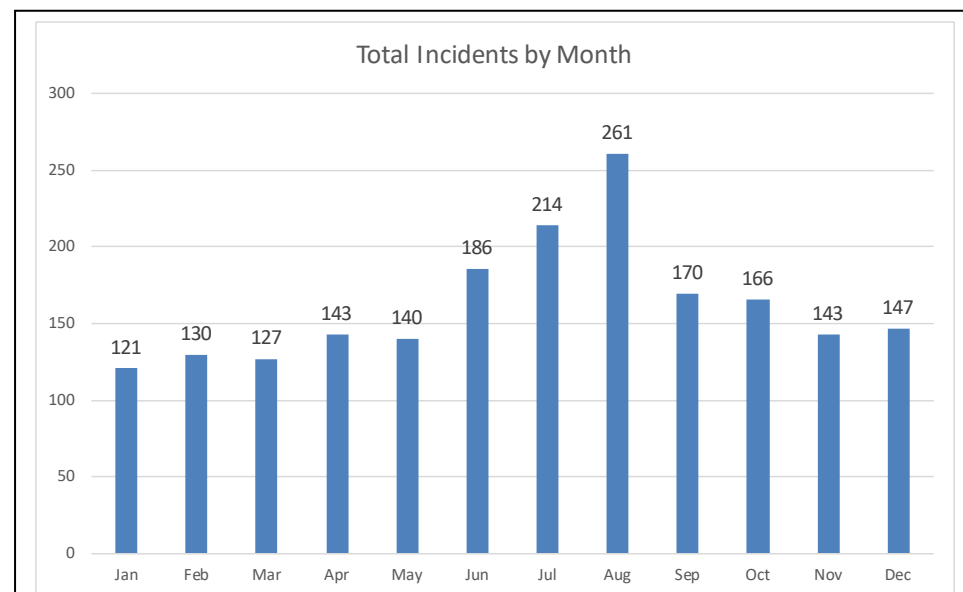


Figure 17: Gibsons Responses by Month

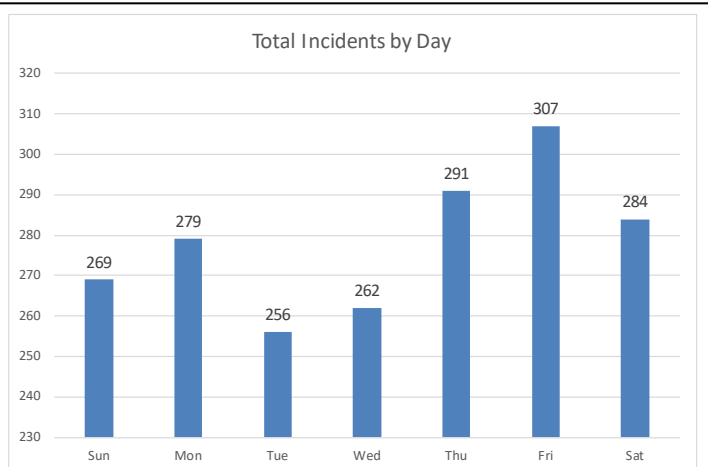


Figure 18: Gibsons Responses by Day

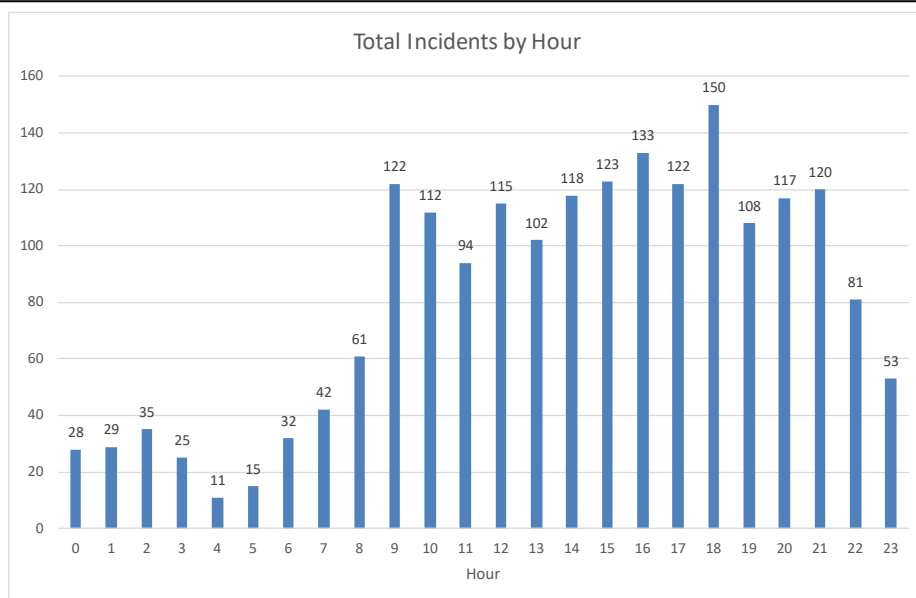
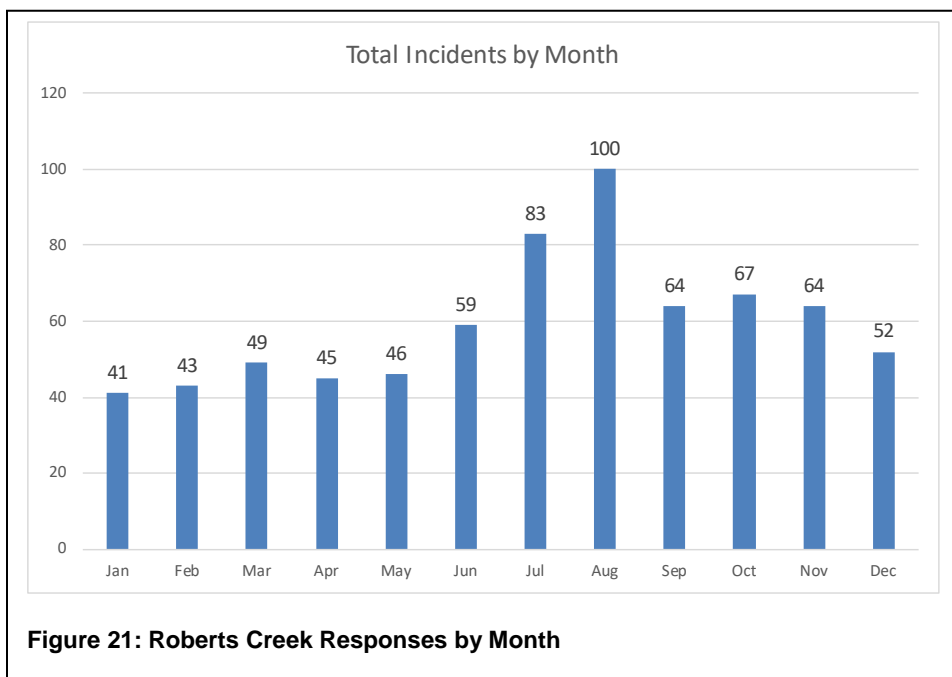
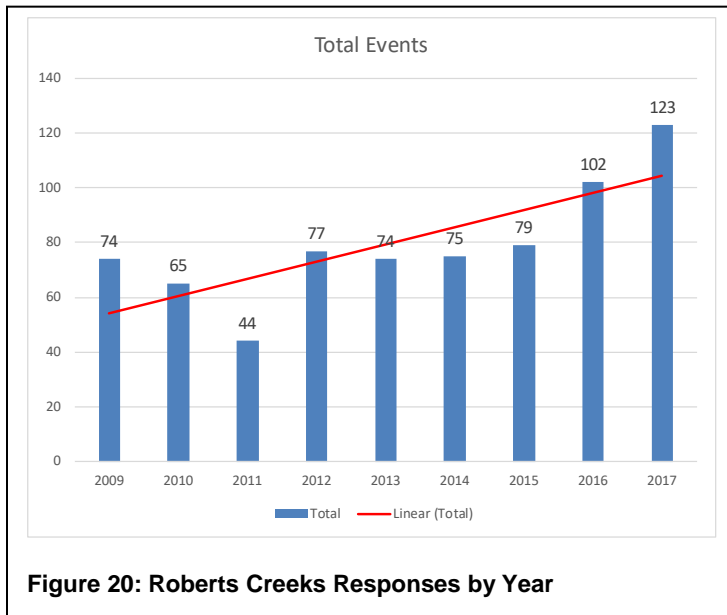


Figure 19: Gibsons Responses by Hour

Table 17: Gibsons Response by Incident Type

General Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Alarms Ringing	34	35	31	38	33	47	43	53	67	381
FMR	31	55	29	41	42	24	24	41	48	335
MVI	21	33	36	33	33	33	30	29	28	276
Illegal Burning	7	15	7	10	22	26	26	47	41	201
Structure Fire	10	12	9	11	8	6	6	7	39	108
Wires Down	6	10	4	8	6	15	13	24	17	103
Report of Smoke	7	14	9	12	6	6	19	10	13	96
Assist	9	8	13	13	9	4	10	15	11	92
Wildland Fire	9	8	5	9	9	7	5	10	10	72
Gas spill/leak	8	3	3	6	12	9	3	9	7	60
Vehicle Fire	3	10	2	3	7	1	4	5	7	42
Chimney Fire	2	7	3	7	3	1		4	1	28
Rubbish Fire	3	3	1	2	4	3	2	4		22
Pole Fire	2	1	2	3	1		5	3	3	20
Water Leak/Problem		5			3		2	7	2	19
Electrical Problem		1	3	3	2	4	2	1	2	18
Hazmat	2	1	3	1	3	1	4	1	1	17
Rescue	2	2	1	1	1		2	3	4	16
Mutual Aid				2	1	1	2	3	5	14
Stove Fire	2		2	1	1	1		2	2	11
Unknown Odor		2				2	2	1	1	8
Explosion				1		1			1	3
Single Engine Call	1								1	2
Ship Fire			1		1					2
BBQ Fire		1		1						2
Total	159	226	164	206	207	192	204	279	311	1948

Roberts Creek



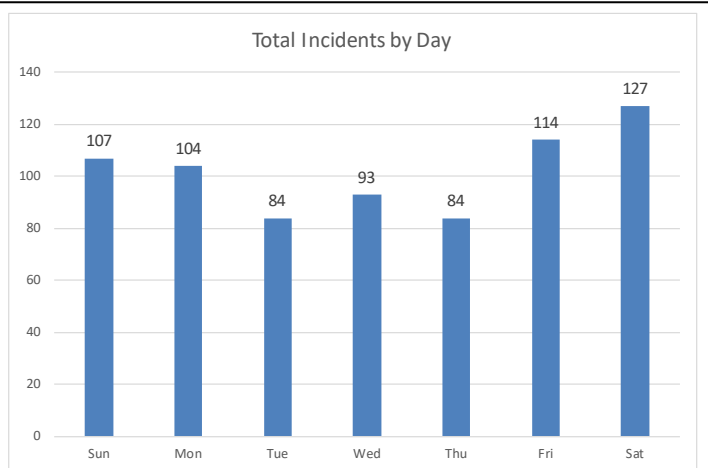


Figure 22: Roberts Creek Responses by Day

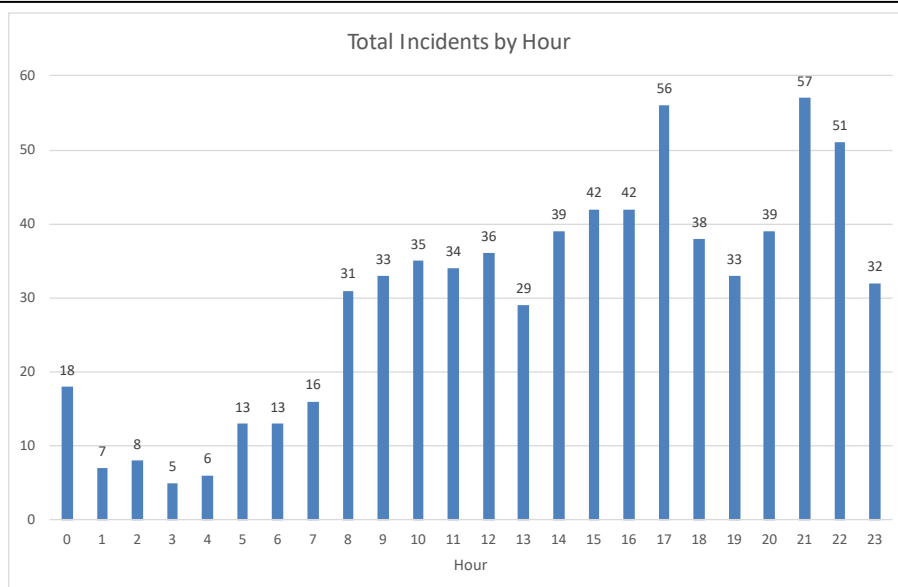


Figure 23: Roberts Creek Responses by Hour

Table 18: Roberts Creek Responses by Incident Type

General Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
MVI	21	16	10	19	13	14	15	18	24	150
Illegal Burning	14	9	7	7	14	14	14	12	25	116
Wires Down	2	9	1	9	2	8	12	25	17	85
Alarms Ringing	7	2	4	3	12	4	6	13	10	61
FMR	6	4	4	6	10	3	5	6	7	51
Structure Fire	6	10	1	5	3	3	1	4	11	44
Wildland Fire	8	3	3	6	2	2	4	4	2	34
Report of Smoke			2	1	5	2	7	3	9	29
Assist	2	3	1	3	4	3	4	2	5	27
Mutual Aid	1			4	1	4	2	8	6	26
Chimney Fire	2	3	6	2		6			3	22
Vehicle Fire	3	2	2	2	2	3	4	2	1	21
Gas spill/leak		1	1	1		5	1	1	2	12
Pole Fire		2	1		1	1	1	3	1	10
Rubbish Fire	1			1	3	1		1		7
Electrical Problem		1		4						5
Hazmat	1		1		1	1				4
Unknown Odor				2			1			3
Water Leak/Problem					1		1			2
Rescue				1						1
Explosion				1						1
BBQ Fire							1			1
Stove Fire						1				1
Total	74	65	44	77	74	75	79	102	123	713

Halfmoon Bay

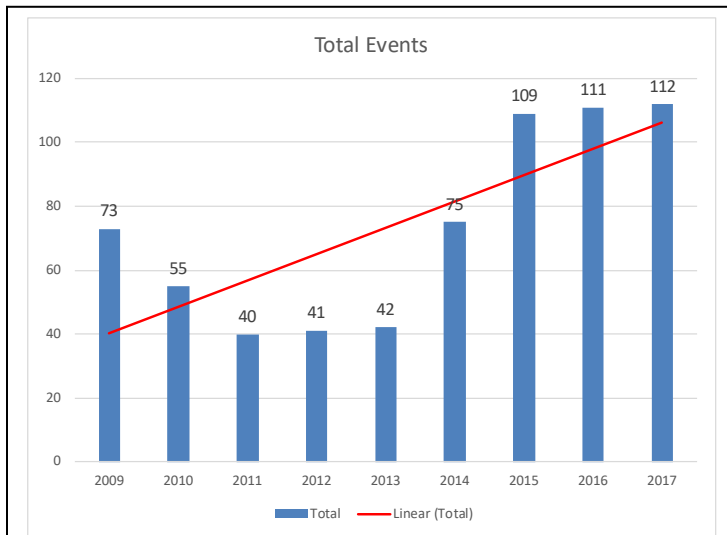


Figure 24: Halfmoon Bay Responses by Year

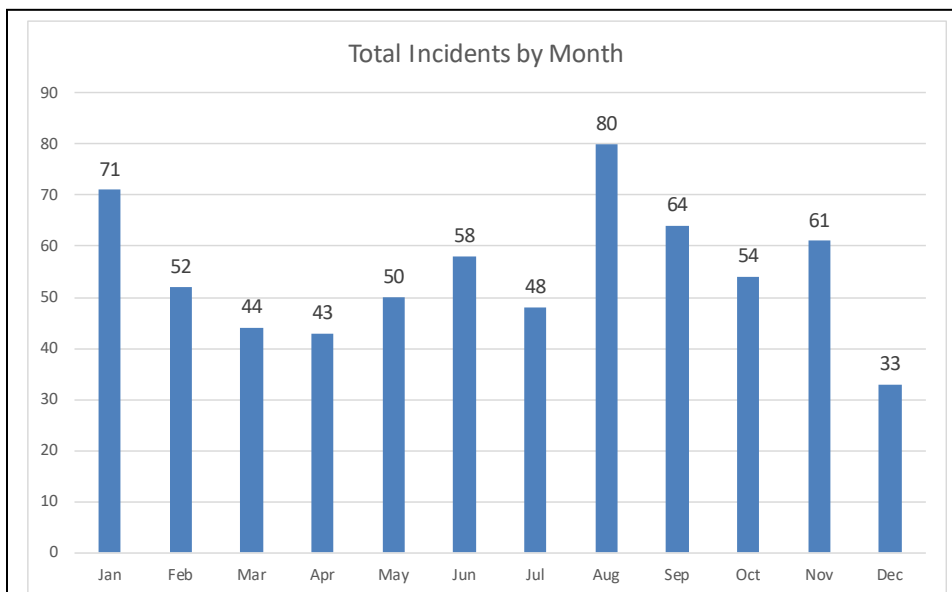


Figure 25: Halfmoon Bay Responses by Month

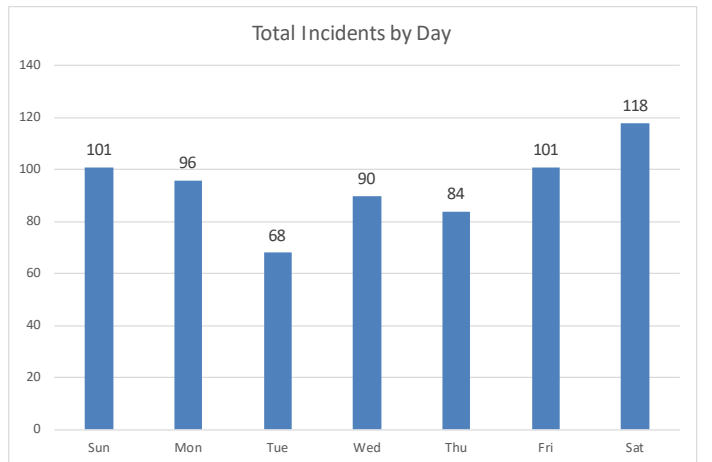


Figure 26: Halfmoon Bay Responses by Day

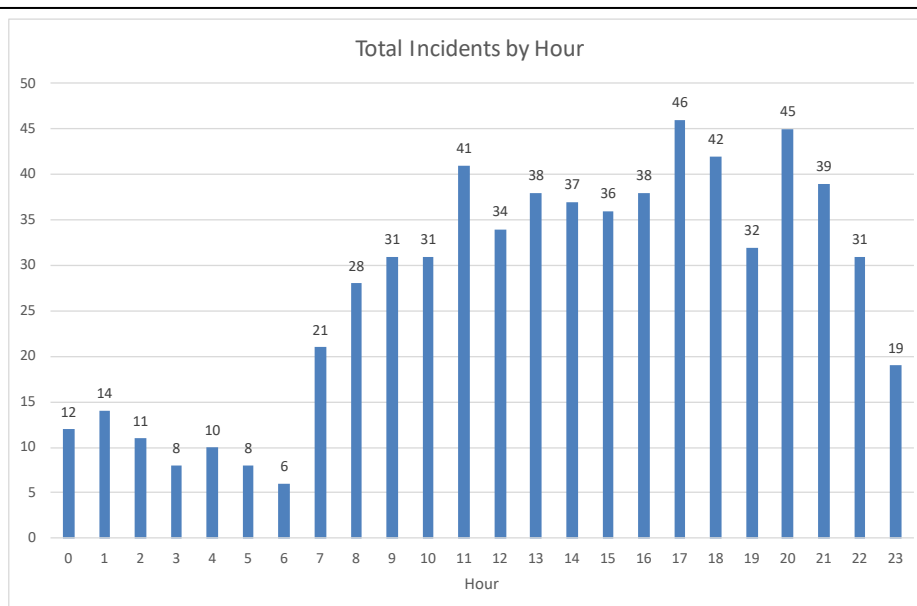
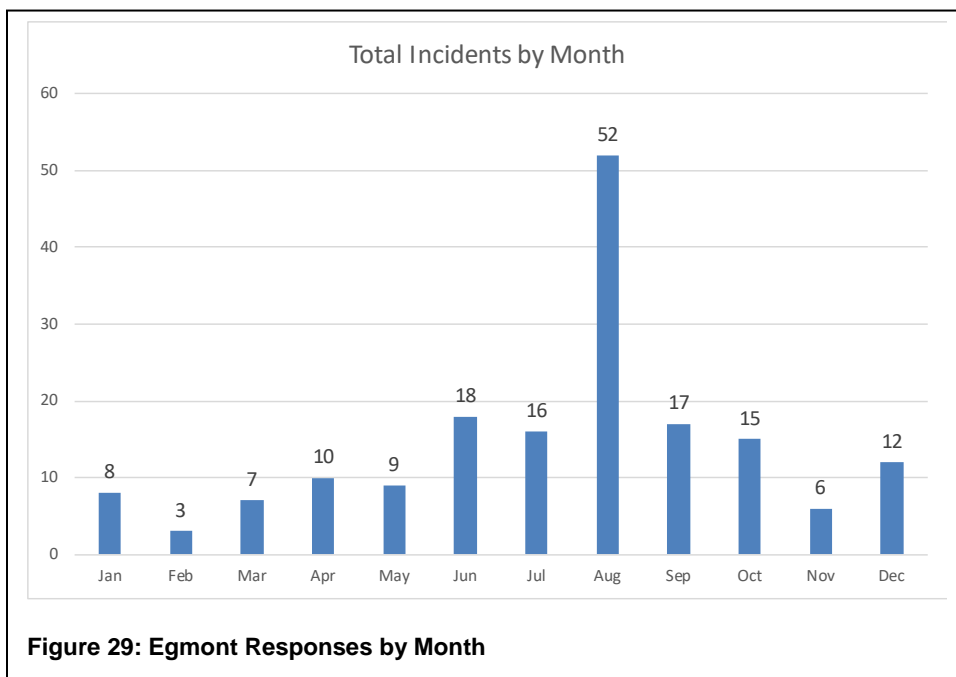
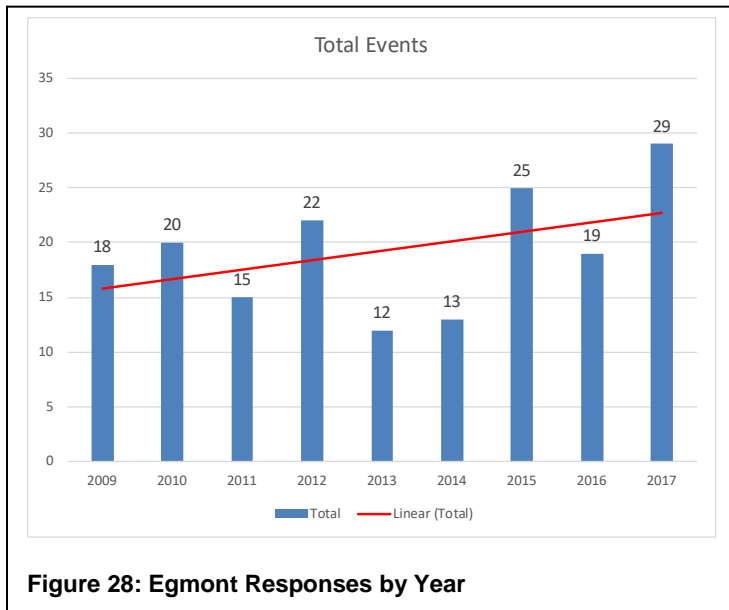


Figure 27: Halfmoon Bay Responses by Hour

Table 19: Halfmoon Bay Responses by Incident Type

General Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
FMR	9	7	9	4	11	18	39	40	36	173
MVI	22	14	10	13	6	17	17	15	17	131
Illegal Burning	9	2	2	5	1	10	17	4	11	61
Wires Down	5	8	2	2	1	7	3	10	6	44
Wildland Fire	10	5	2	4	3	2	3	4	6	39
Alarms Ringing	3	2	1	4	4	4	9	5	3	35
Structure Fire	5	2	2	2	2	2	2	10	8	35
Assist	1	3	1		3	6	8	6	6	34
Chimney Fire	4	4	4	1	1	4	2	2	4	26
Report of Smoke		4		1	2	1	6	3	6	23
Mutual Aid	1		2			3	1	7	3	17
Gas spill/leak	1	1		3	1			2		8
Stove Fire		1			4		1			6
Vehicle Fire			1		1	1			3	6
Pole Fire	1	1	1				1	2		6
Rubbish Fire			3							3
Hazmat	1			1					1	3
Single Engine Call		1							1	2
Ship Fire	1			1						2
BBQ Fire					2					2
Rescue								1		1
Unknown Odor									1	1
Total	73	55	40	41	42	75	109	111	112	658

Egmont



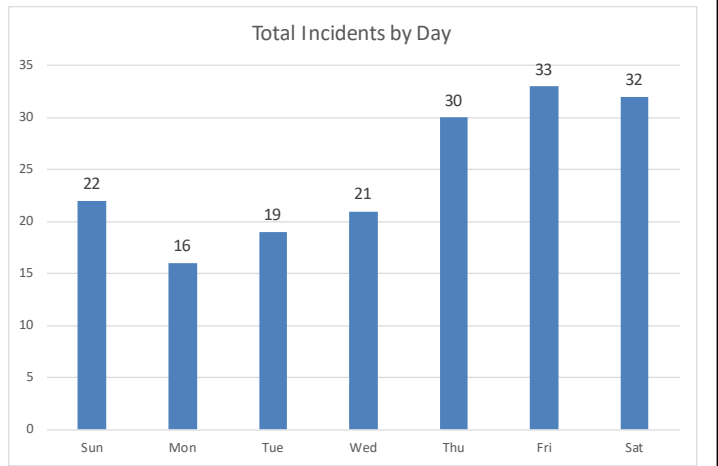


Figure 30: Egmont Responses by Day

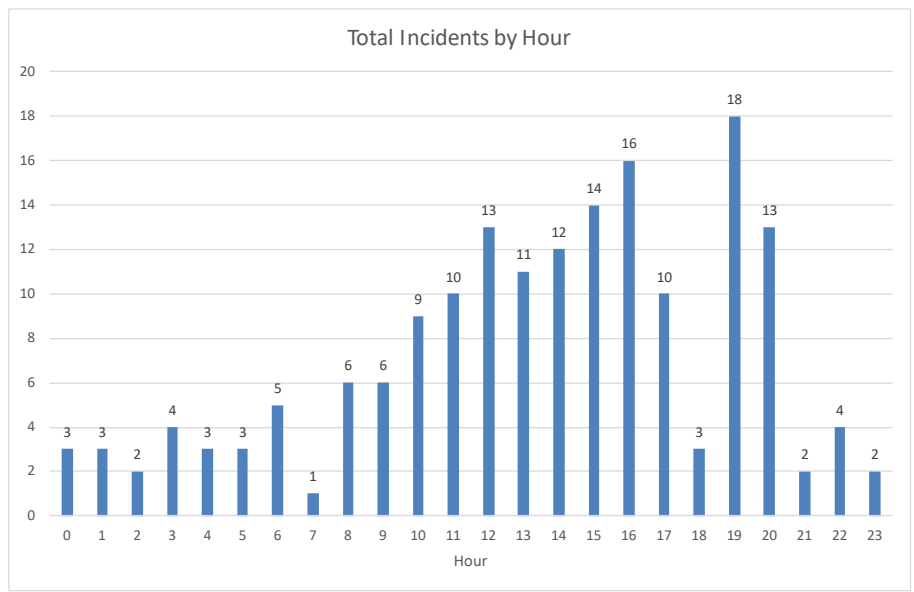


Figure 31: Egmont Responses by Hour

Table 20: Egmont Responses by Incident Type

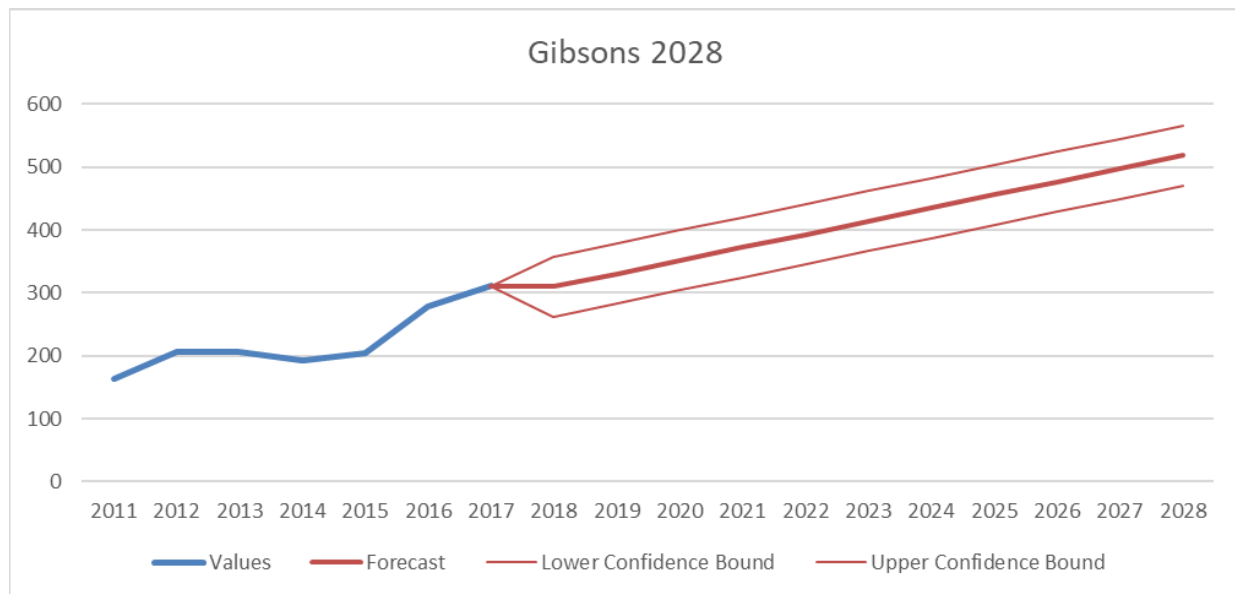
General Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
FMR	5	5	4	8	3	2	4	8	12	51
MVI	4		3	4	2	1	2	5	4	25
Assist	1	3	3	1		1	4	1	6	20
Illegal Burning	1	3		2	2		2	1	3	14
Wildland Fire	2	2		1		2	3	1	1	12
Alarms Ringing		1	2			1	6	1		11
Report of Smoke	4			2	1					7
Wires Down	1	1		1			2		2	7
Vehicle Fire				2	2	2		1		7
Mutual Aid		2		1		2		1	1	7
Pole Fire		2	2							4
Structure Fire					2	2				4
Chimney Fire							2			2
Hazmat			1							1
BBQ Fire		1								1
Grand Total	18	20	15	22	12	13	25	19	29	173

10 Year Response Projections

Gibsons

In 2017, Gibsons had 311 responses, which on a linear projection, is forecast to increase to 518 calls by 2028.

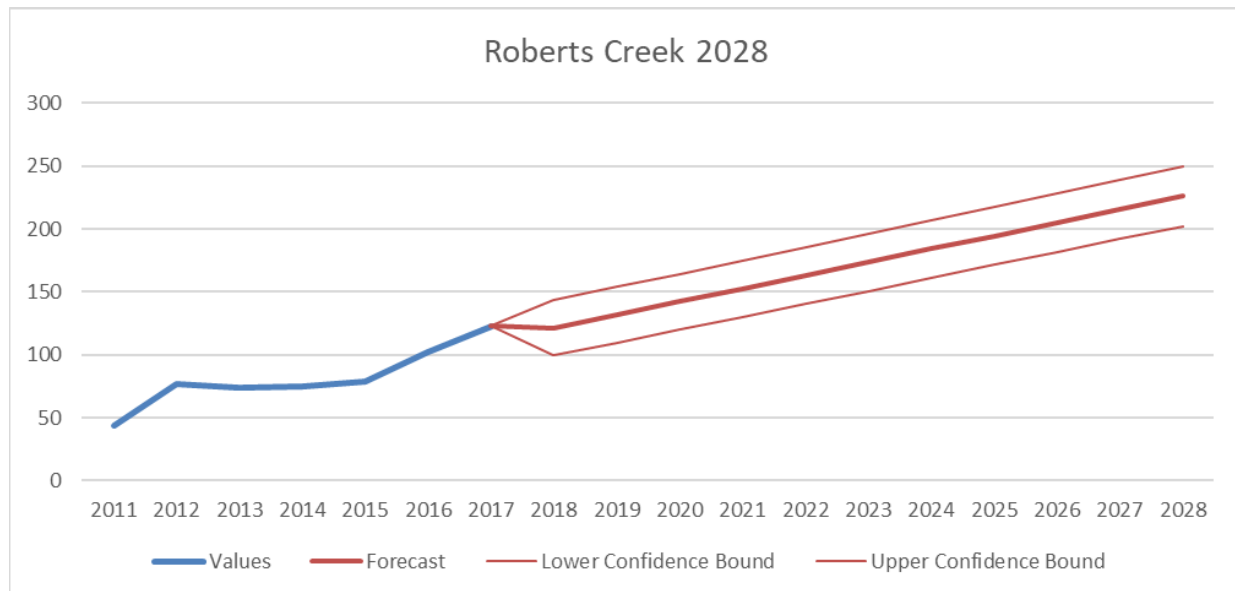
Year	Forecast	Lower Confidence Bound	Upper Confidence Bound
2028	518	471	566



Roberts Creek

In 2017, Roberts Creek had 123 responses, which on a linear projection, is forecast to increase to 226 calls by 2028.

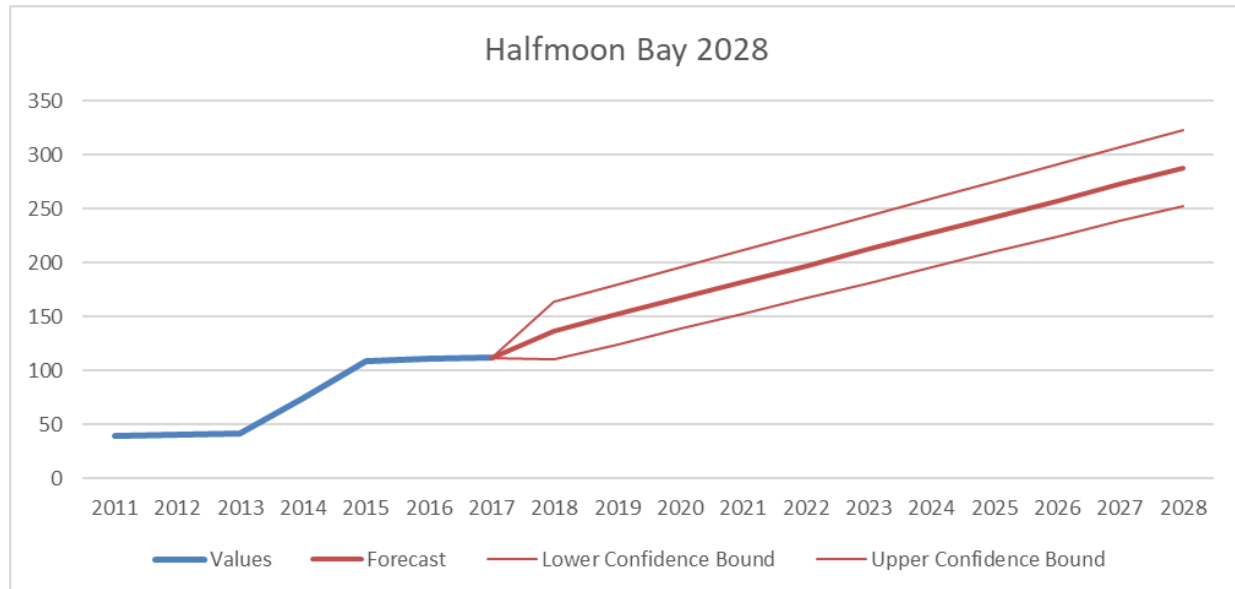
Year	Forecast	Lower Confidence Bound	Upper Confidence Bound
2028	226	202	250



Halfmoon Bay

In 2017, Halfmoon Bay had 112 responses, which on a linear projection, is forecast to increase to 288 calls by 2028.

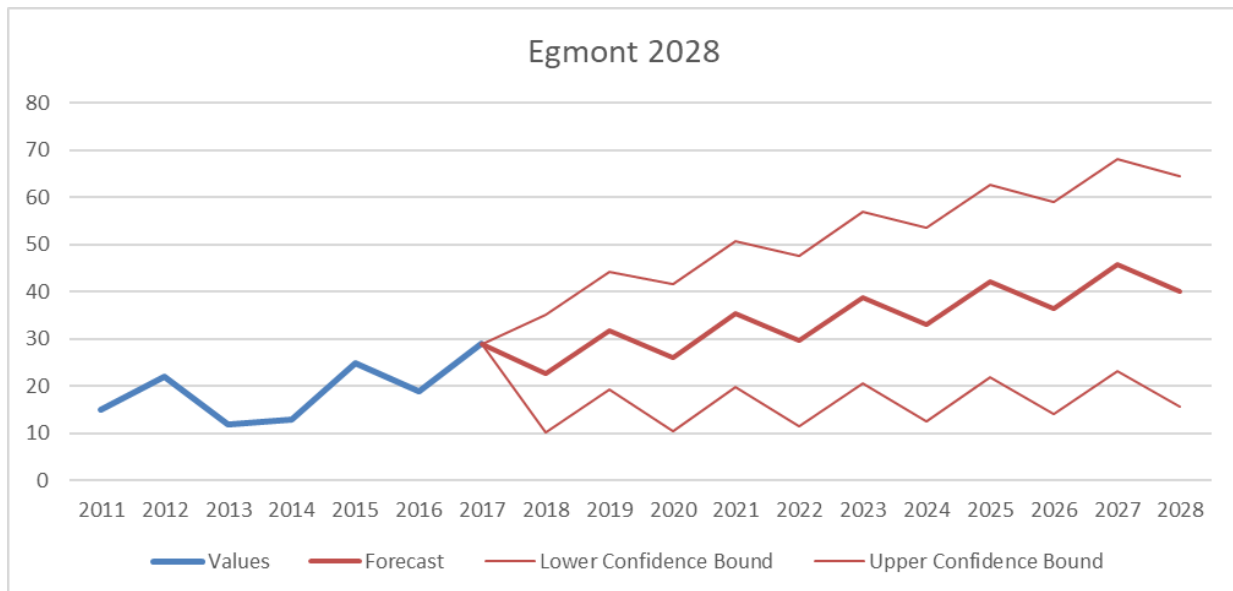
Year	Forecast	Lower Confidence Bound	Upper Confidence Bound
2028	288	253	323



Egmont

In 2017, Egmont had 29 responses, which on a linear projection, is forecast to increase to 40 calls by 2028.

Year	Forecast	Lower Confidence Bound	Upper Confidence Bound
2028	40	16	64



Appendix 2: Fire Department Records

This Appendix provides a general outline of the categories of records fire departments should, and, in many situations, are required, to maintain. This outline should not be treated as exhaustive nor is it intended that the reader solely rely on the information contained below. It is strongly recommended that each AHJ and each Department review the requirements contained in Part 31 (Firefighting) of the OH&S Regulation under the WCA and the appropriate NFPA and ULC standards for specific recommendations and requirements on maintenance of records.

Under section 31.9 of the OH&S Regulations, a fire department must keep the test and inspection records required by WorkSafe BC at the workplace for inspection by an officer or the joint committee or worker health and safety representative, as applicable.

The nature and general contents of the records that must be kept are specified in section 4.9 of the OH&S Regulation, which provides as follows:

4.9 Inspection and maintenance records

(1) If this Regulation requires a machine or piece of equipment to have an inspection and maintenance record, then an effective written or other permanent recording system or log must be immediately available to the equipment operator and to any other person involved with inspection and maintenance of the equipment.

(2) The recording system must

(a) identify the make, model and serial number of the equipment, and the name and address of the current owner,

(b) contain an entry on each shift, signed by the operator of the machine or equipment, reporting the result of each start of shift inspection and safety check, and any observed defect, operating difficulty or need for maintenance occurring on the shift, and

(c) contain an entry signed by the person responsible for any test, inspection, modification, repair or maintenance performed on the equipment, summarizing the work done, indicating the status of the equipment or machine for further use, and if appropriate, noting where a detailed record of the test, inspection, modification, repair or maintenance can be obtained.

(3) If this Regulation requires a machine or piece of equipment to have inspection and maintenance records, then detailed reports of inspection, maintenance, repairs and modifications must be kept for the duration of the service life of the machine or equipment and must be reasonably available to the workplace and made available, upon request, to the operator and to anyone else involved in the operation, inspection, testing or maintenance of the equipment.

1. Apparatus Maintenance

Fire department apparatus must be maintained by appropriately certified personnel. Under NFPA 1911, vehicles should be maintained by individuals who are certified as emergency vehicle technicians. Records need to be maintained on all vehicle maintenance and repairs, as well as any failures in any part of the apparatus. The records required include:

- Annual pump testing
- Weekly apparatus checks
- Apparatus maintenance and repairs
- Apparatus equipment failures.

NFPA 1911 – Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus, 2017 Edition.

OH&S Regulation, Part 17, ss. 17.01 – 17.9 (which deal with “Worker Transportation Vehicles”, and apply to all vehicles designed to carry 3 or more workers)

OH&S Regulation Part 31, s. 31.27 – 31.31 contains provisions governing vehicles more generally (e.g., seating, enclosed crew cabs, equipment storage, etc.)

2. Driver Training Records

Driver training is critical to the safety of both department members and the public. Departments are required to ensure that members operating apparatus have all appropriate licensing (including, where required, air brake certification). Records required to be maintained include the following:

- Initial driver training and certification
- Annual driving training records
- Yearly driver abstract
- Written operational guidelines relating to the operation of firefighting vehicles during emergency and non-emergency travel.

NFPA 1451 – Standard for a Fire Service Vehicle Operations Training Program, 2013 Edition.

OH&S Regulations, section 31.5(e).

3. Member Training Records (individual records)

Maintenance of appropriate training records is crucial for fire departments. Records should be stored in a manner that enables the department to readily confirm the specific training levels of each individual member. Back-up copies of the records should also be maintained off-site.

The records for specific areas of training should be maintained for each individual member and should show:

- Levels of recruit and probationary training achieved and when accomplished;
- Training sessions attendance (date and hours involved);
- Additional yearly formal training (including records of weekly and special training sessions and all certifications attained); and
- Ongoing yearly maintenance training in the various areas (to retain the levels of knowledge and skills achieved).

One of the issues that frequently arises is that, when skills are taught or refreshed during weekly practice sessions, the Departments do not use formal assessment and evaluation processes. As a result, the records often show only that a member attended a particular session, and not that he or she was qualified in the particular skill or JPR being taught. Formal evaluations should accompany all training and the results duly recorded on an individual basis.

Where training is being provided in-house (which is expressly contemplated by the Playbook), the person providing the training must be properly qualified in the skill or skills being taught. The trainer's qualifications, therefore, need to be readily provable from his or her individual training records.

NFPA 1001 – Standard for Firefighter Professional Qualifications, 2013 Edition

Equipment Maintenance and Repair (General)

Playbook (see s. 3, p. 4/20; s. 6, pp. 6 -7/20)

OH&S Regulation, ss. 3.23 – 3.25 – Young or new worker orientation and training

4. Ground Ladder Testing Records

Ground ladder failures during fire-ground activities, while relatively rare, have the potential to cause major injuries to and possibly result in the deaths of both firefighting personnel and rescue victims during emergency operations. Unlike standard industrial ladders, fire service ground ladder must be capable of holding several people, including rescue personnel (with full PPE) and victims, from elevations of two or more stories.

Individual records and test results must be maintained for all ground ladders in use by a department. These records include:

- Annual inspection and testing
- Regular cleaning and inspection

NFPA 1932 – Standard on the Use, Maintenance, and Service Testing of In-Service Fire Department Ground Ladders, 2015 Edition.

OH&S Regulations, section 31.37 (Ground Ladders).

5. Hose Testing Records

Although an onerous task, annual hose testing is highly recommended. In addition, individual lengths of hose should be tracked throughout their in-service life. Fire hose failure during emergency incidents is greatly reduced through annual testing. The ideal place for fire hose to fail is at the fire hall during testing. Records should include:

- Records for individual hoses including in-service date, damage and repairs
- Annual inspection and testing.

NFPA 1962 – Standard for the Inspection, Care, and Use of Fire Hose, Couplings, and Nozzles and the Service Testing of Fire Hose, 2013 Edition.

OFC *Fire Department Inspection and Audit Checklist*, item 9(o), p. 4/20.

6. Self-Contained Breathing Apparatus (SCBA) and PASS¹⁰⁴ Devices

SCBA and PASS alarms are life critical safety devices for firefighters. WorkSafe BC requires that service and repair of SCBA units must be by qualified persons.

The following records need to be maintained:

- Annual SCBA pack testing
- Annual and weekly pass alarm testing
- Bottle hydrostatic testing in accordance with *CSA Standard CAN/CSA-B339-96, Cylinders, Spheres, and Tubes for the Transportation of Dangerous Goods*
- Regular inspections of all SCBA components. The inspection of compressed air cylinders must be conducted in accordance with *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators*
- Fit testing is required: (a) before initial use of a respirator, (b) at least once a year, (c) whenever there is a change in respirator face piece, including the brand, model, and size, and (d) whenever changes to the user's physical condition could affect the respirator fit

¹⁰⁴ Personal alert safety system – a device which sounds an alarm when a firefighter is down.

- Appropriate medical certification showing fitness to use SCBA, where required (see OH&S Regulations, s. 31.20)
- Complete maintenance and repair records for each self-contained breathing apparatus and all air cylinders must be kept in accordance with the requirements of *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators* (section 10.3.3.2.2-b to f, inclusive).

CSA Standard CAN/CSA-Z94.4-02, *Selection, Use, and Care of Respirators*

NFPA 1852 – Standard on Selection, Care and Maintenance of Open-Circuit Self-Contained Breathing Apparatus (SCBA), 2013 Edition.

NFPA 1982 – Standards on Personal Alert Safety Systems, 2019 Edition.

OH&S Regulations, sections 8.32 – 8.45 (Respirators).

OH&S Regulations, sections 31.19 to 31.26 (Respirators).

OH&S Regulations, section 31.18 (PASS alarms).

7. Personal Protective Equipment

Personal protective equipment includes turnout gear, helmets, hoods, boots, gloves and goggles. Aside from effective training, PPE is the most important tool a firefighter needs to do his/her job safely. Proper care of PPE, through regular inspection and cleaning, should be the first priority of all fire service personnel.

- The employer must have operational guidelines governing the inspection of protective clothing and equipment at regular intervals
- The equipment should be identifiable
- Procedures for cleaning and drying clothing must be in accordance with the manufacturer's instructions
- Records of date of purchase, assignment and date for replacement must be maintained
- Records of regular cleaning, inspection and repair of all personal protective equipment should be maintained.
- Turnout gear older than 10 years must be replaced.

NFPA 1851 – Standard on the Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2013 Edition)

NFPA 1971 - Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2013 Edition)

OH&S Regulations, Part 8 – Personal Protective Clothing and Equipment; see, in particular, s. 8.3.

OH&S Regulations, Part 31 – Personal Protective Clothing and Equipment; see in particular ss. 31.10 – 31.16. Note that s. 31.11, dealing with maintenance, includes a specific operational guideline requirement.

8. Rescue Ropes

Rescue ropes are defined as “designated rescue ropes” used to lift, carry, support rescue personnel and rescue victims during emergency incidents such as high angle, swift water rescue, confined space rescue etc. Rescue ropes are not standard general-purpose fire service ropes used during fire ground or emergency incidents to lift tools, secure equipment or tow vehicles. The following records must be maintained for all dedicated rescue ropes

- Records of date of purchase
- Dates of each use, damage, cleaning and repair.

NFPA 1983 – Standard on Life Safety Rope and Equipment for Emergency Services, 2017 Edition.

OH&S Regulations, section 31.17.

Appendix 3: Playbook Requirements

Structure Firefighters Competency and Training Playbook (2nd Edition, May 2015)

References to NFPA Standards for:

- Training Officer
- Exterior Operations Firefighter
- Interior Operations Firefighter
- Full Service Operations Firefighter
- Team Leader Exterior and Interior
- Risk Management Officer
- Company Fire Officer

Standards Referenced:

NFPA 220	Standard on Types of Building Construction
NFPA 921	Guide for Fire and Explosion Investigations
NFPA 1001	Standard for Fire Fighter Professional Qualifications
NFPA 1021	Standard for Fire Officer Professional Qualifications
NFPA 1041	Standard for Fire Service Instructor Professional Qualifications
NFPA 1407	Standard for Training Fire Service Rapid Intervention Crews
NFPA 1500	Standard on Occupational Safety and Health Program
NFPA 1584	Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises
NFPA 5000	Building Construction and Safety Code

Training Officer	Competency Met
NFPA 1041 4.2.1 – 4.2.4 / 4.3.2 – 4.3.3 / 4.4.1 – 4.4.4 / 4.5.1 – 4.5.3 and 4.5.5	
4.2.1 Definition of Duty. The management of basic resources and the records and reports essential to the instructional process.	
4.2.2 Assemble course materials, given a specific topic, so that the lesson plan and all materials, resources, and equipment needed to deliver the lesson are obtained. (A) Requisite Knowledge. Components of a lesson plan, policies and procedures for the procurement of materials and equipment, and resource availability. (B) Requisite Skills. None required.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.2.3 Prepare requests for resources, given training goals and current resources, so that the resources required to meet training goals are identified and documented. (A) Requisite Knowledge. Resource management, sources of instructional resources and equipment. (B) Requisite Skills. Training schedule completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.2.4 Schedule single instructional sessions, given a training assignment, department scheduling procedures, instructional resources, facilities and timeline for delivery, so that the specified sessions are delivered according to department procedure. (A) Requisite Knowledge. Departmental scheduling procedures and resource management. (B) Requisite Skills. Training schedule completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.3.2* Review instructional materials, given the materials for a specific topic, target audience, and learning environment, so that elements of the lesson plan, learning environment, and resources that need adaptation are identified. (A) Requisite Knowledge. Recognition of student limitations and cultural diversity, methods of instruction, types of resource materials, organization of the learning environment, and policies and procedures. (B) Requisite Skills. Analysis of resources, facilities, and materials	Yes <input type="checkbox"/> No <input type="checkbox"/>

Training Officer	Competency Met
<p>4.3.3* Adapt a prepared lesson plan, given course materials and an assignment, so that the needs of the student and the objectives of the lesson plan are achieved.</p> <p>(A)* Requisite Knowledge. Elements of a lesson plan, selection of instructional aids and methods, and organization of the learning environment.</p> <p>(B) Requisite Skills. Instructor preparation and organizational skills.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.1 Definition of Duty. The delivery of instructional sessions utilizing prepared course materials.</p>	
<p>4.4.2 Organize the classroom, laboratory, or outdoor learning environment, given a facility and an assignment, so that lighting, distractions, climate control or weather, noise control, seating, audiovisual equipment, teaching aids, and safety are considered.</p> <p>(A) Requisite Knowledge. Classroom management and safety, advantages and limitations of audiovisual equipment and teaching aids, classroom arrangement, and methods and techniques of instruction.</p> <p>(B) Requisite Skills. Use of instructional media and teaching aids.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.3 Present prepared lessons, given a prepared lesson plan that specifies the presentation method(s), so that the method(s) indicated in the plan are used and the stated objectives or learning outcomes are achieved, applicable safety standards and practices are followed, and risks are addressed.</p> <p>(A)* Requisite Knowledge. The laws and principles of learning, methods and techniques of instruction, lesson plan components and elements of the communication process, and lesson plan terminology and definitions; the impact of cultural differences on instructional delivery; safety rules, regulations, and practices; identification of training hazards; elements and limitations of distance learning; distance learning delivery methods; and the instructor's role in distance learning.</p> <p>(B) Requisite Skills. Oral communication techniques, methods and techniques of instruction, and utilization of lesson plans in an instructional setting.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Training Officer	Competency Met
<p>4.4.4* Adjust presentation, given a lesson plan and changing circumstances in the class environment, so that class continuity and the objectives or learning outcomes are achieved.</p> <p>(A) Requisite Knowledge. Methods of dealing with changing circumstances.</p> <p>(B) Requisite Skills. None required</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.1* Definition of Duty. The administration and grading of student evaluation instruments.</p>	
<p>4.5.2 Administer oral, written, and performance tests, given the lesson plan, evaluation instruments, and evaluation procedures of the agency, so that bias or discrimination is eliminated the testing is conducted according to procedures, and the security of the materials is maintained.</p> <p>(A) Requisite Knowledge. Test administration, agency policies, laws and policies pertaining to discrimination during training and testing, methods for eliminating testing bias, laws affecting records and disclosure of training information, purposes of evaluation and testing, and performance skills evaluation.</p> <p>(B) Requisite Skills. Use of skills checklists and oral questioning techniques.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.3 Grade student oral, written, or performance tests, given class answer sheets or skills checklists and appropriate answer keys, so the examinations are accurately graded and properly secured.</p> <p>(A) Requisite Knowledge. Grading methods, methods for eliminating bias during grading, and maintaining confidentiality of scores.</p> <p>(B) Requisite Skills. None required.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.5* Provide evaluation feedback to students, given evaluation data, so that the feedback is timely; specific enough for the student to make efforts to modify behavior; and objective, clear, and relevant; also include suggestions based on the data.</p> <p>(A) Requisite Knowledge. Reporting procedures and the interpretation of test results.</p> <p>(B) Requisite Skills. Communication skills and basic coaching.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
Emergency Scene Traffic NFPA 1001 5.3.3	
<p>5.3.3* Establish and operate in work areas at emergency scenes, given protective equipment, traffic and scene control devices, structure fire and roadway emergency scenes, traffic hazards and downed electrical wires, an assignment, and SOPs, so that procedures are followed, protective equipment is worn, protected work areas are established as directed using traffic and scene control devices, and the fire fighter performs assigned tasks only in established, protected work areas.</p> <p>(A) Requisite Knowledge. Potential hazards involved in operating on emergency scenes including vehicle traffic, utilities, and environmental conditions; proper procedures for dismounting apparatus in traffic; procedures for safe operation at emergency scenes; and the protective equipment available for members' safety on emergency scenes and work zone designations.</p> <p>(B) Requisite Skills. The ability to use personal protective clothing, deploy traffic and scene control devices, dismount apparatus, and operate in the protected work areas as directed.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
Safety & Communications NFPA 1001 5.1.1, 5.1.2, 5.2, 5.2.1, 5.2.2, 5.2.3, 5.3.2, 5.3.17, 5.3.18	
<p>5.1 General. For qualification at Level I, the fire fighter candidate shall meet the general knowledge requirements in 5.1.1; the general skill requirements in 5.1.2; the JPRs defined in Sections 5.2 through 5.5 of this standard; and the requirements</p> <p>defined in Chapter 5, Core Competencies for Operations Level Responders, and Section 6.6, Mission-Specific Competencies: Product Control, of NFPA 472, <i>Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.1.1 General Knowledge Requirements. The organization of the fire department; the role of the Fire Fighter I in the organization; the mission of fire service; the fire department's standard operating procedures (SOPs) and rules and regulations as they apply to the Fire Fighter I; the value of fire and life safety initiatives in support of the fire department mission and to reduce fire fighter line-of-duty injuries and fatalities; the role of other agencies as they relate to the fire department; aspects of the fire department's member assistance program; the importance of physical fitness and a healthy lifestyle to the performance of the duties of a fire fighter; the critical aspects of NFPA1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.1.2 General Skill Requirements. The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.2 Fire Department Communications. This duty shall involve initiating responses, receiving telephone calls, and using fire department communications equipment to correctly relay verbal or written information, according to the JPRs in 5.2.1 through 5.2.4.</p>	
<p>5.2.1* Initiate the response to a reported emergency, given the report of an emergency, fire department SOPs, and communications equipment, so that all necessary information is obtained, communications equipment is operated correctly, and the information is relayed promptly and accurately to the dispatch center.</p> <p>(A) Requisite Knowledge. Procedures for reporting an emergency; departmental SOPs for taking and receiving alarms, radio codes, or procedures; and information needs of dispatch center.</p> <p>(B) Requisite Skills. The ability to operate fire department communications equipment, relay information, and record information.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.2.2 Receive a telephone call, given a fire department phone, so that procedures for answering the phone are used and the caller's information is relayed.</p> <p>(A) Requisite Knowledge. Fire department procedures for answering nonemergency telephone calls.</p> <p>(B) Requisite Skills. The ability to operate fire station telephone and intercom equipment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.2.3 Transmit and receive messages via the fire department radio, given a fire department radio and operating procedures, so that the information is accurate, complete, clear, and relayed within the time established by the AHJ.</p> <p>(A) Requisite Knowledge. Departmental radio procedures and etiquette for routine traffic, emergency traffic, and emergency evacuation signals.</p> <p>(B) Requisite Skills. The ability to operate radio equipment and discriminate between routine and emergency traffic.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.3.2* Respond on apparatus to an emergency scene, given personal protective clothing and other necessary personal protective equipment, so that the apparatus is correctly mounted and dismounted, seat belts are used while the vehicle is in motion, and other personal protective equipment is correctly used.</p> <p>(A) Requisite Knowledge. Mounting and dismounting procedures for riding fire apparatus, hazards and ways to avoid hazards associated with riding apparatus, prohibited practices, and types of department personal protective equipment and the means for usage.</p> <p>(B) Requisite Skills. The ability to use each piece of provided safety equipment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.3.17 Illuminate the emergency scene, given fire service electrical equipment and an assignment, so that designated areas are illuminated and all equipment is operated within the manufacturer's listed safety precautions.</p> <p>(A) Requisite Knowledge. Safety principles and practices, power supply capacity and limitations, and light deployment methods. supply and lighting equipment, deploy cords and connectors, reset ground-fault interrupter (GFI) devices, and locate lights for best effect.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.3.18 Turn off building utilities, given tools and an assignment, so that the assignment is safely completed.</p> <p>(A) Requisite Knowledge. Properties, principles, and safety concerns for electricity, gas, and water systems; utility disconnect methods and associated dangers; and use of required safety equipment.</p> <p>(B) Requisite Skills. The ability to identify utility control devices, operate control valves or switches, and assess for related hazards.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
PPE and Self Contained Breathing Apparatus NFPA 1001 5.1.2, 5.2, 5.3, 5.3.1, 5.3.2, 5.5.1	
5.1.2 General Skill Requirements. The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.	Yes <input type="checkbox"/> No <input type="checkbox"/>
5.2 Fire Department Communications. This duty shall involve initiating responses, receiving telephone calls, and using fire department communications equipment to correctly relay verbal or written information, according to the JPRs in 5.2.1 through 5.2.4.	Yes <input type="checkbox"/> No <input type="checkbox"/>
5.3 Fireground Operations. This duty shall involve performing activities necessary to ensure life safety, fire control, and property conservation, according to the JPRs in 5.3.1 through 5.3.20.	
5.3.1* Use self-contained breathing apparatus (SCBA) during emergency operations, given SCBA and other personal protective equipment, so that the SCBA is correctly donned, the SCBA is correctly worn, controlled breathing techniques are used, emergency procedures are enacted if the SCBA fails, all low-air warnings are recognized, respiratory protection is not intentionally compromised, and hazardous areas are exited prior to air depletion. (A) Requisite Knowledge. Conditions that require respiratory protection, uses and limitations of SCBA, components of SCBA, donning procedures, breathing techniques, indications for and emergency procedures used with SCBA, and physical requirements of the SCBA wearer. (B) Requisite Skills. The ability to control breathing, replace SCBA air cylinders, use SCBA to exit through restricted passages, initiate and complete emergency procedures in the event of SCBA failure or air depletion, and complete donning procedures.	Yes <input type="checkbox"/> No <input type="checkbox"/>

Exterior Operations – Firefighter	Competency Met
<p>5.3.2* Respond on apparatus to an emergency scene, given personal protective clothing and other necessary personal protective equipment, so that the apparatus is correctly mounted and dismounted, seat belts are used while the vehicle is in motion, and other personal protective equipment is correctly used.</p> <p>(A) Requisite Knowledge. Mounting and dismounting procedures for riding fire apparatus, hazards and ways to avoid hazards associated with riding apparatus, prohibited practices, and types of department personal protective equipment and the means for usage.</p> <p>(B) Requisite Skills. The ability to use each piece of provided safety equipment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Ropes and Knots</p> <p>NFPA 1001 5.1.2, 5.3.20, 5.5.1</p>	
<p>5.1.2 General Skill Requirements. The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.3.20 Tie a knot appropriate for hoisting tool, given personnel protective equipment, tools, ropes, and an assignment, so that the knots used are appropriate for hoisting tools securely and as directed.</p> <p>(A) Requisite Knowledge. Knot types and usage; the difference between life safety and utility rope; reasons for placing rope out of service; the types of knots to use for given tools, ropes, or situations; hoisting methods for tools and equipment; and using rope to support response activities.</p> <p>(B) Requisite Skills. The ability to hoist tools using specific knots based on the type of tool.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Fire Streams, Hose and Appliances</p> <p>NFPA 1001 5.3.7, 5.3.8, 5.5.1, 5.5.2</p>	

Exterior Operations – Firefighter	Competency Met
<p>5.3.7* Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.</p> <p>(A) Requisite Knowledge. Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.</p> <p>(B) Requisite Skills. The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1 1/2 in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments. in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.3.8* Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p> <p>(A) Requisite Knowledge. Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.</p> <p>(B) Requisite Skills. The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.5.2 Clean, inspect, and return fire hose to service, given washing equipment, water, detergent, tools, and replacement gaskets, so that damage is noted and corrected, the hose is clean, and the equipment is placed in a ready state for service.</p> <p>(A) Requisite Knowledge. Departmental procedures for noting a defective hose and removing it from service, cleaning methods, and hose rolls and loads.</p> <p>(B) Requisite Skills. The ability to clean different types of hose; operate hose washing and drying equipment; mark defective hose; and replace coupling gaskets, roll hose, and reload hose.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Ventilation</p> <p>NFPA 1001 5.3.11, 5.5.1</p>	
<p>5.3.11 Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p>(A) Requisite Knowledge. The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Water Supply</p> <p>NFPA 1001 5.3.15, 5.5.1, 5.5.2</p>	
<p>5.3.15* Connect a fire department pumper to a water supply as a member of a team, given supply or intake hose, hose tools, and a fire hydrant or static water source, so that connections are tight and water flow is unobstructed.</p> <p>(A) Requisite Knowledge. Loading and off-loading procedures for mobile water supply apparatus; fire hydrant operation; and suitable static water supply sources, procedures, and protocol for connecting to various water sources.</p> <p>(B) Requisite Skills. The ability to hand lay a supply hose, connect and place hard suction hose for drafting operations, deploy portable water tanks as well as the equipment necessary to transfer water between and draft from them, make hydrant-to-pumper hose connections for forward and reverse lays, connect supply hose to a hydrant, and fully open and close the hydrant.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.5.2 Clean, inspect, and return fire hose to service, given washing equipment, water, detergent, tools, and replacement gaskets, so that damage is noted and corrected, the hose is clean, and the equipment is placed in a ready state for service.</p> <p>(A) Requisite Knowledge. Departmental procedures for noting a defective hose and removing it from service, cleaning methods, and hose rolls and loads.</p> <p>(B) Requisite Skills. The ability to clean different types of hose; operate hose washing and drying equipment; mark defective hose; and replace coupling gaskets, roll hose, and reload hose.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Ladders</p> <p>NFPA 1001 5.3.6, 5.5.1</p>	

Exterior Operations – Firefighter	Competency Met
<p>5.3.6* Set up ground ladders, given single and extension ladders, an assignment, and team members if needed, so that hazards are assessed, the ladder is stable, the angle is correct for climbing, extension ladders are extended to the necessary height with the fly locked, the top is placed against a reliable structural component, and the assignment is accomplished.</p> <p>(A) Requisite Knowledge. Parts of a ladder, hazards associated with setting up ladders, what constitutes a stable foundation for ladder placement, different angles for various tasks, safety limits to the degree of angulation, and what constitutes a reliable structural component for top placement.</p> <p>(B) Requisite Skills. The ability to carry ladders, raise ladders, extend ladders and lock flies, determine that a wall and roof will support the ladder, judge extension ladder height requirements, and place the ladder to avoid obvious hazards.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.5.1 Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p>(A) Requisite Knowledge. Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p>(B) Requisite Skills. The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Rehabilitation Area (REHAB)</p> <p>NFPA 1001 5.1.1, NFPA 1500, NFPA 1584</p>	

Exterior Operations – Firefighter	Competency Met
<p>5.1.1 General Knowledge Requirements. The organization of the fire department; the role of the Fire Fighter I in the organization; the mission of fire service; the fire department's standard operating procedures (SOPs) and rules and regulations as they apply to the Fire Fighter I; the value of fire and life safety initiatives in support of the fire department mission and to reduce fire fighter line-of-duty injuries and fatalities; the role of other agencies as they relate to the fire department; aspects of the fire department's member assistance program; the importance of physical fitness and a healthy lifestyle to the performance of the duties of a fire fighter; the critical aspects of NFPA1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ NFPA 1500 Standard on Occupational Safety and Health Program</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ NFPA 1584 Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Introduction to Basic Fire Behavior and Building Construction</p> <p>NFPA 220, NFPA 921, NFPA 1001 5.3.11, 5.3.12, 5.3.13 NFPA 5000</p>	
<p>5.3.11 Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p>(A) Requisite Knowledge. The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p>5.3.12 Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p>(A) Requisite Knowledge. The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.3.13 Overhaul a fire scene, given personal protective equipment, attack line, hand tools, a flashlight, and an assignment, so that structural integrity is not compromised, all hidden fires are discovered, fire cause evidence is preserved, and the fire is extinguished.</p> <p>(A) Requisite Knowledge. Types of fire attack lines and water application devices most effective for overhaul, water application methods for extinguishment that limit water damage, types of tools and methods used to expose hidden fire, dangers associated with overhaul, obvious signs of area of origin or signs of arson, and reasons for protection of fire scene.</p> <p>(B) Requisite Skills. The ability to deploy and operate an attack line; remove flooring, ceiling, and wall components to expose void spaces without compromising structural integrity; apply water for maximum effectiveness; expose and extinguish hidden fires in walls, ceilings, and subfloor spaces; recognize and preserve obvious signs of area of origin and arson; and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
+ NFPA 220 Standard on Types of Building Construction	Yes <input type="checkbox"/> No <input type="checkbox"/>
+ NFPA 921 Guide for Fire and Explosion Investigations	Yes <input type="checkbox"/> No <input type="checkbox"/>
+ NFPA 5000 Building Construction and Safety Code	Yes <input type="checkbox"/> No <input type="checkbox"/>
Dangerous Goods or Hazmat Awareness (<i>from NFPA 472</i>) <ul style="list-style-type: none"> • Can utilize any training provider, including internal, that meets the competencies of NFPA 472 – Awareness Level [Playbook: Page 16, note1] 	Yes <input type="checkbox"/> No <input type="checkbox"/>
Gas & Electrical Safety for Firefighters (<i>supplied by a BC Utility utilizing an evaluation mechanism</i>) <ul style="list-style-type: none"> • Can utilize any program, developed by a registered Gas or Electrical Utility within the Province of BC, which includes an evaluation instrument based upon current recommended practice [Playbook: Page 16, note 2] 	Yes <input type="checkbox"/> No <input type="checkbox"/>
Incident Command System 100 (<i>from BCERMS curriculum</i>) <ul style="list-style-type: none"> • Can utilize any training provider, including internal, using certified training and evaluation based upon the BCEMS model. [Playbook: Page 16, note 3] 	Yes <input type="checkbox"/> No <input type="checkbox"/>

Interior Operations – Firefighter	Competency Met
<i>All of Exterior Operations Firefighter PLUS the following:</i>	Yes <input type="checkbox"/> No <input type="checkbox"/>
Organization, Safety and Communications NFPA 1001 5.2.4	
<p>5.2.4* Activate an emergency call for assistance, given vision obscured conditions, PPE, and department SOPs, so that the fire fighter can be located and rescued.</p> <p>(A) Requisite Knowledge. Personnel accountability systems, emergency communication procedures, and emergency evacuation methods.</p> <p>(B) Requisite Skills. The ability to initiate an emergency call for assistance in accordance with the AHJ's procedures, the ability to use other methods of emergency calls for assistance.</p>	Yes <input type="checkbox"/> No <input type="checkbox"/>
RIT Training – pertinent to jurisdictional hazards NFPA 1001 5.3.9 NFPA 1407, NFPA 1500	
<p>5.3.9* Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members' safety — including respiratory protection — is not compromised.</p> <p>(A) Requisite Knowledge. Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members' roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection.</p> <p>(B)* Requisite Skills. The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose</p> <p>respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.</p>	Yes <input type="checkbox"/> No <input type="checkbox"/>

Interior Operations – Firefighter	Competency Met
+ NFPA 1407 Standard for Training Fire Service Rapid Intervention Crews	Yes <input type="checkbox"/> No <input type="checkbox"/>
+ NFPA 1500 Standard on Fire Department Occupational Safety and Health Program	Yes <input type="checkbox"/> No <input type="checkbox"/>
Self-Contained Breathing Apparatus NFPA 1001 5.3.1, 5.3.5, 5.3.9	
<p>5.3.1* Use self-contained breathing apparatus (SCBA) during emergency operations, given SCBA and other personal protective equipment, so that the SCBA is correctly donned, the SCBA is correctly worn, controlled breathing techniques are used, emergency procedures are enacted if the SCBA fails, all low-air warnings are recognized, respiratory protection is not intentionally compromised, and hazardous areas are exited prior to air depletion.</p> <p>(A) Requisite Knowledge. Conditions that require respiratory protection, uses and limitations of SCBA, components of SCBA, donning procedures, breathing techniques, indications for and emergency procedures used with SCBA, and physical requirements of the SCBA wearer.</p> <p>(B) Requisite Skills. The ability to control breathing, replace SCBA air cylinders, use SCBA to exit through restricted passages, initiate and complete emergency procedures in the event of SCBA failure or air depletion, and complete donning procedures.</p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p>5.3.5* Exit a hazardous area as a team, given vision-obscured conditions, so that a safe haven is found before exhausting the air supply, others are not endangered, and the team integrity is maintained.</p> <p>(A) Requisite Knowledge. Personnel accountability systems, communication procedures, emergency evacuation methods, what constitutes a safe haven, elements that create or indicate a hazard, and emergency procedures for loss of air supply.</p> <p>(B) Requisite Skills. The ability to operate as a team member in vision-obscured conditions, locate and follow a guideline, conserve air supply, and evaluate areas for hazards and identify a safe haven.</p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
<p>5.3.9* Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members' safety — including respiratory protection — is not compromised.</p> <p>(A) Requisite Knowledge. Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members' roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection.</p> <p>(B)* Requisite Skills. The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Search and Rescue</p> <p>NFPA 1001 5.3.9</p>	

Interior Operations – Firefighter	Competency Met
<p>5.3.9* Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members' safety — including respiratory protection — is not compromised.</p> <p>(A) Requisite Knowledge. Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members' roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection.</p> <p>(B)* Requisite Skills. The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Fire Behavior</p> <p>NFPA 1001</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Fire Extinguishers</p> <p>NFPA 1001 5.3.16</p>	
<p>5.3.16* Extinguish incipient Class A, Class B, and Class C fires, given a selection of portable fire extinguishers, so that the correct extinguisher is chosen, the fire is completely extinguished, and correct extinguisher-handling techniques are followed.</p> <p>(A) Requisite Knowledge. The classifications of fire; the types of, rating systems for, and risks associated with each class of fire; and the operating methods of and limitations of portable extinguishers.</p> <p>(B) Requisite Skills. The ability to operate portable fire extinguishers, approach fire with portable fire extinguishers, select an appropriate extinguisher based on the size and type of fire, and safely carry portable fire extinguishers.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
Building Construction NFPA 1001 5.3.11, 5.3.12	
<p>5.3.11 Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p>(A) Requisite Knowledge. The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions.</p>	Yes <input type="checkbox"/> No <input type="checkbox"/>

Interior Operations – Firefighter	Competency Met
<p>5.3.12 Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p>(A) Requisite Knowledge. The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Forcible Entry</p> <p>NFPA 1001 5.3.4</p>	
<p>5.3.4* Force entry into a structure, given personal protective equipment, tools, and an assignment, so that the tools are used as designed, the barrier is removed, and the opening is in a safe condition and ready for entry.</p> <p>(A) Requisite Knowledge. Basic construction of typical doors, windows, and walls within the department's community or service area; operation of doors, windows, and locks; and the dangers associated with forcing entry through doors, windows, and walls.</p> <p>(B) Requisite Skills. The ability to transport and operate hand and power tools and to force entry through doors, windows, and walls using assorted methods and tools.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Ventilation</p> <p>NFPA 1001 5.3.12</p>	

Interior Operations – Firefighter	Competency Met
<p>5.3.12 Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p>(A) Requisite Knowledge. The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p>(B) Requisite Skills. The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Loss Control</p> <p>NFPA 1001 5.3.13, 5.3.14</p>	

Interior Operations – Firefighter	Competency Met
<p>5.3.13 Overhaul a fire scene, given personal protective equipment, attack line, hand tools, a flashlight, and an assignment, so that structural integrity is not compromised, all hidden fires are discovered, fire cause evidence is preserved, and the fire is extinguished.</p> <p>(A) Requisite Knowledge. Types of fire attack lines and water application devices most effective for overhaul, water application methods for extinguishment that limit water damage, types of tools and methods used to expose hidden fire, dangers associated with overhaul, obvious signs of area of origin or signs of arson, and reasons for protection of fire scene.</p> <p>(B) Requisite Skills. The ability to deploy and operate an attack line; remove flooring, ceiling, and wall components to expose void spaces without compromising structural integrity; apply water for maximum effectiveness; expose and extinguish hidden fires in walls, ceilings, and subfloor spaces; recognize and preserve obvious signs of area of origin and arson; and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>5.3.14 Conserve property as a member of a team, given salvage tools and equipment and an assignment, so that the building and its contents are protected from further damage.</p> <p>(A) Requisite Knowledge. The purpose of property conservation and its value to the public, methods used to protect property, types of and uses for salvage covers, operations at properties protected with automatic sprinklers, how to stop the flow of water from an automatic sprinkler head, identification of the main control valve on an automatic sprinkler system, forcible entry issues related to salvage, and procedures for protecting possible areas of origin and potential evidence.</p> <p>(B) Requisite Skills. The ability to cluster furniture; deploy covering materials; roll and fold salvage covers for reuse; construct water chutes and catch-alls; remove water; cover building openings, including doors, windows, floor openings, and roof openings; separate, remove, and relocate charred material to a safe location while protecting the area of origin for cause determination; stop the flow of water from a sprinkler with sprinkler wedges or stoppers; and operate a main control valve on an automatic sprinkler system.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Live Fire Exterior</p> <p>NFPA 1001 5.3.7, 5.3.8, 5.3.10, 5.3.19</p>	

Interior Operations – Firefighter	Competency Met
<p>5.3.7* Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.</p> <p>(A) Requisite Knowledge. Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.</p> <p>(B) Requisite Skills. The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1 1/2 in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
<p>5.3.8* Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p> <p>(A) Requisite Knowledge. Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.</p> <p>(B) Requisite Skills. The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
<p>5.3.10* Attack an interior structure fire operating as a member of a team, given an attack line, ladders when needed, personal protective equipment, tools, and an assignment, so that team integrity is maintained, the attack line is deployed for advancement, ladders are correctly placed when used, access is gained into the fire area, effective water application practices are used, the fire is approached correctly, attack techniques facilitate suppression given the level of the fire, hidden fires are located and controlled, the correct body posture is maintained, hazards are recognized and managed, and the fire is brought under control.</p> <p>(A) Requisite Knowledge. Principles of fire streams; types, design, operation, nozzle pressure effects, and flow capabilities of nozzles; precautions to be followed when advancing hose lines to a fire; observable results that a fire stream has been properly applied; dangerous building conditions created by fire; principles of exposure protection; potential long-term consequences of exposure to products of combustion; physical states of matter in which fuels are found; common types of accidents or injuries and their causes; and the application of each size and type of attack line, the role of the backup team in fire attack situations, attack and control techniques for grade level and above and below grade levels, and exposing hidden fires.</p> <p>(B) Requisite Skills. The ability to prevent water hammers when shutting down nozzles; open, close, and adjust nozzle flow and patterns; apply water using direct, indirect, and combination attacks; advance charged and uncharged 1 1/2 in. (38 mm) diameter or larger hose lines up ladders and up and down interior and exterior stairways; extend hose lines; replace burst hose sections; operate charged hose lines of 1 1/2 in. (38 mm) diameter or larger while secured to a ground ladder; couple and uncouple various handline connections; carry hose; attack fires at grade level and above and below grade levels; and locate and suppress interior wall and subfloor fires.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
<p>5.3.19* Combat a ground cover fire operating as a member of a team, given protective clothing, SCBA (if needed), hose lines, extinguishers or hand tools, and an assignment, so that threats to property are reported, threats to personal safety are recognized, retreat is quickly accomplished when warranted, and the assignment is completed.</p> <p>(A) Requisite Knowledge. Types of ground cover fires, parts of ground cover fires, methods to contain or suppress, and safety principles and practices.</p> <p>(B) Requisite Skills. The ability to determine exposure threats based on fire spread potential, protect exposures, construct a fire line or extinguish with hand tools, maintain integrity of established fire lines, and suppress ground cover fires using water.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Full Service Operations – Firefighter	Competency Met
All of NFPA 1001 – FF2 Competencies (except Hazmat and Medical Response) and with the addition of:	Yes <input type="checkbox"/> No <input type="checkbox"/>
Live Fire Exterior and Interior	Yes <input type="checkbox"/> No <input type="checkbox"/>
Hazmat Operations (<i>NFPA core competencies plus 6.6.1.1.2</i>)	Yes <input type="checkbox"/> No <input type="checkbox"/>
6.6.1.1.2 The operations level responder assigned to perform product control at hazardous materials/WMD incidents shall be trained to meet all competencies at the awareness level (<i>see Chapter 4</i>), all core competencies at the operations level (<i>see Chapter 5</i>), all mission-specific competencies for personal protective equipment (<i>see Section 6.2</i>), and all competencies in this section.	Yes <input type="checkbox"/> No <input type="checkbox"/>

Team Leader Exterior & Interior	Competency Met
<ul style="list-style-type: none"> Can utilize any training provider, including internal, that meets the competencies of NFPA 1021 – Fire Officer Professional Qualifications [Playbook: Page 16, note 3] <p><i>Completion of the Operational Firefighter requirements for <u>either</u> the Exterior or Interior Service Level <u>PLUS</u> the following Competencies from NFPA 1021:</i></p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Incident Command and Fire Attack</p> <p>NFPA 1021 4.1.1, 4.2.1, 4.2.2, 4.2.3</p>	
<p>4.1.1* General Prerequisite Knowledge. The organizational structure of the department; geographical configuration and characteristics of response districts; departmental operating procedures for administration, emergency operations, incident management system and safety; fundamentals of leadership; departmental budget process; information management and recordkeeping; the fire prevention and building safety codes and ordinances applicable to the jurisdiction; current trends, technologies, and socioeconomic and political factors that affect the fire service; cultural diversity; methods used by supervisors to obtain cooperation within a group of subordinates; the rights of management and members; agreements in force between the organization and members; generally accepted ethical practices, including a professional code of ethics; and policies and procedures regarding the operation of the department as they involve supervisors and members.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.2.1 Assign tasks or responsibilities to unit members, given an assignment at an emergency incident, so that the instructions are complete, clear, and concise; safety considerations are addressed; and the desired outcomes are conveyed.</p> <p>(A) Requisite Knowledge. Verbal communications during emergency incidents, techniques used to make assignments under stressful situations, and methods of confirming understanding.</p> <p>(B) Requisite Skills. The ability to condense instructions for frequently assigned unit tasks based on training and standard operating procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Team Leader Exterior & Interior	Competency Met
<p>4.2.2Assign tasks or responsibilities to unit members, given an assignment under nonemergency conditions at a station or other work location, so that the instructions are complete, clear, and concise; safety considerations are addressed; and the desired outcomes are conveyed.</p> <p>(A) Requisite Knowledge. Verbal communications under nonemergency situations, techniques used to make assignments under routine situations, and methods of confirming understanding.</p> <p>(B) Requisite Skills. The ability to issue instructions for frequently assigned unit tasks based on department policy.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.2.3Direct unit members during a training evolution, given a company training evolution and training policies and procedures, so that the evolution is performed in accordance with safety plans, efficiently, and as directed.</p> <p>(A) Requisite Knowledge. Verbal communication techniques to facilitate learning.</p> <p>(B) Requisite Skills. The ability to distribute issue-guided directions to unit members during training evolutions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Pre-Incident Planning, Size-up and Incident Action Planning</p> <p>NFPA 1021 4.5.2, 4.5.3, 4.6, 4.6.1, 4.6.2</p>	

Team Leader Exterior & Interior	Competency Met
<p>4.5.2 Identify construction, alarm, detection, and suppression features that contribute to or prevent the spread of fire, heat, and smoke throughout the building or from one building to another, given an occupancy, and the policies and forms of the AHJ so that a pre-incident plan for any of the following occupancies is developed:</p> <p>(1) Public assembly</p> <p>(2) Educational</p> <p>(3) Institutional</p> <p>(4) Residential</p> <p>(5) Business</p> <p>(6) Industrial</p> <p>(7) Manufacturing</p> <p>(8) Storage</p> <p>(9) Mercantile</p> <p>(10) Special properties</p> <p>(A) Requisite Knowledge. Fire behavior; building construction; inspection and incident reports; detection, alarm, and suppression systems; and applicable codes, ordinances, and standards.</p> <p>(B) Requisite Skills. The ability to use evaluative methods and to communicate orally and in writing.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.3 Secure an incident scene, given rope or barrier tape, so that unauthorized persons can recognize the perimeters of the scene and are kept from restricted areas, and all evidence or potential evidence is protected from damage or destruction.</p> <p>(A) Requisite Knowledge. Types of evidence, the importance of fire scene security, and evidence preservation.</p> <p>(B) Requisite Skills. The ability to establish perimeters at an incident scene.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Team Leader Exterior & Interior	Competency Met
4.6* Emergency Service Delivery. This duty involves supervising emergency operations, conducting pre-incident planning, and deploying assigned resources in accordance with the local emergency plan and according to the following job performance requirements.	
<p>4.6.1 Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.</p> <p>(A)* Requisite Knowledge. Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.</p> <p>(B)* Requisite Skills. The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.6.2* Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.</p> <p>(A) Requisite Knowledge. Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.</p> <p>(B) Requisite Skills. The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Fire Ground Accountability</p> <p>NFPA 1021 4.6.1, 4.6.2</p>	
<p>4.6.1 Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.</p> <p>(A)* Requisite Knowledge. Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.</p> <p>(B)* Requisite Skills. The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Team Leader Exterior & Interior	Competency Met
<p>4.6.2* Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.</p> <p>(A) Requisite Knowledge. Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.</p> <p>(B) Requisite Skills. The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Live Fire – Exterior (<i>Recommended for Exterior Operations</i>)</p> <p>NFPA 1001 5.3.7, 5.3.8, 5.3.10</p>	
<p>5.3.7* Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.</p> <p>(A) Requisite Knowledge. Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.</p> <p>(B) Requisite Skills. The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1 1/2 in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Team Leader Exterior & Interior	Competency Met
<p>5.3.8* Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p> <p>(A) Requisite Knowledge. Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.</p> <p>(B) Requisite Skills. The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Team Leader Exterior & Interior	Competency Met
<p>5.3.10* Attack an interior structure fire operating as a member of a team, given an attack line, ladders when needed, personal protective equipment, tools, and an assignment, so that team integrity is maintained, the attack line is deployed for advancement, ladders are correctly placed when used, access is gained into the fire area, effective water application practices are used, the fire is approached correctly, attack techniques facilitate suppression given the level of the fire, hidden fires are located and controlled, the correct body posture is maintained, hazards are recognized and managed, and the fire is brought under control.</p> <p>(A) Requisite Knowledge. Principles of fire streams; types, design, operation, nozzle pressure effects, and flow capabilities of nozzles; precautions to be followed when advancing hose lines to a fire; observable results that a fire stream has been properly applied; dangerous building conditions created by fire; principles of exposure protection; potential long-term consequences of exposure to products of combustion; physical states of matter in which fuels are found; common types of accidents or injuries and their causes; and the application of each size and type of attack line, the role of the backup team in fire attack situations, attack and control techniques for grade level and above and below grade levels, and exposing hidden fires.</p> <p>(B) Requisite Skills. The ability to prevent water hammers when shutting down nozzles; open, close, and adjust nozzle flow and patterns; apply water using direct, indirect, and combination attacks; advance charged and uncharged 1 1/2 in. (38 mm) diameter or larger hose lines up ladders and up and down interior and exterior stairways; extend hose lines; replace burst hose sections; operate charged hose lines of 1 1/2 in. (38 mm) diameter or larger while secured to a ground ladder; couple and uncouple various handline connections; carry hose; attack fires at grade level and above and below grade levels; and locate and suppress interior wall and subfloor fires.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
Live Fire – Exterior & Interior (<i>Recommended for Interior Operations</i>)	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Risk Management Officer	Competency Met
<i>Completion of the Team Leader requirements for the Exterior Operations level <u>PLUS</u> the following courses (1 from each area):</i>	Yes <input type="checkbox"/> No <input type="checkbox"/>
EITHER Incident Action Planning NFPA 1021 4.6.1, 4.6.2 <ul style="list-style-type: none"> Requires a training program with subject matter covering areas such as strategies and tactics, fire ground command and emergency scene management [Playbook: Page 16, note 5] 	
4.6.1 Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency. (A)* Requisite Knowledge. Elements of a size-up, standard operating procedures for emergency operations, and fire behavior. (B)* Requisite Skills. The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.6.2* Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation. (A) Requisite Knowledge. Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system. (B) Requisite Skills. The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.	Yes <input type="checkbox"/> No <input type="checkbox"/>
OR Incident Safety Officer NFPA 1521 6.1 – 6.7.2 (<i>operational</i>)	Yes <input type="checkbox"/> No <input type="checkbox"/>
6.1 General Functions of the Incident Safety Officer. 6.1.1* The incident safety officer (ISO) shall be integrated with the incident management system (IMS) as a command staff member, as specified in	

Risk Management Officer	Competency Met
<p>NFPA 1561, <i>Standard on Emergency Services Incident Management System</i>.</p> <p>6.1.2* Standard operating procedures (SOPs) shall define criteria for the response of a predesignated incident safety officer.</p> <p>6.1.2.1 If the incident safety officer is designated by the incident commander, the fire department shall establish criteria for appointment based upon 6.1.1.</p> <p>6.1.3* The incident safety officer and assistant incident safety officer(s) shall be readily identifiable at the incident scene.</p> <p>6.1.4* Upon arrival or assignment as the incident safety officer at an incident, he or she shall obtain a situation-status briefing from the incident commander, that includes the incident action plan.</p> <p>6.1.5 The incident safety officer shall monitor the incident action plan, conditions, activities, and operations to determine whether they fall within the criteria as defined in the fire department's risk management plan.</p> <p>6.1.6 When the perceived risk(s) is not within the fire department's risk management criteria, the incident safety officer shall take action as outlined in Section 4.6.</p> <p>6.1.7 The incident safety officer shall monitor the incident scene and report to the incident commander the status of conditions, hazards, and risks.</p> <p>6.1.8 The incident safety officer shall ensure that the fire department's personnel accountability system is being utilized.</p> <p>6.1.9* The incident safety officer shall offer judgment to the incident commander on establishing control zones and no entry zones and ensure that established zones are communicated to all members present on the scene.</p> <p>6.1.10 The incident safety officer shall evaluate motor vehicle incident scene traffic hazards and apparatus placement and take appropriate actions to mitigate hazards as described in Section 8.7 of NFPA 1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p> <p>6.1.11 The incident safety officer shall monitor radio transmissions and stay alert to transmission barriers that could result in missed, unclear, or incomplete communication.</p>	

Risk Management Officer	Competency Met
<p>6.1.12* The incident safety officer shall ensure that the incident commander establishes an incident scene rehabilitation tactical level management component during emergency operations.</p> <p>6.1.13* The incident safety officer shall communicate to the incident commander the need for assistant incident safety officers and/or technical specialists due to the need, size, complexity, or duration of the incident.</p> <p>6.1.14 The incident safety officer or assistant incident safety officer shall survey and evaluate the hazards associated with the designation of a landing zone and interface with helicopters.</p> <p>6.1.15* The incident safety officer shall recognize the potential need for critical incident stress interventions and notify the incident commander of this possibility.</p> <p>6.1.16 If the incident safety officer or an assistant safety officer needs to enter a hot zone or an environment that is immediately dangerous to life or health (IDLH), the incident safety officer or assistant safety officer shall be paired up with another member and check in with the entry control officer.</p>	
<p>6.2 Fire Suppression.</p> <p>6.2.1 The incident safety officer shall meet the provisions of Section 6.2 during fire suppression operations.</p> <p>6.2.2* The incident safety officer shall ensure that a rapid intervention team meeting the criteria in Chapter 8 of NFPA 1500, is available and ready for deployment.</p> <p>6.2.3 Where fire has involved a building(s) the incident safety officer shall advise the incident commander of hazards, collapse potential, and any fire extension in such building(s).</p> <p>6.2.4 The incident safety officer shall evaluate visible smoke and fire conditions and advise the incident commander, tactical level management component's (TLMC) officers, and company officers on the potential for flashover, backdraft, blow-up, or other events that could pose a threat to operating teams.</p> <p>6.2.5 The incident safety officer shall monitor the accessibility of entry and egress of structures and its effect on the safety of members conducting interior operations.</p>	
<p>6.3 Emergency Medical Service Operations.</p>	

Risk Management Officer	Competency Met
<p>6.3.1The incident safety officer shall meet the provisions of Section 6.3 during emergency medical service (EMS) operations.</p> <p>6.3.2The incident safety officer shall ensure compliance with the department's infection control plan and NFPA 1581, <i>Standard on Fire Department Infection Control Program</i>, during emergency medical service operations.</p> <p>6.3.3The incident safety officer shall ensure that incident scene rehabilitation and critical incident stress management are established as needed at emergency medical service operations, especially mass casualty incidents (MCIs).</p>	
<p>6.4 Technical Rescue.</p> <p>6.4.1The incident safety officer shall meet the provisions of Section 6.4 during technical rescue operations.</p> <p>6.4.2* In cases where a designated incident safety officer does not meet the technician-level requirements of NFPA 1006, <i>Standard for Rescue Technician Professional Qualifications</i>, the incident commander shall appoint an assistant incident safety officer or a technical specialist who meets the technician-level requirements of NFPA 1006 to assist with incident safety officer functions.</p> <p>6.4.3The incident safety officer shall attend strategic and tactical planning sessions and provide input on risk assessment and member safety.</p> <p>6.4.4* The incident safety officer shall ensure that a safety briefing is conducted and that an incident action plan and an incident safety plan are developed and made available to all members on the scene.</p>	
<p>6.5 Hazardous Materials Operations.</p> <p>6.5.1The incident safety officer shall meet the provisions of Section 6.5 during hazardous materials operations.</p> <p>6.5.2* In cases where a designated incident safety officer does not meet the technician-level requirements of NFPA 472, <i>Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents</i>, the incident commander shall appoint an assistant incident safety officer or a technical specialist who meets the technician-level requirements of NFPA 472 to assist with incident safety officer functions.</p>	

Risk Management Officer	Competency Met
<p>6.5.3The incident safety officer shall attend strategic and tactical planning sessions and provide input on risk assessment and member safety.</p> <p>6.5.4* The incident safety officer shall ensure that a safety briefing is conducted and that an incident action plan and an incident safety plan are developed and made available to all members on the scene.</p> <p>6.5.5The incident safety officer shall ensure that control zones are clearly marked and communicated to all members.</p>	
<p>6.6 Accident Investigation and Review.</p> <p>6.6.1Upon notification of a member injury, illness, or exposure, the incident safety officer shall immediately communicate this information to the incident commander to ensure that emergency medical care is provided.</p> <p>6.6.2The incident safety officer shall initiate the accident investigation procedures as required by the fire department.</p> <p>6.6.3* In the event of a serious injury, fatality, or other potentially harmful occurrence to a member, the incident safety officer shall request assistance from the health and safety officer.</p>	
<p>6.7 Post-Incident Analysis.</p> <p>6.7.1* The incident safety officer shall prepare a written report for the post-incident analysis that includes pertinent information about the incident relating to health and safety issues.</p> <p>6.7.2* The incident safety officer shall participate in the post incident analysis.</p>	
<p>EITHER</p> <p>FCABC/LGMA: Effective Fire Service Administration</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>OR</p> <p>Beyond Hoses and Helmets, or equivalent (<i>administrative</i>)</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Company Fire Officer	Competency Met
Fire Officer 1 (NFPA 1021 in its entirety)	Yes <input type="checkbox"/> No <input type="checkbox"/>
Incident Command 200	Yes <input type="checkbox"/> No <input type="checkbox"/>
Fire Service Instructor 1 (NFPA 1041 Chapter 4)	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.1 General. 4.1.1 The Fire Service Instructor I shall meet the JPRs defined in Sections 4.2 through 4.5 of this standard.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.2 Program Management. 4.2.1 Definition of Duty. The management of basic resources and the records and reports essential to the instructional process.	
4.2.2 Assemble course materials, given a specific topic, so that the lesson plan and all materials, resources, and equipment needed to deliver the lesson are obtained. (A) Requisite Knowledge. Components of a lesson plan, policies and procedures for the procurement of materials and equipment, and resource availability. (B) Requisite Skills. None required.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.2.3 Prepare requests for resources, given training goals and current resources, so that the resources required to meet training goals are identified and documented. (A) Requisite Knowledge. Resource management, sources of instructional resources and equipment. (B) Requisite Skills. Oral and written communication, forms completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>

Company Fire Officer	Competency Met
<p>4.2.4 Schedule single instructional sessions, given a training assignment, department scheduling procedures, instructional resources, facilities and timeline for delivery, so that the specified sessions are delivered according to department procedure.</p> <p>(A) Requisite Knowledge. Departmental scheduling procedures and resource management.</p> <p>(B) Requisite Skills. Training schedule completion.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.2.5 Complete training records and report forms, given policies and procedures and forms, so that required reports are accurate and submitted in accordance with the procedures.</p> <p>(A) Requisite Knowledge. Types of records and reports required, and policies and procedures for processing records and reports.</p> <p>(B) Requisite Skills. Basic report writing and record completion.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.3 Instructional Development.</p> <p>4.3.1* Definition of Duty. The review and adaptation of prepared instructional materials.</p>	
<p>4.3.2* Review instructional materials, given the materials for a specific topic, target audience, and learning environment, so that elements of the lesson plan, learning environment, and resources that need adaptation are identified.</p> <p>(A) Requisite Knowledge. Recognition of student limitations and cultural diversity, methods of instruction, types of resource materials, organization of the learning environment, and policies and procedures.</p> <p>(B) Requisite Skills. Analysis of resources, facilities, and materials.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.3.3* Adapt a prepared lesson plan, given course materials and an assignment, so that the needs of the student and the objectives of the lesson plan are achieved.</p> <p>(A)* Requisite Knowledge. Elements of a lesson plan, selection of instructional aids and methods, and organization of the learning environment.</p> <p>(B) Requisite Skills. Instructor preparation and organizational skills.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Company Fire Officer	Competency Met
<p>4.4 Instructional Delivery.</p> <p>4.4.1 Definition of Duty. The delivery of instructional sessions utilizing prepared course materials.</p>	
<p>4.4.2 Organize the classroom, laboratory, or outdoor learning environment, given a facility and an assignment, so that lighting, distractions, climate control or weather, noise control, seating, audiovisual equipment, teaching aids, and safety are considered.</p> <p>(A) Requisite Knowledge. Classroom management and safety, advantages and limitations of audiovisual equipment and teaching aids, classroom arrangement, and methods and techniques of instruction.</p> <p>(B) Requisite Skills. Use of instructional media and teaching aids</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.3 Present prepared lessons, given a prepared lesson plan that specifies the presentation method(s), so that the method (s) indicated in the plan are used and the stated objectives or learning outcomes are achieved, applicable safety standards and practices are followed, and risks are addressed.</p> <p>(A)* Requisite Knowledge. The laws and principles of learning, methods and techniques of instruction, lesson plan components and elements of the communication process, and lesson plan terminology and definitions; the impact of cultural differences on instructional delivery; safety rules, regulations, and practices; identification of training hazards; elements and limitations of distance learning; distance learning delivery methods; and the instructor's role in distance learning.</p> <p>(B) Requisite Skills. Oral communication techniques, methods and techniques of instruction, and utilization of lesson plans in an instructional setting.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.4* Adjust presentation, given a lesson plan and changing circumstances in the class environment, so that class continuity and the objectives or learning outcomes are achieved.</p> <p>(A) Requisite Knowledge. Methods of dealing with changing circumstances.</p> <p>(B) Requisite Skills. None required.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Company Fire Officer	Competency Met
<p>4.4.5* Adjust to differences in learning styles, abilities, cultures, and behaviors, given the instructional environment, so that lesson objectives are accomplished, disruptive behavior is addressed, and a safe and positive learning environment is maintained.</p> <p>(A)* Requisite Knowledge. Motivation techniques, learning styles, types of learning disabilities and methods for dealing with them, and methods of dealing with disruptive and unsafe behavior.</p> <p>(B) Requisite Skills. Basic coaching and motivational techniques, correction of disruptive behaviors, and adaptation of lesson plans or materials to specific instructional situations.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.6 Operate audiovisual equipment and demonstration devices, given a learning environment and equipment, so that the equipment functions properly.</p> <p>(A) Requisite Knowledge. Components of audiovisual equipment.</p> <p>(B) Requisite Skills. Use of audiovisual equipment, cleaning, and field level maintenance.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.4.7 Utilize audiovisual materials, given prepared topical media and equipment, so that the intended objectives are clearly presented, transitions between media and other parts of the presentation are smooth, and media are returned to storage.</p> <p>(A) Requisite Knowledge. Media types, limitations, and selection criteria.</p> <p>(B) Requisite Skills. Transition techniques within and between media.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5 Evaluation and Testing.</p> <p>4.5.1* Definition of Duty. The administration and grading of student evaluation instruments.</p>	

Company Fire Officer	Competency Met
<p>4.5.2 Administer oral, written, and performance tests, given the lesson plan, evaluation instruments, and evaluation procedures of the agency, so that bias or discrimination is eliminated, the testing is conducted according to procedures, and the security of the materials is maintained.</p> <p>(A) Requisite Knowledge. Test administration, agency policies, laws and policies pertaining to discrimination during training and testing, methods for eliminating testing bias, laws affecting records and disclosure of training information, purposes of evaluation and testing, and performance skills evaluation.</p> <p>(B) Requisite Skills. Use of skills checklists and oral questioning techniques.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.3 Grade student oral, written, or performance tests, given class answer sheets or skills checklists and appropriate answer keys, so the examinations are accurately graded and properly secured.</p> <p>(A) Requisite Knowledge. Grading methods, methods for eliminating bias during grading, and maintaining confidentiality of scores.</p> <p>(B) Requisite Skills. None required.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.4 Report test results, given a set of test answer sheets or skills checklists, a report form, and policies and procedures for reporting, so that the results are accurately recorded, the forms are forwarded according to procedure, and unusual circumstances are reported.</p> <p>(A) Requisite Knowledge. Reporting procedures and the interpretation of test results.</p> <p>(B) Requisite Skills. Communication skills and basic coaching.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.5.5* Provide evaluation feedback to students, given evaluation data, so that the feedback is timely; specific enough for the student to make efforts to modify behavior; and objective, clear, and relevant; also include suggestions based on the data.</p> <p>(A) Requisite Knowledge. Reporting procedures and the interpretation of test results.</p> <p>(B) Requisite Skills. Communication skills and basic coaching.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>Emergency Scene Management (4.6.1, 4.6.2)</p>	

Company Fire Officer	Competency Met
<p>4.6.1 Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.</p> <p>(A)* Requisite Knowledge. Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.</p> <p>(B)* Requisite Skills. The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>4.6.2* Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.</p> <p>(A) Requisite Knowledge. Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.</p> <p>(B) Requisite Skills. The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Sunshine Coast Regional District
Fire Services Strategic Plan 2018

**Executive Summary of All
Recommendations Contained
in Strategic Plan**

Egmont and District Volunteer Fire Department
Gibsons and District Volunteer Fire Department
Halfmoon Bay Volunteer Fire Department
Roberts Creek Volunteer Fire Department

Dave Mitchell & Associates Ltd.

December 2018

SCRD Fire Department Reviews

Department Structures and Honoraria/Remuneration Issues

From the SCRD Board's perspective, the Playbook has provided clarity about the Board's ultimate responsibility, as the AHJ, for service level determination and related fire service training and records keeping. The creation of an MPS position would also greatly assist the Board in fulfilling its Playbook obligations.¹²

We would recommend the following:

Recommendation: That the SCRD, in consultation with the Departments, develop minimum training and proficiency requirements for each position within the fire services, including fire chief, officer positions and firefighters, with such requirements designed to correspond to each Department's service level;

Recommendation: That the SCRD, in consultation with the Departments, adopt a policy confirming that promotion to officer positions will be held through open competition and subject to meeting the educational and experience requirements required for that position. Fire Chief appointments should be made by the SCRD, but a system be developed to ensure that each Department has an effective means of providing input on potential candidates;

Recommendation: That the SCRD, in consultation with the Departments, undertake a comprehensive review of the existing honoraria, compensation and benefits structures. The issues to be considered include establishing honoraria for officer positions consistent with their required training levels and administrative responsibilities, as well as reviewing whether a paid-on-call model or enhanced benefits package should be introduced for Department members and officers.

Recommendation: That the SCRD create a fulltime MPS position based on the criteria set out in this section of the report. In addition, the SCRD should consider integrating into this new role responsibility for management and implementation of the emergency program. The MPS would be responsible for taking the lead on addressing the recommendations set out in this report.

Records

In relation to legacy records, a number of departments we have worked with have hired summer students to input existing paper or Excel-based records into their new databases. Consideration should be given to accessing grant or similar funding for such an initiative.

We would recommend the following:

Recommendation: The SCRD, as the AHJ, must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational requirements. As such, in consultation with the Departments, the SCRD should develop standards for departmental training records and ensure that a suitable RMS program is acquired and appropriately formatted to accommodate those records;

Recommendation: That the SCRD provide initial training and ongoing support for Departments in the use of that RMS program, use of which should be mandated by SCRD policy;

Recommendation: That the SCRD and the Departments should review the administrative support required to enable the Departments to meet their on-going records keeping obligations. The Departments should consider, as part of their recruitment efforts, trying to attract individuals who wish to help with Department administration, even if they are not interested in operating as responding firefighters. Overall, the SCRD should examine the need for providing some centralized administrative assistance to the Departments to assist with records keeping and similar tasks; and.

Recommendation: That the SCRD and Departments explore opportunities to obtain grant funding (for example, for hiring of summer students) to undertake the input of legacy records, once an RMS program has been selected and installed.

Egmont and District Volunteer Fire Department

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Appropriate written operational guidelines are requirements of WorkSafe BC and the Playbook and are necessary under best practices for the fire service. We would recommend that the Department either adopt the PHVFD OGs or undertake to develop their own OGs as soon as possible. As noted elsewhere in this report, it would likely make sense for the SCRD Departments to develop (and maintain) a single, uniform set of OGs. To the extent possible, these OGs should be consistent with those of the Sechelt and Pender Harbour departments as well.

Recommendation: The Department not undertake aggressive exterior operations on structure fires until it has met the next three recommendations.

- Recommendation:** The Department conduct a gap analysis of its firefighters' and officers' existing training, to determine what competencies and qualifications are required to enable them to operate at the Exterior Operations Service Level. The documentation of each member's training and qualifications should be reviewed and updated as required to ensure that the records meet WorkSafe standards and Playbook requirements.
- Recommendation:** The Department should develop written operational guidelines dealing with all fire ground operations, relevant to its selected Service Level. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.
- Recommendation:** The Fire Chief, in consultation with the SCRD and the other Departments, should develop qualifications and prerequisites for all officer positions within the Department. Once developed, existing officers should be given the opportunity to take the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.
- Recommendation:** The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Gibsons and District Volunteer Fire Department

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as update those already in place, as soon as possible. We recommend the four Departments collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

- Recommendation:** The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.
- Recommendation:** The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for RIT, and a Company Fire Officer, and is adequately documented. Firefighters who may be put in a supervisory role ideally should be trained as Team Leaders at the Interior Operations Service Level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Halfmoon Bay Volunteer Fire Department

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other Officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as revise those already in place, as soon as possible. We recommend the four Departments collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

Recommendation: The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for a RIT, a Team Leader and is appropriately documented. Firefighters who may be given a supervisory role at an incident also need to be trained to the Team Leader level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such

operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions to ensure that they fully cover the requirements laid out in the Playbook, as well RIT training. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Roberts Creek Volunteer Fire Department

The challenge of developing and maintaining a complete set of OGs is not uncommon for most volunteer (and many career) departments in the province. Absent such guidelines, the Fire Chief and other Officers must rely on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are WorkSafe BC and Playbook requirements, and are necessary under best practices for the fire service. We would recommend that the Department undertake to develop the necessary OGs, as well as update those already in place, as soon as possible. We recommend the four Departments collaborate, with the SCRD's assistance, to create a common set of OGs that can be centrally maintained.

Recommendation: The Department not undertake aggressive interior operations on structure fires until it has met the next three recommendations.

Recommendation: The Department conduct a gap analysis and ensure that each officer's training meets the required Playbook and NFPA standards for RIT, a Team Leader, and for the Company Fire Officer, at a minimum, the majority of the requirements of the "Emergency Service Delivery" section of NFPA 1021 FO-I and is adequately documented. Firefighters who may be given a supervisory role at an incident also need to be trained to the Team Leader level.

Recommendation: The Fire Chief should develop written operational guidelines dealing with all fire ground operations (such as those issues noted above), to include both exterior and interior operations. The written operational guidelines for these operations, among other things, should specify the minimum levels of training and qualification for firefighters involved in such operations. These OGs should be developed jointly with the other Departments and with the assistance of the SCRD.

Recommendation: The Fire Chief should review and further develop the qualifications and prerequisites for all officer positions. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.

Recommendation: The Department conduct a gap analysis of the training of the Department's driver/operators, and once completed develop a program based on the NFPA 1002 to provide the required competencies.

Organizational and Legal Structure of the Fire Services

Service Establishment Bylaws

Recommendation: The four service establishment bylaws underpinning the creation of the Departments be updated to expand the description of the services provided and to expressly contemplate the provision of automatic and mutual aid, and conduct of other operations outside of the designated service areas.

Operational Bylaw – SCRD Bylaw Nos. 578 and 631

Bylaw No. 631

SCRD Bylaw No. 578

Recommendation: Bylaw Nos. 578 and 631 should be both be reviewed and updated. We would recommend that there be a single operational bylaw and a single, separate, fire prevention bylaw, covering all SCRD fire protection areas. Given that the new *Fire Safety Act* is to be amended and then reintroduced, it may make sense to update the bylaw to conform to that new statute and delay updating the Operational Bylaws until the revised *Fire Safety Act* comes into effect.

New Fire Safety Act

The new obligations and requirements being created by, and powers granted under, the *Fire Safety Act*, will need to be incorporated into any update of Bylaw No. 631, and may require the SCRD to create one or more new service areas to provide the required services. The SCRD should maintain an active watching brief on the progress of this statute's amendment and reintroduction.

Recommendation: The SCRD should maintain an active watching brief on the new *Fire Safety Act* and the amendments that have been proposed to it.

Recommendation: Bylaw No. 631 should be revised to address the changes proposed by the *Fire Safety Act* including the new inspection regime, powers being granted, and responsibilities conferred. A new service area, to fund inspections of public buildings in portions of electoral areas where inspections are not currently conducted, and to pay for fire investigations in such areas, may be required if proposed amendments to the new *Fire Safety Act* are implemented.

Recommendation: The SCRD should seek clarification from the Province and/or the UBCM, as to whether improvement districts which operate fire departments will be treated as “local authorities” for the purposes of the new statute.

Issues Related to Town of Gibsons

In terms of process, under the provisions of SCRD Bylaw No. 448, it would appear that the Gibsons and District Fire Protection Commission initially should be included in the assessment and review of the two bylaws.⁵⁷

Recommendation: The SCRD and the Town should review the interaction between SCRD Bylaw No. 631 and Gibsons Bylaw No. 660. The following matters should be considered for review and revision:

- Bylaw No. 631 should require regular reporting on the status of fire inspections within the Town to the Town council.
- The Town’s bylaw should not purport to direct how the Gibsons Department is administered or operated, since the Department is not a Town function.
- The two local governments also should ensure that the fire prevention matters set out in Gibsons Bylaw No. 660 are properly enforceable by the Department – either by building them into SCRD Bylaw No. 631, or specifying in that bylaw, that the Gibsons Department has the authority to enforce Bylaw No. 660, and excluding the application within the Town of the comparable fire prevention provisions in Bylaw No. 631.
- Gibsons Bylaw No. 660’s cost recovery provisions (section 14) and provisions relating to use of fire hydrants in the Town (section 16) also should be reviewed.

Mutual and Automatic Aid Agreements

Mutual Aid Agreement

The Mutual Aid Agreement has the following major provisions:

- a description of the process for requesting mutual aid (ss. 2, 4);
- a right to refuse a request for mutual aid (s. 3)
- provisions dealing with personal protective equipment, incident command and training (ss. 4, 5, 6, and 6.1);
- provisions dealing with compensation and cost recovery (ss. 7 and 7.1);
- minimum insurance requirements (s. 8); and
- termination and notice provisions (ss. 9 and 10).

We would recommend that the following issues be considered when the agreement is updated:

Common Operating Guidelines

The Mutual Aid Agreement should set out a process by which the participating departments will review and harmonize both the processes for calling out mutual aid (so, the situations in which and process by which mutual aid is requested), as well as the operational guidelines for emergency responses. Shared or common operating guidelines help ensure that the participating departments will work together more effectively.

Refusing an Aid Request

Section 3, which permits a participating department to refuse an aid request, reads as follows:

No Fire Department is required to provide mutual aid if, in the judgment of the Senior Officer of the Fire Department receiving the call, the protection of persons and property within the district would be unduly jeopardized.

We would flag three issues for consideration here:

- (1) It is typical to give each participating fire department an unfettered right to refuse a mutual aid request, without any liability arising as a result (rather than conditioning the refusal on a judgment call, as section 3 currently does). The goal is to ensure that a refusal or failure to provide mutual aid cannot become the basis of a claim for damages by a third party.
- (2) The use of the term “Senior Officer” is potentially problematic. Indeed, that term and the term “Authorized Officer” probably should be reviewed (since, for example, the SCRD Board does not currently appoint officers, as is suggested by the definitions in question).
- (3) The process by which a request for aid is to be refused, should be noted (i.e., through the dispatch provider, E-Comm, as soon as possible), so that the request can then be passed along to the next closest department.

Powers & Authority

Mutual Aid Operating Committee

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

- common operating guidelines;
- common personnel accountability systems (including a common, on-scene system for readily identifying the qualifications of each responding firefighter, whether from a Responding Department or the Requesting Department);
- agreed incident command structures (see next comment below);
- equipment interoperability;
- post-incident reviews;
- joint training; and
- regular updating of the agreement itself and any accompanying materials (e.g. contact names, etc.).

Incident Command

The current Mutual Aid Agreement states that the participating departments will “use the Incident Command System.” That term, although capitalized, is not defined. As suggested above, the agreement should direct the participating departments to develop an agreed incident command system, which should include a process by which command will be transferred, or unified command established. Those command concepts/processes should be included in each participating department’s OGs.

Automatic Aid Agreement

Overall, we would suggest that the SCRD and its partners consider developing a single comprehensive agreement, which covers both mutual and automatic aid. The Departments involved in automatic aid, and the provisions specific to them (i.e., types of calls) could be addressed in a schedule. The comprehensive agreement would authorize mutual aid, and automatic aid between the Departments specified in that schedule. If retained as a separate agreement, section 4 of the first part of Schedule A probably could be deleted since the Departments should not be included in the arrangement if they do not meet these basic requirements.

Recommendation: Undertake a review and update the Mutual Aid Agreement and the AA Agreement based on the comments in this section. Consider integrating the two agreements into a single document, to ensure that they remain consistent and to provide a comprehensive approach to mutual and automatic aid among the participating Departments.

Budgets and Finance

Operating Budgets

The SCR D will need to work closely with the Departments to assess what funding will be required to cover these identified requirements and needs. In addition, the SCR D should be proactive in explaining to the residents the reasons behind any operating budget increases, and the value provided by the Departments.

Recommendation: If the SCR D creates an MPS position, to the extent possible, the costs attributable to that role's work with the fire services should be allocated across the collective tax base of the four service areas, to ensure that the budget impact is not disproportionately felt by Departments with the smallest tax bases.

Recommendation: The SCR D work closely with the Departments to assist them in developing and costing the investment that will be required to meet the training and other requirements identified in this report. The SCR D should take the lead in explaining to residents the reasons for any operating budget increases that may be necessary.

Capital Budgets

SCR D staff have indicated that they were working with the Departments to ensure that capital planning was being undertaken on a more consistent, less *ad hoc*, basis than in the past, and improving the connection between the capital and operating budgets.

Recommendation: The SCR D and the Departments work to standardize principal apparatus, major equipment and personal protective gear (including SCBA). Standardization will improve inter-operability and make it easier to develop consistent training programs across the Departments. Coordination of major purchases can also help reduce costs. Any standardization efforts should, to the extent possible, also be coordinated with the Sechelt and Pender Harbour departments, to ensure that all mutual aid partners are using inter-operable equipment.

Taxation Rates

A myriad of issues would need to be considered, starting first with whether the concept is at all attractive to both the Pender Harbour and Egmont departments.

Recommendation: The Egmont Department suffers from a limited tax base. The SCR D should review whether a service area expansion would provide any practical benefits to the Department. Alternatively, it may wish to consider, after appropriate discussions with the Egmont and Pender Harbour Departments, whether a formal merger of those two departments would be appropriate, and, if so, on what basis.

Occupational Health and Safety

Recommendation: The SCRD should work with its Departments – with a particular focus on the Roberts Creek, Halfmoon Bay and Egmont Departments – to develop and implement a common, formal, written OHS program and a formal Joint Committee/worker representative structure. By actively taking the lead in this area, the SCRD can relieve the Departments of a significant administrative burden while better managing its risks. We recommend that the SCRD work with its Departments to address any existing deficiencies in how these matters currently are being handled.

Volunteer Recruitment and Retention

Some specific issues to be considered include the following:

1. As noted elsewhere in this report, existing remuneration and compensation practices for volunteer members, including benefits which may provide an inducement to join and a reason to remain a member, should be reviewed;
2. Ensuring that the search for new members is as broadly-based as possible;
3. Working with the Departments to implement a “duty crew” system;
4. Working with employers in the region (including local governments themselves) to encourage volunteers from amongst their employees and to permit those employees to respond to day-time calls;
5. Developing an effective and proactive recognition process that acknowledges the contribution of the volunteers (and their families) and the employers who participate as partners;
6. Making available certified training to those members who are looking to become career firefighters in the future.

Each of these issues is considered below.

Compensation

Volunteer departments have the ability to provide the NFPA 1001 Firefighter 2 training and can also provide the “volunteer experience” future career members need to attain. The only issue required of the Departments would be a commitment to provide “accredited” training so that upon completion a member would be certified NFPA 1001 Firefighter Level 2; in exchange the Department could require a specified time commitment to the Department from the individual (say, 3-5 years). The arrangement would provide well trained staff while they were with the Department, allow individuals with the opportunity to become career firefighters and develop a semi-professional training program and environment within the Departments.

- Recommendation:** When compensation/remuneration issues are reviewed as recommended above, specific consideration should be given to identifying a system that will make it easier to recruit members and enhance retention.
- Recommendation:** The Departments and the SCRD should develop a comprehensive approach to recruitment and retention including developing an effective information campaign seeking volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.
- Recommendation:** The SCRD should work with its Department to improve existing recognition programs for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.
- Recommendation:** Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties. Consideration should be given to attracting senior high school students, who need to fulfil their work experience or community service requirements, to assist with administrative tasks, and to incorporate such students into junior firefighter programs. If this approach is taken, a standardized junior firefighter program should be developed across the four Departments.
- Recommendation:** The Departments in consultation with the SCRD should consider developing a career pre-employment training program that enables members wishing to eventually try to become career firefighters, to gain the necessary accredited training and a broad range of experience.

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – October 11, 2018

AUTHOR: Bill Higgs, Fire Chief Special Projects

SUBJECT: FIRE UNDERWRITERS SURVEY RESULTS FOR SCRD FIRE DEPARTMENTS

RECOMMENDATION(S)

THAT the report titled Fire Underwriters Survey Results for SCRD Fire Departments be received.

BACKGROUND

In 1999 a comprehensive review of the Sunshine Coast Regional District (SCRD) fire services was conducted by the Fire Underwriters Survey (FUS). This report contained numerous recommendations for improvements. Many of these recommendations were long term goals and have been completed.

The SCRD Board adopted the following recommendation on April 13, 2017:

131/17 **Recommendation No. 7** *Fire Service Boundary Review*

THAT the report titled Fire Service Boundary Review be received;

AND THAT in 2017 Sunshine Coast Regional District (SCRD) Volunteer Fire Departments undertake a Fire Underwriters Survey (FUS) and a Fire Department Inspection and Audit Checklist as a first step to gathering information;

AND FURTHER THAT SCRD Fire Departments report to a future committee meeting with the results.

DISCUSSION

The SCRD fire departments worked together to submitted a comprehensive package to the Fire Underwriters Survey in Q1, 2018. The results of the individual fire department's review have now been received and have also been published on the Canadian Fire Insurance Grading Index.

The results of these surveys are used to establish the Public Fire Protection Classification (PFPC) and Dwelling Protection Grade (DPG) for each community and should result in significant insurance savings to the public.

Public Fire Protection Classification (PFPC):

The Public Fire Protection Classification (PFPC) is a numerical grading system scaled from 1 to 10 that is used by Commercial Lines underwriters. Class 1 represents the highest grading possible and Class 10 indicates that little or no fire protection is in place. The PFPC grading system evaluates the ability of a community's fire protection programs to prevent and control

major fires that may occur in multi-family residential, commercial, industrial, institutional buildings, and course of construction developments.

Dwelling Protection Grade (DPG):

The DPG is a numerical grading system scaled from 1 to 5 used by Personal Lines underwriters. One (1) is the highest grading possible and 5 indicates little or no fire protection being present. This grading reflects the ability of a community to handle fires in small buildings. The highest rating possible for a volunteer fire department is 3A/3B.

The following chart is a summary of the results for the SCRD fire department's FUS review for the SCRD fire departments and show an improvement in the levels of fire protection.

Department	PFPC 1999	PFPC 2018	DPG 1999	DPG 2018
Gibsons & District Volunteer Fire Department	6/9	4/9	3A/3B	3A/3B
Roberts Creek Volunteer Fire Department	7/9	5/9	3A/3B	3A/3B
Halfmoon Bay Volunteer Fire Department	7/9	5/9	3A/3B	3A/3B/4
Egmont & District Volunteer Fire Department	8/9	5/9	4	3A/3B

The split grading in the chart takes into consideration the distance from a fire station and access to water supply (fire hydrants).

Communications Strategy

Media release to inform the public of the improved grading and related insurance cost savings.

STRATEGIC PLAN AND RELATED POLICIES

Strategic Priority: Recruit, Retain and Acknowledge Staff and Volunteers: Improved grading is a result of the dedication of the SCRD volunteer fire department staff and volunteers.

CONCLUSION

Since the last Fire Underwriters Survey review in 1999, the SCRD fire departments have made many improvements. This has resulted in an overall improvement to the PFPC grading for all SCRD fire departments. The improved grading correlates to an insurance savings for the public.

Reviewed by:			
Manager		Finance	
GM		Legislative	
CAO	X – J. Loveys	Other	

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Janette Loveys, Chief Administrative Officer

SUBJECT: SCRD EMERGENCY PLAN REVIEW

RECOMMENDATION(S)

THAT the report titled SCRD Emergency Plan Review be received;

AND THAT staff and/or consultant present the Emergency Plan Review to the three member municipalities and the Sunshine Coast Emergency Program Planning Committee;

AND THAT a budget proposal with respect to Recommendations contained in Section 5 and 6 of the SCRD Emergency Plan Review be brought to the 2019 Round 1 Budget deliberations for consideration;

AND FURTHER THAT a 3 Year Service Plan be developed and brought back to Committee for consideration.

BACKGROUND

The Sunshine Coast Emergency Program (SCEP) is a function of the Sunshine Coast Regional District and encompasses all municipalities and electoral areas on the lower Sunshine Coast from Port Mellon to Earls Cove. This integrated program was one of the first regional emergency programs in the Province of British Columbia.

To ensure the program is kept up to date and in compliance with Provincial regulations, the Sunshine Coast Regional District contracted Dave Mitchell & Associates to conduct a review of the Sunshine Coast Emergency Program.

DISCUSSION

Dave Mitchell & Associates were retained initially to conduct a review of the SCRD's four fire services; however, it was determined that a review of the Sunshine Coast Emergency Program would also be beneficial and timely, due to the similar nature of the services.

The main focus of the Emergency Plan Review was to review the statutory and regulatory requirements underpinning the Sunshine Coast Emergency Program and to review the bylaw structure currently in place for each participating local government which establishes and implements the Sunshine Coast Emergency Program.

The extensive review concluded with 13 recommendations to the Sunshine Coast Regional District for implementation. Pages 39 to 43 of the Emergency Plan Review contain a summary

of all the Recommendations. As a next step forward, staff recommend that a budget proposal to implement Recommendations contained in Section 5 and 6 of the SCRD Emergency Plan Review be brought to the 2019 Round 1 Budget deliberations for consideration.

Furthermore, staff are recommending that a 3 year service plan be developed and brought back to Committee for consideration.

Organizational and Intergovernmental Implications

Staff recommend presenting the Emergency Plan Review to the three member municipalities and the Sunshine Coast Emergency Program Planning Committee.

Financial Implications

A budget proposal to move forward with the most critical recommendations in the Review be brought to the 2019 Round 1 Budget deliberations for consideration. The intention would be to include a scope of work to assist the 3 member municipalities in addressing all the legislative and bylaw work at the same time to ensure alignment and communication.

The remaining Recommendations will be incorporated into a 3 year service plan to ensure a balanced and timely approach to implementation.

STRATEGIC PLAN AND RELATED POLICIES

The SCRD's mission "to provide leadership and quality services to our community through effective and responsive government" shows commitment to ensuring that there are effective and organized management of critical Emergency Services for the Sunshine Coast.

CONCLUSION

SCEP is a function of the Sunshine Coast Regional District and encompasses all municipalities and electoral areas on the lower Sunshine Coast. To ensure the program is kept up to date and in compliance with Provincial regulations, the SCRD contracted Dave Mitchell & Associates to conduct a review of the Sunshine Coast Emergency Program.

Staff recommend presenting the Emergency Plan Review to the three member municipalities and the Sunshine Coast Emergency Program Planning Committee.

Staff recommend a budget proposal to implement the most critical recommendations and the creation of a 3 year service plan to ensure a balanced approach to implementation of the other recommendations contained in the review.

Reviewed by:			
Manager	X-R.Michael	Finance	X-T.Perreault
GM		Legislative	X-A.Legault
CAO		Other	X-G.Parker X-B.Higgs

ATTACHMENT

Attachment A: SCRD Emergency Plan Review



Sunshine Coast Regional District Emergency Plan Review

Dave Mitchell & Associates Ltd.

December 2018

Sunshine Coast Regional District – Emergency Plan Review

The Sunshine Coast Regional District (“SCRD”) Emergency Plan covers four local authorities (each, a “Local Authority”) on the Sunshine Coast: the SCRD and the electoral areas for which it is responsible, the Sechelt Indian Government District (“SIGD”), Sechelt and Gibsons. The current form of the emergency plan (the “Plan”) was originally drafted in 2009 and is currently in its third iteration. The following memorandum reviews:

- an introduction and outline of the project;
- a high-level review of issues affecting emergency programs generally;
- a consideration of the recent report by the Auditor General for Local Government into emergency planning;¹
- a summary assessment of the current state of the SCRD’s existing Emergency Program and the Plan;
- a review of the statutory and regulatory basis of the Plan;
- a detailed review of the bylaws which underpin its creation and implementation;
- a review of the content and arrangement of the Plan itself (with a standalone summary of the principal suggestions and recommendations flowing from that review);
- a brief review of certain organizational matters including the Emergency Program Coordinator position itself; and
- a summary list of the recommendations found throughout this memorandum.

Nothing in this memorandum constitutes or should be considered legal advice. The SCRD and its area partners should review and assess the comments below using their usual legal processes.

¹ AGLG *Improving Local Government Emergency Management: Considerations for Local Government Council and Board Members* (April 2018) (the “AGLG Report”).

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1. Introduction

The Sunshine Coast Regional District (the “SCRD”) is responsible for managing a region-wide emergency program (the “Emergency Program”) covering the unincorporated areas of the SCRD, the Sechelt Indian Government District lands,² the District of Sechelt and the Town of Gibsons. The requirement to establish and implement emergency planning is mandated by the *Emergency Program Act*, [RSBC 1996], ch. 111 (the “EPA”). The four participating local authorities, however, have decided to establish a unified structure which encompasses the entire Sunshine Coast, as reflected in SCRD Bylaw No. 564.³ In our view, this approach reflects best practice, as it better enables a consistent and coordinated approach to managing major emergencies, which may well span several local government jurisdictions. A unified program also reduces the overall cost, which is shared among the participating local authorities, rather than requiring the establishment of four separate systems, all of which would have to meet the requirements of the EPA.

2. Project Outline

Dave Mitchell & Associates (the “Consultants”) were retained initially to undertake a review of the SCRD’s four fire services.⁴ As part of that review, we were proposing to examine the integration of the fire departments into overall emergency planning. The SCRD requested that we undertake a separate review of the existing SCRD Emergency Program at the same time as conducting the review of fire services.

In connection with that review, we have undertaken the following work:

- reviewed the statutory and regulatory requirements underpinning the Emergency Program, including the EPA and its regulations, and the recent report by the Auditor General for Local Government into emergency planning;⁵
- reviewed the bylaw structure currently in place for each participating local government which establishes and implements the Emergency Program;
- reviewed the 2017 form of the Emergency Program against a number of precedents from other local governments;

² Except for a small portion of the lands which are located in the Powell River Regional District.

³ *Sunshine Coast Regional District Emergency Measures Plan and Administration Bylaw No. 564, 2005.*

⁴ Dave Mitchell & Associates Ltd., *Sunshine Coast Regional District – Fire Services Strategic Plan 2018*, submitted separately to the SCRD Board.

⁵ Auditor General for Local Government, *Improving Local Government Emergency Management: Considerations for Local Government Council and Board Members* (April 2018) (the “AGLG Report”).

- reviewed three thumb drives, each containing several thousand files of materials which are intended to be used to support the activation and operation of the Emergency Program;
- met with senior staff of the SCRD, including the CAO, the Chief Financial Officer, the Senior Manager of Human Resources, the Senior Manager, Administration & Legislative Services and Chief Michael from the Gibsons and District Volunteer Fire Department.

When undertaking the on-site reviews with the four SCRD fire departments, we included questions about the integration of the fire services into the emergency program and the fire chiefs' understanding of its operation and activation. The Emergency Program Coordinator left his position before we had an opportunity formally to interview him.

3. Emergency Programs – Overview and Issues

Overview

Ideally, an emergency program should meet the following objectives:

1. It should be easy to follow, and clearly laid out, to enable participants to understand their roles and responsibilities and to be effective in developing and managing responses to major emergencies. The program's layout needs to be logical and clear, and the documentation should provide sufficient guidance so that it is not dependent on the immediate presence of one or two highly trained individuals.
2. The supporting materials need to be comprehensive but readily accessible. Whether it is a response plan for an anticipated emergency, lists of available assets, emergency contacts, or forms needed to operate the Emergency Operations Centre ("EOC"), the materials need to be immediately available so that time is not lost hunting for a form or tracking down a critical contact.
3. The program and its supporting materials must be current.
4. There must be sufficient staff trained and able to implement the program, so that it is not dependent on a single individual.
5. There should be a clear understanding of the roles and responsibilities of participants, from the "Policy Group" (which typically comprises elected officials), to each position within the EOC.
6. The program needs to be regularly exercised, with active participation from all of the local governments, as well as the emergency response agencies, supporting volunteer agencies and other external stakeholders (e.g., the major utilities, Vancouver Coastal Health and BC Ferries), to ensure that emergency plan can be effectively implemented and any response properly managed.

7. There needs to be a well-developed and strong relationship with volunteers, who will be critical for responding to, managing the effects of, and recovering from a major emergency. While this dependence is true of even the largest communities in the province, it is particularly the case for the SCRD and its participating local governments.⁶ The volunteer fire services, emergency support services (“ESS”), search and rescue, and back-up communications through amateur radio operators, together comprise the backbone for any response to a major emergency on the Sunshine Coast.

The AGLG Report

The AGLG Report on emergency planning by local government surveyed the need for such planning, provided an overview of responsibilities and statutory obligations, and highlighted a number of areas where the Auditor General’s review had identified deficiencies or concerns. In particular, the AGLG Report identified the following widespread challenges or deficiencies with local government emergency planning:⁷

- Lack a strategic approach to emergency management;
- Lack organization-wide business continuity planning;
- Focus primarily on the first three phases of emergency management (mitigation and prevention, preparedness and response procedures), with little emphasis on recovery strategies and resilience;
- Have insufficient knowledge of emergency procedures and may be unaware of roles and responsibilities of various parties involved;
- Rarely review or revise emergency response plans after their initial development;
- Rarely test, practise or consistently implement emergency response plans;
- Do not recognize the impact of emergencies and recovery impact on vital systems such as Information Technology services or communications; [and]
- Do not always have viable or accessible alternative water supplies available in the event of emergencies affecting drinking water services.

⁶ The AGLG Report, in relation to the major events in 2017 and 2018, noted that “Flooding in April 2017 forced over 2,500 British Columbians to be evacuated while 2017 forest fires displaced more than 65,000 people over a six-week period. Volunteers were the backbone of the [ESS] response.” AGLG Report, p. 20.

⁷ AGLG Report, p. 5 – bullet points are direct quotes.

While the report should be reviewed in detail by both elected officials and local government staff,⁸ a few of the identified challenges are highlighted below.

Role of Elected Officials

The Auditor General noted that the role of elected officials was not always as clearly understood as it might be:⁹

Elected officials need to understand their specific role in an emergency, and need to support the expert staff that they have in their organization and to whom they have provided the resources for appropriate training and preparation [...]

The council/board collectively – not individual elected officials – has the authority to respond to an emergency. [...] [footnote omitted]

Elected officials may not have particular expertise in emergency management and normally should not be a part of the incident response team or the emergency operations centre. Newly-elected officials sometimes may think their role is to direct resources and give out orders during an incident. However, to ensure appropriately trained and prepared personnel maximize safety in such cases, elected officials should refrain from this.

Ensuring Availability of Water Supplies

The AGLG Report particularly focused on the need for local government to fully integrate their emergency planning with the corresponding plans for their water systems, and to ensure that their program fully contemplates how water supplies will be managed in an emergency. There are two sections of the report dealing with water supplies, and the list of resources provided covers both emergency planning and drinking water supplies:

- “Why is it important to involve Emergency Management and Drinking Water Departments in the development of Emergency Plans?” (p. 22);
- “Does your Local Government have an alternative drinking water supply in case of an emergency?” (p. 28); and
- Emergency Management and Drinking Water Resources (p. 42ff).¹⁰

⁸ We examined elements of the AGLG Report with SCRD senior staff during a review session, who were already well aware of the document.

⁹ AGLG Report, p. 16.

¹⁰ The AGLG Report also specifically identified the need to conduct a risk assessment of drinking water supplies in its discussion of “Mitigation and Prevention of Risks” at p. 25, and again in the discussion of developing comprehensive asset management plans at p. 29.

Updated Risk Assessments

The AGLG Report notes that local governments need to have up-to-date risk assessments – a listing of facilities and assets that identifies the strengths and weaknesses of each, and which considers the types of threats that could impact them.¹¹

Business Continuity Planning

The need for each local government to have undertaken business continuity planning was noted in the AGLG Report. This type of planning is a necessary adjunct to an emergency program, since the failure of critical local government facilities or infrastructure could adversely impact any response to an emergency or disaster. As such, the AGLG Report recommended as follows:¹²

“Local governments should prepare business continuity plans to ensure that emergency operations and critical services continue despite the loss of power, facilities, IT infrastructure and/or communication systems. Backup power and alternative water source(s) need to be ready to be brought online quickly.”

Asset Management Planning

Related to both the risk assessment and business continuity planning, the AGLG Report noted that local governments need to ensure that they have developed comprehensive asset management plans. A fully operating asset management plan includes:¹³

- a full asset inventory;
- an up to date assessment of asset conditions (value, depreciation rate and life-span);
- a funding model to enable asset replacement in a timely fashion and to avoid unfunded capital deficits; and
- ensuring that principal assets are replaced before they fail.

Training and Exercises

The AGLG Report observed that good training and regular exercise of the emergency plan are “critical for a successful response.”¹⁴ The training and exercises are essential to ensure that staff and other participating stakeholders understand their respective roles and functions, and that a response to a major incident will be effective. Including relevant external agencies in

¹¹ AGLG Report p. 25

¹² AGLG Report, p. 27.

¹³ AGLG Report, p. 29.

¹⁴ AGLG Report, p. 31. Training is addressed in section 15 on p. 31; undertaking of exercises is discussed in section 16, at p. 32.

these sessions is important to enable participants to get to know one another, and to better enable them to work together when faced with a major incident.

In addition, exercises enable the local government to test and evaluate their plans and procedures and enable it to identify any gaps or weaknesses. These exercises can test portions of a plan or the entire program, and can range from workshops or seminars to tabletop exercises or full-scale operational tests. Exercises need to be broadly-based, and incorporate external agencies and support organizations.

4. Summary Assessment of the SCRD's Emergency Program

The existing Emergency Program document (the "Plan") was first developed in 2009. It has gone through three updates, with the third revision being dated January 2017. It should be noted that a fourth revision, dated near the end of February 2018, was identified during a review of the Emergency Program's standalone laptop, which laptop provides back-up in the event that the connection to the SCRD's IT network is lost. According to staff, this revision of the Plan has not been issued,¹⁵ and, for the purposes of the detailed analysis in the next sections below, we have confined our review to the 2017 version.

As noted above, the Emergency Program is a shared service: it is operated by the SCRD, but covers three other local authorities – District of Sechelt ("Sechelt"), the Sechelt Indian Government District ("SIGD") and the Town of Gibsons ("Gibsons") – in addition to the unincorporated areas of the SCRD. The SCRD is responsible for managing the Emergency Program, with input from each of the other participating local authorities.

The existing form of the Emergency Program is showing its age in a number of ways. These issues are addressed in greater detail below, but the list below highlights certain of the matters that need to be addressed:

1. Bylaw Structure: The existing bylaw structure needs to be reviewed and updated. The SCRD has three relevant bylaws (SCRD Bylaw No. 564, which establishes the Emergency Program and Emergency Measures Organization; SCRD Bylaw No. 565, which sets out the process for declaring emergencies in the unincorporated areas of the SCRD; and the original service establishment bylaw, SCRD Bylaw No. 1041), while each of Sechelt, the SIGD and Gibsons has a single bylaw, each of which largely tracks SCRD Bylaw No. 565, and deals with the process for those local authorities to declare emergencies. Over time, some of the processes described in the various bylaws have changed, or terms used have become inconsistent. We have provided detailed comments below on the issues that need to be addressed. In general, once the bylaws are updated, we recommend that they be reviewed at least once every five years. See the discussion in section 5, below, and the corresponding recommendations.

¹⁵ Discussions with CAO Loveys and Chief Michael.

2. Plan Document: The main Plan document itself could stand significant updating and revision. In the detailed review in section 7, below, we have examined the first seven sections of the Plan against a half-dozen precedents, and provided detailed comments on portions that should be updated.¹⁶ Some of the principal concerns and challenges include the following:
- Although there have been three iterations (with a fourth prepared in draft), there is no way to track prior revisions or understand what has been changed.
 - There is no clear process for updating / revising the Plan (or any of the supporting materials), no prescribed process for approving those updates and no prescribed interval for conducting reviews and updates.
 - The Plan document, which is loaded on the SCRD network in a PDF format, is structured to be hyperlinked to supporting materials. When using the networked version, however, those links are broken.¹⁷ Even if the links worked, anyone using the Plan (e.g., a supporting external agency) who is not allowed access to the SCRD network, would not be able to link to the underlying materials. When the base Plan document is overhauled, we would recommend that SCRD IT staff be included in the working group, to provide advice on how best to construct a document that will remain linked to the necessary supporting materials.
 - We did not see a distribution list for the main Plan document: it is critical that each participating local authority and relevant external agency/stakeholder has a working copy of the Plan, and that the distribution be properly tracked and dated, so that no one is relying on an out-of-date version.
3. Supporting Materials: The base Plan document is supplemented by various supporting materials. Both the Plan itself and a wide array of supporting materials, are contained on external thumb drives. We were initially provided with two such drives by CAO Loveys when we commenced the review. Latterly, in connection with reviewing the standalone laptop and EOC kits, a more recent version of the thumb drive was identified, and added to the review. Based on internal dating, the thumb drives appear to be from 2011, 2013 and 2018, respectively.¹⁸ Several issues should be noted regarding these thumb drives:
- (a) There is a vast array of materials on each thumb drive:

¹⁶ Section 8 of the Emergency Program deals with specific operational scenarios, and is being reviewed internally by Chief Michael. Section 9 is a list of acronyms and definitions.

¹⁷ We would note that the fourth draft iteration, which is present on the standalone laptop, still has functioning links to the background/supporting materials.

¹⁸ There is no external marking on the thumb drive that would allow a user to determine what year it dates from.

- (i) 2011: 1.55 GB of data; ~1669 files in 212 folders;
 - (ii) 2013: 2.90 GB of data; ~ 3999 files in 585 folders; and
 - (iii) 2018: 3.91 GB of data; ~4972 files in 665 folders.
- (b) The materials, however, are poorly organized and often out-of-date. There are frequently multiple copies or different versions of the same document. Unless one already knew where the materials were stored, it would be challenging to use the thumb drives in an operational environment.
 - (c) There is a great deal of material that is not directly relevant to any operational activation of the EOC, or response to an emergency. Non-relevant materials need to be ruthlessly culled, to make the collection more usable.
 - (d) A distribution list was associated with the 2018 version of the thumb drive, showing the individuals to whom such drives were to be delivered: however, it did not indicate whether the 2018 versions had been fully distributed, or when this had occurred.

Overall, it proved challenging to review and/or use the materials on the thumb drives, and there was some uncertainty among SCRD staff as to whether the versions that they held were current. See the discussion in section 8, below, and corresponding recommendations.

4. Training: We reviewed the current training spreadsheet.¹⁹ In general, it appears that a reasonable number of SCRD staff members have received training, ranging from basic to more advanced courses. The spreadsheet, however, was not complete, in that it failed to include all principal SCRD participants (e.g., the CAO and Senior Manager Human Resources). In addition, the list includes principally SCRD staff:²⁰ it is important for the SCRD to ensure that staff members in other local authorities are included in the training and that such training is properly tracked.

Recommendation: Ensure that training is provided or made available to staff from each of the participating Local Authorities and appropriately tracked.

5. Business Continuity Planning: Each of the participating Local Authorities needs to ensure that it has well-considered business continuity plans in place, and these plans should be integrated into the overall SCRD Emergency Program. Senior SCRD staff noted that comprehensive continuity planning was still being developed for the regional

¹⁹ SCRD Emergency Training Matrix

²⁰ Included on the list of trained personnel was one member from the SIGD, and representatives from several external agencies including the RCMP, Sechelt Fire, Pender Harbour Fire, Search & Rescue, and ESS.

district, although there were continuity plans for certain individual departments or areas (e.g., information technology).

Recommendation: Each of the participating Local Authorities needs to develop and maintain a business continuity plan. That plan should be integrated into the SCRD Emergency Program.

6. Hazard Vulnerability and Risk Analyses (“HVRAs”): The existing risks assessments, which cover each of the SCRD, Gibsons, Sechelt and the SIGD,²¹ were completed in 2005, and are now somewhat dated. The SCRD should look at refreshing them in the short-to-medium term. See the discussion section 7 and corresponding recommendation.
7. Emergency Program Coordinator Position: The Emergency Program Coordinator (“EPC”) resigned in August 2018. Based on our review of comparable positions in other regional districts (e.g., Kootenay Boundary Regional District (“KBRD”), Thompson Nicola Regional District (“TNRD”) and Regional District of Okanagan Similkameen), these types of positions are typically exempt roles. Given the breadth of authority granted to the role, including financial and organizational, we are recommending that the position be reviewed before it is filled. In our separate report on the SCRD’s fire services (the “Fire Service Review”), we have suggested that the SCRD consider combining this role with that of a fire services coordinator. That approach is used successfully in a number of other regional districts, including the KBRD and TNRD.²² See the discussion in section 9 and corresponding recommendation. See also the Fire Service Review.

5. Statutory, Regulatory and Bylaw Review

The obligation to establish emergency planning is set out in the *Emergency Program Act* (“EPA”):

- EPA s. 6(2) & (2.1) – Local Authorities (municipal councils and regional district boards) must prepare local emergency plans covering “preparation for, response to and recovery from emergencies and disasters.”
- The content of a local emergency plan must meet the requirements specified in the *Local Authority Emergency Management Regulation*, BC Reg. 380/95 (the “Regs”), including, among other things:
 - planning for all potential emergencies and disasters that could affect the Local Authority’s jurisdictional area (Regs, s. 2(1)(a));

²¹ There also is a supplement covering Gambier and Keats islands.

²² The KBRD has integrated the function into its regional fire service. The TNRD has created a combined emergency services oversight position that covers both the fire services and the emergency program.

- assessing the relative risk of occurrences of different disasters/emergencies (Regs, s. 2(1)(b));
 - providing a process for reviewing and updating the emergency plan (Regs, s. 2(3)(a));
 - providing a training program for all emergency response staff to whom responsibilities are assigned (Regs, s. 2(3)(b));
 - establishing the process by which the plan is to be implemented (Regs, s. 2(3)(d));
 - establishing notification processes to warn of an impending emergency or disaster (Regs, s. 2(3)(e)); and
 - identifying and establishing processes for mobilizing personnel and equipment, managing resources (e.g., food, shelter, clothing, transportation, medical services) and identifying priorities for itself and service providers in connection with restoring essential services (Regs, s. 2(3)(c), (f), (g) & (h)).
- EPA ss. 3, 3.1 & 4: The Local Authority must maintain an “emergency management organization” to implement the local emergency plan and may delegate its powers and obligations (except the power to declare an emergency) to such an organization. It may also appoint a coordinator or committee to oversee its program and may delegate powers to such coordinator or committee on the same basis.

In the SCRD, a single emergency management organization (the “EMO”) has been established. Gibsons, the SCRD, Sechelt, and the SIGD have each delegated their powers and authority under the EPA to this organization, other than the power to declare a state of emergency (which must remain with each Local Authority).

Local Authority Bylaws

The bylaw structure governing emergency planning and response on the Sunshine Coast is as follows:

SCRD:

- BC Reg. 268/2001 (which grants the SCRD the “same power that a municipality has under the *Emergency Program Act*”).
- *Sunshine Coast Regional District Emergency Measures Service Establishing Bylaw No. 1041, 2001* (as amended). This bylaw established the region-wide emergency measures service, as well as the corresponding “Emergency Measures Organization.” The maximum tax rate for this service is \$0.10/\$1,000 of assessed value of land and improvements.

- Note: the name of the entity created – the “Emergency Measures Organization” – was changed in SCRD Bylaw No. 564 (see below) to “Emergency Management Organization” which more correctly tracks the language used in the EPA. This change of name should be reflected in Bylaw No. 1041, and track through in the individual bylaws of each of the participating Local Authorities.
- *Sunshine Coast Regional District Emergency Measures Plan and Administration Bylaw No. 564, 2005* (as amended) (“SCRD Bylaw No. 564”). This bylaw provides for the operation of a comprehensive emergency management program throughout the SCRD.
 - An Emergency Executive Committee (the “EEC”) is created by this bylaw, with specific duties under section 5. In 2010, this committee’s dissolution was contemplated along with bylaw amendments.²³ Based on input from SCRD staff, although the EEC does not actually operate any longer, SCRD Bylaw No. 564 has never been updated. This bylaw should be updated as a priority to correspond to how the EMO is currently being overseen and managed. Alternatively, the EEC should be reconstituted by the participating Local Authorities.
 - The EEC was required to submit for Board approval any emergency plans that are created (s. 5.1(b)). There is no express provision for dealing with amendments to the plan(s). Issues:
 - The process for undertaking and implementing amendments to the Plan should be set out in any revision to SCRD Bylaw No. 564.
 - The Plan is in its third iteration (with a fourth iteration, dated 2018, prepared in draft). The most recently distributed version was updated in 2017 - and it is not clear that the amendments were reviewed with or approved by the Board.²⁴ Based on staff comments, it would appear that none of amendments made to the Plan have been explicitly approved by the Board, although the bylaw suggests that the Plan itself (and, presumably, amendments) are subject to Board approval.
 - The name and composition of the entity (the Emergency Management Organization vs. Emergency Measures Organization) should be reviewed. Issues:
 - In the definition of the term, clarify who has the authority to make appointments to the EMO under s. 2.1(j): the current bylaw is silent on this issue.

²³ SCRD Board Minutes, 15 July 2010, Recommendations #21 & #22

²⁴ We also have seen no evidence that the original form of the plan was formally approved by the Board.

- In addition, a single, consistent, defined term for this organization should be used in each constituting bylaw of the various participating Local Authorities (SCRD, Sechelt, SIGD, and Gibsons).
- The definition of the term “Emergency Plan” should be reviewed and updated:
 - Consider redrafting the definition to read “means the local emergency plan or plans required to be prepared, established and maintained under section 6 of the Act, as described in section 5 of this Bylaw”.
 - Section 5 deals with the duties of the non-functioning ECC. However those duties are assigned, the defined term “Emergency Plan” should be used (in the current draft, this definition would appear in section 5.1(b) of the bylaw).
- Consider updating the defined term “Emergency Measures Co-ordinator” (section 2.1(i)). In the Plan document itself, this position is referred to as the “Emergency Program Coordinator.” A single agreed term should be introduced and used consistently by all four Local Authorities when referring to this position.
- Section 6.1, which deals with who is authorized to activate the Emergency Plan, still contains some language in square brackets, suggesting that it remains in draft. When this bylaw is updated:
 - Clarify who can implement/activate the Plan.
 - Consider specifying who can activate the EOC and establish a process for updating or revising this authority.
- Section 7.1(b) – minor typo in the first line (should read “personss”). Issue:
 - The SCRД should consider whether persons exempted from liability under this bylaw also should be entitled to the protection of the SCRД’s indemnification bylaw.²⁵ If individuals, whether employees or volunteers, are to be included, the indemnity bylaw should track the language in what is now section 740 of the *Local Government Act*. In particular, Bylaw No. 564 should note that the individuals protected under section 7.1 of that bylaw are considered “regional district officials” within the meaning of section 740(2) of *Local Government Act*.
- *Sunshine Coast Regional District Local Emergency Bylaw No. 565, 2005* (“Bylaw No. 565”). This bylaw provides the SCRД with the authority to declare a local state of emergency in the Electoral Areas for which it is responsible, and to implement the

²⁵SCRД, *Officers and Employees Indemnification Bylaw No. 511, 2001*. This bylaw needs updating to reflect changes to the *Local Government Act*.

Emergency Plan. When Bylaw No. 565 is considered for review, the following issues should be addressed:

- Section 3.1 still has square bracketed language in it – it is not clear if that was still in draft when approved.
- Sections 3.4 (c), (d) & (i): These sections deal with the exercise of certain powers under the declaration: controlling/prohibiting travel; restoring essential facilities and distributing supplies; and entering onto land or into premises. When an emergency is declared by the SCRD, careful consideration is required of what constitutes the “Affected Area”, as the exercise of these powers under the declaration is then limited to those defined areas. In particular, given the limited nature of the road network on the coast, the SCRD may need to ensure that it gives itself the necessary control over the access routes necessary to ensure that it can control traffic flow – including the movement of people, the flow of supplies and access for emergency vehicles.²⁶
 - If a particular emergency or incident requires control over the road network, even if the incident is related principally to some portion of the unincorporated areas of the SCRD, it may be necessary to have the other Local Authorities also declare states of emergency in order to control the relevant roadways.
- If defined terms are changed as suggested in relation to SCRD Bylaw No. 564, care must be taken to ensure that corresponding changes are also made to this bylaw.

District of Sechelt

- *District of Sechelt State of Local Emergency Bylaw No. 319, 2005* (“Sechelt Bylaw No. 319”). This bylaw authorizes the Sechelt council to declare a state of emergency. It largely tracks the comparable SCRD Bylaw No. 565 discussed above (though it does not use the terms “Affected Area” in the same, limiting way as did SCRD Bylaw No. 565). One of the crucial features of this bylaw is its interconnection with and delegation of authority to the EMO established and operated by the SCRD under SCRD Bylaw No. 564. In that regard, we would suggest as follows:
 - There should be an operative provision²⁷ expressly noting that the Plan is adopted as the emergency plan for Sechelt, in fulfilment of its obligations under section 6(2) of the EPA.

²⁶ This issue is not an issue for the participating municipal and SIGD governments, since their declarations are effectively “border to border” under their respective bylaws.

²⁷ Sechelt’s participation in the SCRD Emergency Program is noted in the recitals, but should be more clearly set out in an operative provision and tied to the exercise of authority when a state of local emergency is declared.

- Similarly, the bylaw should expressly note that it is a participant in the SCRD Emergency Management Organization, which has been established to comply with section 6(3) of the EPA. Arguably, the existence of a compliant emergency plan and corresponding management organization are predicates to the exercise of authority under section 12 of the EPA (i.e., the declaration of a state of local emergency).
 - Note that Sechelt Bylaw No. 319 refers to the “Emergency Management Organization” as the “Emergency Measures Organization” with a somewhat different description of its composition. As noted above, the definition of this organization needs to be consistent in each Local Authority’s bylaw.
 - In each of the Sechelt, SIGD and Gibsons bylaws, the definition of “Declaration of a state of local emergency” is missing the “a”.
- The delegation of authority and power to the SCRD, as set out in section 3.4, should be reviewed. The existing delegation is quite vaguely worded. It should be clear that the powers obtained under a declaration of local emergency by Sechelt under section 3.3 are delegated to the Emergency Management Organization and/or the Emergency Measures Coordinator.
- It also should be noted that Sechelt appears to have retained the authority to utilize the powers granted by a local declaration of emergency, separately from the operation of Plan. This approach may be problematic, as Sechelt does not itself have a standalone emergency plan or emergency management organization, and the exercise of powers under the EPA is predicated on such plan and organization being in place. Sechelt likely should indicate that it will exercise its authority in accordance with the Plan through the EMO. The Plan itself should provide for or contemplate circumstances (e.g., catastrophic failures and loss of communications) where each Local Authority may need to operate independently.
- In section 3.3, the phrase “declaration of a state of emergency” should read “declaration of a state **of local** emergency” (which is the defined term).
- A definition of “Emergency Program Coordinator” or “Emergency Measures Coordinator” should be added. The position is also named differently in different sections of this bylaw (ss. 2.1(h), 3.2(b), 3.5(b)). Whatever term is used should be applied uniformly across all four bylaws of the participating Local Authorities.
- Although the defined term “Affected Area” is included, it is not used in the bylaw (except, possibly, in s. 3.2(c), where the term is used in an uncapitalized form; the definition may not actually be needed, since the section simply is tracking the language in the EPA).

Sechelt Indian Government District

- *Sechelt Indian Government District State of Local Emergency Bylaw (Sunshine Coast) Law No. 2007-01* (the “SIGD Bylaw”). This bylaw is substantively identical to the Sechelt Bylaw No. 319 and the comments made in respect of that bylaw also apply, except:
 - Although this bylaw refers to the “Emergency Management Organization,” it describes that organization differently than the Sechelt and SCRD Bylaws. The definition of this organization needs to be consistent in each Local Authority’s bylaw.
 - The bylaw does not consistently capitalize defined terms (e.g., the term “District”).
- We have not reviewed the underlying legal authority or obligations of the SIGD. For the purposes of this review, we have assumed that they constitute a “local authority” for the purposes of the EPA, as suggested by the recitals to the SIGD bylaw.
- Although stated to be a full participant in the Emergency Plan, it appears that the SIGD may also maintain its own, separate emergency procedures manual.²⁸ It is not clear if the SIGD Manual has progressed beyond the draft state. In the manual, the SIGD has a separately designated EOC, as well as two public places of shelter.²⁹ The SIGD Manual notes that it intended “to organize and prepare our immediate SBL#2 neighbourhood in conjunction with the Sunshine Coast Emergency Program.” The SCRD’s Emergency Plan, however, does not mention the existence of this SIGD initiative and it is not clear from either document how emergency response and recovery operations would be coordinated.

Gibsons

- *Town of Gibsons State of Local Emergency Bylaw No. 1030, 2006* (“Gibsons Bylaw No. 1030”). This bylaw is in substantively identical form to the Sechelt Bylaw No. 319 and the same comments apply, except:
 - Gibsons Bylaw No. 1030 uses the same “Emergency Management Organization” definition as the SIGD Bylaw.

²⁸ A 2010 draft emergency plan, lightly commented on by the SCRD Emergency Program Coordinator, is on the 2013 and 2018 USB thumb drives that were provided for review: Sechelt Indian Government District, *Emergency Plan and Procedures Manual* (the “SIGD Manual”).

²⁹ The EOC is identified as being the “Health and Social Development Building”; public shelter locations are the Community Hall and the Public Works building. SIGD Manual, pp. 6 & 7.

- Note: we have reviewed the version of this Gibsons bylaw from the 2013 USB thumb drive. It is in an MS-Word format and it is not clear if this is the most current version (though it tracks closely to the bylaws of the other Local Authorities).

Other Issues

The existing Emergency Plan and various constituting bylaws cover four Local Authorities on the Sunshine Coast. However, there are actually six local governments which are relevant to delivery of emergency response services. Both the Sechelt and Pender Harbour fire departments are owned, controlled and operated by separate Improvement Districts. While in practice there is no doubt that the two fire departments would operate as directed in a major emergency (and have integrated seamlessly in past activations of the EOC), there is a gap in the underpinning legal structure that should be examined and potentially closed. Improvement Districts are not expressly covered by the EPA, but their inclusion in the Emergency Program would be possible by contract. We would recommend that the SCRD review the situation with the Improvement Districts and consider formally integrating them into the EMO and the Plan.

The Kootenay Boundary Regional District, which also utilizes an area-wide service and emergency management organization, underpins its operations with a service agreement, in addition to the complementary bylaw structure. Consideration should be given to developing a service agreement among the SCRD and the other Local Authorities (including the two Improvement Districts) in relation to the operation of the Plan and Emergency Management Organization. This agreement could spell out the respective roles to be played, and deal with matters such as the coordination of emergency declarations by each Local Authority.

Recommendation: The SCRD should, in consultation with the three other Local Authorities, review and update each of its relevant bylaws: SCRD Bylaw No. 1041, SCRD Bylaw No. 564, and SCRD Bylaw No. 565. While there are a number of areas where inconsistent terms are used that should be corrected, the most critical updates relate to the following:

- (a) The role of the EEC: If that committee is to be retained, it needs to be reactivated. Alternatively, whatever new process is agreed for managing the responsibilities set out in section 5 of SCRD Bylaw No. 564 needs to be set out in the updated bylaw; and
- (b) The process by which the Plan is updated and changes approved needs to be explicitly set out. We also would recommend that the frequency of formal reviews of the Plan be set out in either the bylaw or in Board policy.

Recommendation: Each of other Local Authorities will need to review and update their respective bylaws to address certain inconsistent terms and to track any changes made by the SCRD in accordance with the previous recommendation. In addition, each of the other Local Authorities should consider expressly noting, in operative provisions in their respective bylaws, that they are adopting the Plan (as it may be amended from time to time) as the emergency plan for their respective jurisdictions, and that the EMO established under SCRD Bylaw No. 1041 constitutes the EMO for their jurisdiction as well. There also should be a

clear statement that when powers are delegated as contemplated by the EPA, they are being delegated to the EMO.

Recommendation: The improvement districts which operate the Sechelt and Pender Harbour fire departments, respectively, should be formally added to the EMO. We would recommend this be undertaken through a contractual arrangement. This contract, in addition to formally adding the improvement districts, also could be used to address other issues such as how training and exercises will be managed, the process for coordinating declarations of emergency and the delegation of powers when required.

6. Current Form of Emergency Plan

The Plan was first prepared in 2009 by Bob Stubbings. It has undergone two subsequent revisions, with the most recent being dated 2017.³⁰ As noted above, a fourth edition, prepared in February 2018, exists in draft. Our comments are limited to the distributed 2017 version. One of the gaps in the document is the lack of any formal record of revisions which have been made to the Plan. A revisions record needs to be added, and updates tracked in any future iterations. As noted above, the process by which revisions are authorized, and the frequency of formal reviews of the Plan, both need to be more clearly specified in SCRD Bylaw No. 564.

There also should be a distribution list, showing the entities and individuals to whom the Plan (and its supporting materials) has been distributed or changes notified. The distribution list should include (among others): each of the Local Authorities (and may include a number of positions within each Local Authority); each fire service (including the two Improvement Districts), ESS, the RCMP, BC Ambulance Service, Vancouver Coastal Health, BC Hydro, Fortis Gas, Telus, SD 46, Sunshine Coast Search and Rescue, Royal Canadian Marine Search and Rescue, and Emergency Management BC (“EMBC”). The distribution can be managed electronically, and the list should show the date of distribution.

The Plan itself follows a standard format in use by other jurisdictions (for example, it closely tracks the plan in place in the Thompson-Nicola Regional District in terms of substance and arrangement). That being said, the overall organization of the document could usefully be updated and revised. As part of reviewing the Plan, we have considered the emergency plans in use by the following local governments as precedents:

- Kootenay Boundary Regional District (“KBRD”);
- Prince George (“PG”);
- Regional District of Central-Kootenay (“RDCK”);
- Regional District of Nanaimo (“RDN”);

³⁰ The cover sheet suggests that the third edition is dated January 2017, but the PDF document itself, in its footer, suggests that the actual date is August 2017.

- Regional District of Okanagan-Similkameen (“RDOS”); and
- Thompson-Nicola Regional District (“TNRD”).

Copies of these plans have been provided to SCRD staff along with this report. Where we have suggested either expanding or revising the Plan, a cross-reference to an appropriate precedent is included, if available. The precedents will aid in developing or revising the corresponding sections in the Plan.

We would note also that the Peace River Regional District (“PRRD”) has developed a standalone handbook, expressly for elected officials. This handbook reviews, at a high level, how the PRRD’s emergency program works, the role of elected officials during an EOC activation and/or emergency, and, in basic terms, how the EOC can be expected to operate. This booklet is commendably concise (~10 pages), but informative, and is intended to supplement the more detailed emergency plan document.³¹ A copy of this booklet has also been provided to SCRD staff for review.

Recommendation: When the Plan is updated, the precedents referred to should be used to assist in any redrafting or the addition of new sections. Consideration also should be given to developing a high-level handbook for elected officials along the model used by the PRRD.

7. Review of the Plan

The Plan is divided into eight operative sections (plus a preface and a ninth section consisting of a list of acronyms and definitions). The operative sections are as follows:

1. Overview
2. EOC Management
3. EOC Activation and Response
4. EOC Functions
5. Resource Management
6. Declarations and Evacuations
7. Recovery
8. Hazard-Specific Roles and Procedures.

Each of these sections, other than Section 8, will be examined below, and, where relevant, issues identified or recommendations made regarding the inclusion of additional material.

³¹ PRRD, *Elected Officials Emergency Management Handbook* (2017).

Section 8, which deals with specific operational responses to identified potential incidents, is being reviewed internally by Chief Michael.

As a starting point, we would note that the Plan is connected by hyperlinks to a wide array of additional or supporting material, much of which could be critical for users. These materials are only available if the user is connected to the SCRD computer network, or has access to the single, standalone laptop used by the EPC. We would note that, in the sessions with SCRD staff, it proved difficult to find the current form of the plan on the network and, once found, the hyperlinks generally did not work.

The hyperlink approach presents issues if there are network connection problems or if the user does not have permission to access the SCRD network. To the extent possible, the Plan should be available, in its entirety, as a standalone document or series of connected documents. For example, it should be included in its entirety on the USB thumb drives, in an up-to-date form, with all materials available to all authorized users. Similarly, if it is to be distributed to (for example) emergency response organizations (fire, RCMP, BCAS, SAR, ESS), all of the materials need to be accessible by those agencies.

Overview Section – Section 1

The Overview Section covers the following matters: Introduction, Purpose and Scope, Emergency Response Organization (i.e., what system is being used) and a series of (essentially) extended definitions for the terms “Incident Command Post,” “Emergency Operations Centre” (“EOC”), “Ministry Regional Operations Centre”³² and “Provincial Regional Emergency Operations Centre” (“PREOC”).

We would recommend significantly updating this overview section, and that it should be expressly localized to the SCRD circumstances. In particular, we would suggest that:

- The purpose and scope section should describe the breadth of application of the Plan, including all of its participants (i.e., all of the Electoral Areas for which the SCRD is responsible, plus Sechelt, the SIGD and Gibsons; once updated, it should also include reference to the fire service Improvement Districts).³³ In relation to the SIGD, to the extent that the Band is operating a separate emergency plan (complete with EOC), as well as a separate “SIB 72 Hour Emergency Plan,”³⁴ the process by which operations will be coordinated and managed needs to be considered. At present, there is no express consideration of how the SCRD EOC will coordinate with the SIGD.

³² The TNRD Plan, which follows almost exactly the same format, notes that it is unlikely a regional district EOC would ever interact with an MROC. The discussion likely is included only because the MROC appears in the EMBC flow chart used in figure 4.1 of the Plan.

³³ While this point is noted in the preface, it is directly relevant to the question of the overall scope and should be reiterated in this section.

³⁴ Draft plan dated 21 March 2011.

In addition, the structure of the Emergency Management Organization should be described along with an explanation or overview of how each entity participates in the Plan (e.g., through the identification of liaisons and contact points).

- Precedents: RDOS Plan, s. 4.1 (Concept of Operations – General); KBRD Plan, ss. 2.2.6, 2.3; see also the KBRD “Executive Summary”, which provides a useful, easily understood overview of how emergency management operates in the KBRD.
- A new section should be added which describes the underlying legal authority for the Plan and how it operates within the framework of the EPA. This section should identify and briefly discuss the EPA and Regs, as well as the enabling bylaws of each jurisdiction. If a service agreement is concluded as suggested above, this agreement also should be identified.
 - Precedent: KBRD Plan, ss. 2.2.2, 2.2.4, 2.2.5, 15
- Consideration should be given to developing a more coherent narrative that explains the role of the EOC and Incident Command Post (“ICP”) in the overall context of how the BC Emergency Management System (“BCEMS”) operates, including the role of the Provincial Regional Emergency Operations Centre (“PREOC”) and Provincial Emergency Coordination Centre (“PECC”). As it currently stands, the existing three sections (ICP, EOC and PREOC) are inter-connected, but that inter-connection is unclear from the text. These sections also tie into section 3 (Activation and Response) where the BCEMS system is described in more detail.
 - Precedent: RDCK Plan, s. 1.3 (Purpose of an EOC); KBRD Plan (s. 1.3).
- In relation to other materials required to implement the Plan, the overview should explain, in general terms, what these materials comprise and how they can be accessed. As noted above, the materials should be readily accessible by anyone expected to use or operate under the Plan (except, perhaps, that certain detailed information related to contacts or personal information, may need greater control). If all of the hyperlinked documents are also available on the thumb drives, this point should be expressly noted in the section entitled “Use of this Plan.”
 - If the thumb drives are to be used (and be useful):
 - they must have all of the relevant materials needed to implement the Plan;
 - they must be up-to-date and have a file organizational structure that is tied to the arrangement of the Plan; and
 - they should be stripped of extraneous, non-essential material. For example, on the thumb drives provided for review, there is a broad selection of materials that are not directly or usefully related to

implementing the Plan or operating the EOC – such several dozen pictures of the arrival of the 200-bed emergency hospital in Gibsons in 2006.

- The use of the HVRAs, and corresponding risk matrices, to inform the Plan should be noted.
 - Regs, s. 2(1)(b).
- The regular provision of training and use of table top and other exercises, are critical to ensuring that during a major emergency and EOC activation, the response is well-coordinated, effective and efficient. The Plan should include a section, either in the introduction or possibly in a standalone section, dealing with training and exercises.
- The concept of a “Policy Group” is an element of the BCEMS structure. Although referenced in the Plan, there is no discussion of its composition apart from a short definition which states that it consists “of elected officials of the Sunshine Coast Governments” and “may be established to provide policy direction to the EOC Director”. The composition of this group should be pre-determined and criteria established for its activation.
- Finally, a section should be added dealing with Plan revisions and updates (including supporting and supplemental material). This section should identify who is authorized to make revisions, how they are approved and how frequently the Plan and supporting materials are to be reviewed and/or updated. Note that some portions (e.g., contact lists, supply lists and other resource lists) will need more frequent updates than others (e.g., the HVRAs). We would recommend that contact lists be updated as required and checked at least semi-annually; resource and supply lists should be confirmed and updated annually; and that the Plan itself be updated as required and formally reviewed annually. The HVRA assessments are expensive to undertake (though updates would likely be less expensive than the initial assessment). The existing HRVAs were completed in 2005:³⁵ given the changes on the Coast since then, an update likely is in order and should be built into the budget cycle in the near future (1 – 3 years).
 - Precedent: KBRD Plan, s. 2.2.3 (note: there is no requirement under the EPA to conduct an *annual* HVRA assessment as stated in the KBRD Plan).
 - Regs, s. 3.1(a): “require a periodic review and updating of the local emergency plan and establish a procedure for that review and revision” (emphasis added).

³⁵ The HRVAs were prepared by an external consultant, Emergex, and all are dated 2005. They cover: the SCRD (generically), Sechelt, the SIGD lands, Gibsons, and Gambier and Keats Islands.

EOC Management – Section 2

The first elements of section 2 are highly localized, and deal with the specific resources available to the SCRD including:

- the primary EOC;
- the two alternative or secondary EOCs; and
- emergency hospital resources.

We would note that the secondary EOC in Sechelt shown in the 2017 version of the Plan was decommissioned in 2018, as a result of problems with mold. The “Transit Building” on Mason road has been re-designated as the auxiliary EOC in the Sechelt area.³⁶

The EOC locations are identified and mapping provided. As noted above, if the SIGD has established an EOC as suggested in the draft SIGD Manual, it also should be listed in the Plan.

The resources available at the three SCRD EOCs, however, have not been identified – the Plan notes that the floorplans and equipment specifications (e.g., generator capacity, etc.) remain “under development”.³⁷ The capabilities available to the EOCs should be documented, including back up power supplies, other resources and supplies, food and water for EOC staff, etc. Some of that documentation should be incorporated in the Plan (such as floorplans), while resources available to support EOC operations should be kept on a regularly reviewed and updated set of lists that are identified in this section.³⁸

- Precedent: See RDN Plan, s. 1, “Suggested Emergency Supply Inventory”, which contains a recommended on-hand set of emergency supplies (pp. 30 – 33); they also have a recommended “Grab & Go” kit for personnel who are “EOC responders” (p. 35).
- See also: RDOS Plan, s. 5.10, “EOC Layout” which shows a generic layout to be adapted to their specific needs (ideally, the layout would be based on individual floorplans of each of the SCRD’s EOCs).
- Also: RDOS Plan, s. 5.12, “Equipment and Supplies”.

³⁶ The draft 2018 version of the Plan noted that the trailer that had been used in Sechelt had been decommissioned. CAO Loveys provided the detail on the replacement of that site with the Mason Road location.

³⁷ This language was included in the original version of the Plan in 2009 and was never updated as originally contemplated.

³⁸ Section 5 (Resource Management) notes that a “comprehensive list” of resources is maintained on the Vital Services Directory of the SCRD network, and on the USB memory sticks issued on activation. To the extent that these lists fulfil the requirements noted above, they should be more clearly identified and connected to the Plan itself.

The resources included in the 200-bed emergency hospital and two casualty collection units are contained in hyper-linked documents and documents on the USB thumb drives. These lists were never updated: in the most recent thumb drive provided (2018) the lists are dated 2009.³⁹

EOC Administration, Activation and Functions – Sections 2, 3 and 4

The balance of section 2 of the Plan deals with the Management Team, EOC Administration and Media and Public Relations. Section 3 deals with EOC “activation and response” (and primarily is an outline of the BCEMS model) and section 4 addresses specific functions within the EOC itself.

While the content of these sections generally tracks with that of the comparators we examined, the overall organization and arrangement could usefully be reviewed. In particular, we would recommend reviewing and potentially revising these sections by reference to the following precedents:

- KBRD Plan, ss. 3 (Guiding Principles), 4 (Program Goals, Objectives and Strategies), 5 (EOC Guidelines) and 6 (Plan Activation and Demobilization);
- RDOS Plan, ss. 2 (BCEMS), 4 (Concept of Operations) and 5 (Emergency Operations Centre); and
- RDCK Plan, ss. 1.3 (Purpose of an EOC), and 2 (EOC Activation and Demobilization). The RDCK plan is much narrower and less content rich than the two other precedents.

In terms of content, the Plan could usefully include more discussion of the following:

- EOC demobilization. This is only briefly covered in section 4, at page 4-6 of the current Plan.
 - For good precedents, see the RDCK Plan, section 2.2 and the KBRD Plan, section 6.5 (Demobilization)
- After-action reporting and debriefings. These issues are identified but not discussed in the current Plan. See pp. 5-11/12 (“Action Reports After”) and for debriefings, at p. 1-8 in the section headed “Transfer of Responsibilities” and at p. 4-6, where a debriefing form for departing EOC personnel is hyperlinked. There are, however, no express provisions in the Plan for conducting post-event debriefing exercises after a major incident.⁴⁰

³⁹ We would note that, in relation to the emergency hospital, the Federal Government has recently decommissioned the equipment. Updating of these particular lists, therefore, will not be necessary. However, the lack of regular confirmation that the equipment lists were correct is a problem that affects the Emergency Program generally.

⁴⁰ The section entitled “Transfer of Responsibilities” does contemplate this might happen, but the process or basis for conducting such a debriefing is not set out in the Plan.

- For precedents, see: KBRD Plan, s. 5.20 (Debriefings); RDOS Plan, s. 9.5 (After-Action Reports).
- Although section 3 is titled “EOC Activation and Response”, it does not include a description of how and by whom the Plan is implemented and the EOC activated. That discussion is found (to some degree) in section 4, “Plan Activation and Termination.” These sections should be reviewed and the following issues considered or addressed:
 - The delegation of powers to activate the Plan mentioned in section 4 needs to be clear (see Bylaw No. 564 discussion).
 - The persons entitled to activate the Plan in section 4 should be reviewed and clarified. For example, does the term “public works” cover only the SCRD public works, or does it also include the public works departments in Gibsons, Sechelt and the SIGD? Are other members of the SIGD, such as their Emergency Coordinator, entitled to activate the Plan?
 - There is no explanation of how the Plan is to be activated in either sections 3 or 4: no actual notification process is described.
 - Similarly, the process for activating the EOC also is not explained. Inferentially, one would call the Emergency Program Coordinator, who would then activate the EOC, but the process for activation should be expressly stated, along with a back up approach if the Coordinator is unavailable. As the Plan and EOC activation tie into section 3, which sets out the response levels under BCEMS, the two should be grouped together.
 - In relation to EOC activation, the Plan should note that the criteria for activation are identified in greater detail in section 8, in relation to specific hazards.
 - The portion of section 4 entitled “Initial Reports” suggests that the dispatch centres (E-Comm for fire and RCMP; EHS Dispatch for ambulance) would “contact the Sunshine Coast Emergency Program Coordinator” to report incidents that may warrant EOC activation. Unless this is built into the dispatch centre response protocols, or the dispatch centre is expressly requested by an incident commander to provide such an alert, it is unlikely that the dispatch centres would respond as contemplated. The Plan should be enhanced in this regard, and expressly provide that the Emergency Program Coordinator will work with the response agencies and corresponding dispatch centres to ensure that such notifications will occur when appropriate.
 - The Plan should expressly contemplate a list of “duty officers” and back-up contacts, each of whom is authorized to implement the Plan and activate the EOC, in the event that the primary contact is unavailable.

Resource Management – Section 5

Section 5 covers a range of administrative and EOC operational matters, in addition to dealing with Resource Management. A number of the sections involve EOC administration and operations, and would be better placed in the sections dealing with the EOC. In particular, the following matters should probably be moved:

- Information Flow/Direction – this section describes the types of information being created and/or exchanged in the BCEMS model, including the flow of information between the four different levels (Incident/Site; EOC/Site Support; PREOC; and PECC). If the separate resource management section is retained, the section dealing with “Resource Requests” could be retained in section 5.
- Personnel and Facility Identification – this portion deals with colour-coding and identification of the five different functional groups within BCEMS and would fit far better in the portion of the Plan which describes those functions (currently found in section 4).
- Documentation – this portion of section 5 deals with the location of blank EOC forms, the criticality of regularly maintained logs, the need for after-action reports, and the correct formats for time and dates on records.
- Information Tracking / Resource Requests – the first paragraph on p. 5-5, which deals with the need to record and track directions and decisions, should be moved into the EOC section. The remainder should be added to “Resource Requests” and can be left in section 5.
- Telecommunications – the telecommunications portion of section 5 can either be moved into the EOC section (which is the approach of the KBRD Plan), or could become a standalone section. In relation to radio communications, there should be a link from the Plan, or at least a note, directing users to the detailed information regarding emergency communications contained on the USB thumb drives (including combined event channels).
- The 2017 version of the Plan noted that a standalone communications plan was still “under development” (see p. 5-8). A public communications plan was developed later in 2017,⁴¹ but a formal plan that comprehensively addresses emergency communications (i.e., communications among emergency responders, and between an incident and the EOC, or between the EOC and external support agencies such as EMBC) has not yet been developed.

⁴¹ This plan – the *Sunshine Coast Emergency Response Information Plan* – is generally well-drafted. It includes a distribution list and a revisions list, and provides a solid approach to communicating with the public. Consideration should be given, however, to expanding the use and monitoring of social media as part of the overall approach that is applied. A mark-up of the Information Plan has been provided separately to SCRD staff.

- Risk Management – the portion of section 5 entitled “Risk Management” (pp. 5-13/14), also should probably be included in the EOC section. We would note that, of the six precedents reviewed, the SCRD’s Plan had the best and most comprehensive discussion of risk management principles as they apply to an EOC’s operations and a response to a major emergency.

Declarations and Evacuations – Section 6

The first part of this section deals first with the how declarations of a state of local emergency are to be made. It essentially sets out the pre-requisites and requirements as identified in the EPA, lists the principal authorizing statutes of each Local Authority and then flow charts out the decision-making process.⁴² This section should be amended and localized. The following issues should be addressed:

- the Plan should reiterate that each Local Authority (the SCRD in relation to the Electoral Areas, and Gibsons, Sechelt and the SIGD with regards to its respective jurisdiction) must independently declare a state of emergency. The power to declare a state of local emergency cannot be delegated;
- if an emergency threatens multiple jurisdictions simultaneously, or if there is a need for an intervening jurisdiction to declare a state of local emergency, a process for notification and coordination should be set out; and
- there should be a process by which the contents of each declaration and extension are reviewed by the Emergency Management Organization, to ensure that the delegation of powers and the powers matrices, are completed as required to address the event in question.

A blank form of declaration for each Local Authority is linked to the Plan and included with the thumb drives.⁴³ In relation to the declarations themselves, and the accompanying powers matrices, we would recommend that declarations include an express delegation of authority to the SCRD Emergency Management Organization and to the Emergency Program Coordinator. The slightly modified generic form of declaration which has been used is appropriate where a single jurisdiction, operating using its own resources, has made a declaration of local emergency. It is less appropriate where the personnel who will be effecting and managing the implementation of the powers, are actually drawn from multiple jurisdictions. Thus, in the declaration itself, it should clarify that the Emergency Program Coordinator and those working in the Emergency Management Organization are included in the phrase “servants and agents”. The attached powers matrix should be similarly modified. Note: the powers delegation needs careful review with external counsel.

⁴² The flow chart is difficult to read in the electronic version of the Plan.

⁴³ The materials include: a form of declaration for each jurisdiction; a form for extending a declaration; and a form for cancelling a declaration.

The section dealing with Evacuations will need review when the new *Fire Safety Act* comes into force. Under the *Fire Safety Act*, fire chiefs will have the authority to order “tactical evacuations” under section 13:

Tactical evacuations

13 (1) If a fire chief, or a person authorized by a fire chief, believes that there is an immediate threat to life due to a fire hazard or explosion, the fire chief or person authorized by the fire chief may evacuate a geographic area or premises.

As such, if an interface fire threatens an area, a local fire chief will have authority to require evacuation from such area even before the Plan is implemented or a local emergency declared.

Evacuation Routes/Modes: The Evacuation section does not link to or identify any specific evacuation routes, or modes of evacuation for a major emergency (other than a brief reference to using the Gray Creek forest service road, and, inferentially using boats for a possible marine evacuation). Both potential routes and modes of transport (including water and air) should be pre-planned, and links established to more detailed information on the thumb drives.

The Coast has a limited arterial road system, but an extensive network of forest service roads (in varying conditions). On two of the three thumb drives (2013 and 2018), a potential evacuation route along Gray Creek forest service road was identified for residents in the Sandy Hook – Tuwanek area.⁴⁴ A process of identifying alternative evacuation routes along the forest services roads should be considered, as well as guidelines for how such evacuations would be managed (including route marking, supervision, traffic management, etc.).

Similarly, there is some information on available marine resources which could be used to undertake evacuations by water. These resources should be identified at strategic locations up and down the coast.

Finally, in extreme situations, it may be possible to undertake limited evacuations using seaplanes or helicopters. Those resources need to be identified in the accompanying thumb drives.

There is some 2018 planning which has been done around the risks posed by the two arenas, with mapping showing evacuation zones ranging, in case of the Sechelt arena, from 100 to 700 m, and for the Gibsons arena, from 30 to 700 m.

There is a “single point of failure” at Chapman Creek, where only one bridge provides north-south access. That risk should be addressed as a specific hazard in section 8 of the Plan.

Evacuation Resources: The Plan should expressly link to more detailed lists identifying resources that may be required, if mass evacuations are required.

⁴⁴ One thumb drive had essentially nothing in the evacuation folder; the other had a more extensive collection of information.

Some resources are identified on two of the three thumb drives, though those lists are relatively dated. It is worth noting that the file on the thumb drive entitled “Inventory of Transit Resources” did not include the resources available from the Sunshine Coast Regional Transit System.⁴⁵

The location of Reception Centres which may be activated to receive evacuees should either be noted, or be expressly linked, in the Plan. Additionally, there should be some pre-planning of assembly points, based on different potential event types and locations.

Precedents: When updating this section, the following precedents provide useful content to consider:

- **KBRD Plan, s. 10** (note: the flow chart also should be considered, as it deals with some matters not covered by one in the SCRD’s Plan). On ESS, see: s. 8.47.
- **RDOS Plan, Annex B, Evacuation Guidelines**

Recovery – Section 7

The recovery section of the SCRD Plan compared well to the precedents reviewed. It provides a considered approach to developing recovery efforts as an integral aspect of the EOC’s management of the emergency response. Given the importance of the role played by ESS in any situation where the public may be displaced by an emergency, or in the recovery phase, during any period when infrastructure may have been impacted, we would suggest adding a section dealing with the role, importance and resources available to ESS.

One other area that may need attention is how responsibilities are allocated. Under the Plan, the EOC Director “is responsible for leading the overall recovery effort” (SCRD Plan, Part 7, p. 7-2). During the active response phase of a major emergency, this additional responsibility may not be manageable. Under the RDOS Plan, a Recovery Director can be appointed (RDOS Plan, Part 9 – Recovery). Consideration should be given to including the possible establishment of a “Recovery Director” in the SCRD Plan.

Hazard-Specific Plans – Section 8

[This portion of the Plan, which deals with specific operational matters, is being reviewed internally by Chief R. Michael]

Summary of Recommendations from the Plan Review

The following is a concise summary of the principal suggestions and recommendations related to the current form of the Plan and potential updating of same. These are provided as a guide, and should not substitute for a close reading of the review itself.

⁴⁵ The availability of such resources is noted on the “Vital Services Directory”, though not on the “Inventory of Transit Resources.”

Recommendations: The following are the principal recommendations and suggestions made with regard to revising and updating the current form of the Plan:

1. Add a section which tracks revisions;
2. Add a section which specifies how the Plan will be updated, by whom and with what frequency;
3. Add a formal distribution list covering internal and external stakeholders, including tracking the date of distribution;
4. Ensure that the Plan and all linked materials, are accessible by all authorized users (i.e., everyone to whom the Plan is formally distributed);
5. Update and localize the introductory section to more completely describe how the four local authorities are operating under and using the Plan;
6. Add a section describing in general terms the underlying legal authority for the Plan and how it operates within the framework of the EPA;
7. Add a section which describes in narrative form the role of the EOC and ICP in the overall context of BCEMS. This would replace the current, extended definitions of “Incident Command Post”, EOC and PREOC;
8. Describe generally what supporting materials are needed to implement/operate the Plan and how they can be accessed;
9. Note that the HVRAs which have been prepared, were used to inform the development of the Plan.
10. Add a section dealing with training and exercises, covering both internal and external participants and stakeholders;
11. Add a section dealing with the Policy Group, its composition, functions and the criteria for its activation;
12. In relation to updates, the Plan should identify those matters which require frequent or on-going monitoring (e.g., contact lists, inventory/equipment lists, Vital Services Directory), and those which require less frequent updates (e.g., the HVRAs). We would recommend that contact lists be updated as required and checked at least semi-annually; resource and supply lists should be confirmed and updated annually; and that the Plan itself be updated as required and formally reviewed annually. The Vital Services Directory already calls for annual updates of that document.
13. The Sunshine Coast’s formal HVRAs were completed in 2005. Consideration should be given to updating the existing HVRAs in the short-to-medium term (1-3 years).
14. Each Local Authority should undertake formal business continuity planning which can be integrated into the Plan.

15. In term of the existing Plan content:
- a. add more discussion of how the EOC is activated;
 - b. expand the description of the demobilization processes;
 - c. add more on after-action reporting and post-event debriefings.
16. Resource Management (Section 5): various portions of this section 5 probably should be built into the section dealing with the EOC.
17. Emergency Communications: While there is a well-developed 2017 communications plans for dealing with the public, a formal and comprehensive emergency communications plan (i.e., communications among emergency responders, and between an incident and the EOC, or between the EOC and external support agencies such as EMBC) needs to be developed.
18. Emergency Declarations: Section 6 deals, in part, with Emergency Declarations by the Local Authorities. This section should:
- (a) reiterate that each Local Authority must separately declare a state of local emergency (as this power cannot be delegated);
 - (b) provide a process for coordinating declarations among the Local Authorities; and
 - (c) provide a process by which the EMO reviews the declarations before they are issued. We also would recommend that each declaration clearly delegate powers to the EMO and individuals at the EOC.
19. Evacuation routes: in relation to the possibility of a major emergency (e.g., interface fire), a more formal identification of evacuation routes and modes of evacuation for different areas of the Sunshine Coast needs to be undertaken. This will require examining both the forest service road network for viable alternative routes and a closer examination of potential marine evacuations (which, in turn, will require the maintenance of an up-to-date list of available marine-capable resources and their expected locations).
- (a) Chapman Creek crossing: there is a single point of failure at Chapman Creek for north – south transportation on the Sunshine Coast.⁴⁶ If this crossing is compromised, the ability to transport emergency response and other resources will be affected, and potentially could affect evacuation considerations. This risk should be added to section 8 of the Plan.
 - (b) Resources: the resources available for evacuations (e.g., transit, water, air) also need to be better identified and more consistently updated.

⁴⁶ There may be a forest service road route that enables this problem to be bypassed – but the route is very long, and its maintenance and accessibility is far from certain.

- (c) Reception centre locations and alternatives need to be identified or linked to the Plan. There are reception centre sites listed on the thumb drives, but the Plan itself does not link to that listing.

20. Recovery:

- a. A section should be added discussing the role of ESS in mitigating the effects of emergencies on members of the public who may be displaced; and
- b. Consideration should be given to how responsibility for recovery efforts is allocated during a major emergency. The Plan indicates that the EOC director is responsible for these efforts – during a major emergency this may prove impractical. Consideration should be given to establishing a role for a “Recovery Director” in the Plan.

8. Supporting & Implementing Materials

Supporting materials are found either on the SCRD Network (to which limited access is granted) or on the thumb drives. Initially, the Consultants were provided with two thumb drives by the CAO. We understand that these were drives that she expected to be able to use in the event of an emergency and had been provided to her by the Emergency Program Coordinator. Although there are no external markings on the drives themselves, internally it is clear that they date from 2011 and 2013, respectively. As noted in the introductory sections, during the review of the standalone laptop and EOC position kits, we identified a 2018 version of the thumb drive, which also was examined.

The organization, layout and contents of the thumb drives should be substantially overhauled:

- The date of the drive should be externally marked, so that users are immediately aware of whether they are using a current form or not;
- The overall file structure and organization needs to be reviewed. The existing file structure appears to be largely random, and documents are frequently duplicated. Ideally, the file structure would clearly track the Plan itself, so that all materials related to a particular aspect of the Plan would be readily identifiable. Any additional supplementary materials should be separately organized and ordered;
- There is a great deal of extraneous or dated material on all three thumb drives (e.g., 2006 / 2007 pictures of the arrival of the 200-bed emergency hospital; receipts for equipment or apparatus purchased, etc.). These materials need to be culled to reduce clutter and confusion;
- In terms of content:
 - each of the files must be up to date. Where a document (e.g., an inventory list) has not changed, it must still be given a refreshed date so that a user can be confident that it has been checked;

- the content must be well organized and relevant;
- the content must be as comprehensive as possible (e.g., see the comments above regarding inventory of transit resources on the Coast);
- extraneous materials need to be culled; and
- it must be in a readily readable format.

In relation to the latter point, some of the materials (specifically the RCMP emergency plans, which appear to be in Word Perfect format) were in a format that was not immediately readable (though they could be converted). A standard should be established (e.g., using MS Office or MS Office-compatible files; or Adobe PDF files) for information which is collected and disseminated on the thumb drives and when a document is placed on the thumb drive, it should already be converted into the agreed format.

Each position within the EOC has a standalone kit box, which is stored near to the primary EOC at the SCRD offices on Field Road. We were advised that similar kit boxes were also available at the auxiliary EOCs. We reviewed the EOC Director's kit box: some of the materials were outdated (e.g., a 2015 hard copy version of the Plan), and although each box is supposed to have a thumb drive, these were actually stored separately. There was an EOC activation sequence document, and an up-to-date (2018) emergency contact list. The box also included a number of generic EMBC documents, some blank forms of Emergency Declarations for each Local Authority, and a copy of the 2017 Emergency Communications Plan.

The standalone laptop, which contained the 2018 draft version of the Plan, is an older machine, with a complex file structure. It would be challenging to find all of the necessary materials and consideration should be given to developing a more accessible file structure on the laptop.

Recommendation: Review and update the contents and organization of the thumb drives. Remove extraneous material. Provide an external date on each thumb drive and track their distribution.

Recommendation: Review with SCRD IT staff whether a single back-up laptop is a sufficiently resilient approach to the risk of network connectivity loss. This review will need to consider the challenges of keeping more than one back-up laptop up-to-date.

Recommendation: Review the file structure and layout of the standalone laptops, to ensure that the materials on them are readily accessible.

9. Administration and Organization

Budget

Under SCRD Bylaw No. 1041, the maximum taxation rate for the emergency planning service is \$0.10 per \$1,000 of assessed value. The aggregate annual levy for the service over the period from 2016 – 2018, has been as follows:

	2016	2017	2018
Net Taxes Levied	\$261,905	\$249,539	\$237,420
Maximum Limit	\$852,512	\$1,042,807	\$1,209,156

As can be seen, the budget for the service has declined in absolute terms over the past three years. For residential homeowners, the service in 2018 cost 1.75¢ per \$1000 of assessed value.

Emergency Program Coordinator Position

The most recent version of the job description for the EPC role (2016), states the responsibilities as follows:

- To provide leadership, training, support, recruitment, mentoring, supervision and termination to SCEP volunteers and applicable SCRD staff and others.
- To supervise 100+ volunteers, Administrative Assistant, Community Services and Communications Officer (jointly).
- Experience recruiting and co-ordinating volunteer groups, facilitating group learning and making presentations.
- Exercises on-going independent judgement to determine the best means of achieving SCEP objectives and in the interpretation of applicable legislative and bylaw requirements.
- Makes day to day decisions involved in running the program and in the security and maintenance of supplies and equipment and volunteers.
- Makes budgetary decisions within limits established by SCRD and legislation.
- Ability to provide leadership to multi-disciplinary groups, including elected officials, committees, volunteers and the public in high pressure situations.
- Volunteer groups successfully recruited, supervised and coordinated.

SUPERVISORY RESPONSIBILITIES

- Lead, train, support, recruit and terminate up to 100+ volunteers, Administrative Assistant, Community Services and Communications Officer (jointly)
- Coordinate and supervise during emergencies: numerous staff (volunteer and applicable SCRD employees).
- Required to work some weekends and evenings as responsibilities dictate.
- On Call 24/7

The job description and requirements are broad, and include recruitment, termination and supervision responsibilities. Considerable authority is vested in the EPC role though SCRD Bylaw No. 564. As noted in section 4, above, other regional districts that we examined – RDFFG, KBRD, Cariboo RD, TNRD and RDOS – have established this role as an exempt position. As such, we recommend that the position be reviewed.

In the Fire Services Report, we have recommended that the SCRD contemplate combining the responsibilities of this position with that of a fire services coordinator (which also, typically, is an exempt role).

Recommendation: Review the EPC role and consider whether it properly should be an exempt position. If the role is to be combined with that of a “fire services coordinator,” then those responsibilities also would need to be factored into such a consideration.

Volunteers

As noted in the Overview section, the SCRD Emergency Program is highly dependent on its volunteers for the delivery of time-impacted and life-critical services. Proper management and on-going support for these volunteers and (if relevant) their related organizations is critical if the SCRD and the other local authorities are to be able to deliver an effective response to, and properly manage the recovery from, any major incident.

In relation to volunteer issues, some of the approaches enunciated in the contemporaneously-delivered Fire Services Report regarding recruitment and retention issues, should also be taken into account when working with the volunteers who support the operation of the SCRD's Emergency Program. In particular:

- the SCRD should proactively assist the volunteer agencies in their recruitment efforts; and
- all four Local Authorities should participate in and/or organize, recognition events for the volunteers.

In relation to recruitment efforts, consideration should be given to trying to attract new members to the volunteer ranks. We note that there may be an opportunity to work with SD 46, and

develop a program that enables high school students to fulfil their Community Service requirements by working as a volunteer with one of the volunteer groups (e.g., ESS). By providing training to the students and involving them directly in working with the Emergency Program, the SCRD would be able to:

- educate youth on emergency preparedness (which they, in turn, may well take home to their families);
- provide training to youth in relation to emergency preparedness and emergency responses; and
- potentially create a group of new volunteers who would, in time, step up to support the delivery of the Emergency Program.

Recommendation: The SCRD should, in consultation with its volunteer organizations, determine whether it would be possible to partner with SD 46, and develop programs which enable students to complete their Community Service requirements, by volunteering with some aspect of, or volunteer organization associated with, the Emergency Program.

Other Organizational Issues

The principal stakeholders who participate in or would be activated during a major emergency - including the emergency response agencies, SAR, ESS, and participants from the utilities – meet almost monthly to review issues relevant to the SCRD Emergency Program. As part of the update of the Emergency Program, it may be timely to review with the participating stakeholders as to whether the existing monthly meeting structure should be revised – in terms of content of those meetings, frequency and reporting out.

In addition, as noted in the review and analysis of the bylaws, an “Emergency Executive Committee” is supposed to exist, which provides senior oversight of the program. As the Emergency Program is refreshed, and its bylaws updated, consideration should be given to whether the EEC is necessary and if not, whether another oversight function should be formally specified.

Recommendation: Review with the external stakeholders whether any changes to the existing approach of having monthly meetings should be revised or changed – including as to content, frequency or reporting out.

Recommendation: As the Emergency Program is refreshed and its bylaws updated, consideration should be given as to whether the EEC should be reinstituted, or another oversight function formally specified.

10. Summary of Recommendations

The following is a listing of the recommendations made throughout this report. There are 12 major recommendations on various issues affecting the Emergency Program, plus some 19 recommendations on updating or revising the current form of the Plan.

Section 4: Summary Assessment of the SCRD's Emergency Program

1. **Recommendation:** Ensure that training is provided or made available to staff from each of the participating Local Authorities and appropriately tracked.
2. **Recommendation:** Each of the participating Local Authorities needs to develop and maintain a business continuity plan. That plan should be integrated into the SCRD Emergency Program.

Section 5: Statutory, Regulatory and Bylaw Review

3. **Recommendation:** The SCRD should, in consultation with the three other Local Authorities, review and update each of its relevant bylaws: SCRD Bylaw No. 1041, SCRD Bylaw No. 564, and SCRD Bylaw No. 565. While there are a number of areas where inconsistent terms are used that should be corrected, the most critical updates relate to the following:
 - (c) The role of the EEC: If that committee is to be retained, it needs to be reactivated. Alternatively, whatever new process is agreed for managing the responsibilities set out in section 5 of SCRD Bylaw No. 564 needs to set out in the updated bylaw; and
 - (d) The process by which the Plan is updated and changes approved needs to be explicitly set out. We also would recommend that the frequency of formal reviews of the Plan be set out in either the bylaw or in Board policy.
4. **Recommendation:** Each of other Local Authorities will need to review and update their respective bylaws to address certain inconsistent terms and to track any changes made by the SCRD in accordance with the previous recommendation. In addition, each of the other Local Authorities should consider expressly noting, in operative provisions in their respective bylaws, that they are adopting the Plan (as it may be amended from time to time) as the emergency plan for their respective jurisdictions, and that the EMO established under SCRD Bylaw No. 1041 constitutes the EMO for their jurisdiction as well. There also should be a clear statement that when powers are delegated as contemplated by the EPA, they are being delegated to the EMO.
5. **Recommendation:** The improvement districts which operate the Sechelt and Pender Harbour fire departments, respectively, should be formally added to the EMO. We would recommend this be undertaken through a contractual arrangement. This contract, in addition to formally adding the improvement districts, also could be used to address other issues such as how training and exercises will be managed, the process for coordinating declarations of emergency and the delegation of powers when required.

Section 6: Current Form of the Plan

6. The following is a concise summary of the principal suggestions and recommendations related to the current form of the Plan and potential updating of same. These are provided as a guide, and should not substitute for a close reading of the review itself.

Recommendations: The following are the principal recommendations and suggestions made with regard to revising and updating the current form of the Plan:

1. Add a section which tracks revisions;
2. Add a section which specifies how the Plan will be updated, by whom and with what frequency;
3. Add a formal distribution list covering internal and external stakeholders, including tracking the date of distribution;
4. Ensure that the Plan and all linked materials, are accessible by all authorized users (i.e., everyone to whom the Plan is formally distributed);
5. Update and localize the introductory section to more completely describe how the four local authorities are operating under and using the Plan;
6. Add a section describing in general terms the underlying legal authority for the Plan and how it operates within the framework of the EPA;
7. Add a section which describes in narrative form the role of the EOC and ICP in the overall context of BCEMS. This would replace the current, extended definitions of "Incident Command Post", EOC and PREOC;
8. Describe generally what supporting materials are needed to implement/operate the Plan and how they can be accessed;
9. Note that the HVRAs have been used to inform the development of the Plan.
10. Add a section dealing with training and exercises, covering both internal and external participants and stakeholders;
11. Add a section dealing with the Policy Group, its composition, functions and the criteria for its activation;
12. In relation to updates, the Plan should identify those matters which require frequent or on-going monitoring (e.g., contact lists, inventory/equipment lists, Vital Services Directory), and those which require less frequent updates (e.g., the HVRAs). We would recommend that contact lists be updated as required and checked at least semi-annually; resource and supply lists should be confirmed and updated annually; and that the Plan itself be updated as required and formally reviewed annually. The Vital Services Directory already calls for annual updates of that document.

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14. In term of the existing Plan content:
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15. Resource Management (Section 5): various portions of this section 5 probably should be built into the section dealing with the EOC.
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- (d) reiterate that each Local Authority must separately declare a state of local emergency (as this power cannot be delegated);
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 - (f) provide a process by which the EMO reviews the declarations before they are issued. We also would recommend that each declaration clearly delegate powers to the EMO and individuals at the EOC.
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- (d) Chapman Creek crossing: there is a single point of failure at Chapman Creek for north – south transportation on the Sunshine Coast.⁴⁷ If this crossing is compromised, the ability to transport emergency response and other resources will be affected, and potentially could affect evacuation considerations. This risk should be added to section 8 of the Plan.

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- (e) Resources: the resources available for evacuations (e.g., transit, water, air) also need to be better identified and more consistently updated.
- (f) Reception centre locations and alternatives need to be identified or linked to the Plan. There are reception centre sites listed on the thumb drives, but the Plan itself does not link to that listing.

19. Recovery:

- a. A section should be added discussing the role of ESS in mitigating the effects of emergencies on members of the public who may be displaced; and
- b. Consideration should be given to how responsibility for recovery efforts is allocated during a major emergency. The Plan indicates that the EOC director is responsible for these efforts – during a major emergency this may prove impractical. Consideration should be given to establishing a role for a “Recovery Director” in the Plan.

Section 8: Supporting and Implementing Materials

- 7. **Recommendation:** Review and update the contents and organization of the thumb drives. Remove extraneous material. Provide an external date on each thumb drive and track their distribution.
- 8. **Recommendation:** Review with SCRD IT staff whether a single back-up laptop is a sufficiently resilient approach to the risk of network connectivity loss. This review will need to consider the challenges of keeping more than one back-up laptop up-to-date.
- 9. **Recommendation:** Review the file structure and layout of the standalone laptop, to ensure that the materials on it are readily accessible.

Section 9: Administration and Organization

- 10. **Recommendation:** Review the EPC role and consider whether it properly should be an exempt position. If the role is to be combined with that of a “fire services coordinator,” then those responsibilities also would need to be factored into such a consideration.
- 11. **Recommendation:** The SCRD should, in consultation with its volunteer organizations, determine whether it would be possible to partner with SD 46, and develop programs which enable students to complete their Community Service requirements, by volunteering with some aspect of, or volunteer organization associated with, the Emergency Program.
- 12. **Recommendation:** Review with the external stakeholders whether any changes to the existing approach of having monthly meetings should be revised or changed – including as to content, frequency or reporting out.

13. **Recommendation:** As the Emergency Program is refreshed and its bylaws updated, consideration should be given as to whether the EEC should be reinstituted, or another oversight function formally specified.

11. Glossary of Defined Terms

The following is a list of the principal defined terms and acronyms used in the report:

“AGLG Report” means the Auditor General for Local Government’s report, *Improving Local Government Emergency Management: Considerations for Local Government Council and Board Members* (April 2018);

“BCEMS” means the provincially-established BC Emergency Management System;

“CAO” means Chief Administrative Officer;

“Consultants” means Dave Mitchell & Associates Ltd.;

“EEC” means the Emergency Executive Committee required to be established under SCRD Bylaw No. 564;

“EHS” means BC Emergency Health Services;

“Emergency Program” means the SCRD’s emergency program established in accordance with the requirements of the EPA

“EMO” means the Emergency Management Organization or Emergency Measures Organization established as part of the SCRD’s Emergency Program;

“EOC” means the Emergency Operations Centre, which is activated to support responses to larger or more complex emergency incidents;

“EPA” means the *Emergency Program Act* (B.C.);

“EPC” means the SCRD’s Emergency Program Coordinator;

“Fire Service Review” means the separate but contemporaneous review of the SCRD’s four fire services conducted by the Consultants;

“Gibsons Bylaw No. 1030” means *Town of Gibsons State of Local Emergency Bylaw No. 1030, 2006*, which is the bylaw that authorizes Gibsons to declare a state of local emergency and to operate under the Emergency Program;

“HVRA” means the hazard, vulnerability and risk analysis conducted in 2005-06 to assess the risks present in each of the communities on the Sunshine Coast;

“ICP” means an incident command post as contemplated by BCEMS;

“KBRD” means Kootenay Boundary Regional District;

“Local Authorities” means each of the SCRD, Gibsons, Sechelt and the SIGD;

“PECC” means Provincial Emergency Coordination Centre;

“PG” means the City of Prince George;

“Plan” means the SCRD’s emergency plan, which sets out the Emergency Program and the process for implementing an emergency response;

“PREOC” means the Provincial Regional Emergency Operations Centre;

“PRRD” means Peace River Regional District;

“RDCK” means Regional District of Central Kootenay;

“RDN” means Regional District of Nanaimo;

“RDOS” means Regional District of Okanagan-Similkameen;

“SAR” means Search and Rescue;

“SCRD” means Sunshine Coast Regional District;

“SCRD Bylaw No. 1041” means *Sunshine Coast Regional District Emergency Measures Service Establishing Bylaw No. 1041, 2001*;

“SCRD Bylaw No. 564” means *Sunshine Coast Regional District Emergency Measures Plan and Administration Bylaw No. 564, 2005*;

“SCRD Bylaw No. 565” means *Sunshine Coast Regional District Local Emergency Bylaw No. 565, 2005*;

“Sechelt Bylaw No. 319” means *District of Sechelt State of Local Emergency Bylaw No. 319, 2005*;

“SIGD” means the Sechelt Indian Government District;

“SIGD Bylaw” means *Sechelt Indian Government District State of Local Emergency Bylaw (Sunshine Coast) Law No. 2007-01*;

“SIGD Manual” means the Sechelt Indian Government District’s draft *Emergency Plan and Procedures Manual*; and

“TNRD” means the Thompson-Nicola Regional District.

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee, January 10, 2019

AUTHOR: Ian Hall, General Manager, Planning and Community Development

SUBJECT: CHILD CARE PLANNING GRANT FOR THE SUNSHINE COAST (DISTRICT OF SECHELT)

RECOMMENDATION(S)

THAT the report titled Child Care Planning Grant for the Sunshine Coast (District of Sechelt) be received;

AND THAT SCR D supports the District of Sechelt's application to the UBCM Child Care Planning Program (2019);

AND THAT SCR D contribute in-kind services to the Child Care Planning for the Sunshine Coast project;

AND FURTHER THAT this recommendation be forwarded to the Regular Board meeting of January 10, 2019.

BACKGROUND

The District of Sechelt will be applying for a UBCM Child Care Planning Grant this month.

The Child Care Planning Program is one of several streams of provincial funding available to local governments through UBCM. The province is investing \$237M to improve access to child care, including funding creation of 22,000 new licenses child care spaces. The Ministry of Children and Family Development is providing \$3 million for the Community Child Care Planning Program.

Program information can be accessed here: <https://www.ubcm.ca/EN/main/funding/lgps/child-care.html>

There has been coordination and discussion between local governments and agencies on the Sunshine Coast with respect to child care. However, no comprehensive picture of needs, opportunities, barriers, etc. exists. This grant provides an opportunity to generate valuable information to be used for planning, including potential further grant applications by service providers related to space development.

The grant application seeks support for a consultant to conduct an environmental scan through a process that would including engaging parents, service providers and policy makers.

The District of Sechelt has requested, through staff communication, a resolution of support from the SCR D Board as a partner for the District's application.

Coordinated information is being provided to the Councils of Town of Gibsons (also a partner) and District of Sechelt. The shíshálh Nation has been engaged as well.

DISCUSSION

Organizational and Intergovernmental Implications

Although child care is a regional concern, SCRD does not have a function related to child care or social services, and hence does not have legislative authority to administer a grant.

Working with municipal staff and other interested parties (Vancouver Coastal Health and Sunshine Coast Credit Union), staff have identified a number of ways that the Regional District can take a supporting partner role, for the benefit of the project, the community and SCRD.

These opportunities are limited to in-kind support in these areas only:

- Participation in a project steering committee through a staff liaison
- Providing meeting space for project work, if requested
- Data sharing (such as GIS)
- Sharing information about/willingness to explore use of SCRD facilities or lands as service delivery venues (development would be out of scope for the planning grant work, but SCRD facilities or lands may be identified as an opportunity)

A regional partnership approach allows the District of Sechelt to apply for a larger grant (individual applicants are limited to \$25,000); enabling more research and planning work to be done. District of Sechelt intends to apply for \$67,150.

Financial Implications

There are no direct financial implications to SCRD's participation in this grant/project; SCRD is not being requested to provide a financial contribution.

Staff time will be required; this will be included in work plans.

Timeline for next steps or estimated completion date

Child Care Planning Program applications are due to UBCM on January 18, 2019.

Accordingly, the recommendations are recommended to be forwarded to the Regular Board Meeting of January 10, 2019.

Notification of application result/status is expected within 90 days. Work must be completed within one year of approval.

Communications Strategy

Staff will provide updates to the Board through departmental quarterly reports.

STRATEGIC PLAN AND RELATED POLICIES

Work undertaken through this grant supports regional coordination.

Having adequate childcare available in the community supports economic opportunity and participation, particularly for women. Quality care supports child development.

CONCLUSION

The District of Sechelt will be applying for a UBCM Child Care Planning Program grant and has requested an expression of partnership support from the SCRD Board.

The project will generate information valuable to local governments and the community.

Working collaboratively with municipal staff and other agencies, SCRD staff have identified appropriate, in-kind ways for the Regional District to support the project as a partner.

Staff recommend that a resolution of support be provided to District of Sechelt in advance of the grant deadline of January 18, 2019.

Reviewed by:			
Manager		Finance	
GM		Legislative	
CAO	X - J. Loveys	Other	

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Yuli Siao, Senior Planner

SUBJECT: DEVELOPMENT VARIANCE PERMIT DVP00029 (PERSEPHONE) AND PROPOSED LIQUOR LICENSE ENDORSEMENTS FOR A LOUNGE AND PICNIC AREA – AREA F

RECOMMENDATIONS

1. THAT the report titled Development Variance Permit DVP00029 (Persephone) and proposed Liquor License Endorsements for a Lounge and Picnic Area – Area F be received;
2. AND THAT DVP00029 be issued to relax Section 1021.7 (3) (a) (ii) (indoor seating capacity) of Zoning Bylaw No. 310 from 30 to 65 be issued subject to:
 - a) Performance data of the wastewater treatment system for the brewery facility be provided to the SCRD and posted on the Persephone website on a quarterly basis for one year;
 - b) registration of a covenant on title that:
 - i. requires a minimum of 12 secure bicycle parking spaces;
 - ii. requires a minimum of 80 on-site parking spaces;
 - iii. limits the food and beverage lounge business hours to the following:
 - Summer Hours (Friday of Victoria Day long weekend through Monday of Thanksgiving long weekend): No earlier than 10:00 a.m. and no later than 9:00 p.m.
 - Winter Hours (Tuesday after Thanksgiving long weekend to Thursday before Victoria Day long weekend): No earlier than 11:00 a.m. and no later than 7:00 p.m., with the exception of December 31st on which the hours can be extended from 7:00 p.m. to 1:00 a.m. on the morning of January 1st;
 - iv. indoor amplified and outdoor non-amplified music is permitted from 12:00 p.m. to 6:00 p.m. on Saturday and Sunday, with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st;
3. AND THAT the proposed Lounge Endorsement be supported subject to the conditions established in DVP00029 (including that the indoor lounge seating not exceed 65 and outdoor lounge area not exceed 50 square metres);
4. AND THAT the proposed Picnic Endorsement be supported subject to a maximum of 150 people;

5. AND FURTHER THAT the Board resolution along with a copy of this report dated January 10, 2019 be provided to:

- a) Agricultural Land Commission;
- b) Vancouver Coastal Health; and
- c) British Columbia Liquor and Cannabis Regulation Branch (LCRB).

BACKGROUND

On September 27, 2018, the SCRCD Board adopted the following resolution:

265/18 **Recommendation No. 2** *Development Variance Permit Application DVP00029 (Persephone)*

THAT the report titled Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence Endorsements for a Lounge and Picnic Area – Area F be received;

AND THAT the proposed Lounge Endorsement and Picnic Endorsement not be supported at this time;

AND THAT a Lounge Endorsement and Picnic Endorsement *can* be considered in a future application pending receipt of confirmation from Vancouver Coastal Health that the wastewater treatment system for the alcohol production facility and ancillary uses is functioning as per design specifications and purpose and poses no health risk;

AND THAT DVP00029 to relax Section 1021.7 (3) (a) (ii) (indoor seating capacity) of Zoning Bylaw No. 310 from 30 to 65 be deferred until conditions of the wastewater treatment system are met and confirmation from Vancouver Coastal Health has been received;

AND FURTHER THAT the Board resolution along with a copy of this staff report (September 6, 2018) as well as previous reports dated February 8, 2018 and July 19, 2018 be sent to:

- a) Agricultural Land Commission;
- b) Vancouver Coastal Health; and
- c) British Columbia Liquor and Cannabis Regulation Branch.

This report provides an update in response to the above Board directives and recommends approval of this variance application and support of the proposed LCRB endorsements subject to conditions. For context, the previous staff report (dated September 6, 2018) upon which the above resolution is based can be found in Attachment A.

DISCUSSION

Following the above-noted Board decision, the resolution and associated reports have been provided to the listed agencies. On December 10, 2018, planning staff along with Vancouver Coastal Health (VCH) staff attended a site tour guided by the applicant of the treatment system for the wastewater from the brewing process at Persephone. The system has been installed on the property and was seen to be functioning for its intended purpose.

Vancouver Coastal Health has provided a letter (Attachment B) confirming their receipt of a Letter of Certification for the system required under the Sewerage System Regulation and their acknowledgment of the system in operation on site. Furthermore, Persephone indicates that they intend to conduct periodic effluent testing to ensure proper functioning of the system, and have volunteered to provide SCRD with performance data on a quarterly basis. This information is valuable for monitoring and providing confidence that the system will continue to operate as designed. It is recommended that Persephone make the monitoring data available to the public via its website on a quarterly basis for a period of at least one year.

Based on the above, the Board's requirements as stated on September 27, 2018 have been addressed. It is recommended that the proposed variance and endorsements be supported subject to conditions as described in the previous staff report and listed on the first page of this report with an additional condition for the provision of quarterly monitoring data of the brewery's wastewater treatment system for one year.

Organization and Intergovernmental Implications

As the proposal and issues relate to several agencies the Board's resolution should be provided to Agricultural Land Commission, Vancouver Coastal Health and British Columbia Liquor Cannabis and Licensing Branch.

STRATEGIC PLAN AND RELATED POLICIES

Review of the application for the development variance permit and applications for Lounge and Picnic Area Endorsements supports the SCRD Value of transparency.

CONCLUSION

Following the Board's previous consideration of the variance application and LCRB endorsement requests, Persephone has installed a wastewater treatment system for the brewery facility, and the system is operating. Performance, as certified by a qualified professional, has been confirmed by both SCRD and VCH staff and thus fulfills the Board's conditions prior to further consideration of these applications.

Staff recommend issuance of the development variance permit and support for the LCRB endorsements subject to conditions as listed in this report.

Attachments

Attachment A - Staff report to PCDC September 6, 2018

Attachment B - Letter from Vancouver Coastal Health

Reviewed by:			
Manager	X – A. Allen	Finance	
GM	X – I. Hall	Legislative	
CAO	X – J. Loveys	Other	X – R. Rosenboom

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – September 6, 2018

AUTHOR: Andrew Allen, Manager, Planning and Development

SUBJECT: DEVELOPMENT VARIANCE PERMIT DVP00029 (PERSEPHONE) AND PROPOSED LIQUOR LICENCE ENDORSEMENTS FOR A LOUNGE AND PICNIC AREA – AREA F

RECOMMENDATIONS

1. THAT the report titled Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence Endorsements for a Lounge and Picnic Area – Area F be received;
2. AND THAT DVP00029 be issued to relax Section 1021.7 (3) (a) (ii) (indoor seating capacity) of Zoning Bylaw No. 310 from 30 to 65 be issued subject to:
 - a) receipt of confirmation from Vancouver Coastal Health that a wastewater treatment system for the alcohol production facility and ancillary uses has been approved and installed;
 - b) registration of a covenant on title that:
 - i. requires a minimum of 12 secure bicycle parking spaces;
 - ii. requires a minimum of 80 on-site parking spaces;
 - iii. limits the food and beverage lounge business hours to the following:
 - Summer Hours (Friday of Victoria Day long weekend through Monday of Thanksgiving long weekend)
No earlier than 10:00 a.m. and no later than 9:00 p.m.
 - Winter Hours (Tuesday after Thanksgiving long weekend to Thursday before Victoria Day long weekend)
No earlier than 11:00 a.m. and no later than 7:00 p.m., with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st;
 - iv. indoor amplified and outdoor non-amplified music is permitted from 12:00 p.m. to 6:00 p.m. on Saturday and Sunday, with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st;
3. AND THAT the proposed Lounge Endorsement be supported subject to the conditions established in DVP00029 (including that the indoor lounge seating not exceed 65 and outdoor lounge area not exceed 50 square metres);

4. **AND THAT** the proposed Picnic Endorsement be supported subject to a maximum of 150 people;
 5. **AND FURTHER THAT** the Board resolution along with a copy of this staff report as well as previous dated February 8, 2018 and July 19, 2018 be sent to:
 - a) **Agricultural Land Commission;**
 - b) **Vancouver Coastal Health; and**
 - c) **British Columbia Liquor and Cannabis Regulation Branch.**
-

BACKGROUND

Persephone Brewing Company (Persephone) has been operating a brewery at 1053 Stewart Road since 2013. Persephone has previously applied to the Agricultural Land Commission (ALC) for non-farm use to permit the brewery. The Board resolved to support the non-farm use application (Resolution 256/16 – Recommendation 3) on June 23, 2016. The ALC ruled not to approve the non-farm use on December 19, 2016. The ALC did not support the application and provided Persephone a two-year time frame to comply with Agricultural Land Reserve (ALR) regulations or relocate from the site.

On November 19, 2017, Agricultural Land Reserve regulations regarding breweries were amended. The regulation now enables alcohol production facilities on farms over two hectares to operate within the ALR provided they source at least 50% of the primary farm product used in their alcohol production from on site and other B.C. farms. On July 3, 2018 ALC confirmed that Persephone is now in compliance (Attachment A)

Persephone is working to resolve outstanding issues relating to the use of the property as a brewery in order to be in compliance with ALR regulations and SCRD bylaws.

On January 5, 2018 Persephone applied for a development variance permit to vary provisions in the AG Zone and proposes to apply to the recently re-named BC Liquor and Cannabis Regulation Branch (LCRB) for amended endorsements as follows:

AG Zone Use	Maximum	Proposed
Number of seats in the indoor food and beverage service lounge	30	65
Maximum outdoor food and beverage service lounge area	50 square metres	122.5 square metres

LCRB Endorsements	Current	Proposed
Liquor	Manufacturer Tasting Room	Lounge
Picnic Area	30 people maximum	190 people

Persephone has indicated the intent of this application is to reflect current operating practices rather than increase the intensity of use. The applications are intended to permit this.

The differences between a tasting room endorsement and a lounge endorsement is set out in the section on BC LCRB Endorsements noted within this report. The process requires that the application is submitted for local government review prior to submission to the LCRB.

This report outlines potential conditions of approval and response to LCRB endorsements based on the AG Zone within Zoning Bylaw No. 310, consultation as a result of the development variance permit and related referrals.

Options include supporting the application as proposed, a modified proposal, with site specific conditions or not support a variance and relying upon criteria established within the AG Zone. The picnic area endorsement is not specifically related to the AG Zone but does relate to the ability to host special events within the ALR, pursuant to Agricultural Land Commission policies.

It is recommended that the Board choose an option, which can be communicated to the LCRB to ensure that SCRD input can be contributed to the final decision pertaining to operation of agricultural and permitted alcohol production facilities on the property.

At the July 26, 2018 Regular Board meeting the following resolution was adopted:

237/18 **Recommendation No. 4** *DVP00029 (Persephone) and Proposed Liquor Licence Endorsements for a Lounge and Picnic Area*

The Infrastructure Services Committee recommended that the report titled *DVP00029 (Persephone) and Proposed Liquor Licence Endorsements for a Lounge and Picnic Area* be received;

AND THAT the staff report and recommendation as amended be deferred to the September 13, 2018 Planning and Community Development Committee meeting for consideration as follows:

THAT DVP00029 be issued to relax Section 1021.7 (3) (a) (ii) (indoor seating capacity) of Zoning Bylaw No. 310 from 30 to 65 be issued subject to:

- a) receipt of confirmation from Vancouver Coastal Health that a wastewater treatment system for the alcohol production facility and ancillary uses has been approved and installed;
- b) registration of a covenant on title that:
 - i. requires a minimum of 12 secure bicycle parking spaces;
 - ii. minimum of 80 on-site parking spaces be provided;
 - iii. limits the food and beverage lounge business hours *to include not opening any earlier or closing any later than the following:*
 - Summer Hours (May Long Weekend through Thanksgiving)
Monday - Wednesday 11:00 a.m. – 7:00 p.m.

Thursday - Sunday 10:00 a.m. – 9:00 p.m.

- Winter Hours (After Thanksgiving to May Long Weekend)
All days of the week 11:00 a.m. – 7:00 p.m., with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st;

- iv. indoor amplified and outdoor non-amplified music is permitted from 2:00 p.m. to 4:00 p.m. on weekends, with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st;

AND THAT the proposed Lounge Endorsement be supported subject to the conditions established in DVP00029 (including that the indoor lounge seating not exceed 65 and outdoor lounge area not exceed 50 square metres);

AND THAT the proposed Picnic Endorsement be supported subject to a maximum of 150 people;

AND FURTHER THAT the Board resolution along with a copy of the staff reports dated July 19, 2018 and February 8, 2018 be sent to:

- a) Agricultural Land Commission;
- b) Vancouver Coastal Health Authority; and
- c) British Columbia Liquor Control and Licensing Branch.

At the February 22, 2018 Regular Board meeting the following resolution was adopted:

075/18 **Recommendation No. 4** Persephone Brewing Company DVP00029 and LCRB Endorsements

THAT the report titled Persephone Brewing Company DVP00029 and LCRB Endorsements– Electoral Area F be received;

AND THAT Development Variance Permit DVP00029 be referred to the following agencies:

- i. Skwxwú7mesh Nation;
- ii. All Rural Area Advisory Planning Commissions;
- iii. Town of Gibsons;
- iv. District of Sechelt;
- v. SCRD Agricultural Advisory Committee;
- vi. Agricultural Land Commission; and
- vii. Owners/Occupiers within 100 metres of the subject property.

Persephone has provided additional information after the February 8, 2018, Planning and Community Development Committee (Attachment B).

The purpose of this report is to provide information on the application, report on referral comments and obtain direction from the Planning and Community Development Committee on moving forward with the development variance permit application and proposed LCRB endorsements.

DISCUSSION

Referrals and Public Consultation

Advisory Committee Referrals

The development variance permit application and LCRB endorsements were referred to all five Advisory Planning Commissions and the Agricultural Advisory Committee. Copies of the meeting minutes and a table setting out the comments provided in regard to specific questions are included in Attachment C.

Each advisory committee, with the exception of the Egmont/Pender Harbour APC, either supported or did not object to the proposed development variance permit and LCRB endorsements. Conditions were suggested to limit the hours of operation, to address noise concerns, and that SCRD should re-evaluate or cancel the variance if complaints or infractions occur. It is possible to establish hours of operation through a condition in the variance and supplemented by a covenant. However, it is not possible to reconsider or cancel a development variance permit once it has been issued.

Referral to property owners and occupiers within 100 metres

The SCRD received 8 letters/e-mails from residents in proximity to Persephone. Each letter raises concerns about the proposals. Correspondence is included in Attachment D. In summary the concerns are:

1. Drainage and Water Quality - Wastewater is causing algal growth in ditch and there may be impact on groundwater and wells. Water from vats is used for irrigation. Sediment/sludge from beer production is going into a pond and then into road ditch. Possible impact on wildlife (fish) and harm to trees. Increase in water into road ditches.
2. Noise and Hours of Operation - Late night noise.
3. Traffic and Parking - Traffic creates safety concerns and a traffic study should be done. Access to driveways is blocked from time-to-time despite no parking signs put up by Persephone.
4. Brewery and Non-Farm Use - Frustration that Persephone has been able to operate in contravention of ALR and other rules for the past 5 years.

Other comments include:

5. Picnic Area – One letter indicated a lack support to increase picnic area capacity from 30 to 190.
6. Other Nuisances and Concerns - Comments regarding odour, litter, and behaviour and safety for children. Area for consuming alcohol not identified outdoors. Possible impact on wildlife.
7. Commercial Use - Residents did not anticipate living next to an expanding brewery which may seem to be operating like a pub.

8. Technical Issues - Violations of LCRB regulations regarding serving size limits alleged. The area identified for growing grain is less than two hectares and not suitable for agriculture.
9. Consultation Process and Decision Timeline - Complicated consultation by combining variance with endorsements.

Agency Referrals

SCRD also consulted with external agencies as directed by Board Resolution. During the consultation process comments were raised regarding Persephone's drainage such as impact on road side ditches, potential contamination of surface water and parking. Staff followed up these concerns with provincial staff at the Ministry of Forest, Lands, Natural Resource Operations and Rural Development, Ministry of Transportation and Infrastructure and Vancouver Coastal Health. The following table summarizes referral comments:

Government/Agency	Comments
Skwxwú7mesh Nation	Referral sent on March 19, 2018 and re-referred on May 9, 2018. No response has been received to date.
Town of Gibsons	Referral sent on April 5, 2018. No response has been received to date.
District of Sechelt	Referral sent on April 5, 2018. No response has been received to date.
Agricultural Land Commission	<p>The referral response is included in full in Attachment E.</p> <p>ALC has determined that Persephone is in compliance.</p> <p>In responding to the referral, prior to making that determination, ALC did not comment on specific aspects regarding the requested variance or the proposed endorsements. ALC requested that should the ALC determine Persephone is a farm use that the DVP be re-referred for additional comment.</p> <p>Staff re-referred the variance and proposed endorsements to ALC on July 3rd after the letter of farm compliance was received. It was anticipated that the variance comments would accompany this letter of compliance, however this was not the case.</p>
Vancouver Coastal Health (VCH)	VCH is aware of issues related to wastewater from the brewery entering the drainage ditch and is working with Persephone to address wastewater issues. VCH requires submission of a signed and sealed 'letter of certification' from an engineer that the waste water system (for spent brewery water) has been installed to the proper standard, as per the as-built drawings, and will not cause a health hazard. The works could be completed in about a month once installation starts.

	Persephone confirmed that filing for the upgraded wastewater system is in the process of being updated.
Ministry of Transportation and Infrastructure (MOTI)	No concerns.
Ministry of Forest, Lands, Natural Resource Operations and Rural Development (FLNRORD)	FLNRORD is working with Persephone to address concerns raised regarding water quality under the <i>Water Sustainability Act</i> . No specific concerns are noted at this time.

Liquor and Cannabis Regulation Branch Endorsements Consultation Requirements

LCRB requests that local governments conduct public consultation when considering endorsement applications. LCRB confirms that the form of public consultation is to be determined by the local government. There is an option for local governments to not conduct consultation and to have LCRB conduct their own process. However, it is not clear what weight SCRD comments would have in this process. Furthermore, there is a development variance permit request associated within the Endorsement and building on earlier consultation it makes sense for SCRD to use the development variance permit to initiate the consultation on the endorsement requests.

SCRD Bylaw No. 522 (Procedures and Fees) sets notification area distances for variance permits and rezoning/OCP amendment applications at 100 metres, with the exception of 50 metres for properties in the R1 and R2 zones. As the issues related to the DVP and the proposed endorsements are directly related, the notification process for DVPs (100-metre radius) was applied for the endorsements. This ensures all issues associated with the DVP are presented to the owners/occupiers within the notification area

Engagement was conducted in 2016 by SCRD in relation to a non-farm use application to the ALC.

Analysis

Staff's analysis of feedback considers the scale and organization of commercial activities in view of both the AG Zone/ALR Regulations and the surrounding neighbourhood.

Parking, Traffic and Public Transit

Parking and traffic are concerns on the site and some suggestions were made during the referral process to reduce impacts. One suggestion regarding requiring provision of bicycle parking could be achieved by a covenant registered on title.

Referral comments suggested that public transit should be promoted and that the bus stop be moved closer. The bus stops on North Road are relatively close to Persephone (westbound stop

is 150 metres and eastbound stop is 60 metres from the intersection). Bus service along North Road is limited as there is no service after 8:30 p.m. on weekdays and no service on weekends or holidays. No additional service is currently planned. An alteration of service would need to be considered in the context of service provision as a whole.

SCRD may request as a condition of a development variance permit that a traffic study be conducted by Persephone as there may be occasions, such as at the end of an event, when traffic volume is particularly heavy and may be above 100 vehicle trips per hour. Experience from previous studies indicates that focus is on safe and efficient traffic flow at intersections. Examples of improvements that have been identified in studies include adding traffic lights or a right turn lane at an intersection, improving sight lines or adding a left turn lane into a property. A study is unlikely to address concerns regarding parking and traffic safety caused by poor driving and parking on Stewart Road adjacent to Persephone. Staff do not recommend including a traffic study as a condition of a development variance permit.

MOTI has indicated that parking issues have been addressed by Persephone. However, there are likely to be occasions when there is overflow parking on Stewart Road. Vehicles are permitted to park on the side of a road, within the right-of way, providing traffic is not impeded or access to property is not blocked. Persephone provides 80 on-site spaces and there is space for additional parking. Care needs to be taken with requiring additional parking to ensure it does not impact farming capability of the ALR site.

Persephone noted that shuttle bus pick-up locations are used when customer volume is expected to increase during an event. Provision of shuttle buses is a helpful measure that could reduce parking and traffic impacts on Stewart Road and surrounding area.

Drainage and Water Contamination

Persephone is working with Provincial agencies to address concerns regarding possible water contamination and drainage issues. This may address concerns about potential well-water contamination. MOTI is satisfied that the roadside ditches and the road are not impacted by effluent runoff.

Referral comments stated concerns about impact of increased water flow on trees on nearby properties. Staff have followed up with appropriate provincial agencies.

Noise and Hours of Operation

Regarding hours of operation, SCRDC can limit hours as a condition of the variance permit or as the subject of a covenant registered on title. Ceasing operation at 9:00 p.m. has been suggested in referral comments.

Based on discussion at the July Committee meeting, the following revised operating hours are recommended:

1. Summer Hours (May Long Weekend through Thanksgiving):
10:00 a.m. – 9:00 p.m.
2. Winter Hours (After Thanksgiving to May Long Weekend)

11:00 a.m. - 7:00 p.m., with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st.

Outdoor music occurs most often on the weekend in the afternoon and is not amplified. Not using amplification is also a restriction to all picnic area endorsements per LCRB. Indoor music most often occurs in the afternoons on the weekends and may be amplified. In discussions with staff, Persephone noted that there is no intention to alter these hours.

SCRD *Noise Control Bylaw No.597* applies and there are restrictions regarding outdoor music that LCRB apply through the endorsements. The quiet hours are between 11:00 p.m. and 7:00 a.m. except on the night of December 31st and until 1:00 a.m. on the morning of January 1st.

Information provided by Persephone noted that the lounge endorsement will permit music from 2:00 p.m. to 4:00 p.m. on weekends (Saturday and Sunday).

Staff consider that the hours of operation at Persephone are consistent with SCRD and LCRB standard. It is recommended that indoor amplified and outdoor non-amplified music is permitted from 12:00 p.m. to 6:00 p.m. on Saturday and Sunday, with the exception of the night of December 31st and until 1:00 a.m. on the morning of January 1st. This is recommended to be included in a covenant if the development variance permit application is approved.

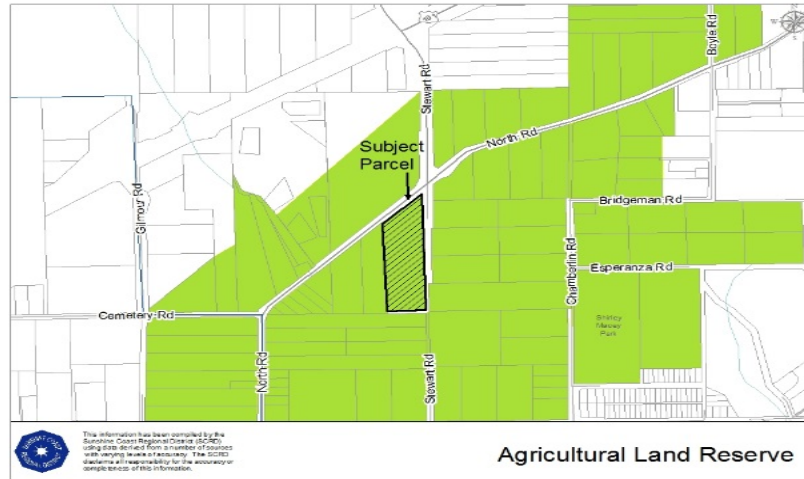
Impact of Farm Related Activity within ALR on the Neighbourhood

Some residents noted concern regarding the introduction of commercial activity into a residential area. However, Persephone and the surrounding area is located within the ALR and the AG Zone. Agriculture is a primary and important use in the AG Zone and ALR.

ALR regulations allow for a range of commercial activities associated with agriculture, including alcohol production facility and special events. This may result in activities that could impact neighbours. The *Farm Practices Protection (Right to Farm) Act* gives farm operations protection from nuisance complaints, such as odour arising due to fertilizing growing areas or drainage. Any nuisance concerns arising from a farm operation need to be referred to the British Columbia Farm Industry Review Board.

The Province has designated alcohol production facilities as a farm use that cannot be prohibited within the ALR (*Agricultural Land Reserve Use, Subdivision and Procedure Regulation*). A food and beverage service lounge is an ancillary use to the production facility. As the ALC has determined the brewery meets the requirements to be a farm use SCRD cannot prohibit it but may regulate it and the ancillary lounge. The AG Zone in Zoning Bylaw No. 310 sets regulations for a brewery's food and service beverage lounge, which is less than the permitted size within the ALC regulation. Persephone has applied to SCRD to vary these regulations to meet the ALC regulations.

While the area surrounding Persephone is primarily used as residential, it is within the ALR and AG Zone and therefore intended for agriculture which includes related commercial activities as shown in the following map:



Consultation Process

Consultation on the development variance permit conforms to the procedures set out in Procedures and Fees Bylaw No. 522 which requires that notifications are mailed and hand delivered, where possible, to owners and occupiers of parcels within 100 metres of the subject property. There are no SCRD procedures set out in Bylaw No. 522 or any other bylaw regarding public notification for consideration of LCRB endorsement applications. However, in this case the issues are inter-connected

A copy of the report provided to the referral agencies, which included the report considered at the February 8, 2018 Planning and Community Development Committee, was placed on the SCRD website and the notification letters provide a link to the website.

BC LCRB Endorsements

Persephone proposes to amend the current liquor licence issued as a manufacturer. The proposed endorsements will expand the activities permitted under the current liquor licence. Persephone has stated that the use of the site will not alter as the level of activity has been at about the level the proposed endorsements will authorize.

The LCRB process requires that the applicant provides the local government with the application form for review. The local government reviews the application to confirm requirements such as zoning are met. The local government signs that it has received the application and returns it to the applicant who then submits it to LCRB. Local government review and signature can be delegated to staff or be the subject of a resolution. The review needs to include: gathering public input; consideration of noise; impact on the community; and take account of the location, person capacity and hours of operation of liquor service.

Alternatively the local government may choose to opt out of the review. LCRB will gather public input and will contact local government staff to ask for information to assist the review. If local government input is incomplete then LCRB may ask for additional comments or gather the required information.

SCRD can choose to comment on either of the endorsements (picnic and lounge) or opt out of the review. The SCRД can also make decision on the variance permit pending the outcome of the LCRB review and incorporate LCRB's conditions and recommendations.

The following table extracted from Manufacturer Licence Terms and Conditions Handbook (Handbook), Dec 2017 (Province of BC) shows a comparison between the current manufacturer's licence (which includes a tasting room), a lounge endorsement and a picnic endorsement. Details of the LCRB regulations can be found in the Handbook; extracts can be found in Attachment F along with links to the LCRB website and Handbook:

	Manufacture Licence - Tasting Room/Area	Lounge Endorsement	Picnic Endorsement
Hours	Set aside one or more interior areas where you may sell or serve samples of your products to your patrons between 9 a.m. and 11 p.m.	The lounge may be located indoors or on a patio or both. Food must be available to patrons in the lounge. Hours for special event areas and lounges are 9 a.m. to 4 a.m. the following day, subject to limitation by the Branch	May be open from 9 a.m. until half an hour after sunset. Liquor may not be consumed past this time and all patrons must be cleared within a further half an hour
Patron Limits			Has a total person capacity of 30 persons, unless otherwise noted on your licence.
Drink Size	Samples are a small amount intended to demonstrate what the product tastes like <ul style="list-style-type: none"> Brewery/Cidery: a maximum individual serving size of 125 ml of beer or cider. Multiple servings (e.g. flights) are permitted to a total maximum of 375 ml per person per day. 	<p>Draught beer and cider:</p> <ul style="list-style-type: none"> Single servings of no more than 24 oz (682 ml) Smaller servings of multiple brands, as long as the total served at one time is no more than 24 oz (682 ml) Pitchers or other multiple serving containers, as long as it is shared by two or more patrons and contains more than 60 oz (1.7 litres) <p>Bottled beer:</p> <ul style="list-style-type: none"> Maximum two standard-sized or one large-sized (up to 24 oz or 682 ml) bottle of beer per patron at a time. <p>Amounts are also set for wine and distilled liquor.</p> <p>Can sell liquor from other manufactures provide total sale value does not exceed 20% of sales in a quarter.</p>	<p>The endorsement permits patrons to bring samples or drinks purchased from your other endorsement areas outside to consume (there is no sale or service in the picnic area).</p> <p>Although patrons may consume drinks purchased from your endorsement areas in the picnic area, the picnic area must not be used as an overflow area of a lounge.</p>
Other Activities	Take patrons on guided tours of your establishment between 9 a.m. and 11 p.m. While on a guided tour, your tour route is considered a service area which permits the service or sale of samples to persons on the tour.	Live or recorded music, radio, television and dancing are permitted in your lounge and special event area, unless it is otherwise restricted by the Branch or unsuitable for minors. Entertainment is permitted in the picnic area as long as there is no amplified sound (see Attachment B for more detail).	Entertainment is permitted in the picnic area as long as there is no amplified sound in or adjacent to the picnic area.

A lounge endorsement does not require that a restaurant is operated on the premises, however food must be available to patrons. The AG Zone does not permit a restaurant as a stand-alone use, though it does permit a food and beverage service lounge as an ancillary use to a brewery. Therefore food can be prepared on site or brought in from off-site to serve in the lounge. Staff consider that this may include use of a food truck.

Staff understand that while LCRB considers input from local governments it is not obliged to adopt a government's recommendation into an endorsement.

Options

Staff propose three options pertaining to the business operations of Persephone, which include both the development variance request to Zoning Bylaw No. 310 and the related response to two endorsement applications to the LCRB. Combining the conditions and creating the inter-

relation between the two will reduce the potential for the SCRD and LCRB to issue permits with a different set of conditions.

Selection of one option will then be used as the basis for the official SCRD comment on the two endorsement applications will give the best opportunity for SCRD conditions to be included in the final approval. Option 1 is the recommended option.

Option 1: Issuance of DVP00029, which is scaled-back version of the original application request, subject to registration of a covenant outlining conditions and confirmation of installation of waste water treatment system

The requested variance is intended to reflect the level of activity that has taken place for several years. The currently-permitted outside lounge area and indoor seating capacity, within the AG Zone are less than that permitted by ALC regulations and what has been occurring on site.

The proposal to increase indoor seating capacity from 30 to 65 would support poor weather and winter operation and reflect present seating area.

Based on neighbour notification and referral comments, AG Zone/ALC regulations and in consideration of scale of operation and neighbourhood issues, it is recommended that the outdoor lounge area not be varied and maintain the 50 square metre maximum as set out within Section 1021.7(3)(iii) of the AG Zone. The outdoor lounge area could be supplemented by the picnic area.

The Picnic Endorsement provides flexibility to Persephone to continue to operate with outdoor use. A recommended maximum for the picnic area is 150 people rather than the proposed 190.

The current hours of operation and times for indoor and outdoor music will be included in a covenant registered on title.

Staff recommend that the covenant require a minimum of 12 secure bicycle parking spaces be provided

Parking is a concern and no minimum number of spaces for a brewery with a lounge and picnic are set out in Zoning Bylaw No. 310. The covenant will establish a minimum on-site parking requirement of 80 spaces.

VCH and FLNRORD are working with Persephone to address potential water contamination issues. Installation of an approved treatment system should be confirmed to the SCRD and is recommended to be a condition to be achieved prior to issuance of DVP00029.

A specific development variance permit and associated covenant would ensure maximum seating, lounge area and picnic capacity and none of which could be increased without a future development variance permit and covenant amendment.

Option 2: Issuance of DVP00029 as proposed by applicant

This option could contain conditions as noted above but in addition to the increase of inside seating capacity would also include an increase in the outdoor lounge area from 50 square metres to 122.5 square metres and a picnic area capacity of 190 people.

Option 3: Deny Development Variance Permit No. DVP00029

There are neighbourhood concerns about Persephone with respect to noise, water contamination, parking and traffic. The AG Zone allows for a food and beverage service lounge at lower levels of use than requested by Persephone. The provisions within the AG Zone were adopted in September 2016 with an intention of establishing small scale food and beverage service lounges as part of alcohol production facilities. Persephone could continue to operate but at a smaller scale than proposed. Along with the denial of the DVP the Board could also choose to not support an increase in picnic area capacity.

Organization and Intergovernmental Implications

As the proposal and issues relate to several agencies the Board's resolution along with copies of staff reports dated February 8, 2018 and July 19, 2018 should be sent to Agricultural Land Commission, Vancouver Coastal Health Authority and British Columbia Liqueur Control and Licensing Branch.

The Building Division has issued a building permit to Persephone to address required building upgrades. The Gibsons and District Volunteer Fire Department provided input regarding the Persephone's building permit application.

STRATEGIC PLAN AND RELATED POLICIES

Review of the application for the development variance permit and draft applications for Lounge and Picnic Area Endorsements supports the SCRD Value of transparency.

CONCLUSION

Persephone applied to vary regulations set out in the AG Zone regarding food and beverage service lounge to increase the number of seats permitted in the indoor area from 30 to 65; increase the outdoor lounge area from 50 square metres to 122.5 square metres. As well, local government review of a proposed LCRB lounge and picnic endorsement has been requested.

Through a referral and notification process, concerns were raised by local residents regarding, noise, traffic, parking, water contamination and other issues.

Staff propose conditions to be secured by a covenant registered on title that should mitigate many of the concerns. Vancouver Coastal Health and other provincial agencies are working with Persephone to address water issues.

Staff recommend issuance of the development variance permit and support for LCRB endorsements subject to the following conditions:

1. Prior to issuing DVP00029, confirmation from VCH that an approved wastewater treatment system is installed and operating;
2. DVP00029 be issued to increase the number of seats from 30 to 65 in the indoor lounge area and not increase the outdoor lounge area;

3. Covenant be registered on title to set hours of operation and hours that music is played, minimum of 80 parking spaces and at least 12 bicycle parking spaces are installed;
4. Lounge Endorsement be issued by LCRB subject to conditions set out in DVP00029;
5. Picnic Endorsement be issued by LCRB subject to limiting the maximum number of people to 150; and
6. Board resolution along with a copy of staff reports dated February 8, 2018 and July 19, 2018 be sent to:
 - a) Agricultural Land Commission
 - b) Vancouver Coastal Health; and
 - c) British Columbia Liquor and Cannabis Regulation Branch.

Attachments

- Attachment A - Agricultural Land Commission letter confirming compliance (July 3, 2018)
- Attachment B - Additional Information from Persephone in Response to PCDC Feb 8, 2018
- Attachment C - Advisory Group Referral Responses
- Attachment D - Referral Responses from Owners and Occupiers
- Attachment E - Referral Response from Agricultural Land Commission (April 20, 2018)
- Attachment F - Extracts from Liquor and Cannabis Regulation Branch website and manufacturer handbook

Reviewed by:			
Manager	X – A. Allen	Finance	
GM	X – I. Hall	Legislative	
CAO	X – J. Loveys	Mgr Transit and Fleet	X - G. Dykstra

Staff Report to Planning and Community Development Committee – September 6, 2018
Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence
Endorsements for a Lounge and Picnic Area – Area F

ATTACHMENT A



Agricultural Land Commission
201 – 4940 Canada Way
Burnaby, British Columbia V5G 4K6
Tel: 604 660-7000
Fax: 604 660-7033
www.alc.gov.bc.ca

July 3, 2018

ALC C&E File 50260

Email

Brian Smith
Persephone Brewing Company Inc.
958 Reed Road
Gibsons BC V0N1V7

Dear Property Owner

File Closure

CIVIC ADDRESS:	1053 STEWART ROAD
LEGAL:	LOT A DISTRICT LOT 914 PLAN LMP20836
PID:	019-112-076
(the "Property")	

This letter serves to inform you, that the Agricultural Land Commission (the "ALC") has determined that alcohol production facility located on the Property appears to be operating in compliance with the *Agricultural Land Reserve Use, Subdivision and Procedure Regulation* (the 'Regulation'). At this time it appears that the Owner of the Property is growing at least 2.0 hectares of both barely and apples as part of their farm operation.

Considering the above information, I am satisfied that there is no evidence of any non-compliant activity occurring on the Property at this time. Our file is now closed.

Please note that Section 2(2.1)(b) of the Regulation clearly states that the primary farm product grown by the farm must be used to make the alcohol produced on-site. To maintain compliance with the Regulation please ensure the barely and apples grown by the Owner on the farm are processed and then fermented in on-site.

Thank you for your cooperation with this matter. If you require further information please do not hesitate to contact me.

This letter does not relieve the owner or occupier of the responsibility to comply with applicable Acts, regulations, bylaws of the local government, and decisions and orders of any person or body having jurisdiction over the land under an enactment.

Sincerely,

PROVINCIAL AGRICULTURAL LAND COMMISSION

A handwritten signature in black ink, appearing to read 'DAVID ASSELS'.

David Assels
Compliance and Enforcement Officer

ATTACHMENT B

Additional Information from Persephone in Response to PCDC Feb 8, 2018

Email dated Feb 22, 2018

Dear Mr. Rafael,

I would like to take the opportunity to respond to several comments made by Directors at today's Planning and Development Committee meeting regarding Persephone Brewing Company and the information provided in your report entitled "Persephone Brewing Company DVP00029 and LCLB Endorsements - Electoral Area F". Please note that I have attempted to summarize the gist of these comments as accurately as possible in my own words. It is my hope that these comments will be incorporated into future staff reports for clarification purposes.

Occupancy Concerns

Several comments made by Directors lead me to believe there is a perception that our lounge endorsement application and our application to amend the picnic area capacity of 30 persons (effective Jan 23, 2017) will lead to an increase in the amount of traffic and occupancy at Persephone Brewing Co. This is not the case. Since opening Persephone Brewing has limited occupancy in our Tasting Room to 65 persons consistent with ALC policy. Our Tasting Room occupancy was subsequently set at 72 persons (seated) or 190 persons (standing) by the Fire Department in July 2014 (see submitted, stamped floor plan), however we continued to limit indoor occupancy to 65 persons. **No change to this occupancy level is being requested.**

With respect to occupancy within our picnic areas, neither the ALC nor the LCLB limited occupancy within licensed picnic areas prior to January 23, 2017, and Persephone Brewing operated accordingly since we opened. During peak usage (busy summer days when community events are taking place at the farm), our picnic areas have always accommodated as many as 200 persons, however average usage is substantially less than this during the summer. The occupancy limit of 30 persons imposed by the LCLB on Jan 23, 2017 represents a severe reduction in occupancy relative to historical usage of the picnic areas. Our application to amend this to 190 persons was intended to allow Persephone to continue to operate as it has since opening and accommodate peak usage during the summer (thereby facilitating continued access to these spaces for community groups, fundraisers and events in the summer). Staff's recommendation contained in their report to the PDC to limit occupancy within our Picnic Areas to 150 persons so as to align with ALC policy regarding events on ALR lands is both appropriate and manageable for Persephone Brewing as this will accommodate typical high season usage in those areas.

Parking

A parking plan showing the layout of approximately 80 parking spaces was provided to the SCRD, and presented to Directors in past staff reports, as part of our non farm use application to the ALC. Please advise if you require us to re-submit this parking plan. Comments made at today's meeting suggest that Directors may still believe that parking is a significant issue and only being actively monitored/controlled by Persephone Brewing staff during large on site events. Throughout this past summer, and as standard operating practice going forward,

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Persephone schedules at least one staff person to monitor and control parking every weekend from the beginning of July through end of August. We are not aware of any parking related complaints since this practice was put in place.

Brewery Water Treatment & Reuse

Director Winn's comments that our brewery drainage water goes into a lagoon which generates problematic odours is no longer accurate. The previous brewery water treatment system (which has been filled with Vancouver Coastal Health) included a treatment lagoon. That system indeed proved problematic due to odours and as a result an improved treatment system was installed in July 2017. The new system consists of a custom engineered physical/biological treatment plant with full ozone/UV sterilization designed specifically for brewery water and represents an investment of over \$100,000. Odours have ceased to be an issue since installation of this system (note that farm operations such as moving compost piles once a year do generate odours on occasion and this may be incorrectly associated with brewery water treatment. The new treatment system is designed to produce and store water capable of being pumped through our drip irrigation system so this resource can be reclaimed for more efficient crop irrigation.

Permitted Activities in a Lounge

Several comments at the meeting suggested an assumption that if Persephone's Tasting Room becomes a Lounge it would essentially operate as a Pub. While it is true that the LCLB's Terms and Conditions for a licensed brewery lounge permit a number of activities typically found in pubs and bars (e.g. games of skill such as pool tables & darts, games of chance (e.g. lottery/keno etc.), sporting events etc.), Persephone Brewing does not wish or intend to operate its Lounge as a pub but rather wishes to continue operating as a family friendly destination. Pubs, for example, tend to be open late whereas Persephone's hours of operation are not planned exceed 7pm (winter) or 9pm (summer). What is more, even under our current Tasting Room endorsement we can have later hours, and have historically not done so. Pubs are typically filled with big screen TV's to allow the broadcasting of sporting events which whereas Persephone does not, and will not, have any TV screens on premise to broadcast such events. Pubs typically run a full service kitchen with table service whereas Persephone would continue to partner with Farm to Feast to provide local, sustainable food options for patrons and would continue to offer counter service to patrons only which is consistent a small scale tap rooms operation.

Persephone's reasons for pursuing the lounge endorsements are to (a) allow for the reinstatement of music inside the tap room between 2:00pm and 4:00pm on weekends (which we are no longer able to do under our current Tasting Room license), (b) to allow patrons a variety of serving sizes for our beers rather than limiting serving sizes to 12.5 oz, and (c) to allow Persephone to support other local manufacturers by providing "guest taps" featuring their cider or beer provided these do not amount to more than 20% of on site sales.

On Site Food Truck vs. Full Service Kitchen

As stated above, while food service (and associated kitchen facilities) is a permitted activity in brewery lounges, Persephone Brewing has no plans to develop a full service commercial kitchen at this time and plans to continue to partner with Farm to Feast to provide limited, local, and sustainably sourced food options for patrons.

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Relationship with the Sunshine Coast Association for Community Living

Director Milne's comments regarding Persephone Brewing's community impact and associated relationship with the Sunshine Coast Association for Community Living (SCACL), loosely paraphrased as "If you scrape off the thin veneer of the relationship between Persephone Brewing and SCACL, the reality isn't very pretty." were both unprofessional, and unwarranted. SCACL's partnership with Persephone has provided, and continues to provide:

- meaningful employment and skills development opportunities for a number of SCACL's members served (i.e. adults living with developmental disabilities)
- opportunities for SCACL's members served to engage in activities at the farm and brewery (e.g. hops harvest, hop planting, garlic planting and harvest, staff parties, etc.)
- a source of funds to support that engagement as well as other SCACL programs and services (100% of net revenues from every one of our major events - approximately \$20,000 in 2017), and
- space to develop and operate other farm and non farm based social enterprises geared towards providing work and engagement opportunities for SCACL's members served (e.g. Bottle Me and farm fresh egg enterprise which involves SCACL operating a flock of laying hens at the farm).

Many of Persephone's staff are contributing members of the Sunshine Coast Association for Community Living, and our Head Brewer currently sits on SCACL's Board of Directors. SCACL has nominated Persephone Brewing Company for a Community Living Associations WOW Award and Social Enterprise of the Year Award (both of which were subsequently received by Persephone), further supporting the degree to which our partnership has had a positive and meaningful impact for both partners. SCACL's Executive Director, Glen McClughan, can likely provide additional comment and his own perspective on the nature and value to SCACL of the current partnership between SCACL and Persephone Brewing.

As always, please don't hesitate to contact me at your convenience should you have any questions.

Kind regards,

Dion Whyte
General Manager
Persephone Brewing Co.

Staff Report to Planning and Community Development Committee – September 6, 2018
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ATTACHMENT C

Advisory Group Referral Responses

	Is the proposed food and beverage service lounge seating/occupancy appropriate?	Is the proposed picnic area capacity of 190 (proposed) or 150 (suggested by SCRD staff) appropriate?	Is there sufficient on-site parking (80 spaces)?	Are there any conditions the SCRD should establish to reduce possible impacts on the neighbourhood?	Does the referral agency have any additional comments or a recommendation?
Area A APC	No	number is too high and there will be a large impact for surrounding neighbours with noise and parking	No response	Reducing the number of people in the picnic area will reduce the possible impact on the neighbourhood	If this variance is approved and complaints and infractions happen then the variance should be cancelled.
Area B APC	Yes	150	Yes	<ul style="list-style-type: none"> noise control (limited hours) no on-street parking odor control from the brewing process 	No response
Area D APC	It was thought the capacities proposed per area were appropriate for standing, sitting and eating	190 as long as the total seating capacity did not exceed the ALR Regulation	It can be difficult to find a place to park at Persephone sometimes.	Nothing further to add	<ul style="list-style-type: none"> Pave the road and have street parking "built to work". The road to the bypass could handle parking on either side. Promote transit use to clientele. Include bicycle parking spots in the plan. Need adequate lighting for parking areas.
Area E APC	Yes.	190	Yes	<ul style="list-style-type: none"> a) applicant continue the practice of monitoring the parking b) signs in place that will be maintained c) if public inconvenience and a safety issue, the SCRD should come back and re-evaluate this 	a bus stop be maintained in this area
Area F APC	Yes	No consensus	Yes	<ul style="list-style-type: none"> a) ending events at 9:00 pm; b) working with neighbours; c) having staff control the parking d) can variance say "will not be operated as a pub" 	<ul style="list-style-type: none"> Minimize light pollution to neighbours at night Expand the consultation area beyond 100 metres if the effluent water were not re-used for irrigation, the odour of yeast would not be a problem Concern about possible future use of the facility upon sale of the property if the zoning changes enable a larger facility with different activities
SCRD Agricultural Advisory Committee	No response	190 supported	Yes	No response	parking signage for additional parking required at all entrances to the farm

Staff Report to Planning and Community Development Committee – September 6, 2018
Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence
Endorsements for a Lounge and Picnic Area – Area F

Agricultural Advisory Committee, March 27, 2018

Recommendation No. 2 *Development Variance Permit Application DVP00029 & LCBC*
Endorsement, Electoral Area F (Persephone Brewing Company).

The Agricultural Advisory Committee recommended that the report titled Development Variance Permit Application DVP00029 & LCBC Endorsement, Electoral Area F (Persephone Brewing Company) be received;

AND THAT Persephone Brewing Company be limited to the existing 80 parking spaces without hard-surfacing and expansion;

AND FURTHER THAT the AAC supports the increased 190 seating capacity in the picnic area.

Key points of discussion:

- Senior Planner, David Rafael introduced Persephone Brewing Company, CEO, Brian Smith to the AAC.
- The Senior Planner noted that the AAC is to consider site-planning requests that could enable Persephone to come into compliance with the SCRD zoning regulations to operate as a brewery with the ALR.
- AAC to consider when making a decision towards this application regarding the proposed food and beverage lounge, impact on farming, seating capacity of 190 or the 150 seating capacity proposed by the SCRD appropriate in the picnic area, 65 indoor seating capacity, 80 onsite existing parking spaces and any negative impacts.
- Mr. Smith noted that the SCRD staff report was well prepared, the reason for attending this meeting was to answer any comments or questions the AAC have pertaining to this DVP application.
- AAC members suggested that parking signage for additional parking required at all entrances to the farm.
- The 80 parking spaces have been onsite since year one of the farms opening.
- Question is 80 parking spaces sufficient, or should it be reduced?
- Mr. Smith is not looking to increase the onsite parking in the future.
- A shuttle is used for larger events to transport people to and from to minimize the parking constraints on the farm.
- The onsite work yard is in the composting area and not in the parking areas.
- On-street parking is minimal due to signage supplied by Persephone and desire to not negatively impact adjacent residents.
- Persephone plans to plant barley this spring in the lower field to comply with ALC regulations

The proposed food truck will support local farms for food sourcing

Staff Report to Planning and Community Development Committee – September 6, 2018
Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence
Endorsements for a Lounge and Picnic Area – Area F

Egmont / Pender Harbour (Area A) Advisory Planning Commission, March 28, 2018

Development Variance Permit Application DVP00029 & LCBC Endorsement – Electoral Area F (Persephone Brewing Company)

Answers to the questions from the Area A APC as to the impact of Zoning Bylaw No. 310 are as followed:

- The APC does not feel the food and beverage service lounge seating/occupancy is appropriate.
- The proposed picnic area capacity of 190 (proposed) or 150 (suggested by SCRD staff) – The APC feels this number is too high and there will be a large impact for surrounding neighbours with noise and parking.
- Reducing the number of people in the picnic area will reduce the possible impact on the neighbourhood.
- If this variance is approved and complaints and infractions happen then the variance should be cancelled.

Area B - Halfmoon Bay Advisory Planning Commission, March 27, 2018

Development Variance Permit Application DVP00029 & LCBC Endorsement-Electoral Area F (Persephone Brewing Company)

The APC discussed the staff report regarding Development Variance Permit Application DVP00029 & LCBC Endorsement-Electoral Area F (Persephone Brewing Company). The following concerns/points/issues were noted:

- We are asked to comment on this application because it is ALR land, any changes there will affect ALR here in Halfmoon Bay.
- Have there been any parking issues? Think a lot of people bike there and walk.
- The issue of parking seems to have been addressed with the accommodation of 80 on site spots.
- Like what they're doing, except for the picnic area against neighbouring property might need rethinking.
- They are doing a thriving business, employing local people and are providing a family oriented facility.
- As long as they keep to their claim that they want to be family oriented with early closing hours...is there a way of putting time restrictions on their operations?
- Don't have a problem with the variance request, and the owners seem to be agreeing with the SCRD proposed 150 outdoor picnic seating.
- Think that 190 people is a lot on a property this size.
- The 150 limit could have a huge impact on them financially without concrete reasoning for this reduction.
- The 150 seems reasonable given the analysis and calculations that have been done to come to this number.

Staff Report to Planning and Community Development Committee – September 6, 2018
Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence
Endorsements for a Lounge and Picnic Area – Area F

- Suggest that we support the staff recommendations for 150.
- In a facility in Powell River, seating for a gathering of 200 people seems like a good number.
- The required food truck is a spinoff business that this business can support.

Recommendation No. 1 *Development Variance Permit Application DVP00029 & LCBC*
Endorsement-Electoral Area F (Persephone Brewing Company)

Regarding Development Variance Permit Application DVP00029 & LCBC Endorsement-Electoral Area F (Persephone Brewing Company), the APC recommends the following in response to the “key questions to consider” on page 22.

1. Is the proposed food and beverage service lounge seating/occupancy appropriate?
Yes
2. Is the proposed picnic area capacity of 190 (proposed) or 150 (suggested by SCRD staff) appropriate?
The APC supports staff recommendations
3. Is there sufficient on-site parking (80 spaces)?
Yes
4. Are there any conditions the SCRD should establish to reduce possible impacts on the neighbourhood?
The APC suggests the following:
 - a) noise control (limited hours)
 - b) no on-street parking
 - c) odor control from the brewing process

Area D – Roberts Creek Advisory Planning Commission, March 19, 2018

Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F
(Persephone Brewing Company)

The APC discussed the staff report regarding Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F (Persephone Brewing Company).

Mr. Brian Smith, applicant, was present to respond to questions and comments of the APC.

Points from discussion included:

- Parking – It can be difficult to find a place to park at Persephone sometimes. Big trucks may take up a lot of space in the parking lot, so parking can seem tight. There is lots of space to park on the road. “Bad” parking on the street could be improved if the road were paved. Have street parking “built to work”; examine off-site parking. The road to the bypass could handle parking on either side. Promote transit use to clientele. Include bicycle parking spots in the plan. Need adequate lighting for parking areas.
 - Applicant pointed out that during the summer, Saturdays, and special events, staff was assigned to manage parking and the flow of cars. Weekday parking usually is

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Endorsements for a Lounge and Picnic Area – Area F

not an issue. A large percentage of visitors are families with children, so safety is important to Persephone. Signage to help with parking has been installed. Applicant was reluctant to push a street through for paved street parking in light of likely resistance of neighbours. When hosting events, the applicant organizes shuttle service to transport clientele to and from Persephone, lower Gibsons and the ferry. Streetlight bulbs have been changed at North road and Stewart road so it is now fairly well lit.

- Proposed food and beverage service lounge seating/occupancy – Recommended standards for space requirements at events were discussed. It was thought the capacities proposed per area were appropriate for standing, sitting and eating.
 - Applicant explained music is played only until 4:00 or 5:00 pm; if outdoors it is not amplified. Persephone provides snacks, not food services, which are provided by a food truck. Picnic area is well used.
- Proposed picnic area capacity – A capacity of 190 persons was acceptable to the APC, as long as the total seating capacity did not exceed the ALR Regulation. It was noted the 65 seating capacity applies to both indoor and outdoor areas.
- Conditions to reduce possible impacts on the neighbourhood – APC members thought Persephone had been doing well at addressing issues, and had nothing further to add.

Area E – Elphinstone Advisory Planning Commission, March 28, 2018

Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F (Persephone Brewing Company)

The APC discussed the staff report regarding Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F (Persephone Brewing Company) at 1053 Stewart Road, West Howe Sound.

The applicant provided background and an overview of the brewing operation and its applications to change from a tasting room endorsement to an indoor food and beverage service lounge, and to expand the outdoor picnic area occupancy. Actions to address the two key complaints of neighbours in Persephone's first year, parking and noise, were described. Persephone operates within noise bylaw hours; usually closed by 7:00 pm, and 9:00 pm on weekends and in the summer.

The APC discussed questions from the staff report as follows:

1. Is the proposed food and beverage service lounge seating/occupancy appropriate?

The applicant responded to APC members' inquiries:

- There would be no expansion of the space. Changes include the different activities permitted with the lounge license, like bringing in live music; there is a difference in terms of the size of the beer (tasting room, 12 oz. beer; lounge, 16-18 oz.).
- Did not see this as an increase in traffic nor anticipate crowds of people.
- There are no plans for a restaurant or kitchen. Food is currently served from a food truck, a local business committed to supporting Sunshine Coast farms. There is a wood-fired pizza oven on the property.

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- Also serve non-alcoholic beverages.
- Some of the rules have changed. Capacity used to be assessed by area, and now it is by occupancy numbers.
- The operation fits well within the occupancy threshold, and fits well with the number of parking spots. During the week the lot is not full. Staff manages parking at busy times. When busy, parking overflow goes onto the side roads.
- Sometimes the brewery runs a shuttle to the ferry terminal and lower Gibsons. There is a transit stop at Stewart and North, and a planned increase in public transit services. Clientele also use taxis or carpool to avoid drinking and driving.
- In addition to 80 parking spots, there is a location that could be used for staff parking, in the composting area. If this were a restaurant, 45 parking spots would be required for this number of people.

In summary, the APC regards the proposed food and beverage service lounge occupancy to be appropriate. The proponent will be continuing to operate as they have been. It is not an increase in the number of people who will be occupying the space.

2. *Is the proposed picnic area capacity of 190 (proposed) or 150 (suggested by SCRD staff) appropriate?*

Comments from APC members included:

- On weekends, there are a lot of children. It is one of the few places you can go on the coast that includes kids. 190 is appropriate. Sometimes people bring two to four kids. You can sit, relax and have a beverage; your kids can play. It is one of the few businesses that allow for the opportunity to go outside as a family and be together.
- Originally there were issues. There has been turnover in the neighbourhood in the last few years. Would recommend this (variance request). There is better policing on Persephone's part; it keeps public perception onboard. There is additional staff to deal with parking.

The APC regards the capacity of 190 as an appropriate number, as it will include children as well as adults. There have been no complaints from neighbours in the last four years.

3. *Is there sufficient on-site parking (80 spaces)?*

The APC considers 80 spaces is sufficient on-site parking. The applicant has provided a math equation in the documents indicating how much parking a restaurant would be required to provide; the applicant is providing almost double that.

4. *Are there any conditions the SCRD should establish to reduce possible impacts on the neighbourhood?*

- The APC recommends that the applicant continue the practice of monitoring the parking. There are signs in place that will be maintained. The conditions in place are proving sufficient due to the lack of complaints in the last four years.
- If the traffic and parking becomes a question of public inconvenience and a safety issue, the SCRD should come back and re-evaluate this.

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- The APC recommends that, in order to minimize traffic disruptions, a bus stop be maintained in this area.

Area F – West Howe Sound Advisory Planning Commission, March 27, 2018

Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F
(Persephone Brewing Company)

The APC discussed the staff report regarding Development Variance Application DVP00029 & LCBC Endorsement – Electoral Area F (Persephone Brewing Company).

The applicant noted that:

- Occupancy numbers requested for the picnic area variance and lounge license are below the numbers of the ALC.
- Usually Persephone Brewery holds one big event a year in August, with other events in other locations. A lot of other organizations host events at the site, in the range of occupancy at 150 to 190 maximum.
- Rationale around occupancy of 190 as maximum requested for picnic area: based on observations over the last 4.5 years; good balance with 80 parking spaces; no desire to increase parking spaces due to preference to farm the land. There appeared to be a good balance in terms of the neighbours, customers and agricultural use.
- Explained that the 190 occupancy request was suitable for the rural area; the 30 person rate from the LCLB was an arbitrary number recently set, mainly applicable to urban settings, and open to requests for variance. The picnic area previously was regulated relative to a square footage area, not by occupancy numbers. Applicant indicated that in the picnic area the 190-person occupancy would apply all the time; in practice, this would be mainly in sunny weather on Saturday and Sunday.
- The tasting room has been at an occupancy of 65 since its beginning, based on fire inspection and safety. Some of the regulations are more recent. Persephone does not treat the outdoor area as a lounge area; only in the indoor tasting room is lounge service being considered. There are two areas: a picnic area outside and the indoor tasting area. People take their own drinks outside to the picnic area, where there is no table service.
- Regarding its ALC non-farm use application, Persephone would start growing barley this spring to be in compliance with ALC regulations by December 2018.
- Discussed current ALC policy on breweries.

Members addressed questions from the staff report as follows:

1. *Is the proposed food and beverage service lounge seating/ occupancy appropriate?*
 - There appeared to be consensus of APC members that the proposed food and beverage service lounge seating/ occupancy was appropriate, as no objections were expressed.
2. *Is there sufficient on-site parking (80 spaces)?*
 - Members thought there was sufficient parking on-site.

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- Question about spaces for staff parking. Applicant noted most staff walk or ride; staff could park in the compost area adjacent to farm vehicles.
 - Comment that one of the biggest issues of the neighbours was parking, and now that has been fixed.
3. *Is the proposed picnic area capacity of 190 (proposed) or 150 (suggested by SCRD staff) appropriate?*
- One member remarked that the 190-person occupancy request for the picnic area felt like a good number balancing the 80 parking spaces.
 - One member expressed concern about the request to jump from LCLB's 30 persons for the picnic area to 190.
 - One member thought 190 was high, and proposed not allowing a large picnic area and that 30 people is reasonable on a farm.
 - Three members thought 190 was acceptable; it was noted that 190 was under the thresholds of the ALC.
4. *Are there any conditions the SCRD should establish to reduce possible impacts on the neighbourhood?*
- Comment that applicant appears to be doing everything they can do to address issues: ending events at 9:00 pm; working with neighbours; having staff control the parking.
 - Lobby to install a traffic light at Stewart Road and North Road.
 - Limit hours of operation as per current hours, i.e., no later than 9:00 pm.
 - Minimize light pollution to neighbours at night by requiring special ("dark skies") lighting on site (lighting that is directed downwards).

The following additional points were noted:

- Discussion on the regulatory processes regarding the related applications to the SCRD, Agricultural Land Commission (ALC) and BC Liquor Control and Licensing Branch (LCLB).
- Concern about limited consultation area; recommendation to expand consultation area beyond 100 m from property, to from North to Reed to Chamberlin.
- Water treatment and reuse and reducing the odour – It was noted that if the effluent water were not re-used for irrigation, the odour of yeast would not be a problem.
- Concern about possible future use of the facility upon sale of the property if the zoning changes enable a larger facility with different activities. Discussion about applying restrictions, being prescriptive, definitive. Live sporting events were an example of an activity for which it would be difficult to curtail noise.
- Question regarding whether the variance could say "will not be operated as a 'pub'".

The Chair thanked the applicant for attending the meeting.

ATTACHMENT D

Referral Responses from Owners and Occupiers

Mark Hiltz (Stewart Road)

2018 May 7 Sunshine Coast Regional District Board

Re: Written comment concerning the application of DVP 00029, Picnic area amendment, Alcohol
Manufacturer Licence (305517) Lounge Endorsement Proposal

Process: Thank you, the Board, for reaching out to the community to understand the neighbourhood concerns before you make these very important decisions on this major project. I understand that this consultation is to help fix the non-compliance problems concerning the Company's (Persephone Brewing Company) alcohol manufacturing operations beginning in May 2013. The SCRDC and the Agricultural Land Commission "has been put in a difficult position" (page 5 ALC Decision 2016 December 19) regarding the Company's alcohol manufacturing facility. While the SCRDC does not have Code of Conduct for Members of the Board & Senior Management I believe your decisions in this matter are to serve the public interest. "It has come to our attention that while the District has a wide variety of disaggregated policies, there is no formal Code of Conduct". (Letter from Bill Cox, External Auditor, April 20, 2018). If there was a clear Code of Conduct perhaps we would not be in the current situation. The public engagement process is further complicated by combining the Development Variance Permit, building permit issues, picnic area size, agriculture concerns, and lounge endorsement liquor licensing into one omnibus confusing public consultation. The public interest is best served by clarity not confusion.

Clean Water Source: I am a 25 year resident of our neighbourhood living in a multigenerational household. My greatest immediate concern is the protection of the water source from which our household and others draw water. The area is in the West Howe Sound Official Community Plan Aquifer Protection and Stormwater Management DPA#4. The Company's wastewater is entering the groundwater and surface receiving waters as evident from the odour and sludge forming in nearby water channels. As you know ground hydrology is complex and the cumulative effects are difficult to predict and may take years to recognize before the damage is identified. The best practice is to keep a water source clean because purifying water is expensive. The risk to the Soames and Gibsons aquifer needs consideration. Please refer to the Township of Spallumcheen situation which is documented in 2016 BCIPC No. 36 <https://www.oipc.bc.ca/investigation-reports/1972>. The Company's wastewater discharge needs to stop, referrals sent to the Ministry of Environment and Vancouver Coast Health, and bonding to provide for an alternative water source and cleanup.

History: Until my neighbour told me about the public consultation I thought the Company as a neighbour, made fine tasty beer, and followed the SCRDC Good Neighbour Guides. I live 110 meters from the Company and did not receive a notice. After speaking with SCRDC staff I find that the Company's record tells something different. The Company bought the property as a 2 bedroom, 6250 square foot, 2 story single family dwelling (SFD) in May 2013. Alcohol was being sold by September 2013. The current building permit 1301 (conversion of SFD to commercial building) should have been completed before September 2013) not May of 2018. Non-compliance of nearly 5 years does not send a message that good neighbours need to follow the rules.

Agriculture and food security: In 2014 the southern property was logged and the land cleared for a field for hops and a wastewater lagoon. The 2015 hop plantings died. The field has a high water table not well suited to growing hops which needs well-drain soils. (see Hop Yard Collective Technical report 1). The field was replant with hops in 2016/17 after extensive and ongoing drainage works and continues to struggle with production. This field is about 1.6 hectares (Google Earth measurement) and is intended to be planted with 2.0 hectares of barley in addition to the hops in March 2018 to comply with Agriculture Land Commission. (Company's ALR Compliance 2018 plan). I had hoped that the Company would be a leader with innovative cultivation practices on the southern field. While the

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alcohol manufacturing operation flourishes with increased production, expansion and new employees, the expanded farm land remains a challenge. The previous Flower Farm spent significant labour and money to improve the land now occupied by the upper hop field and market garden. I understand the challenges of our local and highly variable soil conditions as I operate a subsistence farm with fruits, vegetables, nuts, native plants and trees, and micro-livestock.

Alcohol licensing: My understanding is the Company's alcohol manufacturing licence allows selling samples of 125 ml (4 oz) per serving with a total of 375 ml (12 oz) per person per day. The Company is allowed to give away as much free beer as it wants as long as people do not become intoxicated. The SCRDP March 12 staff report states the Company now sells serving sizes up to 12.5 oz. The onsite store endorsement allows sales of the Company's manufactured alcohol. The picnic area endorsement allows onsite purchased alcohol to be consumed in one of 4 picnic areas for a total of 30 people. The 30 person number was set by the LCLB Policy Directive No.16-17 in October 2016 to minimize disturbance to a nearby residences. Residences are now as close as 30 meters of the picnic area. The Company can apply in the future to the LCLB to increase the number without charge. The Lounge Endorsement would allow selling of serving sizes up to 24 oz, pitchers of 60 oz (1.7 litres), as well as spirits and wines. Having LCLC049A form as part of the major project website information package would be very helpful as it includes many useful details regarding the Lounge Endorsement proposal such as operating hours. There is conflicting information in staff report (page 8 of 10) regarding the terminology of tasting room endorsement and lounge endorsement. The RCMP, ICBC, and Ministry of Transportation (MOTI) should have referrals and submit written comments regarding traffic, accident history, noise and other disturbances. It is well known the excess alcohol consumption can bring out the less pleasant human behaviours.

Community Health and Safety: I worry that the Company intends to direct customers to the Visitor Information Park (VIP) which has 6 parking spaces (Company January 4, 2018 letter page 3) and southern parts of Stewart Road. The concern is that VIP's current signage says "unoccupied vehicles will be towed at the owners expense" and the one kilometre roundtrip walk along Highway 101 also requires 4 pedestrian crossings without marked crosswalks. The Stewart/North Road/Highway 101 intersection carries well over 4000 vehicle per day ([MOTI traffic data program](#)). It is also the main corridor for commercial trucks and logging trucks. This is a serious safety concern especially to families with walking children. Southern portions of Stewart Road are gravel and dust control is a concern especially for the unmaintained Class 8 road. I recently visited the Company with friends and was concerned with free flow of people throughout the site which has compressed gas cylinders, liquid nitrogen, confined spaces, industrial and farm machinery. Children are curious and encouraged to be curious in our fast changing world and site safety is concerning. The Ministry of Transportation (MOTI), Gibsons Fire Department should receive referral and submit written comments as well as the Gibsons and District Chamber of Commerce which operates the VIP.

Drainage: After the Company cleared land in 2014, drainage from land exceeded the undeveloped historical flow and overwhelmed a 350 mm culvert which replaced the historical 15 cm deep swale. Surface water channels were dug deeper to accommodate the increased flows. MOTI policy: Drainage to the provincial highway right-of-way will not be permitted to exceed the undeveloped historical flow. See <https://www.th.gov.bc.ca/permits/EnvironmentalRequirements.asp> and MOTI right of way access permits for Stewart Road.

Sincerely, Mark Hiltz. Stewart Road resident

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Patricia Beale (Stewart Road)

TO
Sunshine Coast Regional District
1975 Field Road
Sechart BC V0N 3A1

FROM

Patricia Beale
943 Stewart Rd
Gibsons BC
V0N 1V7

PATRICIA
BEALE
IS
OPPOSED TO
THIS DVP
RE: PERSEPHONE

RE: The expansion of Persephone Brewing Company
on Farm land @ 1053 Stewart Rd. Gibsons BC.

Dear Sirs & Madams:

As I live at lot 2 DL 691 just below Judy Goff's Land
at 69375 Lot 1 DL 691 and am within your 100 meter waters
at the south of lot 1069 currently owned by Persephone Brewing Co.

When I moved here in 1976, to be with Al Cook who had bought
this property in 1974 from Paul Johansson. He had logged some trees
so we could build a house & shop. He added me to the title as 9999 as
clear title. Properties must be approved by the British Columbia Conservation
Act. My application to the Land Reserve Commission was approved in
2001.

As I understand that the current property @ 1053 Stewart Rd./
North Road. is currently owned by Persephone Brewing Co. This
brewing has expanded its production to selling cases of beer
at liquor stores and has enlarged their factory by at least ten
times its original beginning as a brewery.

I have noticed that their big farm field is unproductive.
This is no wonder since I have watched them spray their left overs of
brew-vals ~~glaze~~ their fields in the past. Now their fields will grow
some grass but it won't grow hops.

2.

They are currently growing hops above their brewery on an sprayed
land. This land has been farmland for a long time. It is one of the
reasons that we bought our land, and Al's parents had bought the lot at
968 North Rd. which comes straight above my land. Now that time has
flown by and his parents have passed away and Albert's wife has passed
away this lot belongs to Judy Cook, Albert's wife. She has been checking on
her trees and property by driving up Stewart Rd to the back of her property.

As it turns out the Persephone Co. is running a map of water down the
west side of their property and along the adjoining ditch along Judy's property
to a big pond and then along to Stewart Rd. (Her trees will be the most toxic
and then more) On Stewart Rd. the ditch runs down hill. The Persephone
crew has installed an underground pipe under Stewart Rd beginning just
above my entrance road then coming out in a diagonal motion to Al's
former property of ten acres just across from my land. What is really sad is
his fir tree. The polluted water running down hill went right over the base
of the fir tree the tree beside it may also die. They have killed the big pond as
well!! Because of the huge amount of toxic polluted water from Persephone
I am expecting more of both Judy's trees and mine to die. Now that they have killed
a big fir tree. There are more fir trees whether it run off water is going!!

I am totally against any more pollution coming onto my land. We are on
watered land and both Judy & myself have fruit. The cedar trees will still alive!
I own four big fir trees. One that is grand!! What about my well water??

I am totally against having farmland being used in such a way!!
Also I am not happy about the noise from the pub during the evenings. Why
don't they move somewhere else?? It was bad enough last year but they plan to
double or triple their guests now. They will turn the farm land into a parking lot
and annoy us with their very loud music.

There is the fact that my well was established by my former husband
Allen Cooker encased in 4ft cement circles each 4 feet deep. The water has been great
for many years!! I made the latest well house and keep an eye on the water.
Who knows if it may be condemned soon because of the runoff from Persephone??

Yours truly

Patricia Beale



April Crooks (Eaglecrest Drive) and Judy Cook (Stewart Road)

April 14/2018

①

Persephone Brewing Company
1053 Stewart Road Nelson BC.

Please be advised that any division of land with the agricultural land Reserve must be the subject of an application to the Agricultural Land Commission to make sure rules are followed. Information can be obtained by accessing Commission website at www.alc.gov.bc.ca

Received a letter from Sunshine Coast Regional District concerning the changes Persephone Brewing Company wants to do.

District Lot 914 Lot A Plan M/P 20836
1053 Stewart Road Nelson BC.

Concerns - They want to increase the indoor seating from 30 to 65 seats and outdoor area from 50 sq. meters to 122.5 sq. meters.

If they could do that why can't they fix how they discard the sediment from making Beer.

(9)

The sediment what we seen is going into a pond and from there it's running down trenches and then goes into the ditch. And they have beds of straw in the ditches to filter the sediment. So said they allowed to get away with that.

What about people that lives or would like to build a home in that area and knowing or finding out how Persephone Breweries is discarding their sediment which runs into a ditch.

There's lots of families that has lived in that area for many years and they're upset.

Before Persephone Breweries was allowed to open their doors they should of made sure the sediment would of been discarded different.

Not to run into the ditch. The rules are for everyone.

My friends and I came over and took pictures of this slimy sticky sludge that runs into the ditch along side my property. It was very upsetting to see that.

③

There has been people that had complained but nothing was done. There's a family member and his friend putting a fence around his property and stepped in this sludge. He didn't know what it was until he looked into it and found out it was this sludge draining onto his property from Persephone. He said the smell was awful.

He told me I need to come over he said it's running along side my property.

He said to maybe that's why he sees no ducks in his pond anymore maybe this sludge has made its way there to.

There's people that has lived there for years and all they have is wells for there everyday use. So what if this sludge makes it into there wells they are very worried about it.

What a joke how could that of been allowed to be past. It seems fishy to most of us why they were

④

allowed to open there days for business. Some people have said maybe the inspector was a friend and closed his or her eyes to where the sediment was going.

If it was anyone else they would never of gotten away with it.

Now do we know this sludge isn't going to reach the ocean because everything runs down hill and god knows what it could cause undersea. Now is that okay.

Everyone has to follow the rules for a reason.

Now about the noise there are many families living all around Persephone alot of them have children and what about the people that have to work in the morning and get wake up by the loud music when they have a Band playing there.

Last summer 2017 they're music was so loud it sounded like they were in my back yard.

5

Another time I was at my friend's place on Eagle Crest about 10:00 P.M., I was leaving we were talking outside and we heard loud music. I said someone is having a party. Well, when I got home and it only takes me less than five minutes to get home. All the way home I heard loud music.

Then I realized when I got out of my truck I knew it was coming from Persephone.

I called my friends to tell them the music was coming from Persephone Place.

The traffic and drinking and drinking goes on till 2:00 or 3:00 AM or later. That's only on a Band night. People have complained but they say it just goes on deaf ears.

I was told people living close to Persephone Brewery said some of their trees have died. I wonder why.

⑥

People are very concerned about
this sludge draining into the
ditch.

This needs to be looked into and
realized people's property is not
affected by the sediment draining
into the ditch.

This should not be allowed at anytime.
We are tax payers we deserve to know
if everything is on the up and up and
is up to code and all is legal.

Please pay attention to people's concerns

Sending a copy to

Nicholas Simmon M.P.

and to

Pam Goldsmith Joan's M.P.

Wendy Fox Payer's

Ad like this letter to be read and
addressed as soon as possible.

Thank You
April Crooks

514 EAGLECREST

RR9-950 North Rd
Sibson BC

Staff Report to Planning and Community Development Committee – September 6, 2018
Development Variance Permit DVP00029 (Persephone) and proposed Liquor Licence
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Chad Joe (Stewart Road)

From: Chad Joe

Sent: Wednesday, May 09, 2018 12:23 PM

To: Planning Department <Planning.Department@scrd.ca>

Subject: Persephone Development Variance Permit Application

Good morning David

I attempted to meet with Brian, however he wasn't available until Friday. He did give me some helpful info regarding the changes at his farm. Here is what Brain texted me with regards to the application.

"Sure. Friday afternoon? In short, nothing will be changing. Our occupancy load will not be increasing. There are still 80+ parking spots on site. Signage is staying the same. We always ask big groups to have volunteers. We always have staff outside managing cars on Saturdays and Sundays. And for our one big event we hire a shuttle that circles the community picking up and dropping off. Local govt has suggested directing cars to park on the southern section of Stewart Road but we have resisted out of courtesy to yours and others access.
Sent from my iPhone"

I don't share the same opinion that there will be no impact on parking. Adding more seating adds more traffic. Traffic on weekend have been an issue from day one and after being run off the road on several occasions and 18 months of pleading with Brian it took my 71yr old mother to be run off the road and enough was enough, the Yield sign was replaced with a stop sign. Here are some thing that I feel need to be addressed regarding safety and respect to the neighbors in the area.

- Before anymore foolish decision are made in regards to Persephone Farm and Brewing, a traffic study needs to be implemented for the Safety of all.
- Due to the heavy traffic where the vehicles exit the property the road is constantly was boarded and potholed. That portion of the road also services two other properties and shouldn't have to be subjected to these extreme road condition when it the farms activity causing the road issues. This could be mitigated be having the farm change their access to the paved portion of the road or simply pave the road to the end of the exiting road. Again, a traffic study would most likely sort that out as well.
- As Brian mentioned in his text. Local government has suggested the farm utilize the south side of Stewart Rd. If this is in fact a true statement local government hasn't a clue what the neighbors have put up with, with little or NO support from the SCRD. Countless time the neighbors have been impacted by the farm. Accesses blocked or limited because on the lack of planning and respect from Brian and the farm. Its taken years to just get Brain to put up the no parking signs and it still happens from time to time. It would happen every weekend if the signs were removed.

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Brain would have a lot more support if he had more respect for the surrounding homes and the people that own them. Also keeping in mind, no one lives at Persephone. If Brian and all of you at the SCRD were dealing with rotten odors 24 -7, traffic congestion, parking, noise issues and getting run off the road by people clearly not paying attention or drunk, you'd hope that it would get sorted out ASAP. Right? At the end of the day its all about SAFTEY! There are children playing on the grounds coupled with drinking, parking and congestion. It sound like a recipe for disaster, without a professional eye looking and correcting poor planning. If the SCRD chooses to go forward with the application without a traffic study and there was an injury or a fatality, have this email serve you as notice. You may not be able to stop and incident , but it's both the SCRD's and Brain Smith's obligation and responsibility to do your due diligents when it comes to safety moving forward with this application.

Chad Joe

1008 Stewart Rd.

Gibsons

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Gord Dieroff (Stewart Road)

Gord Dieroff

1070 Stewart Rd.
Gibsons, B.C.

8th May, 2018

To the Sunshine Coast Regional District,

I would like to express my strong opposition to the proposed expansion being sought by the Persephone Brewing Company to change from tasting room to lounge. My concerns on this issue are these:

1. Noise and noise pollution- From the time the company started up, our quiet, little street has changed dramatically. Truck traffic with the deliveries of goods, customer traffic, and special events traffic. With this increased expansion, our residential area is becoming increasingly more commercial which I do not want! I chose to live here for the peace and quiet, not to end up living next to a bar/lounge. I believe that a bar, which is what the company is really trying to build is not suited for a residential area of ALR land but should be in town in a designated commercial area for this reason. I have no issue with the manufacturing of beer on the farm site.
2. Parking issues- With an expansion of the size that the company is applying for, I am wondering where more people who visit will be able to park their vehicles and where more trucks for increased deliveries will also park? As it is now, there is inadequate parking space on the site causing cars to park out on the Stewart Rd clogging the street making access to my own driveway, and my neighbours, a problem. Why does the Regional District not demand the company build adequate parking on site? The company has cleared land. "Parking solutions" have been a bandaid approach at best.
3. Hours of Operation- If the expansion is granted then this will be the first step to acquiring permission to be open for longer hours of operation. This area we live in is still a residential area, not a commercial area and we do not want the public to be allowed to drink until 11pm, 12pm or possibly 2am in the morning as bars and lounges are allowed to do. The noise and traffic will also be a problem if the lounge licence is granted. The owner of the company is not a farmer and does not live on site so will not have to live with the disturbances created by the company becoming a lounge and expanding the number of people that can be on site.. The issues I'm concerned about will not affect the owner and his family personally as it will myself and my neighbours. Understandably, the owner is a businessman who

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wants to increase his bottom line and I understand that point of view and do not have issue with that unless the companies actions and changes to the site affect my quality of life on my personal property and home.

4. Cleared land on the south end of the company property- Another concern is the mess at the back of the company property where the land is saturated and the water and sediment run off where there has been an unsuccessful attempt to grow more hops for the past 2 years. Does the Regional District not monitor the effluent run off? Do you agree that bales of hay are really adequate for slowing down the flow of sediment coming from the company? Strong odour coming from the run-off leads me to ask if the company septic is working properly. Property owners downhill from the companies land are subjected to strong unpleasant odours and rely on well-water for their drinking water. Will the run off of sediment eventually pollute the wells?
5. Persephone's Brewing Company is not a farm nor do they currently function as a farm under the ALR guidelines and regulations. The majority of staff work in the service area of the company serving beer and food, not working the farm as farm hands. The small percentage of hops being grown at this time does not meet the ALR regulations, they do not grow the percentage required of barley either. As a result the company is a manufacturing facility/tasting room which should be regulated accordingly and inspected by the Liquor Control Board staff on a more regular basis.
6. How Persephone's Brewing Company conducts the business now- My last concern is about how the company is running the business in the manner of a lounge already without having the licensing to do so. No action by the Regional District has been taken to stop the company from conducting business however they want. They are following their own mandate. The company has began building and renovation changes and I wonder if they have the proper permit required and have it posted conspicuously for the public to easily see. They have recently started Friday Night Fires after 5 pm with a new fire pit installed close to the cedar clad building and am also wondering if they have had a fire inspection to make sure the pit is within safe distance from the main building.

In conclusion, I feel that the company has gone ahead and done whatever they have wished with little or no concern for the residents that live in close proximity to the company prior to acquiring proper permits, or following the rules and regulations all businesses must follow that are set out by the SCRD, the ALR², etc. The company waits for the rules to be changed to suit their needs while simply receiving a "slap on the hand" facing no consequences for plowing ahead and they continue to operate however they wish. I feel that

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Persephone Brewing Company has been lauded in the press, in the community and by the Regional District all the while not acting in “good faith” to the community and their neighbours by following the regulations and rules. I do support new business opportunities in the community that I live in and have supported Persephone Brewing Company as well, feeling that they are a great addition to the commerce and industry of the community, that they are a fun place for local families and tourists to enjoy, as long as they follow the rules and act as good neighbours to the people who are directly affected by the running of the business.

Sincerely,

A handwritten signature in black ink, appearing to read "Gerald Duroff". The signature is written in a cursive, flowing style with a large, stylized initial 'G'.

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Hamid Marati (Stewart Road)

From: aria holdings ltd. merati

Sent: Wednesday, May 09, 2018 7:56 AM

To: Planning Department <Planning.Department@scrd.ca>

Subject: PERSEPHONE BREWING COMPANY/PLAN LMP20836

ATTN: SUNSHINE COAST REGIONAL DISTRICT

I am writing in regards to Persephone Brewing Company's application for a development variance permit in which to expand their company and in essence expand and branch out to more of an undercover pub.

I and my family own and reside at 1026 Stewart Road and such expansion plans worry me immensely. Already the area has seen changes once Persephone has occupied the premises. It is no longer a quiet residential quarter as it once was. Furthermore, parking is often an issue as there is a lack of space to already accommodate their current customer base.

Increasing their seating space indoors and outdoors would only add to the problem and I sincerely hope you take in mind the residents who have been residing on their properties long before Persephone and had no anticipation of residing next to an expanding brewery.

Many Regards,
Hamid Merati.

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Jennifer Drysdale (Stewart Road)

Jennifer Drysdale
1070 Stewart Rd
Gibsons, BC
V0N 1V7

May 8, 2018

To the Sunshine Coast Regional District,

I oppose the application for a development variance that Persephone Brewing Company has asked for through the SCRD.

My concerns are as follows:

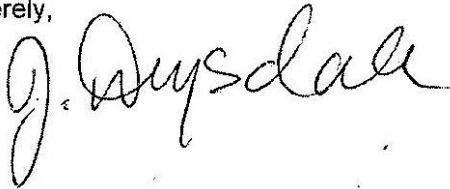
1. Noise and traffic increase to an area that is already inadequate for the numbers of cars and people visiting the business. This small bit of Stewart Rd. cannot supply increased numbers of cars with parking space and parking on North Rd is not possible nor safe.
2. Increase of hours of operations later than 9pm until possibly 2 am if allowed to operate as a lounge. This is still a residential area and we are directly affected by how the company conducts business. Is there enough police/RCMP available to deal with any safety concerns or disturbances that may arise due to late hours and more alcohol consumption? I have no objection to the company running a tasting room in accordance with the rules and regulations set out by the SCRD and ALR but I do not wish to live next door to a lounge or bar that is open after 9 pm and feel that a lounge would be better suited to a commercial area.
3. Increase of people permitted inside the building and on the picnic areas because of noise and possible safety concerns. Persephone is said to be a community and family oriented business which means children are welcome on site so it needs to be safe for them especially and everyone else visiting the business. There does not seem to be clearly marked designated areas for visitors consuming alcohol at this time. People can wander where they wish while enjoying an alcoholic beverage.
4. Concern for the increase in water volume (flooding) and sediment being drained off the property that is produced during the beer making process and how that impacts the neighbours downhill from the company. Many of those properties rely on well water for their drinking water and there is concern the wells will be contaminated. The odour produced from the making of beer will likely increase and is already an issue for some property owners in the vicinity especially during the hot summer season when the odour is more pungent.
5. Lastly, I'm dismayed that the company has been able to conduct business as they wish though they are in non-compliance with the ALR etc., that they can break the rules and not face any consequences. If they receive a license for a lounge, what will that mean

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for the future of the residents who live here? How will it impact the quality of life for myself and my neighbours?

For the record, I've never been against Persephone being my neighbour and growing their business. I want them to be successful and believe that growth and development can be very positive for building a vibrant community. I also enjoy an occasional brew and gourmet pizza at their establishment and for the most part have felt positive about having them across the street from where I live. It is a great place to have a group meeting, to hold community events and to bring visiting family and friends to visit and enjoy. As a close neighbour, I ask that they run the business in accordance to the rules and regulations that all commercial business like theirs is expected to follow, in good faith. I don't feel this has been the case so felt it necessary to write this letter to voice my concerns and the reasons I oppose the expansion.

Sincerely,

A handwritten signature in black ink, appearing to read "J. Wyszda". The signature is written in a cursive, flowing style with a large initial "J" and a long, sweeping underline.

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Name Withheld by Request (Stewart Road)

May 9, 2018

Dear Sunshine Coast Regional District directors and staff,

I'm writing in regard to DVP00029 and the two BC Liquor Control and Licensing Branch (LCLB) endorsements for the Persephone Brewing Company (PBC) located at 1053 Stewart Road in West Howe Sound.

I appeal to SCRD directors and staff to put the DVP and LCLB endorsement for a lounge on hold until the Agriculture Land Commission (ALC) reviews *and* approves the measures that PBC has initiated to be in compliance with ALC regulations.

I'm requesting SCRD directors and staff to reconsider your support for the endorsement to increase the picnic area from 30 to 190 people.

I reside downstream from the PBC property. Since 2013, I've endured noise, traffic, drunk people, litter, and overwhelming odors from the PBC.

Is this a farm?

A brewery is only allowed on agricultural land as an ancillary use. Hence, the "farmer" is meant to grow an agricultural crop first and then s/he can use that crop to produce an alcohol product, like beer or wine. First comes the farm; second, the brewery or winery.

When PBC purchased the land and registered the company late in 2012, breweries weren't even allowed as an ancillary use on farmland. The ALC regulations only changed to allow breweries in 2015. Hence, right from the beginning, PBC has ignored the laws and regulations governing agricultural land.

See page 6, paragraph 13, ALC file no. 55596, Reasons for decision, retrieved at: <https://www.alc.gov.bc.ca/assets/alc/assets/applications-and-decisions/search-for-applications-and-decisions/2016-decision-minutes/55596d1.pdf>

Serving size matters

PBC also chooses to ignore LCLB regulations for Manufacturer's Licenses. According to the "Liquor Manufacturer Terms & Conditions," manufacturers of beer can only sell a limited volume of beer for sampling purposes, namely, "a maximum individual serving size of 125 ml of beer or cider. Multiple servings (e.g. flights) are permitted to a total maximum of 375 ml per person per day."

See page 10 of Liquor Manufacturer Terms & Conditions, retrieved at: <https://www2.gov.bc.ca/assets/gov/employment-business-and-economic-development/business-management/liquor-regulation-licensing/guides-and-manuals/manufacture-handbook.pdf>

Currently, PBC sells 355 ml glasses of beer and they don't limit the number of glasses per person. They also regularly fill growlers for people to consume onsite in the picnic areas. This is a clear violation of LCLB regulations.

What happened to the hops?

Like many people, I initially supported PBC's plan to grow hops and make beer. But since 2013, it's become clear that growing hops is not as important as PBC's business plan would suggest because very little time and effort has been invested in actually growing hops.

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For example, The PBC business plan projected that the company would be growing and producing 8000 pounds of hops by August 2017.

See page 20 of SCRD Staff Report, "ALR Non-Farm Use Application No. F-49 (Persephone Brewing Company, Inc.) Electoral Area F," retrieved at: <http://www.scrd.ca/files/File/Community/Planning/Major%20Projects/2016-Jan-21%20Final%20PDC%20Report%20w%20Attachments%20ALR%20Application%20No.%20F-49%20Persephone.pdf>

Today, the South hops field should be in full production whereas it's barely getting started.

In 2013, PBC planted the North field which borders North Rd. and Stewart Rd. The hops grew well on this site because the previous owner Petals Flower Farm had done extensive work to improve the drainage in this field which has a layer of heavy clay just beneath the topsoil.

In 2015, PBC planted hops in the South field. However, the plants died. During the winter this field has large puddles because the drainage is poor; it's likely the hops rhizomes rotted in the ground.

PBC did not re-plant the field in 2016. In 2017, PBC planted about one third of the South field.

In 2018, it looks like some of the hops have survived and some have died. But PBC is a long way from producing 8,000 pounds of hops per year.

PBC are on record saying they will plant barley between the hop rows by the end of March 2018. As of May 9th, no barley has been planted.

The invoice for barley from TerraLink indicates PBC has ordered 100 pounds of barley. The specifications on the invoice clearly state that 75 pounds of barley will plant one acre of land. It sure looks like PBC hasn't purchased enough barley to plant the 2 hectare minimum that's required by the ALC regulation.

What about the wastewater?

Since 2014, a foul-smelling, brown growth has appeared in ditches and ponds downstream from PBC. I spoke with the owner of PBC in the spring of 2017 and was told that the brown sludge was there because of yeast and other suspended solids in the wastewater from the brewing process. I was reassured that a new treatment system was being designed to remediate this issue.

One year later, the new treatment system is in place and the brown sludge is still flourishing in the ditch and pond.

The PBC property is within an aquifer protection zone. I rely on a well for potable water, as do several of my neighbours. I'm concerned about the long term effect of PBC's effluent/wastewater on the groundwater that supplies my well. I'm worried about the wildlife, frogs, water fowl, etc., downstream from PBC.

Please put the brakes on this application and take more time to understand what's happening on the ground before making a final decision.

Sincerely,

Stewart Road, West Howe Sound. See Photos attached.

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Puddles on the South hops field. The soil is heavy clay. PBC hasn't installed any drainage works.



PBC patrons frequently toss their cans on the road side.



Brown algae growing in the ditch:



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Spraying brewery wastewater on the South field where no hops are growing, November 4, 2016.



Staff Report to Planning and Community Development Committee – September 6, 2018
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ATTACHMENT E



Agricultural Land Commission

201 – 4940 Canada Way
Burnaby, British Columbia V5G 4K6
Tel: 604 660-7000
Fax: 604 660-7033
www.alc.gov.bc.ca

April 20th, 2018

Reply to the attention of Kamelli Mark
ALC Application: 55596
Local Government File: DVP00029

Sunshine Coast Regional District

DELIVERED BY ELECTRONIC MAIL

Re: Persephone Brewing Company Development Variance Permit DVP00029
and proposed LCLB Endorsements – Electoral Area F

Property: PID: 019-112-076 1053 Stewart Road

Thank you for forwarding a draft copy of the Development Variance Permit DVP00029 (the “DVP”) and the proposed LCLB Endorsements for review and comment by the Agricultural Land Commission (ALC). The following comments are provided to help ensure that the DVP and the proposed LCLB Endorsements are consistent with the purposes of the Agricultural Land Commission Act (ALCA) and Agricultural Land Reserve Use, Subdivision and Procedure Regulation (the “Regulation”), and any decisions of the ALC.

The ALC has determined that the DVP and the proposed LCLB Endorsements are related to ALC Application 55596, Resolution #437/2016. Resolution #437/2016 refused the applicant’s proposal to continue to operate Persephone Brewing as a non-farm use (tasting room, food truck, and associated outdoor seating areas) and allowed the applicant up until December 19, 2018 to relocate the non-compliant operation. However, since the issuance of Resolution #437/2016, the Regulation has changed and it is possible that Persephone Brewing may be considered a permitted farm use provided that they can demonstrate compliance under the updated Regulation.

As per s. 18(a)(i) of the ALCA, a local government may not permit non-farm use of agricultural land unless it is explicitly permitted by the ALCA, the Regulation, or a decision of the ALC. ***The ALC advises the Sunshine Coast Regional District (SCRD) that the issuance of the DVP and the support of the proposed LCLB endorsements are premature and that they should be delayed until the ALC determines whether or not Persephone Brewing is in compliance with the Regulation.*** Please be advised that the ALC is currently working with Persephone Brewing in order to make this determination.

Staff Report to Planning and Community Development Committee – September 6, 2018
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ALC File: 55596

Should the ALC make the determination that Persephone Brewing is in compliance with the Regulation, the ALC recommends that the SCRDC re-refer the DVP and proposed LCLB endorsements to the ALC for updated comments.

The ALC strives to provide a detailed response to all bylaw referrals affecting the ALR; however, you are advised that the lack of a specific response by the ALC to any draft bylaw provisions cannot in any way be construed as confirmation regarding the consistency of the submission with the ALCA, the Regulation, or any Orders of the Commission.

If you have any questions about the above comments, please contact the undersigned at 604-660-7005 or by e-mail (Kamelli.Mark@gov.bc.ca).

Yours truly,

PROVINCIAL AGRICULTURAL LAND COMMISSION



Kamelli Mark, Regional Planner

Enclosure:

- Staff Report for Persephone Brewing Company DVP00029 and LCLB Endorsements – Electoral Area F

cc: Ministry of Agriculture

55596m2

ATTACHMENT F

Extracts from Liquor Control and Licensing Branch Website and Manufacturer Handbook

LCLB website: <https://www2.gov.bc.ca/gov/content/employment-business/business/liquor-regulation-licensing>

With a winery, brewery, or distillery licence you may:

- have a dedicated sampling area to provide samples to the public
- provide guided tours to patrons and serve them samples on the tour, and
- apply for one on-site retail store at your winery, brewery or distillery

Lounge

A lounge is an indoor or patio area where customers can purchase and consume product made on-site and a limited amount of products purchased from the Liquor Distribution Branch. This endorsement is subject to local government/First Nation consultation and requires an additional 7-12 months to process. You may operate your manufacturing site (once the licence is issued) while this endorsement application is ongoing.

Picnic Area

In a picnic area, liquor is restricted to that served or sold from the on-site store or other endorsements (if applicable). This endorsement will require local government/First Nation sign-off and requires 1-4 months to process.

Manufacturer Licence Terms and Conditions Handbook, Dec 2017 (Province of BC)

<https://www2.gov.bc.ca/assets/gov/employment-business-and-economic-development/business-management/liquor-regulation-licensing/guides-and-manuals/manufacturer-handbook.pdf>

Manufacturer Licence (page 10)

Once you have your manufacturer licence, you must maintain your equipment and continue to manufacture onsite each year in order to maintain the licence. You are required as part of the licensing process to own or have at least a one-year lease on your production equipment. You must maintain this equipment and continue to produce onsite.

Your basic licence permits you to:

- Sell your products to licensees as permitted through your manufacturing agreement with the Liquor Distribution Branch.
- Market and promote your products offsite to licensees and the public.
- Set aside one or more interior areas where you may sell or serve samples of your products to your patrons between 9 a.m. and 11 p.m.
- Take patrons on guided tours of your establishment between 9 a.m. and 11 p.m. While on a guided tour, your tour route is considered a service area which permits the service or sale of samples to persons on the tour. The tours are permitted in any area of your business but are only permitted outside if there are exterior features related to manufacturing, e.g. a vineyard.

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Samples (page 10-11)

Samples are a small amount intended to demonstrate what the product tastes like. Without a lounge or special event area endorsement you can only sell a limited volume of liquor for sampling purposes.

You must follow these limits when selling samples:

- Winery: a maximum individual serving size of 50 ml of wine. Multiple servings (e.g. flights) are permitted to a total maximum of 150 ml per person per day.
- Brewery/Cidery: a maximum individual serving size of 125 ml of beer or cider. Multiple servings (e.g. flights) are permitted to a total maximum of 375 ml per person per day.
- Distillery: a maximum individual serving size of 15 ml of spirits. Multiple servings (e.g. flights) are permitted to a total maximum of 45 ml per person per day. The volume limits for spirits do not include any mix added to the samples, e.g. tonic water.

Please note that “selling” includes any form of indirect sale, such as charging patrons for a tour that comes with a sample, offering liquor with the purchase of food, or charging for entertainment that includes liquor in the price. The maximum sample amounts per person per day apply regardless of where the liquor is provided, i.e. in a designated sampling area or on a guided tour or both.

If you provide free samples to your customers, the maximum individual serving sizes listed above still apply. There are no specified limits on the total volume of free samples you may provide, however you must never serve or sell samples to the point of intoxication.

Where Customers May Consume Liquor (page 13)

Customers cannot bring their own bottles of wine or other liquor to consume at your facility, but customers may take away unfinished bottles of wine (only), as long as the bottles are re-sealed. You may only sell and serve in the licensed area(s) and sampling area of your facility, or on a guided tour, and self-service is not permitted.

- If you have an additional licence on your manufacturer site, a patron may purchase a drink in one licensed establishment (for example, a restaurant) and then take it into an adjoining establishment (for example, a lounge) if you own both establishments
- Customers may take their drinks to the picnic area, but you cannot serve in the picnic area
- Patrons may take liquor into the washroom, as long as they are not walking through an unlicensed area (such as a lobby) and you are properly supervising the washrooms
- Professional entertainers may consume liquor while on stage, as long as they do not become intoxicated

Endorsements (page 17)

You can apply for four additional endorsements – a store, lounge, special event area and picnic area. If you do not have any endorsements on your manufacturing licence, you may only manufacture and permit guided tours and sampling at your site.

Picnic Area Endorsement (page 19 to 20)

You may apply to the Branch for a picnic area endorsement. The endorsement permits patrons to bring samples or drinks purchased from your other endorsement areas outside to consume (there is no sale or service in the picnic area). The picnic area:

- May be open from 9 a.m. until half an hour after sunset. Liquor may not be consumed past this time and all patrons must be cleared within a further half an hour.
- Must have sufficient line of sight from the interior to manage the area, or you must have other strategies in place to supervise patrons.
- Must have signage to indicate the person capacity and to indicate that the area is for consumption only (not a service area).
- Must be open to the elements (no roofs, walls or heaters) and have a clearly defined boundary.
- Has a total person capacity of 30 persons, unless otherwise noted on your licence.
- Is not permitted to have amplified sound in or adjacent to the picnic area.

Although patrons may consume drinks purchased from your endorsement areas in the picnic area, the picnic area must not be used as an overflow area of a lounge.

Lounge and Special Event Area Endorsements

Lounge endorsement (page 20)

You may apply to the Branch for a lounge endorsement. This endorsement is subject to local government/First Nation and public consultation. The lounge permits the sale and service of liquor for onsite consumption. The lounge may be located indoors or on a patio or both. Food must be available to patrons in the lounge.

Hours of Sale (page 20)

Hours for special event areas and lounges are 9 a.m. to 4 a.m. the following day, subject to limitation by the Branch. Patrons must leave within a half hour of liquor service ending in your service endorsement areas.

If you have a special event area or lounge, you may serve liquor until 4 a.m. on January 1, regardless of your normal closing hour (as long as food is available to customers), unless local bylaws prohibit it.

On the night of a time change (spring or fall), you must operate according to the hours in effect at the start of the Saturday business day, and wait to change your clocks (forward or back) until after your liquor service hours have ended for that business day.

Selling Liquor

You may sell any kind of liquor for onsite consumption in your approved lounge or special event area, as long as the cost to purchase liquor from another manufacturer/s does not exceed 20% of the total value of liquor purchased for the lounge or special event area in any given quarter.

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Drink Sizes (page 20-21)

You must encourage moderate consumption at all times and not serve a customer a single serving larger than the maximum serving sizes specified below.

Distilled liquor:

- Single servings of no more than 3 fl oz (85 ml) per person at a time
- Drinks that two or more patrons intend to share may be served in pitchers or similar, but the maximum of 3 fl oz per person must be maintained
- You cannot sell or serve whole bottles of distilled liquor (“bottle service”)

Draught beer and cider:

- Single servings of no more than 24 oz (682 ml)
- Smaller servings of multiple brands, as long as the total served at one time is no more than 24 oz (682 ml)
- Pitchers or other multiple serving containers, as long as it is shared by two or more patrons and contains more than 60 oz (1.7 litres)

Bottled beer:

- Maximum two standard-sized or one large-sized (up to 24 oz or 682 ml) bottle of beer per patron at a time.

Wine:

- Single servings of 10 oz (284 ml) or smaller servings of multiple brands, as long as the total served at one time is no more than 10 oz (284 ml)
- The standard 750 ml bottle if it is to be consumed by at least two people and with food
- Non-refillable containers of 0.75 litres to 1.5 litres, or in refillable containers of no more than 1.5 litres

The maximum single serving size can be divided into two or more different types of drinks, as long as the total does not exceed two standard drinks. For example, you may serve a patron a 12 oz sleeve of beer and a 5 oz glass of wine (or alternately 1.5 oz spirits) at the same time. You may not serve a patron more than this amount even if the patron claims to be ordering for the entire table (for example the order is taken at the service bar).

Entertainment and Events (page 22-23)

Live or recorded music, radio, television and dancing are permitted in your lounge and special event area, unless it is otherwise restricted by the Branch or unsuitable for minors. Entertainment is permitted in the picnic area as long as there is no amplified sound.

You may also:

- Host a live radio, television or web broadcast from your establishment
- Provide games of skill (such as darts, pool and video games) and games of chance (including card games), but for amusement only – no payoffs or prizes of any kind are permitted

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- Hold tournaments of skill and contests, and include information about these in any advertising, and offer prizes that may include money or the winner's name being entered into a draw, as long as:
 - o Patrons may enter without making a purchase or ordering a drink
 - o You do not offer or give liquor as a prize and your event does not involve the consumption of liquor
 - o You do not require the winners to be present to collect their prize
 - o Your event does not involve a contact sport
 - o Neither you, your immediate family or your staff may enter
 - o You do not charge an entry fee for contests (although you can for tournaments)
- Show movies, as long as the primary focus of your lounge does not shift to that of a movie theatre, and all movies are shown in accordance with the Motion Picture Act and its regulations. You cannot show movies that are unrated, restricted or adult rated.
- Apply to the Branch to host contact sport events on your premises. Such events must be approved in advance, must not involve patrons and you must take steps to protect both patrons and staff.
- Allow a licensed social occasion casino or licensed bingo events for charitable purposes, as long as:
 - o The events are held in an area covered by a special event area or lounge endorsement
 - o They are hosted by a charitable organization licensed by the Gaming Policy and Enforcement Branch
 - o The charitable organization's gaming licence is posted in a prominent location in the endorsement area
 - o Prizes do not include liquor or tokens redeemable for liquor
 - o The endorsement area where liquor service and consumption takes place is sufficiently enclosed to ensure the gaming area is clearly defined and to prevent patrons from taking liquor outside the area
 - o Liquor is served to the patrons of the charitable event under the regular terms and conditions of the licensed area
 - o Minors are not permitted in the area where the social occasion casino or bingo is held



December 11th 2018

Andrew Allen
Manager, Planning and Development
1975 Field Road
Sechelt, BC
V0N3A1

RE: Status of wastewater system at Persephone Brewing Company – 1053 Stewart Road

Mr. Allen:

This letter is to confirm that on November 26th, 2018 our office received a Letter of Certification for the sewerage system responsible for handling wastewater from the brewing process at 1053 Stewart Road in Gibsons. Our office now has copies of documents required under the Sewerage System Regulation for both the domestic sewage and brewery wastewater systems for this parcel.

An on-site visit on December 10th, 2018 confirmed that brewery wastewater is being treated and disposed of through a subsurface dispersal system. Persephone staff members have also stated that they intend to conduct periodic effluent testing to ensure the treatment system is functioning correctly, although this is not formally required.

I can confirm that there are no outstanding items relating to sewerage disposal on this parcel. If you have any questions, please contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Chris Morse", is placed over a small black rectangular box.

Chris Morse, C.P.H.I.(C)
Environmental Health Officer
Sechelt Health Unit
Vancouver Coastal Health
604-885-8701

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Yuli Siao, Senior Planner

SUBJECT: PROVINCIAL REFERRAL CRN00071 FOR A PRIVATE GROUP MOORAGE (SPINDRIFT PROPERTIES) – ELECTORAL AREA F

RECOMMENDATIONS

1. **THAT the report titled Provincial Referral CRN00071 for a Private Group Moorage (Spindrift Properties) – Electoral Area F be received;**
2. **AND THAT the following comments be forwarded to the Ministry of Forests, Lands, Natural Resources Operations, and Rural Development:**

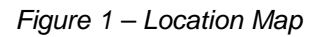
Subject to the following conditions, SCRD has no objections to the proposed moorage fronting Strata Lot 1 and Lot 2, District Lot 1467, Group 1, New Westminster District, Strata Plan BCS1947, Provincial Reference Number 320077:

- a. **SCRD will require a building permit and/or a development variance permit if any structures are constructed to access the moorage facility;**
 - b. **Ensure that Skwxwú7mesh Nation is consulted, any concerns are addressed and that all related activities undertaken comply with the *Heritage Conservation Act*;**
 - c. **Islands Trust be contacted with respect to this application.**
3. **AND FURTHER THAT the recommendation be forwarded to the Regular Board meeting on January 10, 2019.**
-

BACKGROUND

SCRD received a Provincial referral from the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) for an application to permit a private residential group moorage fronting Strata Lot 1 and Lot 2, District Lot 1467, Group 1, New Westminster District, Strata Plan BCS1947 (referred to as the upland parcels), located on Keats Island (Figures 1 & 2). The referral package can be found in Attachment A. A location map and a plan of the moorage and an application summary are provided below.

Land use planning on Keats Island is the jurisdiction of the Islands Trust. SCRD's interests on Keats Island are limited to the services provided, such as building inspection and parks. Staff have reviewed the referral with the lens of the services and limited to recommended comments for those areas. Intergovernmental and First Nations comments are included in the spirit of cooperation with our local government and First Nations partners. The purpose of this report is to provide an analysis of the proposal and recommend a response to FLNRORD.



5m

2m

LWL

APPLICATION AREA
(.254ha)

B.C.L.S.
IRON POST
/P.O.C.

STRATA LOT 1,
DL 1467, GR 1, NWD,
Plan BCS1947,
PID: 026-953-412

STRATA LOT 2,
DL 1467, GR 1, NWD,
Plan BCS1047,
PID: 026-953-412

Table 1 - Application Summary

Owner / Applicant:	Spindrift Properties Inc.
Purpose:	Private residential group moorage
Tenure Type:	License of occupation
Application area:	0.254 ha
Location:	Keats Island
Legal Description:	Strata Lot 1 & 2, District Lot 1467, Group 1, New Westminster District, Strata Plan BCS1947 (upland parcels)
Electoral Area:	F – West Howe Sound
OCP Land Use:	Residential – Islands Trust
Land Use Zone:	RR (Rural Residential) – Islands Trust
Comment deadline:	January 15, 2019

DISCUSSION

The applicant proposes to replace an existing private residential group moorage facility for the two above noted upland strata lots. The new facility will consist of a concrete abutment, an approach with three 6'x46' sections, a 4'x46' gangway, a 10'x8' landing float and a 70'x8' float with steel anchor piles.

The upland strata lots can be accessed primarily by water, and the moorage will be used all year round for the residents and their guests. Currently there are two dwellings on these lots, and two more are planned to be constructed.

Land Use

The tenure application area and upland parcels are under the Keats Island Official Community Plan and Land Use Bylaw which are administered by Islands Trust. Islands Trust should be contacted through the Province's referral process with respect to their interest in land use planning and other policies and regulations.

In addition, the Regional District will require a building permit and/or a development variance permit if any structures are constructed to access the moorage facility.

Options

The Province requests SCRD to decide on one of the following options in response to the referral:

1. Interests unaffected
2. No objection to approval of project
3. No objection to approval of project subject to conditions
4. Recommend refusal of project due to reasons

Staff recommend Option 3, subject to conditions outlined in the Recommendations.

Consultation

The Province referred this application to First Nations, SCRD and other agencies it identifies as appropriate. The applicant is responsible for advertising the application in a local newspaper to enable comments from the public.

Timeline for Next Steps

The Province extended the deadline to comment on this application to January 15, 2019 in order to obtain a Board Resolution. The resolution will be forwarded to FLNRORD and final decision will be made by the Province.

Recommendations from this report must be forwarded to the Regular Board meeting of January 10, 2019 in order to meet the extended deadline.

STRATEGIC PLAN AND RELATED POLICIES

N/A

CONCLUSION

The SCRD was provided an opportunity to comment on a Provincial referral to permit a private residential group moorage at Keats Island. The proposal was analyzed against applicable SCRD policies, bylaws and regulations for services provided at the subject location. The proposal is found to have no perceivable negative impact on SCRD services.

Staff recommend responding to the Province with the option that the SCRD has no objection to the project subject to conditions identified in this report.

Attachments

Attachment A – Referral Package

Reviewed by:			
Manager	X- A. Allen	Finance	
GM	X- I. Hall	Legislative	
CAO	X- J. Loveys	Other	



Crown Land Tenure Application

Tracking Number: 100250994

ATS # 320077

Applicant Information

If approved, will the authorization be issued to
an Individual or Company/Organization? Company/Organization

What is your relationship to the
company/organization? Agent

vSUS688

APPLICANT COMPANY/ORGANIZATION CONTACT INFORMATION

Applicant is an Individual or an Organization to whom this authorization Permit/Tenure/Licence will be issued, if approved.

Name: Spindrift Properties (Keats) Inc.

Doing Business As:

Phone: 604-957-4229

Fax:

Email:

BC Incorporation Number:

Extra Provincial Inc. No:

Society Number:

GST Registration Number:

Contact Name: Sean George

Mailing Address: 305-1788 West 5th Avenue
Vancouver BC V6J 1P2

AGENT INFORMATION

Please enter the contact information of the Individual/Organization who is acting on behalf of the applicant.

Name: Adam Mark Thomsen

Doing Business As: All Tides Consulting & Design

Phone: 604-885-8465

Fax:

Email: alltidesconsulting@gmail.com

BC Incorporation Number:

Extra Provincial Inc. No:

Society Number:

GST Registration Number:

Contact Name: Adam Thomsen

Mailing Address: 5431 Carnaby Place
Sechelt BC V0N3A7

Letter(s) Attached: Yes (David . Letter of Agency.pdf)

CORRESPONDENCE E-MAIL ADDRESS

If you would like to receive correspondence at a different email address than shown above, please provide the correspondence email address here. If left blank, all correspondence will be sent to the above given email address.

Email: alltidesconsulting@gmail.com

Contact Name: Adam Thomsen

ELIGIBILITY

Question	Answer	Warning
----------	--------	---------

Do all applicants and co-applicants meet the eligibility criteria for the appropriate category as listed below?	Yes	
---	-----	--

Applicants and/or co-applicants who are Individuals must:

1. be 19 years of age or older and
2. must be Canadian citizens or permanent residents of Canada. (Except if you are applying for a Private Moorage)

Applicants and/or co-applicants who are Organizations must either:

1. be incorporated or registered in British Columbia (Corporations also include registered partnerships, cooperatives, and non-profit societies which are formed under the relevant Provincial statutes) or
2. First Nations who can apply through Band corporations or Indian Band and Tribal Councils (Band or Tribal Councils require a Band Council Resolution).

TECHNICAL INFORMATION

Please provide us with the following general information about you and your application:

EXISTING TENURE DETAILS

Do you hold another Crown Land Tenure? No

ALL SEASONS RESORTS

The All Seasons Resorts Program serves to support the development of Alpine Ski and non-ski resorts on Crown land. For more detailed information on this program please see the operational policy and if you have further questions please contact FrontCounter BC.

Are you applying within an alpine ski resort? No

WHAT IS YOUR INTENDED USE OF CROWN LAND?

Use the "Add Purpose" button to select a proposed land use from the drop down menu.

If you wish to use Crown land for a short term, low impact activity you may not need to apply for tenure, you may be authorized under the Permissions policy or Private Moorage policy.

To determine if your use is permissible under the Land Act please refer to either the Land Use Policy - Permissions or Land Use Policy - Private Moorage located here.

Purpose	Tenure	Period
Residential Strata Moorage	Licence of Occupation	More than thirty years

ACCESS TO CROWN LAND

Please describe how you plan to access your proposed crown land from the closest public road: The property is water access only on Keats Island BC. The tenure will be accessed from the water.

RESIDENTIAL

Please contact FrontCounter BC before you apply as Crown land for residential use is limited.

Specific Purpose: Strata Moorage
Period: More than thirty years
Tenure: Licence of Occupation

TOTAL APPLICATION AREA

Please give us some information on the size of the area you are applying for.

Please specify the area: .398 hectares

PROJECT DETAILS

Are you applying to purchase your existing lease or licence? No
Are you applying for a parcel of land so that you can construct a Thermal Loop (part of a system for heating or cooling a residence)? No
Are you applying to build a seawall, retaining wall, or similar structure? No

IMPORTANT CONSIDERATIONS

Do you, or someone you live with hold an existing Residential Tenure?	No
Are you applying to purchase a tenured residential lot (a lot for which your immediate family presently pay a rental fee to the government)?	No
Are you applying for a parcel of land on a small island (less than 64.75 Ha in size)?	No
Are you applying for a parcel of land in a remote area, which you intend to use as residence?	No
Are you applying for a parcel of land, at least partially covered by water, where you intend to place a Float Home?	No
Are you applying to build a septic field?	No

ADDITIONAL QUESTIONS

In many cases you might require other authorizations or permits in order to complete your project. In order to make that determination and point you in the right direction please answer the questions below. In addition, your application may be referred to other agencies for comments.

Is the Applicant or any Co-Applicant or their Spouse(s) an employee of the Provincial Government of British Columbia?	No
Are you planning to cut timber on the Crown Land you are applying for?	No
Are you planning to use an open fire to burn timber or other materials?	No
Do you want to transport heavy equipment or materials on an existing forest road?	No
Are you planning to work in or around water?	Yes
1. If you will be working in or around fresh water, you will require a Water Sustainability Act Change Approval or Notification from the Province. 2. The federal Department of Fisheries and Oceans might need to review your project. 3. Review the Transport Canada website if the Navigation Protection Act applies.	
Does your operation fall within a park area?	No

LOCATION INFORMATION

LAND DETAILS

Please provide information on the location and shape of your Crown land application area. You can use one or more of the tools provided.

☒ I will upload a PDF, JPG or other digital file(s)

MAP FILES

Your PDF, JPG or other digital file must show your application area in relation to nearby communities, highways, railways or other land marks.

Description	Filename	Purpose
Drawing Plans A-D FLNRO can use metes and bounds included in the drawing plans to create shape file	Spindrift . Group Moorage T...	Residential

ATTACHED DOCUMENTS

Document Type	Description	Filename
General Location Map	Plans A-D	Spindrift . Group Moorage T...
Management Plan	MP	Management Plan - Spindrift...
Other	Letter of Agency 1	David . Letter of Agency.pdf
Other	Letter of Agency 2	Letter of Agency (Helen si...
Other	Letter of Agency 3	Letter of Agency (Mary sig...
Other	Municipal Zoning Confirmation Letter	30-Jan-2018 - Zoning Confir...
Other	Photo1	photo . foreshore at propos...
Other	Photo2	photo to north.JPG
Other	Photo3	photo to south.JPG
Other	Title	Title Search 7_7_09.pdf
Site Plan	Plans A-D	Spindrift . Group Moorage T...

PRIVACY DECLARATION

☒ Check here to indicate that you have read and agree to the privacy declaration stated above.

REFERRAL INFORMATION

Some applications may also be passed on to other agencies, ministries or other affected parties for referral or consultation purposes. A referral or notification is necessary when the approval of your application might affect someone else's rights or resources or those of the citizens of BC. An example of someone who could receive your application for referral purposes is a habitat officer who looks after the fish and wildlife in the area of your application. This does not apply to all applications and is done only when required.

Please enter contact information below for the person who would best answer questions about your application that may arise from anyone who received a referral or notification.

Company / Organization: All Tides Consulting & Design
Contact Name: Adam Thomsen
Contact Address: 5431 Carnaby Pl. ,Sechelt, BC
VON 3A7

Contact Phone: 604-885-8465
Contact Email: alltidesconsulting@gmail.com

☒ I hereby consent to the disclosure of the information contained in this application to other agencies, government ministries or other affected parties for referral or First Nation consultation purposes.

IMPORTANT NOTICES

- Once you click 'Next' the application will be locked down and you will NOT be able to edit it any more.

DECLARATION

☒ By submitting this application form, I, declare that the information contained on this form is complete and accurate.

OTHER INFORMATION

Is there any other information you would like us to know?

Please contact Spindrift's application Agent Adam Thomsen for all correspondence pertaining to this application

APPLICATION AND ASSOCIATED FEES

Item	Amount	Taxes	Total	Outstanding Balance
Crown Land Tenure Application Fee	\$250.00	GST @ 5%: \$12.50	\$262.50	\$0.00

OFFICE

Office to submit application to:

Surrey

PROJECT INFORMATION

Is this application for an activity or project which requires more than one natural resource authorization from the Province of BC?

No

APPLICANT SIGNATURE

Applicant Signature

Date

OFFICE USE ONLY

Office Surrey	File Number 2412121	Project Number 320077
	Disposition ID 934441	Client Number

Project Management Plan

(Revision 3)

Group Moorage Aquatic Crown Land Tenure Application

Spindrift Properties (Keats) Inc. – Oct. 6, 2018

Tenure Application Area Fronting:

STRATA LOT 1, DL 1467, GR 1, NWD,

Plan BCS1947, PID: 026-953-412

&

STRATA LOT 2, DL 1467, GR 1, NWD,

Plan BCS1047, PID: 026-953-412

(WATER ACCESS ONLY)

There are two different section “b’s” in the Frontcounter bc private moorage applications management plan requirement, I have included information for both as to not miss any required information

The following “Section b” is listed as a requirement in the ‘private moorage application requirements list – marine’

Section B – Project Details

Description of existing structures such as type (dock, wharf, etc.), construction (pilings, floats, etc.), and materials (include any preservatives);

There is an existing private moorage at the site which will be removed during the installation of the newly proposed group moorage structure. Below is a point form list of the existing structure. Should more information about the existing structure be required please contact Spindrift’s Permitting Agent Adam Thomsen for further information.

The existing structure consists of:

- One 4.5’ x 74’ timber frame approach
- Ten approach bearing piles.
- One timber approach bearing support
- One 4’ x 40’ aluminum gangway with wood plank decking

-The float system consists of two timber frame floats: One being 14' x 40' and the adjoining float being 10' x 60'. The float system is anchored using an anchor pile system. Four groups of three timber piles are used in for the anchoring system.

Size and dimensions of planned (and/or existing) improvements including floating docks, wharves, boathouses, retaining walls, pilings or areas to be filled or dredged as well as construction material used;

- One 7' x 4' x 2' concrete abutment
- Three 6' x 46' aluminum approaches with light penetrating decking arrangement
- Two pairs of 12" steel bearing piles on concrete footings
- One pair of 12" steel driven bearing piles
- One 4' x 46' aluminum gangway with light penetrating decking arrangement
- One 10' x 8' timber frame landing float
- One 70' x 8' timber frame float
- Four 12" steel driven anchor piles

Include dimensions and distances from property lines

All system structures are greater than 5m from side property lines.

If other docks are located within 25 meters of the site plan, please include these docks on the site sketch;

There are no other docks located within 25m of the proposed site plan.

Indicate how public access is maintained along the beach;

As seen in drawing Plan D there is ample clearance at the high water line for the public to walk under the structure (approx. 2m).

Type of use - number of boats, seasons, etc., and

This proposed group moorage system will be used exclusively by the residence of the upland properties and their guests year round. Year round use is necessary as they are water access only lots. The property is zoned RR. There is an existing family residence on each of the properties and each of the properties will have an additional family residence constructed. The group moorage facility proposed will facilitate four families in four houses on the two properties. There are no services planned to be installed on the float at this time, the float will not be used for commercial purposes, and no income will be generated by the facility.

The following "section b" is listed as a requirement in the provided specific information template required 'http://www.for.gov.bc.ca/land_Tenures/documents/management_plan.pdf'

Section B – Proposed Use Description

Information on these topics below may be required as part of the application processing and if further detail is necessary that is not part of the application and management plan received, you will be contacted and requested to provide additional information.

I. Background

Proposed use – what is proposed including any phased development details – should sync with

"Purpose" chosen:

- Installation of a group moorage system for use by the upland residences of the two properties and their guests.
- Floats will allow moorage space and safe access to the water access only upland lots for each of the four upland family homes on a year round basis.
- The upland owners will not charge money for moorage or any other amenity provided by the float system.

Why here and now:

The existing docks located at the properties are becoming run down and soon will be in need of replacement. Also, in addition to the two existing single family dwellings, two more family households are being built (one of which is nearing the end of the design phase of the project). The new pier and dock system will facilitate both the replacement of the old dock, as to not let it become dilapidated, and the moorage space and safe access required for the upland strata houses.

Details of any preliminary investigative work and any other approvals obtained:

N/A

Current zoning:

Upland Lot – "RR" / Water – "RR"

For commercial activity – the location of competition, potential market statement:

N/A

II. Location

General description of:

The group moorage system will front the water access only lots Strata Lot 1, DL 1467, GR 1, NWD, Plan BCS1947, PID: 026-953-412 & Strata Lot 2, DL 1467, GR 1, NWD, Plan BCS1047, PID: 026-953-412, on Keats Island, B.C.

Access plans – how will you or your clients be accessing the parcel:

Upon the removal of the existing moorage system and the completion of the proposed mooring system the tenure will be accessed from the water and from the upland lot. During removal/installation the proposed mooring system location will be accessed by boat and barge.

Traffic including volume of traffic and phase or season:

It will be likely that the owners of the houses will be seasonal residence, only visiting the property on occasion throughout the fall and winter months and much more frequently in the summer and spring. Due to this, the tenure area will probably see fairly small amount of vessel traffic throughout the winter/fall with a higher volume of traffic in the summer/spring. The moorage will only be used by the property residence private boats and their guests.

Seasonal expectations of use:

Year round use is necessary for the water access only lots.

Land use on parcel, adjacent parcels and surrounding area:

Upland Lot and fronting aquatic Crown Land zoned – “RR” Rural Residential.

Confirmation of Safety plan including first aid:

Moorage structure installation contractor to have Health and safety plans. All boat owners using the group moorage will have a current boater’s license and required Transport Canada safety equipment aboard.

III. Infrastructure

New facilities or infrastructure proposed and any ancillary uses:

Description of Structures to be Installed

Spindrift Properties Inc. proposes to install one typical timber frame float to be used as a group moorage facility for private use. The float system will front Strata Lot 1, DL 1467, GR 1, NWD,

Plan BCS1947, PID: 026-953-412 & Strata Lot 2, DL 1467, GR 1, NWD, Plan BCS1047, PID: 026-953-412, on Keats Island, B.C. Three 6' x 46' aluminum approaches with light penetrating decking (either metal grate or appropriately spaced deck boards) will extend from a concrete abutment above the natural boundary. The approaches will bear on six 12" steel pipe piles (two sets on concrete footings). From the end of the approach a 46' x 4' aluminum gangway with light penetrating decking (either metal grate or appropriately spaced deck boards) will extend to the float system. The float system will consist of one landing float and one main moorage float (please refer to Spindrift group moorage application Site Plan C for float configuration). The floats are to be anchored using four 12" steel driven anchor piles.

Size and Dimensions of planned improvements

- One 7' x 4' x 2' concrete abutment
- Three 6' x 46' aluminum approaches with light penetrating decking arrangement
- Two pairs of 12" steel bearing piles on concrete footings
- One pair of 12" steel driven bearing piles
- One 4' x 46' aluminum gangway with light penetrating decking arrangement
- One 10' x 8' timber frame landing float
- One 70' x 8' timber frame float
- Four 12" steel driven anchor piles

Existing and proposed roads and their use by season, and any proposed connections to public or FSR roads:

N/A

Utility (power, electrical, telecommunications) requirements and sources:

N/A

Water supply; (use and quantity if known) and,

N/A

Waste disposal (note if septic system required), sewage, sanitation facilities and refuse disposal.

N/A

IV. First Nations

Describe any contact you may have had, including the name of the First Nation(s) and individuals contacted. Provide copies of or a description of any information you may have acquired from or provided to the First Nation(s) (potential benefits, partnership opportunities, special interests, concerns, etc.) and any information regarding archaeological resources and areas of cultural significance you are aware of in the vicinity of the proposed project.

We have not had any contact with First Nations. We are not aware of any areas of cultural significance close to the proposed moorage site.

Section C – Additional Information:

V. Environmental

Describe any significant impacts and proposed mitigation with respect to:

a. Land Impacts

Cutting of vegetation:

No vegetation will be cut as a result of this project.

Soil disturbance:

Minimal soil disturbance will occur with the installation of the concrete abutment. Minimal seafloor disturbance will occur with the placement of the bearing and anchor piles.

Riparian encroachment:

No fresh water streams were observed near the proposed installation location.

Management of pesticides, herbicides:

N/A

Visual impacts:

Visual impacts will be low due to the low profile design of the structure. The approach structure will be located near the property line adjoining the two strata lots leaving a large amount of water front and distance from the neighbors on either side.

Known archaeological sites:

We are not aware of any archaeological sites in the area.

Types of construction methods and materials used:

- We anticipate minimal land impact.
- All system components will be transported in by barge with no impact to the foreshore or sea floor.
- No machinery will work in the intertidal zone.
- All floats will have a minimum clearance from the sea floor of 1.5m at low tide (0' chart datum).

- Driven anchor piles will likely be installed using a pile vibro-hammer machine which will minimize environmental impacts.
- All applicable Best Management Practices, Operational Statements, and Timing Windows will be followed during all build and installation phases.
- Construction materials to be used for the project are noted in previous sections.

b. Atmospheric Impacts

Sound:

- There are no audio impacts at the proposed moorage site now.
- Besides the personal boat use there will be no audio impacts at the moorage site after installation.
- Sound impacts will occur when the barge/crane install the moorage facility. Other minimal sound impacts will occur throughout the installation process.
- Work will be conducted in an efficient and timely manner minimizing sound impacts.

Odor:

- There are no odor impacts at the proposed moorage site now.
- Besides personal boat use there will be no odor impacts at the moorage site after installation.
- Minimal odor impacts will occur throughout the installation process.
- Work will be conducted in an efficient and timely manner minimizing odor impacts.

Gas:

- Minimal fuel emissions and welding gases are the only gases that will be produced during installation.
- Personal boat use will be the only source of fuel emissions following the installation.

Fuel emissions:

- Minimal fuel emissions and welding gases are the only gases that will be produced during installation.
- Personal boat use will be the only source of fuel emissions following the installation.

Explain current conditions, source, type and range of emission:

- Minimal fuel emissions from the tug boat, crane, and small tools are the only gases which will be produced during installation.
- Personal boat use will be the only source of fuel emissions following the installation.

c. Water or Land covered by water Impacts

Drainage effect:

N/A

Sedimentation:

- Minimal water turbidity expected when the bearing and anchor piles are installed.
- Water quality will remain the same.

Water diversion:

N/A

Water quality:

- Minimal water turbidity expected when the bearing and anchor piles are installed.
- Water quality will remain the same.

Public access:

As seen in drawing Plan D there is ample clearance at the high water line for the public to walk under the structure (approx. 2m).

Flood potential:

N/A

d. Fish and Wildlife Habitat

Provide current status of fish or wildlife habitat:

The current status of fish or wildlife habitat is untouched.

Disturbance to wildlife habitat:

- No drainage effect will occur.
- Minimal water turbidity expected when the bearing and anchor piles are installed.
- Water quality will remain the same.
- All machinery and tools present on site during installation will be inspected for fluid leaks and be deemed in good working order prior to arrival to minimize the chance of a spill.
- All applicable Timing Windows, Operational Statements and Best Management Practices (BMP's) will be followed during all build and installation phases.

- All mandatory mitigation measures noted in the BMP's will be taken to ensure the least amount of negative effects on fish and wildlife habitat.
- The addition of the floats and piles will introduce habitat for wildlife and marine organisms to accumulate on.

Disturbance to fish habitat or marine environment:

- No drainage effect will occur.
- Minimal water turbidity expected when the anchor blocks are installed.
- Water quality will remain the same.
- All machinery and tools present on site during installation will be inspected for fluid leaks and be deemed in good working order prior to arrival to minimize the chance of a spill.
- Emergency spill kits are to be located on installation barges/boats.
- All applicable Timing Windows, Operational Statements and Best Management Practices (BMP's) will be followed during all build and installation phases.
- All mandatory mitigation measures noted in the BMP's will be taken to ensure the least amount of negative effects on fish and wildlife habitat.
- The addition of the floats and piles will introduce habitat for wildlife and marine organisms to accumulate on.

Threatened or endangered species in the area:

We are not aware of any threatened or endangered species in the area.

Seasonal considerations:

All applicable Timing Windows, Operational Statements and Best Management Practices (BMP's) will be followed during all build and installation phases.

VI. Socio- Community

a. Land Use

Land management plans:

N/A

Public recreation areas:

There are no public upland recreation areas adjacent to the strata lots. The structures will not impact or impede water recreation such as kayaking or swimming.

b. Socio-Community Conditions

Provide a description of the demand on fire protection or emergency services:

The private moorage increases the demand on emergency services by a negligible amount.

Director Name: David Bentall

Signature: _____



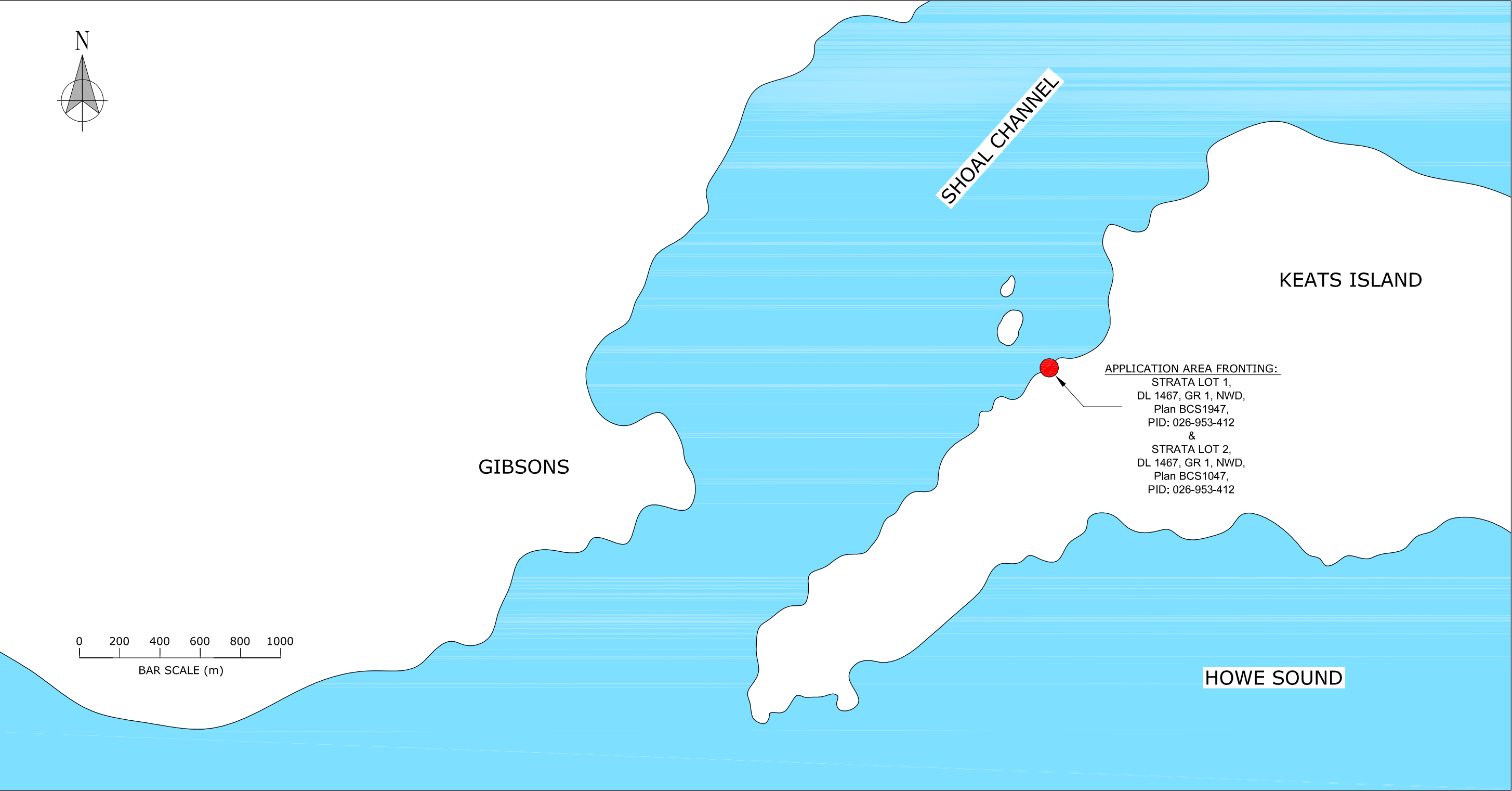
Director Name: Helen Burnham

Signature: _____

Director Name: Mary George

Signature: _____

Dated: OCT. 6, 2018



Drawing Ref's: PETER M. GORDON: SKETCH SHOWING EASEMENT OF PART OF STRATA LOTS 1&2 DL 1467, PLAN BCS1947
SCRD 'PIMS' - GIS online mapping system

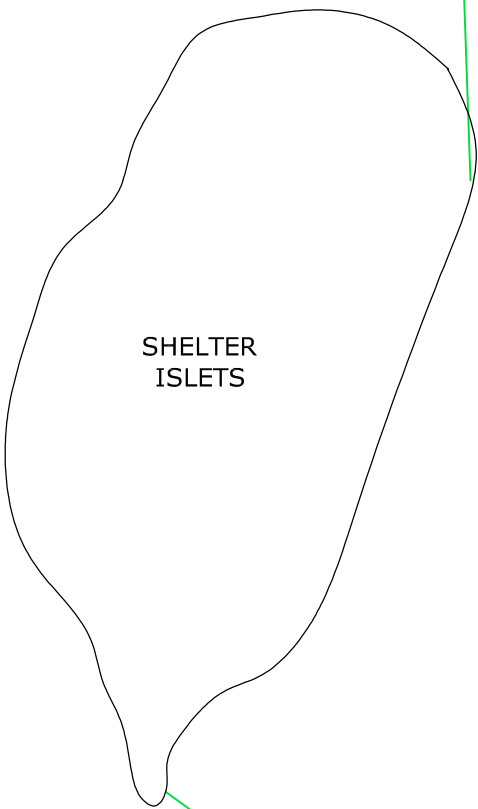
332



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Client: SPINDRIFT PROPERTIES (KEATS) INC.			
Drawing Title: LOCATION MAP PLAN A			Location: KEATS ISLAND, BC
Drawn By: A.T.	Date: OCT. 2018	Check'd and Signed-off By: Date:	Scale: 1 : 20,000
Drawing Number: P-1759-01		Sheet No. 1 OF 4	Rev. No. 3



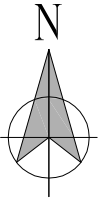
SHELTER ISLETS

PLUMPERS COVE

PLUMPERS COVE MARINE PARK BOUNDARY

NATURAL BOUNDARY

PROPERTY LINE



DRAWING NOTE:
-NATURAL BOUNDARY AND LOT LINES REFERENCED
FROM SUNSHINE COAST REGIONAL DISTRICT WEB BASED
GIS PROPERTY INFORMATION TOOL AND BC LAND
SURVEYOR SKETCH FROM PLAN BCS1947.

APPLICATION
AREA
(.254ha)

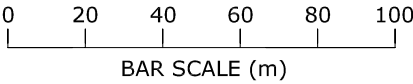
B.C.L.S.
IRON POST
/P.O.C.

STRATA LOT 1,
DL 1467, GR 1, NWD,
Plan BCS1947,
PID: 026-953-412

BLOCK 6, DL 1467,
Plan VAP646,
PID: 010-856-064

KEATS ISLAND

STRATA LOT 2,
DL 1467, GR 1, NWD,
Plan BCS1047,
PID: 026-953-412



BAR SCALE (m)

Drawing Ref's: PETER M. GORDON: SKETCH SHOWING EASEMENT OF PART OF STRATA LOTS 1&2 DL 1467, PLAN BCS1947
SCRD 'PIMS' - GIS online mapping system

333

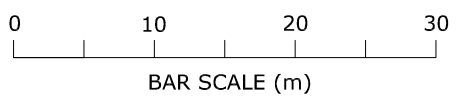
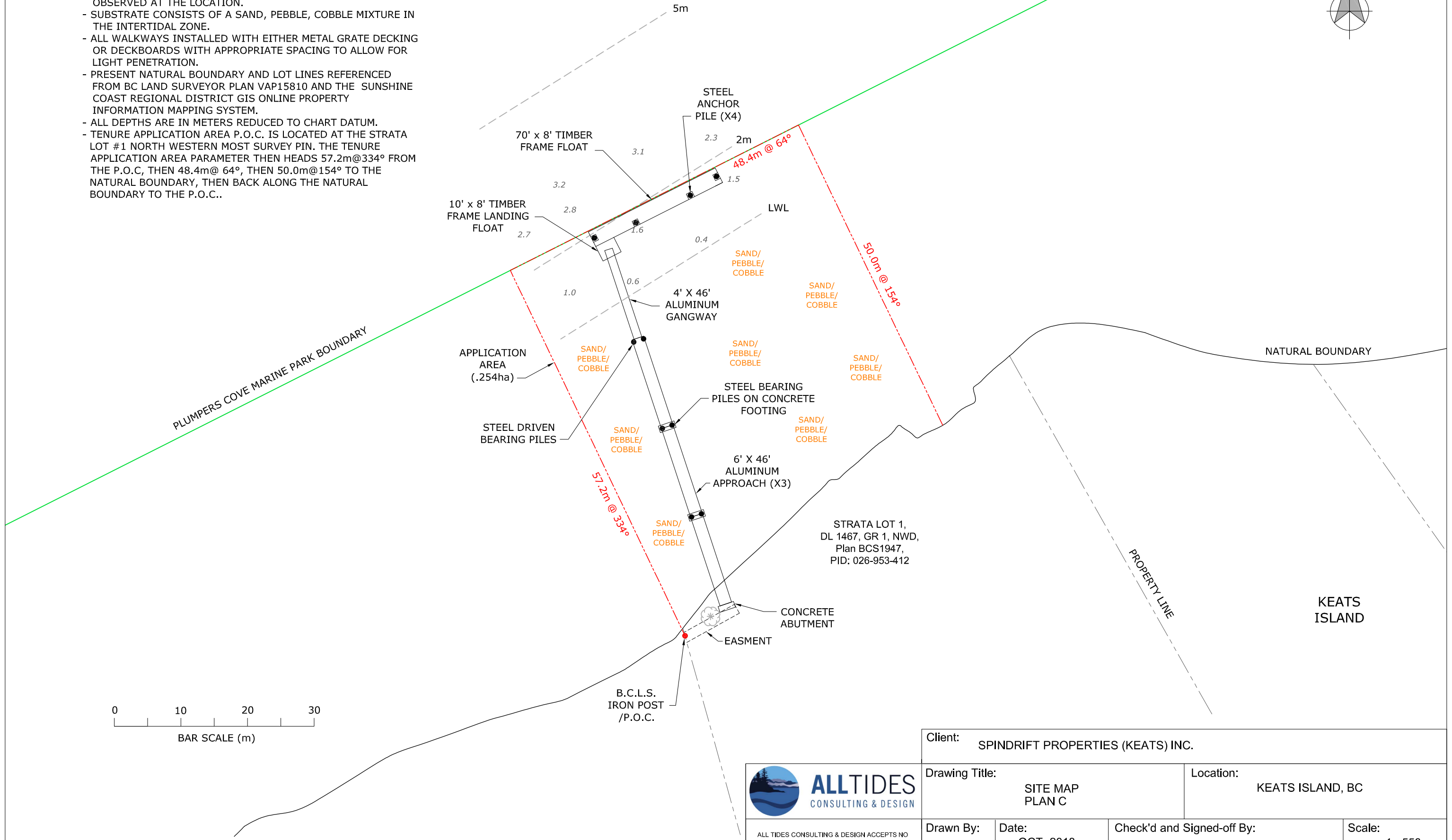
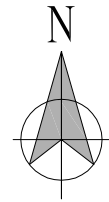


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Client: SPINDRIFT PROPERTIES (KEATS) INC.			
Drawing Title: SITE MAP PLAN B			Location: KEATS ISLAND, BC
Drawn By: A.T.	Date: OCT. 2018	Check'd and Signed-off By: Date:	Scale: 1 : 2,000
Drawing Number: P-1759-01		Sheet No. 2 OF 4	Rev. No. 3

- DRAWING NOTES:
- PROPOSED TENURE AREA = 0.254ha
 - GREEN ALGAE, BROWN ALGAE, BARNACLES AND MUSSELS, OBSERVED AT THE LOCATION.
 - SUBSTRATE CONSISTS OF A SAND, PEBBLE, COBBLE MIXTURE IN THE INTERTIDAL ZONE.
 - ALL WALKWAYS INSTALLED WITH EITHER METAL GRATE DECKING OR DECKBOARDS WITH APPROPRIATE SPACING TO ALLOW FOR LIGHT PENETRATION.
 - PRESENT NATURAL BOUNDARY AND LOT LINES REFERENCED FROM BC LAND SURVEYOR PLAN VAP15810 AND THE SUNSHINE COAST REGIONAL DISTRICT GIS ONLINE PROPERTY INFORMATION MAPPING SYSTEM.
 - ALL DEPTHS ARE IN METERS REDUCED TO CHART DATUM.
 - TENURE APPLICATION AREA P.O.C. IS LOCATED AT THE STRATA LOT #1 NORTH WESTERN MOST SURVEY PIN. THE TENURE APPLICATION AREA PARAMETER THEN HEADS 57.2m@334° FROM THE P.O.C, THEN 48.4m@ 64°, THEN 50.0m@154° TO THE NATURAL BOUNDARY, THEN BACK ALONG THE NATURAL BOUNDARY TO THE P.O.C..



Drawing Ref's: PETER M. GORDON: SKETCH SHOWING EASEMENT OF PART OF STRATA LOTS 1&2 DL 1467, PLAN BCS1947
SCRD 'PIMS' - GIS online mapping system

334

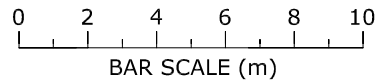
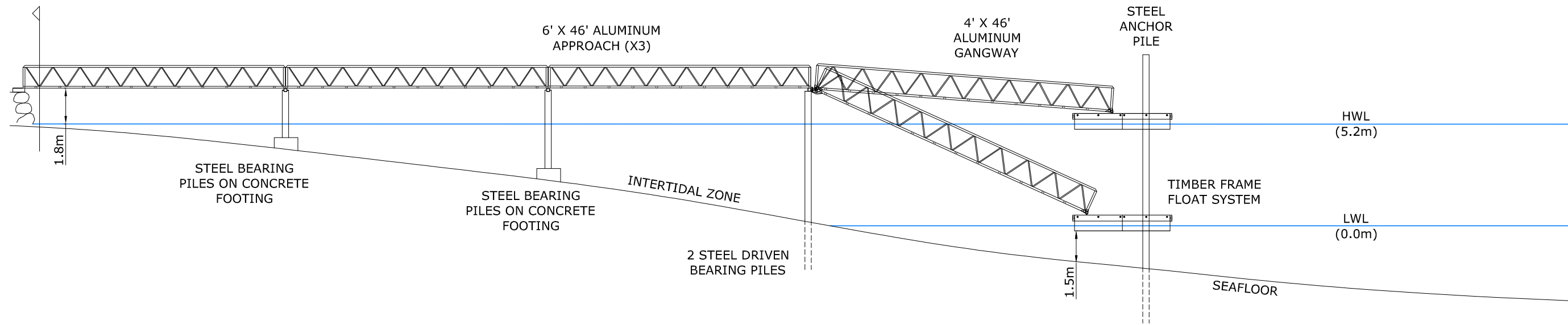


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Client: SPINDRIFT PROPERTIES (KEATS) INC.			
Drawing Title: SITE MAP PLAN C			Location: KEATS ISLAND, BC
Drawn By: A.T.	Date: OCT. 2018	Check'd and Signed-off By: Date:	Scale: 1 : 550
Drawing Number: P-1759-01		Sheet No. 3 OF 4	Rev. No. 3

NATURAL BOUNDARY OF:
STRATA LOT 2,
DL 1467, GR 1, NWD,
Plan BCS1047,
PID: 026-953-412



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Client: SPINDRIFT PROPERTIES (KEATS) INC.			
Drawing Title: ELEVATION PLAN D			Location: KEATS ISLAND, BC
Drawn By: A.T.	Date: OCT. 2018	Check'd and Signed-off By: Date:	Scale: 1 : 225
Drawing Number: P-1759-01		Sheet No. 4 OF 4	Rev. No. 3







SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Sven Koberwitz, Planning Technician

SUBJECT: FRONTAGE WAIVER FOR SUBDIVISION SD000007 (RANDSON) – ELECTORAL AREA E

RECOMMENDATIONS

THAT the report titled Frontage Waiver for Subdivision SD000007 (Randson) – Electoral Area E be received;

AND THAT the requirement for 10% road frontage for proposed Lots 9 - 14 in the subdivision of Lots 15, 16, and 17 District Lot 908 Plan 9768 be waived.

BACKGROUND

A subdivision of Lots 15, 16, and 17 District Lot 908 Plan 9768 is under consideration. The application has been under review for over two years and the applicant now proposes to complete the first phase of the subdivision. The first phase contains parcels fronting on to Veterans Road.

Section 512 of the *Local Government Act* requires that all new parcels have at least 10% of their perimeter fronting a public road unless a local government waives the requirement. Proposed Lots 9 to 14 do not meet the 10% road frontage requirement and therefore the SCRD Board must consider waiving the road frontage requirement.

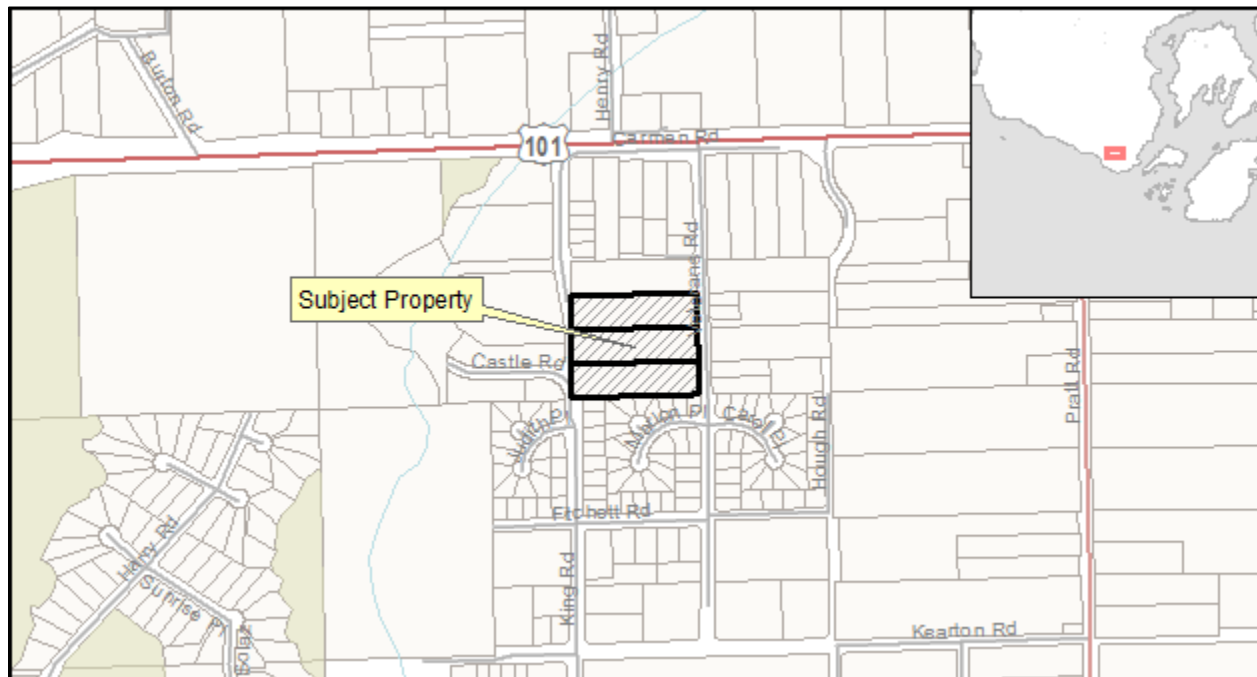
Lots 15, 16, and 17 are being subdivided in a phased manner with the 3 remainder portions fronting King Road to be subdivided at a future date.

Table 1 - Application Summary

Owner / Applicant:	Randson Holdings Inc.
Civic Address:	547 Veterans Road
Legal Description:	Lots 15, 16, and 17 District Lot 908 Plan 9768
Electoral Area:	E - Elphinstone
Parcel Area:	3.25 ha Total
OCP Land Use:	Residential C
Land Use Zone:	Residential Two (R2)
Application Intent:	Subdivision to create 10 parcels and to waive the requirement of 10% road frontage for proposed Lots 9 to 14.

The purpose of this report is to provide information on the application and obtain direction from the Planning and Community Development Committee.

Figure 1 – Location of Subject Property



DISCUSSION

Analysis

The application involves the subdivision of 3 adjacent parcels into 10 residential lots. The subdivision is being proposed as two phases with the first phase resulting in 7 lots fronting Veterans Road. The 3 remainder parcels will be subdivided with the subsequent phase. The subject property is located within Subdivision District C and each new lot is above the minimum parcel size requirement of 2,000 m² and is therefore consistent with the zoning. This is also compliant with the recommended density within the Elphinstone Official Community Plan.

Proposed Lots 9 to 14 do not meet the requirement of 10% (approx. 24 m) frontage along a public road. It is estimated that the proposed frontage for Lots 9 to 14 is 8.4% (approx. 20 m). Proposed Lot 8 is wider in order to accommodate an existing single family home and therefore has sufficient frontage of 14.2% (approx. 40 m).

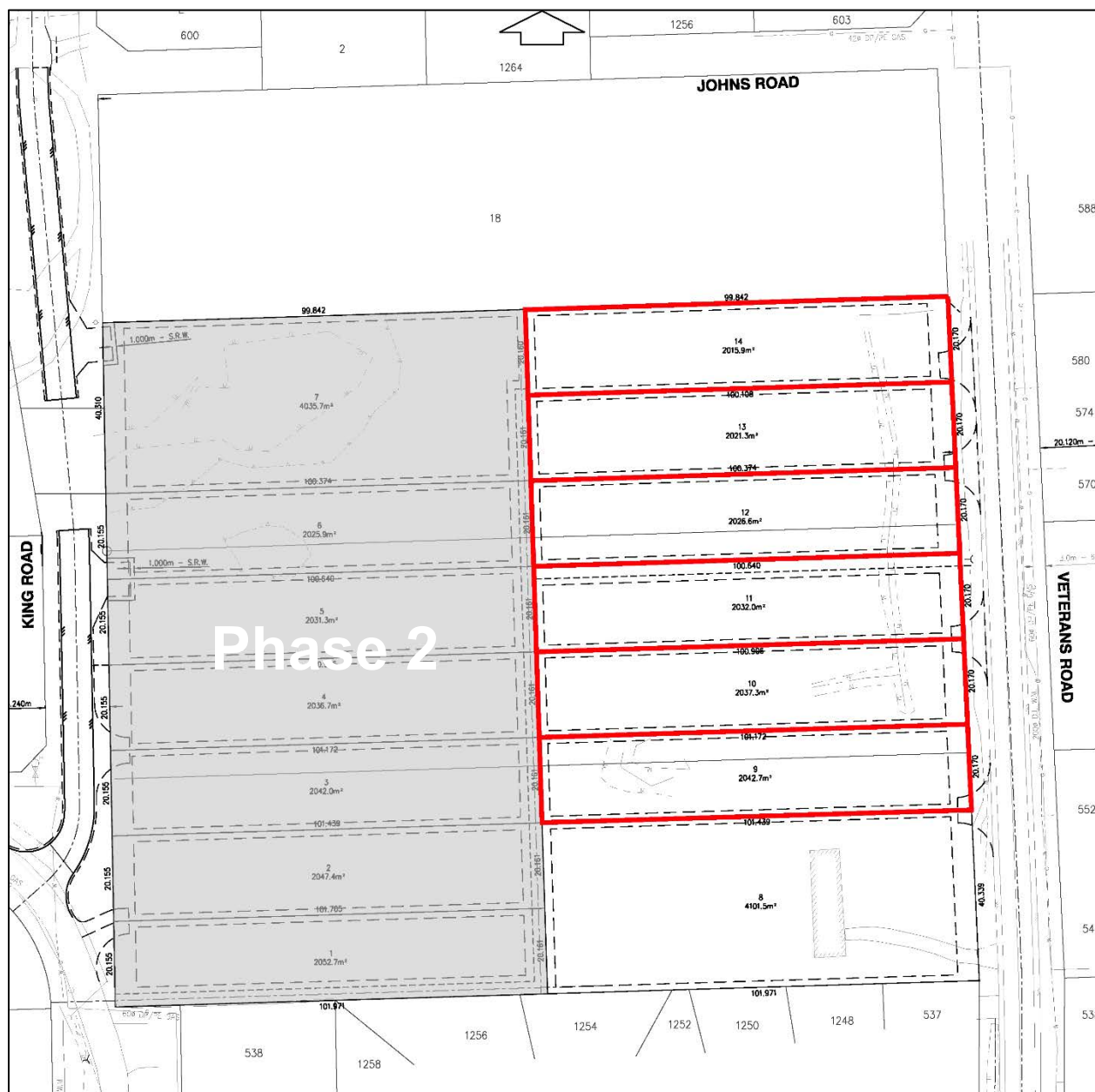
The Ministry of Transportation and Infrastructure (MOTI) issued Preliminary Layout Approval on May 14, 2018 and access and layout have been approved. Conditions in the Preliminary Layout Approval, based on comments provided by the SCRD, included the requirement to retain a qualified professional to review drainage conditions and potential changes in drainage conditions as a result of the subdivision. R. F. Binnie and Associates, a consulting civil engineering firm, has been retained by the owner to design a drainage system. The drainage system infrastructure has been installed by the developer and is expected to perform as designed upon completion of the development.

The application was referred to the Elphinstone Advisory Planning Commission on November 23, 2016 where a motion supporting the subdivision was made. Some concerns were expressed

regarding the frontage waiver and the associated number of driveways that would affect Veterans Road. To address this concern, a condition of subdivision approval requires each lot to share a driveway access with the adjacent lot thereby reducing the number of driveway entrances on Veterans Road (See Figure 2.). SCR'D's comments in 2016 noted the requirement for a frontage waiver, which has now been formally requested by the applicant.

Planning staff support the frontage waiver due to the accomodation of the existing dwelling and the configuration of the driveways to mitigate impacts of narrow lots on Veterans Road.

Figure 2 - Proposed Lots Subject to Frontage Waiver



Options

Possible options to consider:

Option 1: Issue the waiver.

The proposed subdivision conforms to the OCP and zoning bylaw and issuance of the frontage waiver will enable the subdivision to be approved subject to conditions contained in the Ministry of Transportation and Infrastructure Preliminary Layout Approval.

Staff recommend this option.

Option 2: Deny the permit.

The proposed subdivision could not proceed and a reconfiguration of the proposed layout would be required.

STRATEGIC PLAN AND RELATED POLICIES

N/A

CONCLUSION

A waiver for the 10% frontage requirement is required by the SCRD Board for the subdivision application to proceed.

Staff support this application and recommend issuing a road frontage waiver for proposed Lots 9-14, which will allow the subdivision to be considered for final approval by the Ministry of Transportation and Infrastructure.

Attachments

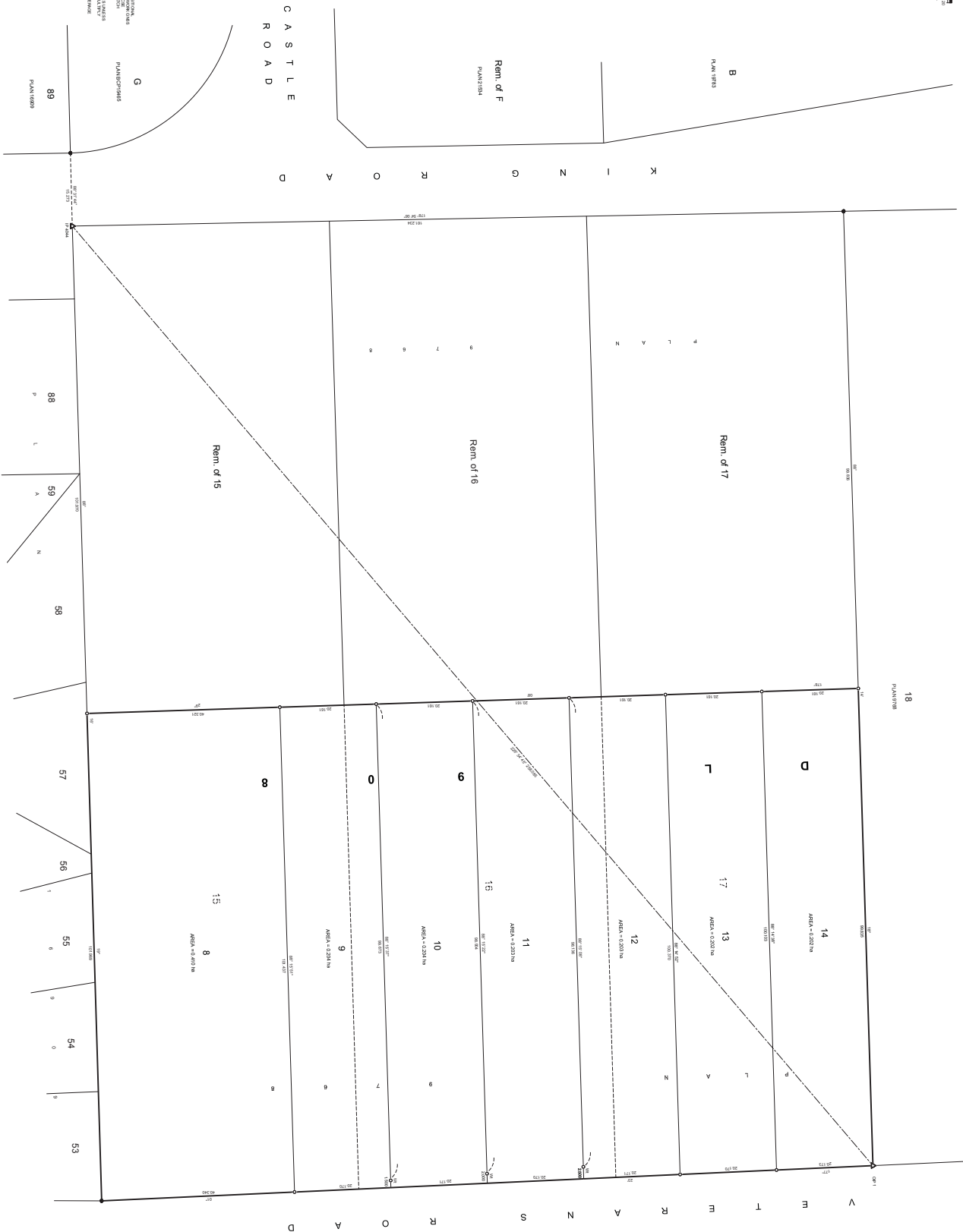
Attachment A – Proposed Subdivision Plan

Reviewed by:			
Manager	X - A. Allen	Finance	
GM	X - I. Hall	Legislative	
CAO	X - J. Loveys	Other	

Attachment A

[illegible]

THE LUMINOUS CHARACTERISTICS OF THE POLYMERIZATION OF VINYL MONOMERS IN THE PRESENCE OF AQUEOUS SOLUTIONS OF METAL IONS HAVE BEEN STUDIED BY THE METHOD OF THE STATIONARY STATE. THE RESULTS OBTAINED SHOW THAT THE POLYMERIZATION OF VINYL MONOMERS IN THE PRESENCE OF AQUEOUS SOLUTIONS OF METAL IONS IS A FIRST-ORDER REACTION WITH RESPECT TO THE CONCENTRATION OF THE MONOMER AND A SECOND-ORDER REACTION WITH RESPECT TO THE CONCENTRATION OF THE METAL IONS. THE RESULTS OBTAINED SHOW THAT THE POLYMERIZATION OF VINYL MONOMERS IN THE PRESENCE OF AQUEOUS SOLUTIONS OF METAL IONS IS A FIRST-ORDER REACTION WITH RESPECT TO THE CONCENTRATION OF THE MONOMER AND A SECOND-ORDER REACTION WITH RESPECT TO THE CONCENTRATION OF THE METAL IONS.



DATA: MARCH 2015 TO 2017, UTM ZONE 10			
STATION	NOPT-1840	EASTING	ESTIMATED HORIZONTAL POSITIONAL ACCURACY
OP 1	5472531.038	460345.495	0.05
IP 4046	5472531.023	460740.003	0.05

NOTE: FORM 1111 NOPT-1840 IS ONLY.

bennett
LAND SURVEYING
(CLIMATE COAST) LTD.
BC LAND SURVEYORS
604 PARKWAY ROAD
C88 50 N. BC
V2Y 1V6
TEL 604-696-2031
www.bennett.survey.ca
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D:\ADDITIONAL FILES FOR PREP 900291.D\DATA\TITRANT-FOUND\ALBUMIN-ON-CITRATE-900291.D\CHAMN29 900291.D\LOCAL PLANT 900291.D\NO

[illegible]

THIS PLAN LIES WITHIN THE
SUNSHINE COAST REGIONAL DISTRICT

THE FIELD SERVICE REPRESENTATIVE BY THIS PLAN WAS
COMPLETED ON THE 20TH DAY OF SEPTEMBER, 2010.
JAMER 884, B.G.S. 8804

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Sven Koberwitz, Planning Technician

SUBJECT: DEVELOPMENT VARIANCE PERMIT DVP00040 (CARMICHAEL) - ELECTORAL AREA A

RECOMMENDATIONS

THAT the report titled Development Variance Permit DVP00040 (Carmichael) - Electoral Area A be received;

AND THAT Development Variance Permit DVP00040 to vary the rear parcel line setback, per Section 1100.2(a) of Zoning Bylaw No. 337, 1990, from 5 metres to 2 metres to permit the siting of an auxiliary building, be issued, subject to:

1. A location survey, prepared by a B.C. Land Surveyor, be submitted confirming that the foundation forms are sited no less than 2 metres from the rear parcel line;
 2. The roof overhangs projecting no more than 0.3 metres into the 2 metre rear parcel line setback;
 3. All rainwater collected on the roof of the building must be transported through gutters, downspouts and closed pipes and should be conveyed to appropriate discharge facilities as to not impact the west slope and adjacent properties;
 4. The height of the proposed building not exceeding 6.6 metres;
 5. Landscaping being installed at the rear parcel line, including the planting of native vegetation to mitigate storm water drainage and provide a buffer to the adjacent property.
-

BACKGROUND

Table 1 - Application Summary

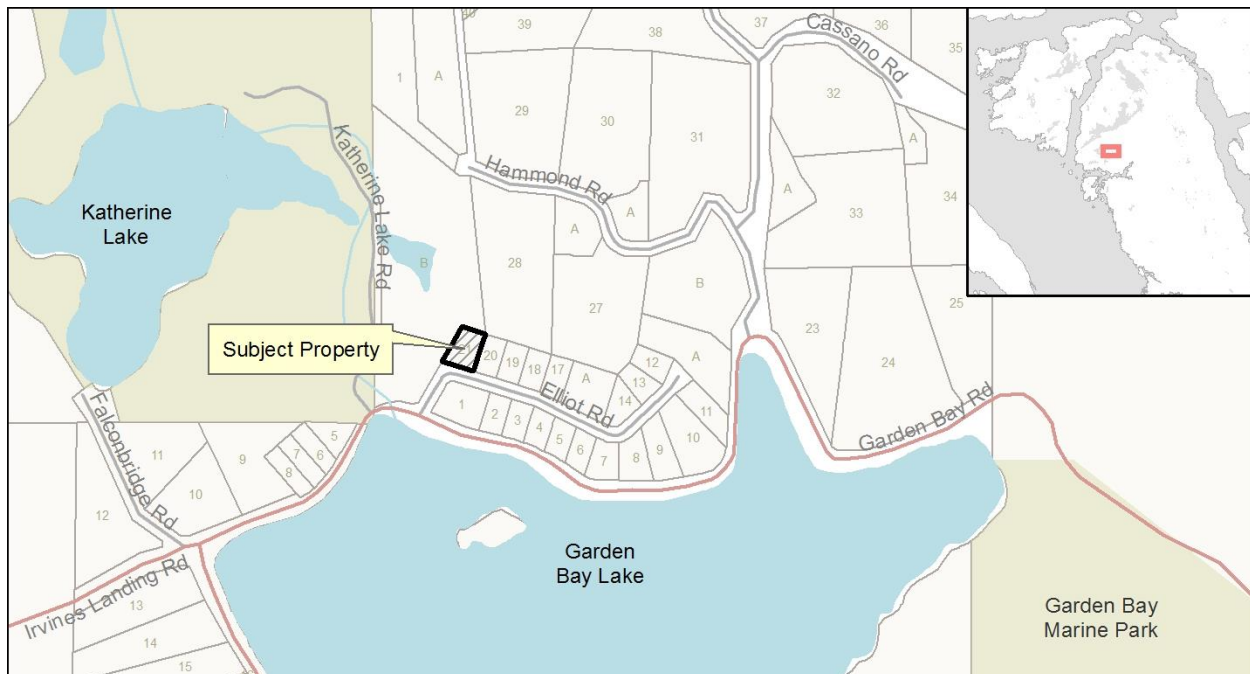
Owner / Applicant:	Kim Carmichael
Civic Address:	5079 Elliot Road
Legal Description:	Lot 21 District Lot 3679 Plan VAP11844
Electoral Area:	A - Egmont/Pender Harbour
Parcel Area:	1983 square metres
OCP Land Use:	Rural Residential A
Land Use Zone:	RU5 (Rural Watershed Protection)
Application Intent:	To vary the rear parcel line setback, per Section 1100.2(a) of Zoning Bylaw No. 337, 1990, from 5 m to 2 m to enable the siting of an auxiliary building.

The SCRD has received an application for a development variance permit to vary the rear parcel line setback of a property located on Elliot Road near Garden Lake (Figure 1 and 2). The intent of this application is to enable a 64 square metre garage (auxiliary building) to be located at the rear of the property, within the required 5 metre setback.

A building permit application has been submitted. Prior to issuance of a building permit the owner proceeded with preparing the site of the proposed building and constructed foundation forms. A building permit is not required for the forms and construction requiring a permit has not yet commenced.

The purpose of this report is to provide information on the application and obtain direction from the Planning and Community Development Committee.

Figure 1 - Location of Subject Property



DISCUSSION

Analysis

The subject property is part of a small lot residential subdivision adjacent to larger rural properties. The property currently contains a single family dwelling and no other structures. The applicant would like to build a 64 square metre detached garage behind the single family dwelling near the rear of the property.

The applicant indicates that the proposed siting is necessary due to the steep topography to the east and west (Attachment E). Moving the building further south is difficult due to the presence of bedrock that would require significant blasting and further land alteration. The applicant also explored moving the building further west to avoid the bedrock, however this would require extensive filling and additional tree removal along the steep bank along the west parcel line.

Moving the building further to the west may also impact the privacy of the adjacent property due to the loss of trees and vegetation along the west bank.

Planning staff recommend the following conditions in order to address concerns expressed by two neighbouring property owners:

- *That roof overhangs project no further than 0.3 metres into the rear parcel setback.*

Zoning Bylaw No. 337 typically permits roof overhangs to project up to 2 metres into the rear parcel line setback. This condition will ensure that a minimal amount of roof overhang encroaches into the rear parcel line setback.

- *All rainwater collected on the roof of the building must be transported through gutters, downspouts and closed pipes and should be conveyed to appropriate discharge facilities as to not impact the west slope and adjacent properties.*

Gutters and downspouts to manage rainwater are not required for auxiliary buildings per the BC Building Code. This condition will ensure that any rainwater runoff will be appropriately discharged as to not impact the adjacent properties and cause unnecessary erosion along the west slope.

- *The height of the proposed building not exceeding 6.6 metres.*

Zoning Bylaw No. 337 allows for auxiliary building to be up to 11 metres in height. This condition will ensure that all portions of the building do not exceed the proposed 6.6 metres to mitigate impacts to adjacent properties.

- *Landscaping being installed at the rear parcel line, including the planting of native vegetation to mitigate storm water drainage and provide a buffer to the adjacent property.*

This condition will require that landscaping be incorporated at the rear of the property to maximize the aesthetic impacts of the proposed building and to further reduce the potential for unmanaged storm water runoff, by returning the setback area to a natural vegetated state.

Egmont/Pender Harbour Official Community Plan

The subject property is designated Rural Residential A in the *Egmont/Pender Harbour Official Community Plan Bylaw No. 708, 2017*. This designation provides a transition zone from the more dense residential areas to the less dense rural areas and encourage a range of land uses to promote community diversity while also providing a buffer to the lakeshore and watershed protection.

The Elliot Road neighbourhood was subdivided in 1964, prior to the introduction of SCRDLand use regulations and OCPs. The neighbourhood is denser than rural-residential areas as designated in the current OCP but is included in rural-residential due to its proximity to Garden Bay Lake, a community drinking water supply. Parcels along Elliot Road area are between 1500 square metres and 4000 square metres, well below the current minimum of 1.75 hectares, as required in Zoning Bylaw No. 337.

Figure 2 - Aerial view of Subject Property and surrounding area



Zoning Bylaw No. 337

The property is zoned Rural Watershed Protection (RU5) in *Sunshine Coast Regional District Electoral Area A Zoning Bylaw No. 337, 1990*. The RU5 zone permits auxiliary buildings up to 250 m² in floor area on parcels between 1500 m² to 1 hectare. The proposed auxiliary building is well within this limit. The requested setback reduction is detailed below.

Table 2 - Variance Summary

Zoning Bylaw	Variance	Existing	Proposed	Difference
Section 1100.2(a)	Rear parcel line setback	5.0 metres	2.0 metres	3.0 metres

The requested 2 metre setback is in keeping with the typical rear parcel line setback required on properties within the residential zones (R1, R2, etc.). Residential properties are typically smaller in area and do not permit uses like agriculture and auxiliary commercial that could impact neighbouring properties. The RU5 zone only allows for residential uses thereby limiting the potential impacts of noise and disturbance to neighbouring properties.

A 5 metre rear setback often applies to large rural properties where auxiliary uses such as campground and light industry are permitted. The subject property is relatively small for a rural-residential zone and thus the applicant is requesting a 2 metre rear parcel line setback that is more consistent with residential zoning.

Staff consider this variance request to have merit considering the permitted uses in the RU5 zone and constraints affecting the siting of the proposed building and therefore support this application.

Consultation

This application has been referred to the following groups and agencies for comment.

Table 3 - Consultation Summary

Group / Agency	Comments
shíshálh Nation	Comments were received on October 22, 2018 indicating that no further ground disturbance is anticipated and therefore no further action is required by the applicant.
Egmont/Pender Harbour Advisory Planning Commission	A motion supporting the application was made at the November 28, 2018 APC meeting.
Neighbouring Property Owners / Occupiers	<p>Notifications were mailed and delivered to owners and occupiers of property within 100 metres of the subject property, in accordance with <i>Planning and Developments Procedures and Fees Bylaw No. 522, 2003</i>.</p> <p>Two letters objecting to the application were received from adjacent neighbours (Attachment F). Comments include concern with impacts to adjacent property, construction activity commencing without permit, establishing precedent for setback in the area, and impacts to adjacent property.</p> <p>Staff recommend conditions intended to mitigate some of the concerns expressed including impacts on property values, drainage, and excessive roof overhangs.</p>

Options

Possible options to consider:

Option 1: Issue the permit.

The owner can proceed with construction of the proposed garage at the proposed siting of 2.0 metres from the rear parcel line pending issuance of a building permit.

Issuance of the DVP would be subject to the conditions contained within the recommendation.

Staff recommend this option.

Option 2: Deny the permit.

The owner would be required to relocate the existing foundation forms further south and revise the building permit application to meet the required 5.0 metre rear parcel line setback.

STRATEGIC PLAN AND RELATED POLICIES

N/A

CONCLUSION

The SCRCD received an application for a development variance permit to reduce the rear parcel line setback from 5.0 metres to 2.0 metres to enable the construction of a 64 square metre garage (auxiliary building). Considering the property size, permitted uses in the RU5 zone and topographic constraints affecting the siting of the proposed building staff support this application.

Staff recommend approval of the application subject to the conditions noted in the report.

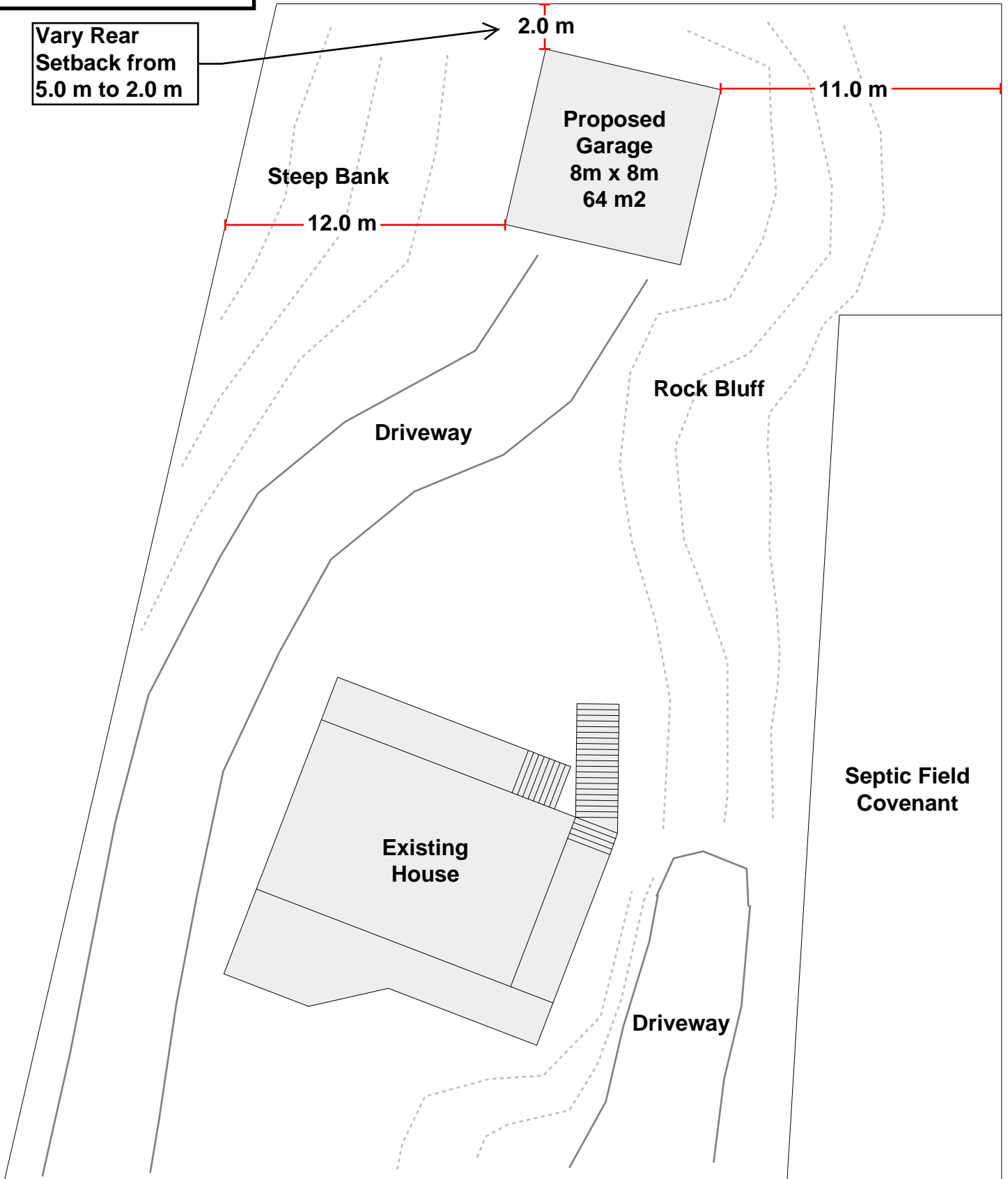
Attachments

Attachment A - Site Plan
Attachment B - Site Pictures
Attachment C - Proposed Building Plans
Attachment D - Zoning Bylaw No. 337, RU5 Zone
Attachment E - Variance Criteria from Applicant
Attachment F - Neighbour Comments

Reviewed by:			
Manager	X - A. Allen	Finance	
GM	X - I. Hall	Legislative	
CAO	X - J. Loveys	Other	

5079 Elliot Road Site Plan

Attachment A



September, 2018

Attachment B

Subject Property from Elliot Road



Location of proposed building



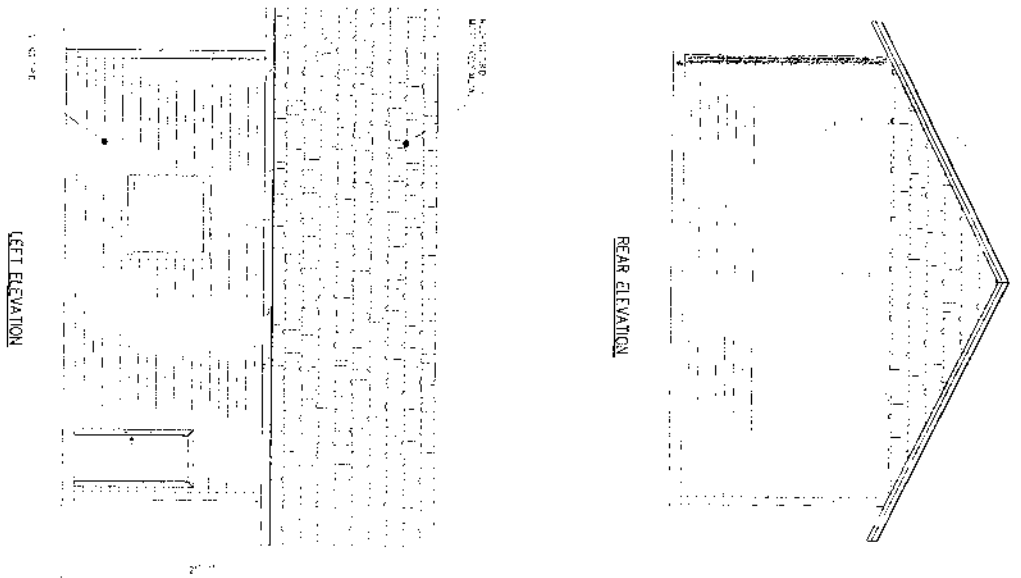
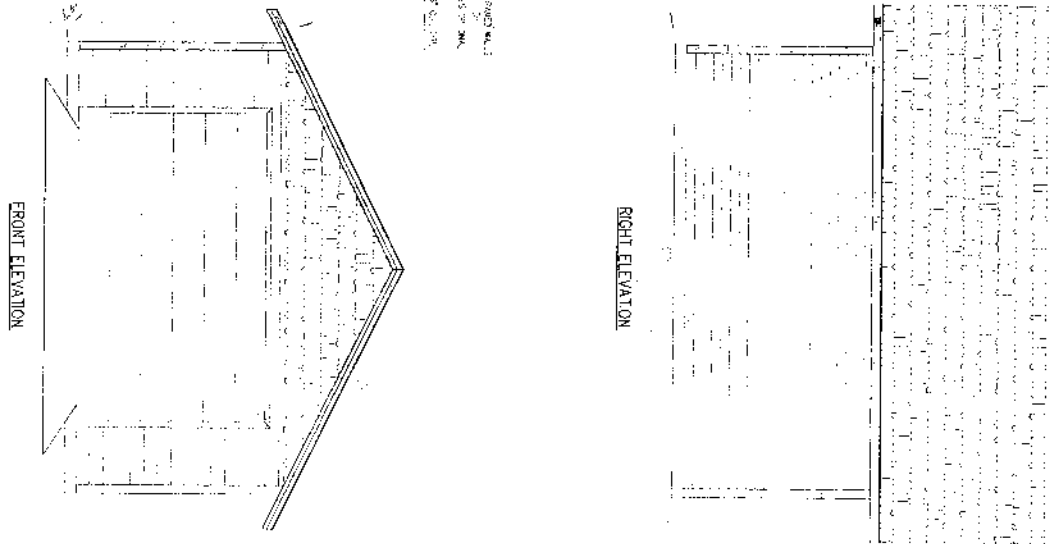
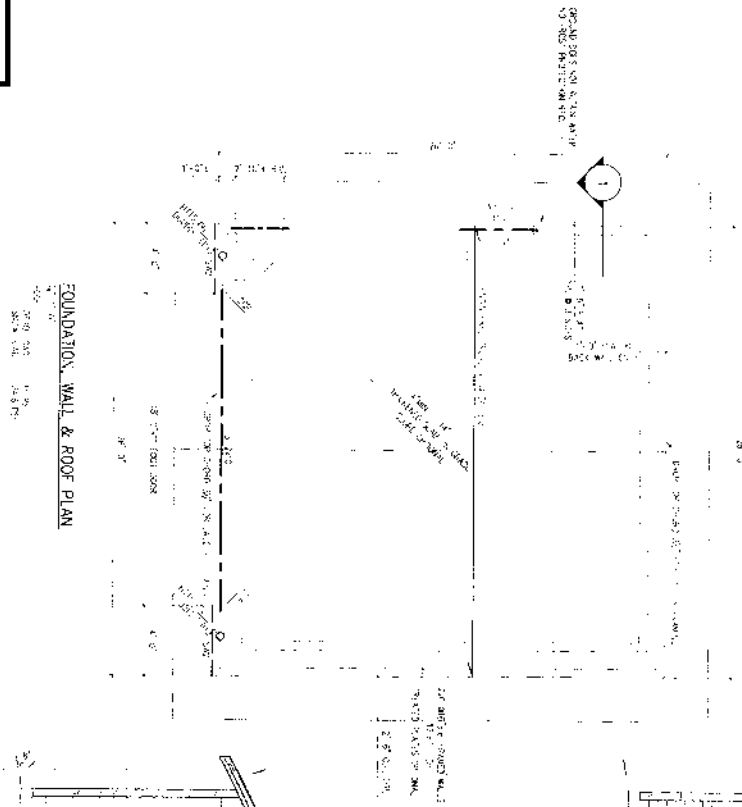
Existing foundation forms and bedrock outcrop



Driveway access to proposed building



Attachment C



RU5 ZONE (RURAL WATERSHED PROTECTION)

Permitted Uses

1100.1 (1) Except as permitted in Part V, buildings and structures on parcels less than 2 hectares in the RU5 zone shall be used for the following purposes only:

(a) one single family dwelling.

(2) On parcels 2 hectares or larger the additional permitted use is:

(j) a second single family dwelling.

(k) bed and breakfast home.

Siting Requirements

1100.2 No structure shall be located within:

(a) 5 metres of the front or rear parcel line;

(b) 1.5 metres of a side parcel line; or

(c) 4.5 metres of an exterior side parcel line.

Parcel Coverage

1100.3 With the exception of public utility buildings and structures on parcels less than 100 square metres, the parcel coverage of all buildings and structures shall not exceed 15 percent size except where the parcel is 2000 square metres or less the parcel coverage shall not exceed 35 percent.

Development Variance Permit Application

Page 5 of 5.

Variance Criteria:

All new development should meet the Regional District's applicable bylaw standards. A variance is considered only as a last resort. An application for a development variance permit should meet most, if not all, of the following criteria, in order to be considered for approval:

1. The variance should not defeat the intent of the bylaw standard or significantly depart from the planning principle or objective intended by the bylaw. Please elaborate how the requested variance meets this criteria:

The variance allows the build site to remain congruent with RU5 zoning because it negates the need to deforest and fill the west area of my property to make enough room. I could then preserve the existing forested area on the west side of my property which contributes to the property's rural environment and provides privacy between residences.

2. The variance should not adversely affect adjacent or nearby properties or public lands. Please elaborate how the requested variance meets this criteria:

The land parcel owned by the neighbour to the west includes a forested area northward or back of my property. With the variance, the site would still be at least 2 metres from the boundary line to it's nearest corner.

3. The variance should not be considered a precedent, but should be considered as a unique solution to an unusual situation or set of circumstances. Please elaborate how the requested variance meets this criteria:

Most of my property is prohibitive to building due to large and steep banks of rock and fill. Even though it is measured at near half an acre, it's restrictive nature makes it more similar to a much smaller property in terms of usability. In the level alcove at the back, there is room to accommodate a 2m setback from the back boundary but not 5m because of the base of the steep rock bank that protrudes out in front of south east site corner.

4. The variance represents the best solution for the proposed development after all other options have been considered. Please elaborate how the requested variance meets this criteria:

A smaller garage was considered but would not work as it would not accommodate my plan. As a retired teacher, my plan is to travel south for the winter months with my trailer. The variance would accommodate the size of garage needed to house my trailer. In addition, the variance would allow me to make use of the level building site that is already available on a geographically restrictive property and eliminate the need to clear forest and fill down the west bank area.

5. The variance should not negatively affect the natural site characteristics or environmental qualities of the property. Please elaborate how the requested variance meets this criteria:

The variance preserves the characteristics and qualities of my property. There would be no need to remove anything already existing to make more space.

Sven Koberwitz

From: [REDACTED]
Sent: October-29-18 9:46 AM
To: Sven Koberwitz
Cc: len.lee@scrd.ca
Subject: Consideration of Development Variance Permit DVP 00040

Dear Sven

Re: Notice of consideration of development variance permit DVP 00040

Applicant: Kimberley Carmichael
Legal Description: Lot 21 District Lot 3679 Plan 11844
Civic Description: 5079 Elliott Road

Please be advised that we are the adjacent property owners to the proposed DVP. Our property borders the applicant's property where they are applying to reduce the setback requirement to 1.5 meters from 5 meters. This will confirm that we strongly oppose this application on the following grounds:

- drawings of the proposed garage have not been submitted and we fear that the eaves will encroach further than what is shown in their sketch provided as the sketch only represents the foundation.
- we can see no reason to allow the variance as there is space on the property to comply with existing rules - there are no special site conditions requiring the garage to be sited where shown. There are no obstacles between the proposed garage and the existing house which is 26.5 meters from the proposed garage.
- the fact that the applicant may have already started on this project is irrelevant and is a problem created by the applicant -there would be no hardship whatsoever to the applicant to respect the 5 meter setback.
- we have not yet fully developed our property and this encroachment will affect our future plans and have a negative impact on our property value We have spoken to our neighbours who have also advised that they are opposed to this application.

We are interested in attending- as well as presenting at the upcoming meeting with regard to this application. Please advise us as to how to formalize this and confirm receipt of this correspondence.

Regards,
Wayne Bellavance and Eliza Kinley

[REDACTED]

This email was scanned by Bitdefender

Date: November 2, 2018

To: Sunshine Coast Regional District
1975 Field Road
Sechelt, BC

Attention: Sven Koberwitz sven.koberwitz@scrd.ca // info@scrd.ca

From: Jim and Stephanie Saxon of 5110 Hammond Road, Garden Bay

Regarding: **Consideration of Development Variance Permit DVP00040**
Lot 21 District Lot 3679 Plan 11844
5079 Elliot Road, Garden Bay

Without Prejudice:

We are writing in response to the above notice that we have received regarding the 'consideration of development variance permit' at 5079 Elliot Road. We are the property owners, and future residents of the neighbouring property at 5110 Hammond Road, located directly North of this property in question.

Firstly, **we are opposed to this variance being approved**. The following points will clearly state our concerns and reasons for our opposition;

1. Variances are for special and unusual circumstances not to circumvent the rules
2. We are very concerned that the 3 properties to the east of the subject property all directly border our property. If this variance is approved what is to stop everyone from building within 1.5 metres from our property line? This could have significant impact on any future plans we have for our property.
3. It is our understanding that the properties in this area are designated as being within the rural watershed protection zone. The 5-metre set back was put in place for this zone for a reason and we do not see any extenuating circumstances listed that would justify granting this variance. According to the plans submitted it would appear that **there is ample space for the building to be located within the proper rules** set in place.
4. We understand that work related to this proposed building has already been started **without a permit**. We believe it is common knowledge for most, and certainly easy to locate on your website that any permanent building structure over 100 S.F. requires a building permit. Why would someone be granted a variance after-the-fact for not following the rules set out in their specific region? What else have these owners done behind the District's back, and without approval?

5. Upon viewing the property in question from our property, it appears that there has already been considerable fill already brought in and placed in at the North end of the subject property in order to make room for this proposed structure. **Has there been any environmental assessment** completed to determine the environmental effects to the water table / water shed properties of this and neighbouring properties? In other words, how will placing this structure within 1.5 meters of the property line affect drainage on our property and / or our neighbour's property, which we believe could have potential negative effects on our trees and other surroundings?
6. If approved, these (and other) property owners will have the understanding that they are **exempt from following the rules** for land usage and will do whatever they want on their properties, potentially to the detriment and safety of their neighbours. We are concerned that there will be **no deterrent** from owners going ahead and building illegally on their property (or as in this case, preparing a site for building). The message that we are hearing (by the District even considering this approval for variance) is that owners can do what they want, and if they get caught there are no consequences, as a pardon will be given to the guilty party anyways?
7. On our property we are currently under construction, and we have followed the rules for set backs, permits, geotechnical considerations and more. We are however in an unfortunate position where the original Geotechnical Engineer issued his report wherein he assured us (and the Regional District Building Department) that there were no issues with placing the building where we have built it. Unfortunate circumstances beyond our control have now forced the necessity to obtain a new Geotechnical Engineer in order to get our Schedule C-B, which we require in order to get final inspection passed for building permit. The new Geo Tech is however not in agreement with the original assessment, and is requiring that we spend upwards of \$30,000 to-\$40,000 **to construct a concrete wall behind our house** despite the fact that the house has now been constructed, thus limiting access for machinery in order to do the work. We did everything right, yet we now have to re-mortgage our home in order to pay for this newly mandated requirement.

Will the Sunshine Coast Regional District turn a blind eye and issue a variance to us as well to help us get through this expensive, yet unexpected addition to our building costs?

Jim and Stephanie Saxon

[REDACTED]
[REDACTED]

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Ian Hall, General Manager, Planning and Community Development

SUBJECT: Recreation Sites and Trails Agreement Renewal for Klein Lake, Secret Cove, Big Tree and Sprockids

RECOMMENDATIONS

THAT the report titled Recreation Sites and Trails Agreement Renewal for Klein Lake, Secret Cove, Big Tree and Sprockids be received;

AND THAT with respect to potential renewal of Recreation Sites and Trails BC Partnership Agreement PA12DS1-02:

- 1. SCRD decline the agreement for Klein Lake Recreation Site (REC0134);**
- 2. SCRD decline the agreement for Secret Cove Falls Trail (REC0383);**
- 3. The delegated authorities renew the agreement for Big Tree Trail (REC5890) for a period of 5 years;**
- 4. SCRD request an extension to consider renewal of the agreement for Sprockids Park (REC6768).**

AND FURTHER THAT staff engage Ministry of Forests, Lands, Natural Resource Operations & Rural Development staff and trail groups with respect to developing a sustainable management plan for Sprockids Park Recreation Site and report back to the Committee with further recommendations.

BACKGROUND

The SCRD Board adopted the following recommendation on November 28, 2013:

540/13 **Recommendation No. 11** *Financial Implications of the Recreation Sites & Trails Agreement*

THAT the report from the Parks Planning Coordinator regarding the Financial Implications of the Recreation Sites & Trails Agreement be received;

AND THAT the Chair and Corporate Officer be authorized to sign the renewal of the Recreation Sites and Trails BC Partnership Agreement with the Province.

On April 15, 2003 the SCRD entered a 5 year Recreation Site/Trail Partnership Agreement with the Province of British Columbia for the management and maintenance of Klein Lake (REC0134), Secret Cove Falls (REC0383), Big Tree (REC5890) and Sprockids Park (REC6768) Recreation Sites and Trails. The agreement was subsequently renewed by the SCRD in July 2007 and January 2014. The current agreement (Attachment A) expires on December 31, 2018.

In October 2018, the Ministry of Forests, Lands, Natural Resource Operations & Rural Development (FLNRORD) contacted SCRD to verify interest in renewing the agreement.

This report provides background on the agreement and explores agreement renewal options and considerations. Board direction to proceed with next steps is required.

DISCUSSION

Context for Partnership Agreement Renewal

The SCRD parks system is comprised of a range of lands and assets, only some of which are SCRD-owned parks. The four sites discussed in this report, as well as Dakota Ridge, are managed through Partnership Agreements. A range of other licenses for provincial lands are held for beach accesses, roadside works and Use, Recreation and Enjoyment of the Public Reserve (UREP) areas.

Over the past decade, the scope of resources managed through the SCRD Parks function has grown due to donations and the dedication of parkland through the subdivision process. SCRD has not defined service levels for some parts of the Park service, nor has a review of resources needed to maintain implied service levels been undertaken. Further, service demands have increased as built assets age. Staff are currently undertaking asset management and service planning work for parks to address these gaps.

While it is appreciated that provincial recreation areas are valued by the community (indeed, community groups played a role in the establishment of many of the sites), SCRD is challenged to maintain and operate these areas with current resources.

Part of this challenge stems from the 2013 agreement which changed from previous agreements with Recreation Sites BC. Key changes from previous agreements were:

- excluding local governments from liability insurance coverage previously supplied by the Province;
- withdrawing Provincial assistance with costs and supplies;
- increasing record keeping responsibility including type of information collected and reporting requirements, and;
- reducing Provincial hazard tree management services.

To confidently meet all required operating standards for provincial recreation sites, additional resources need to be applied to these areas.

The agreement renewal process offers an opportunity to explore the possibility of other groups assuming responsibility (in whole or in part) for maintenance and management of the recreation sites.

Site-by-Site Review

Klein Lake, Secret Cove, Big Tree and Sprockids are Sunshine Coast outdoor and recreation destinations with unique histories, features, management background and opportunities as discussed below.

Klein Lake Recreation Site

General Description - The lake is a popular summer camping and swimming area located in Egmont in Area A. The recreation site encompassed by the agreement is approximately 37 hectares.

General Features and Amenities – Natural area with Suncoaster Trail (Phase 1), as well as (separately managed) picnic facilities, sandy swimming beach, small playground, fishing, non-motorized boating, 26 RV spots and 10 campsites, washroom facilities with showers and an onsite caretaker.

Management – The Egmont Community Club (ECC) has been managing the campground part of the agreement area since 2010. In 2017 Recreation Sites BC entered into a direct management agreement with the ECC, to help improve efficiencies of operations and communications. This improved arrangement was supported by all parties, and undertaken with Board direction.

Opportunity – With the campground now managed outside of SCRD's purview, the Regional District's interest in the site is limited to the Suncoaster Trail. SCRD has a (separate) *Forest and Range Practices Act* Section 57 Trails Maintenance agreement with Recreation Sites BC for the maintenance of the trail. Thus FLNRORD has proposed that a renewed Recreation Sites Partnership Agreement exclude Klein Lake.

Options –

- a) To not renew the partnership agreement (recommended)**
- b) To renew the partnership agreement

Next Steps – Out of respect for past and present relationships with ECC, staff will coordinate, at the operations level, for any matters respecting the campground and Suncoaster Trail.

Secret Cove Falls Trail

General Description - Secret Cove Falls Trail is an 18-hectare forest site. The area features scenic waterfalls and connects to areas beyond with an extensive trail network. The area is accessed from Hwy 101 or by way of a connector trail from Brooks Peninsula Road in Area B. Suncoaster Trail Phase 1 terminates near here, but on the north side of Highway 101.

General Features and Amenities: The area contains trails to local areas such as Brooks Peninsula Road and one SCRD memorial bench.

Management – SCRD Parks currently maintains the trails within the recreation area. This involves routine inspection, occasional removal of windfall or danger trees, etc.

Opportunity – FLNRORD recently advised the SCRD that the agreement holder for an adjacent recreation site – Homesite Creek Falls Recreation Site - expressed interest to add Secret Cove to the management and maintenance services they provide.

Options –

- a) To not renew the partnership agreement (recommended)**
- b) To renew the partnership agreement

Next Steps – Staff suggest that, with the knowledge that there is a party interested to assume responsibility for the area, excluding this area from any potential future Partnership Agreement is appropriate. Staff would work with the memorial bench donor and FLNRORD to plan for the future of the bench in its current location or a new location, as possible/preferred.

Big Tree Trail

General Description - A scattered grove of old growth Douglas fir among second growth forest, ferns, mosses and mushrooms. Big Tree is believed to have the largest existing tree on the Sunshine Coast. The Big Tree Partnership Agreement area covers 44 hectares and is located northeast of Highway 101 in Halfmoon Bay, very close to West Sechelt. The site is well known in the community as an accessible opportunity to visit and view old growth trees.

General Features and Amenities – Trails, some with smooth tread and low grades; outhouse and picnic tables.

Management - SCRD Parks Staff manages and maintain this area, including inspection, occasional trail grading, etc.

Opportunities - Several unauthorized mountain bike trails wind through the Big Tree area. Reviewing these trails in coordination with user groups is recommended. The draft route for the Suncoaster Trail (Phase 2) includes Big Tree.

Options –

- a) To renew the partnership agreement (recommended)**
- b) To not renew the partnership agreement, and potentially consider seeking a tenure agreement for the Suncoaster Trail at a future time

Next Steps – Based on work underway related to planning for the Suncoaster Trail, staff recommend renewal of the agreement for this site, with a further review to occur as part of ongoing Parks service planning.

Sprockids Park

General Description – Sprockids Park is a 48.3-hectare mountain biking park with +/- 14 kilometers of trails. Sprockids is located north of the Highway 101 bypass (Stewart Road area) in West Howe Sound (Area F). The park was established in partnership between the SCRD, Sprockids, and the Province. Sprockids is a nonprofit instructional program designed to engage young people, ages 6 to 18 years of age, in mountain biking. Created over 20 years ago on the

Sunshine Coast by then-local teacher and mountain bike advocate Doug Detweiler (since retired and moved off Coast), the Sprockids program is now international in scope. One portion of the area (distinct from the Partnership Agreement area) is a closed Town of Gibsons landfill under SCRD jurisdiction.

General Features and Amenities – Many mountain bike trails, jumps, ramps and other technical features.

Management - For many years the Sprockids group managed this site under agreement with the SCRD. The mountain bike trail building program at Capilano University built many of the trails in the area and helped with maintenance. The Sprockids not-for-profit group is defunct and the Capilano University program is currently not offered; neither group is involved in maintenance of the park.

Opportunity - Sprockids remains an important part of Coast recreational identity and an economic and community development asset. The site requires a management plan. Signage, trail design, asset renewal and maintenance improvements are needed. Recently a new mountain bike group – Coast Mountain Bike Trail Association - has formed on the Sunshine Coast and has expressed interest in helping to manage and maintain the park. With authorization from SCRD, the Trail Association held an effective volunteer trail maintenance day at Sprockids in November 2018. Usage in the park has been changing over the years with many walkers and dogs taking advantage of the extensive trail system and connection to lands beyond.

Options –

- a) To request an extension to consider renewal of the partnership agreement with community involvement (recommended)**
- b) To renew the partnership agreement
- c) To not renew the partnership agreement

Next Steps – There are planning needs at Sprockids that impact being able to sustainably manage the site. Understanding that there is at least one trail group interested in partnership to sustain the area, staff recommend that the Regional District, in partnership with FLNRORD facilitate and participate in a community dialogue about the future of the site in 2019. Staff would then report back with recommendations about a Regional District role going forward.

Options and Analysis

Summary of options, as presented above:

Site	Option 1 (Recommended)	Option 2	Option 3
Klein Lake Recreation Site	Not renew agreement	Renew agreement	N/A
Secret Cove Falls Trail	Not renew agreement	Renew agreement	N/A
Big Tree Trail	Renew agreement; review in context of future plan for Suncoaster Trail and in light of further work on Parks service plan.	Not renew agreement ¹	N/A
Sprockids Park	Seek extension to engage in dialogue about sustainable site management involving FLNRORD and trail groups. Staff would report back to the Committee with further recommendations in 2019	Renew agreement ²	Not renew agreement ¹

¹If this option is directed, staff would proceed with a transition strategy, in coordination with FLNRORD, to finalize annual maintenance of the sites and transition SCRD out of the areas. Operation and responsibility for the recreation sites would revert to the Province, or another party authorized by the Province. Public access to the sites would be maintained.

²To sustain this option, reassignment/addition of SCRD resources would be required to meet obligations outlined in the Recreation Sites BC agreement. If this option is directed, Staff would seek an extension to respond to FLNRORD and report back to the Committee with a detailed analysis of implications.

Organizational and Intergovernmental Implications

Park and recreation areas require continuous, adequate and coordinated management and maintenance. Failure to meet management standards poses a liability risk to the organization. SCRD Parks is currently reviewing service levels in order to ensure operations meet community needs and expectations. Consideration is given to prioritizing SCRD-owned parks and to ensuring SCRD is not preventing interested community groups from managing or co-managing provincial recreation sites.

Financial Implications

The recommended option would enable some Park resources to be redeployed to address priorities within SCRD-owned parks. Initial planning work for Sprockids and related to the future of Big Tree would be undertaken within existing resources. Staff will report back with further information related to Sprockids and Big Tree.

Timeline for next steps or estimated completion date

Following Board direction, staff will communicate with FLNRORD respecting the renewal of Partnership Agreement PA13DS1-02. An agreement would be provided by FLNRORD for the authorized officers to sign.

Recognizing that agreement expiry is December 31, 2018, FLNRORD staff have indicated that a short lapse in the agreement is not a concern. The Ministry is supportive of a considered renewal process.

STRATEGIC PLAN AND RELATED POLICIES

The recommendations of this report consider the priority to ensure fiscal sustainability.

Communication and potential collaboration with community groups, trail groups, etc. facilitates community development and supports SCRD values of collaboration, respect and transparency.

Outdoor recreation opportunities facilitate community development and support sustainable economic development.

CONCLUSION

SCRD has held a Recreation Site and Trails BC Partnership Agreement for Klein Lake, Secret Cove, Sprockids and Big Tree Trails and Recreation Sites since 2003. Partner responsibilities and demands on the SCRD Parks service have increased in the intervening years. The current agreement expires December 31, 2018, and SCRD has been asked to confirm interest in renewal.

Based on community groups taking responsibility for Klein Lake and Secret Cove Falls, staff recommend that the agreement for these areas not be renewed.

Renewal of the agreement for Big Tree is recommended, recognizing the area is suggested as part of the proposed Suncoaster Trail (Phase 2).

Based on recent interest from a trail group in Sprockids Park, staff recommend further dialogue about sustainable management occur prior to a renewal decision, and that an extension be sought to allow this dialogue to occur and for staff to report back to the Committee.

ATTACHMENTS

Attachment A: Recreation Sites and Trails BC Partnership Agreement #PA13DS1-02 (January 1, 2014)

Reviewed by:			
Manager		Finance	
GM		Legislative	X - A. Legault
CAO	X - J. Loveys	Parks	

Administrative Use Only:



Recreation Sites
and Trails BC

Agreement #	PA13DS1-02
PA(CY)DR#-XX	
District	South Coast
Expiration Date	Dec 31, 2018

RECREATION SITES AND TRAILS BC PARTNERSHIP AGREEMENT

THIS AGREEMENT, dated for reference this ^{1st} day of January 2014, is

BETWEEN:

HER MAJESTY THE QUEEN IN RIGHT OF THE PROVINCE OF BRITISH COLUMBIA,
represented by the Minister responsible for the *Forest and Range Practices Act*
at the following address:

4885 Cherry Creek Road
Port Alberni, BC
V9Y 8E9

the "Province"

AND:

Sunshine Coast Regional District
1975 Field Road
Sechelt, BC
V0N 3A1

the "Agreement Holder"

both of whom are sometimes referred to as "the Parties" and each of whom is a "Party" to this Agreement.

Whereas the Province owns the land subject to this Agreement and wishes to have the land managed and maintained for the purpose of recreational and/or conservation activities;

And Whereas the Province wishes to encourage groups and individuals having an interest in undertaking the management and maintenance required to provide conditions which are conducive to enhancing public recreational and/or conservation activities in the Agreement Area;

And Whereas the Agreement Holder confirms that it has the skills necessary to ensure the requirements of this Agreement can be performed in the Agreement Area in a diligent and timely manner and fully adopts the related recreation and/or conservation objectives set for the Agreement Area by the Province and contained within this Agreement and confirms that those objectives are consistent with those of the Agreement Holder;

Therefore, in consideration of the mutual exchange of benefits resulting from this Agreement, the Province and the Agreement Holder agree as follows:

ARTICLE I - SERVICES AGREEMENT

- 1.01 The Province engages the Agreement Holder to provide management and maintenance services as set out in Schedule B to this Agreement (the "Services") in the Agreement Area. The Agreement Holder will provide all Services without financial remuneration from the Province.
- 1.02 The Agreement Holder will perform the Services to the best of its ability in workman like manner using qualified personnel and will provide all labour and related coordination and supervision and subject to 1.09, all tools, equipment, materials and supplies required to do the work in accordance with the requirements of this Agreement and the operational requirements laid out in the Schedules, as listed in Article 12.01.
- 1.03 The Agreement Area is the land outlined on the map in bold black line and/or described in Schedule A and all structures and other addresses/specified locations listed in Schedule A, except land and structures that are excluded in notations made on the maps and Schedule A.
- 1.04 The Province authorizes the Agreement Holder to enter the Agreement Area for the purposes of this Agreement but nothing in this Agreement grants to the Agreement Holder the exclusive use and occupancy of the Agreement Area. Existing conditions and land uses of Province lands within or in the vicinity of the Agreement Area are subject to change including the status of roads, visual landscape conditions and the location and status of existing and new resource tenures.
- 1.05 Nothing in the Agreement constitutes the Agreement Holder as the agent, joint venturer, or partner of the Province or conveys any authority or power for the Agreement Holder to bind the Province in any way.

- 1.06 Nothing in the Agreement inhibits the Province from conducting its mandate on the Agreement Area, including the right to reserve for its own purpose and to grant dispositions of the land within the Agreement Area, or any part of it. The Agreement Holder may be afforded an opportunity to comment on management issues.
- 1.07 The obligations of the Agreement Holder under this Agreement are subject to other rights of use and occupation granted by the Province, and the Agreement Holder must not interfere with the exercise of those rights by any other person.
- 1.08 The Agreement Holder shall not, assign, transfer or subcontract its obligations under this Agreement without the prior written consent of the Province. This does not limit the Agreement Holder's right to perform services under this Agreement using their employees or registered volunteers.
- 1.09 The Province is under no obligation to provide management assistance, support services, patrols, or conduct inspections during the term of this Agreement. At its sole discretion, the Province may contribute certain raw materials, supplies, access to tools, or reimburse the Agreement Holder for incidental expenses but is under no obligation to do so at any time under this Agreement.
- 1.10 Nothing in this Agreement constitutes a grant of any right to use the Agreement Area for any purpose other than as set out in the Schedules.

ARTICLE II—DURATION AND MODIFICATION

- 2.01 The duration of this Agreement is for a term of 5 years commencing on *January 1, 2014* and ending on *Dec 31, 2018* inclusive.
- 2.02 The Agreement may not be modified except by a subsequent agreement in writing between the Parties.
- 2.03 Nothing in this Agreement will be considered to have been waived by the Province unless such a waiver is in writing.
- 2.04 Either Party may cancel this Agreement by giving 60 days prior written notice to the other Party. Upon receiving cancellation notice, the party receiving the cancellation notice will have the opportunity to be heard by the party serving the cancellation notice and the Parties will use their best efforts to conclude the opportunity to be heard within the 60 day period.
- 2.05 Subject to 2.03, not later than 6 months prior to the expiry date of the Agreement, the Province will make a written offer to the Agreement Holder setting out the conditions upon which the Province may renew this Agreement.
- 2.06 The Agreement Holder shall have a period of 3 months from receipt of the renewal offer to accept in writing, the renewal offer on the terms and conditions contained in such offer, provided the Agreement Holder is in compliance with the terms and conditions of this agreement at that time.

- 2.07 Notwithstanding anything to the contrary in this Agreement, the Province, in its sole discretion, may elect to not make a renewal offer to the Agreement Holder.

ARTICLE III—REPRESENTATION OF THE AGREEMENT HOLDER

3.01 The Agreement Holder warrants and represents to the Province that:

- (a) it has the legal capacity to enter into the Agreement and to carry out its obligations under this Agreement, all of which have been duly and validly authorized by all necessary corporate proceedings, if required;
- (b) to the best of its knowledge, it is not in breach of any statute, regulation or by-law applicable to it or its operations;
- (c) it will not be in breach of any legal restriction by entering into this Agreement and performing the services required under it; and
- (d) to the best of its knowledge, it holds all permits, licences, consents and authorities issued by any federal, provincial, regional or municipal government or an agency of any of them, that are necessary in connection with the Services.

3.02 The Agreement Holder acknowledges and agrees that:

- (a) it has inspected the Agreement Area, including Provincial improvements;
- (b) access to the Agreement Area is not guaranteed by the Province; and
- (c) it will comply with all applicable municipal, provincial and federal legislation and regulations. Nothing in this Agreement, and no inspection performed by the Province in relation to this Agreement, constitutes an inspection for the purposes of any such enactment.
- (d) it is solely responsible for any applicable employee labour costs including statutory contributions.
- (e) when the Agreement Holder hires a worker, or contracts with an employer, the Agreement Holder shall observe and enforce all safety measures required by the Workers Compensation Act of British Columbia, attendant regulations, and all applicable statutes.
- (f) In the event that the Province creates a multiple employer workplace as defined in the Workers Compensation Act Section 118 (1) through contracting employers for its purposes in the Agreement Holder's area, the Province shall be Prime Contractor (or designate a Prime Contractor) for that workplace. The Province shall inform the Agreement Holder in writing of the project scope and duration during which time Province (or designate) shall be Prime Contractor for the workplace.

The Agreement Holder accepts the role of Prime Contractor if it employs workers and/or engages contractors creating a multiple

employer workplace under the Workers Compensation Act, and must fulfil the obligations required of a prime contractor under the Worker's Compensation Act Section 118 and the Occupational Health and Safety Regulation.

The Agreement holder may relinquish its role as Prime Contractor provided that it be done in writing as per the Workers Compensation Act Section 118 (1)(a) and copy is forwarded to the Province.

ARTICLE IV—INDEMNITY AND WAIVER

4.01 The Agreement Holder will indemnify and save harmless the Province, its servants, employees and agents against all losses, claims, damages, actions, costs and expenses that the Province, its servants, employees and agents may sustain, incur, suffer or be put to arising:

- (a) directly from the performance of the Services during the Term of this Agreement by the Agreement Holder, its employees, members, volunteers, and subcontractors,
- (b) from breach of the obligations of this Agreement by the Agreement Holder, or
- (c) the wilful misconduct, gross negligence or the bad faith actions of the Agreement Holder, its employees, members, volunteers and subcontractors,

except to the extent that any such loss or claim is caused or contributed to by the negligence of the Province.

4.02 The Province hereby releases and waives its rights of recourse against the Agreement Holder for all loss, claims, damages, actions, costs and expenses that the Province may sustain, incur, suffer or be put to at any time arising:

- (a) from the completed performance of the Services; or
- (b) damage to the property in the Agreement Area owned by the Province directly caused by the Agreement Holder, its employees, members, volunteers and subcontractors in the performance of the Services

unless any such loss, claim, damage, action, costs or expenses are caused or contributed to by the gross negligence, bad faith actions or wilful misconduct of the Agreement Holder, its employees, members, volunteers and subcontractors, or if the Agreement Holder was in breach of its obligations under this Agreement, including breach of section 4.03, or was caused by any activity by the Agreement Holder outside the scope of this Agreement.

4.03 The Agreement Holder will exercise due diligence and all reasonable care to prevent damage to, or loss of any property in the Agreement Area. On the occurrence of damage or loss to property, the Agreement Holder will immediately take appropriate action to mitigate or prevent further damage or loss and immediately notify the Province so the Province can provide direction as to remedial measures to be

undertaken. The Agreement Holder will comply with any directions given by the Province under this paragraph 4.03 in a timely manner.

ARTICLE V—INSURANCE

- 5.01 The Agreement Holder and the Province will comply with the insurance requirements set out in Schedule C.

ARTICLE VI—RECORDS MANAGEMENT & INSPECTION

- 6.01 The Agreement Holder is responsible for the safety of its registered volunteers at all times. The Agreement Holder must keep records of its registered volunteers and volunteer activities as set out in Schedule B, including proof of certification and training required to perform activities where applicable. Records must be kept for 7 years following the termination of this Agreement.
- 6.02 The Province may conduct inspections or audits during the term of this Agreement pertaining to the Agreement Holder's performance or obligations under this Agreement. The Province will advise the Agreement Holder in writing or verbally followed up in writing of any conditions requiring correction to meet the terms and conditions of this Agreement, and include a reasonable time period to comply.
- 6.03 The Agreement Holder will comply with requirements of the Province under this section in a timely manner.

ARTICLE VII—DISPOSITION OF IMPROVEMENTS

- 7.01 All structures other than the Agreement Holder's structures listed in Schedule E, subject to paragraph 7.03, be and remain vested in the Province absolutely.
- 7.02 On the termination of this Agreement, the Agreement Holder may within one year of the date of such termination, remove any or all of the Agreement Holder's structures and must do so if required in writing by the Province, and leave the Agreement Area in a safe and clean condition to the satisfaction of the Province, and the Agreement Holder is authorized to enter and cross Crown land in order to have reasonable access to the Agreement Area for the sole purpose of such removal.
- 7.03 All structures not removed by the Agreement Holder pursuant to paragraph 7.02 within one year of termination of the Agreement, become the property of the Province and the Agreement Holder releases the Province from any claims of ownership with respect to the property.
- 7.04 Subject to the operational requirements set out in the Schedules, the Agreement Holder acknowledges that all improvements on Provincial land are for general public usage and not for the exclusive use of the Agreement Holder.

ARTICLE VIII—MISCELLANEOUS TERMS AND CONDITIONS

- 8.01 Any notice or document required to be given under this Agreement shall be conclusively deemed to be validly given or delivered to and received by the Parties:

- (a) if hand delivered, including by bonded courier, to a Party at the address specified in this Agreement, as amended from time to time, on the date of that personal delivery; or
 - (b) if mailed, on the third business day after the mailing of the same by prepaid post to the addresses specified in this Agreement, as amended from time to time; or
 - (c) if sent by facsimile transmission, when transmitted, only if transmitted to the facsimile machine numbers specified in this Agreement, as amended from time to time. The onus of proving transmission and valid delivery lies with the transmitting Party, by copy of a facsimile transmission confirmation to the appropriate fax number.
 - (d) if sent by email as of the time of verified reception to an email address specified in this Agreement, as amended from time to time. The onus of proving reception lies with the mailing Party, by copy of an email confirmation to the appropriate email address.
- 8.02 The documents to be submitted by the Agreement Holder to the Province are set out in Schedules attached to this Agreement, become the property of the Province, and as such, may be subject to the disclosure provisions of the *Freedom of Information and Protection Act*.
- 8.03 If this Agreement is with a Band (or First Nation), the Agreement Holder is advised that nothing in this Agreement addresses aboriginal rights or aboriginal title, limits the positions that the parties may take in treaty negotiations or litigation pertaining to aboriginal rights or title, nor affects the legal relationship between the Government of British Columbia and the Agreement Holder other than with respect to the matters that are the subject of this Agreement.

ARTICLE IX—FEES

- 9.01 If the Agreement Holder is entitled to collect User Fees on its own behalf under this Agreement, the Agreement Holder will comply with the User Fee Schedule attached as Schedule D to this Agreement.
- 9.02 Upon reasonable notice and at reasonable times, the Province may inspect and take copies of and cause an audit to be undertaken of the books and records of the Agreement Holder as they pertain to total fee revenue collected under this Agreement.
- 9.03 All books and records referred to in 9.02 are to be retained by the Agreement Holder for a period of 7 years from the end of the calendar year to which they pertain.

ARTICLE X—INTERPRETATION

- 10.01 In this Agreement, unless the Agreement otherwise requires, the singular includes the plural and the masculine includes the feminine, corporation and body politic.
- 10.02 The captions and headings contained in the Agreement are for convenience only and are not to be construed as defining or in any way limiting the scope or intent of the provisions of the Agreement.

- 10.03 In this Agreement, a reference to an enactment of the Province of British Columbia or of Canada includes a reference to any subsequent enactment of like effect, and unless the Agreement otherwise requires, all statutes referred to in this Agreement are enactments of the Province of British Columbia.
- 10.04 If any part of this Agreement is found to be illegal or unenforceable, that part will be considered separate and the remaining parts will be enforceable to the fullest extent permitted by law.
- 10.05 Those parts which survive the termination or expiration of this Agreement are Articles I (1.05 only), IV, VII and IX (9.02 and 9.03 only).

ARTICLE XI—DESIGNATED CONTACT

- 11.01 Each Party will nominate a primary contact as set out in the Schedules for communicating all matters dealing with this Agreement.

ARTICLE XII—SCHEDULES

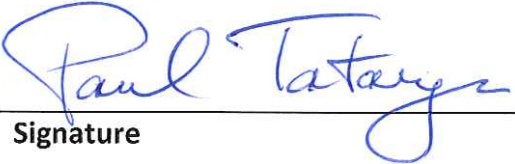
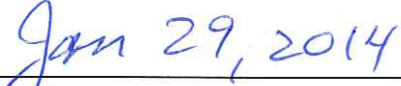
- 12.01 The Schedules to this Agreement form part of this Agreement. In the event of a conflict between the main body of this Agreement and a Schedule, the main body of this Agreement shall prevail. This Agreement includes the following Schedules:

Schedule	Title
Schedule A	Agreement Area
Schedule B	Services & Special Provisions
Schedule C	Insurance
Schedule D	User Fees
Schedule E	Annual Reporting
Schedule F	Operational Standards – Recreation Trails F-1 – Recreation Sites with Fees
Schedule G	Province and Agreement Holder Structures

This Agreement may be executed by the Parties on separate copies of the Agreement which becomes complete and binding upon the latter of the two executions.

IN WITNESS WHEREOF the Parties have duly executed this Agreement as of the day and year last written below.

Signed and Delivered on behalf of the Province by a duly authorized representative of the Province.

<u>Duly authorized representative name</u>	<u>Title</u>
	
<u>Signature</u>	<u>Date</u>

Signed and Delivered on behalf of the Agreement Holder by a duly authorized representative of the Agreement Holder.

<u>GARRY NOHR</u>	<u>CHAIR</u>
<u>Duly authorized representative name</u>	<u>Title</u>
	
<u>Signature</u>	<u>Date</u>

<u>ANGIE LEGAULT</u>	<u>CORPORATE OFFICER</u>
	



Recreation Sites
and Trails BC

Schedule A

Agreement Area

Attachment to the Agreement with the Sunshine Coast Regional District for Partnership Agreement No. PA13DSI-02.

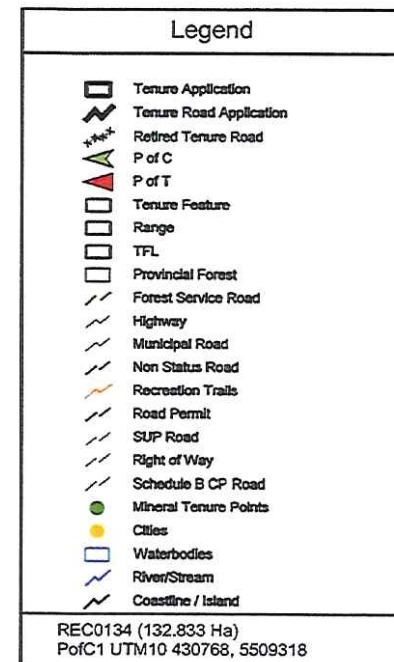
Recreation Project No.(s) included in this Agreement: REC0134, REC0383, REC5890, REC6768

Agreement Area Description:

The Agreement Area is described below and outlined on maps included in the Schedule.

See Attached Exhibit A's





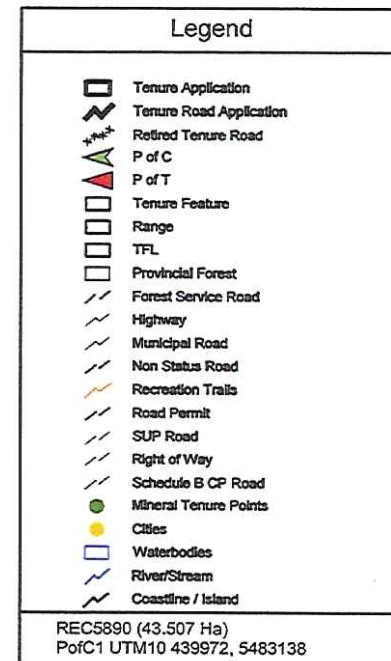
MAP OF : REC0383 - SIT Amendment # 2 (shown in bold black)

FOREST REGION : RCO FOREST DISTRICT : DSC	TSA : 39 LAND DISTRICT : Sunshine Coast Forest District	PULPWOOD AGREEMENT :	MGT UNIT TYPE : MGT UNIT NO :
ESF SUBMISSION ID : 1149407 BCGS MAPSHEET NO : 92G.051	SCALE : 1:5000 at A Size Area (Ha): 17.413	UTM : 10 NAD : NAD 83	DRAWN BY : FTA DATE : Oct 16, 2012


Legend

-  Tenure Application
-  Tenure Road Application
-  Retired Tenure Road
-  P of C
-  P of T
-  Tenure Feature
-  Range
-  TFL
-  Provincial Forest
-  Forest Service Road
-  Highway
-  Municipal Road
-  Non Status Road
-  Recreation Trails
-  Road Permit
-  SUP Road
-  Right of Way
-  Schedule B CP Road
-  Mineral Tenure Points
-  Cities
-  Waterbodies
-  River/Stream
-  Coastline / Island

REC0383 (17.413 Ha)
PofC1 UTM10 432651, 5486881





Schedule B

Services & Special Provisions

Attachment to the Agreement with the Sunshine Coast Regional District for Partnership Agreement No. PA13DSI-02.

1. Purpose & Operating Season

This Agreement is issued to the Agreement Holder for the management and maintenance of Klein Lake Recreation Site, Big Tree Recreation Trail, Secret Cover Falls Recreation Trail and SPROCKIDS Recreation Trails.

The Operating Season for this Agreement is: year round.

2. Agreement Holder Designated Representative

The Agreement Holder designates the following representative to be responsible for liaising between the Province and the Agreement Holder:

Name: Trevor Fawcett – Parks Planning Co-ordinator

Address: 1975 Field Road, Sechelt BC V0N 3A1

Telephone: 604-885-6800 extension 6420

Email: trevor.fawcett@scrd.ca

3. Province Designated Representative(s):

The Province designates the following representative to be responsible for liaising between the Province and the Agreement Holder:

Name: Jessica McKierahan

Title: Recreation Officer

Address: 4885 Cherry Creek Road Port Alberni, BC V8Y 8E9

Telephone: 250-731-3024

Email: Jessica.McKierahan@gov.bc.ca

4. Services

In accordance with this Agreement, and as more specifically set out in the current Annual Operating Plan attached to this Agreement as Schedule G, the Agreement Holder will perform the Services set out below in the Agreement Area. The Agreement Holder must obtain the written approval of the Province (which approval will not be unreasonably withheld) for any modifications to the Services or to the current approved Annual Operating Plan.

Ecological restoration, research and conservation projects

- Use hand tools to remove invasive plants and conduct restoration projects.
- Observe, measure and record ecological information.

- Use hand tools to plant trees and shrubs in approved locations.
- Use of power tools for approved construction related to research/monitoring (e.g. install fencing, build observation platform);
- Collect and remove garbage by hand.

Trail & Facility Work

- Install approved signage and trail markers.
- Use hand tools to maintain and restore trails, facilities and/or campgrounds (e.g. rake, shovel, hammer, etc.).
- Use power tools to construct or maintain trails and facilities;
- Fall trees;
- Use machinery to construct, maintain or restore trails, facilities and/or campgrounds.
- Maintain docks and mooring buoys.
- Construction and maintenance of approved mountain bike trails that conform to the Whistler Trail Standards, excluding Expert Unlimited trails, which are not permitted on Crown land.
- Travel by hiking, horseback, mountain bike, self-propelled boats (e.g. canoes and kayaks), skis and snowshoes to monitor and maintain backcountry trails and to transport materials.

Public Services/Outreach

- Deliver educational workshops and seminars, which may include guided walks or interpretive tours.
- Monitor visitor use (counting visitors and recording their activities).
- Public outreach including providing general information to visitors.
- Record photographs and/or videos
- Campground hosting.
- Chop and haul firewood.
- Park/Facility Condition Reporting
- Observe and take photographs to report back to staff on trail, facility, general conditions.

5. Record Keeping

The Agreement Holder will keep accurate records of all of its personnel (employees and volunteers) including name, address, date of birth, qualifications, the dates the person started and stopped performing work for the Agreement Holder and, as a condition of insurance, keep records of the specific dates that each individual performed Services under this Agreement.

A formalized volunteer agreement is recommended between the Agreement Holder and any individual volunteers that are not employees or members of the Agreement Holder

organization. The agreement should set out the roles and responsibilities of each party, describe the approved activities, and record the training, certification or training requirements of the individual.

By January 31 of each year, the Agreement Holder will complete and submit to the Province the *Partnership Engagement Agreement Summary* form provided by the Province, providing aggregate information for the previous calendar year for underwriting and statistical purposes.

By Jan 31st, 2013 each year, the Agreement Holder must submit to the Province an electronic report summarizing the Services completed during the previous year.

If a volunteer is already insured to operate motorized equipment used to carry out the Services (e.g. ICBC for vehicles), volunteers must disclose insurance coverage before project commences.

Any of the records required to be kept under this section may be audited by the Province per section 6.02 of the Partnership Agreement or by an insurer providing insurance arranged by the Province under this Agreement.

6. Certification, Training and Qualifications

The minimum licensing, certification, training and qualifications for individuals performing related activities are as follows. The Agreement Holder must obtain or witness proof of compliance before permitting an individual to perform related Services:

1. Power Tools and other machinery: (e.g. skill saw, brush cutters, lawn mowers) must show competency with power tools that will be used to perform the Services. Operators must have sufficient training and expertise in operation of equipment being used.
2. Chain Saws: Operator must show proof of BC Forest Safety Council's Basic Chainsaw Operator Training course or equivalent qualification.
3. Tree Falling: Must be certified at the appropriate faller level by BC Forest Safety Council and must adhere to the Province's Hand Falling Activities Guidelines http://gwww.nro.gov.bc.ca/home/safety/directives_procedures/guideline_for_hand_falling.pdf
4. Snowmobile: operator must have sufficient training and expertise in operation of equipment being used.
5. ATV: operator must have sufficient training and expertise in operation of equipment being used.
6. Watercraft: operator must show proof of Transport Canada Pleasure Craft License (if boat owner) and/or Pleasure Craft Operator Card.
7. Divers: must be certified by PADI as an Adventure Diver and if appropriate, with the relevant Speciality for the project (e.g. wreck, underwater videography, dry suit).

8. Snow Monitoring: must be certified in Avalanche Skills Training Course Level 1 or higher.

7. Accidents and Incidents

The Agreement Holder will report to the Province any serious accident or safety concerns reported to the Agreement Holder or involving an employee or volunteer to the Agreement Holder or which the Agreement Holder discovers involving or regarding trails and structures within the Agreement Area.



Schedule C

Insurance

Attachment to the Agreement with the Sunshine Coast Regional District for Partnership Agreement No. PA13DSI-02.

Insurance

- A. Unless the Agreement Holder is a local government, a government corporation, a board of education, a public post secondary institution, or similar public sector entity:
1. On behalf of the Agreement Holder, the Province will purchase and maintain General Liability insurance in the amount of \$2,000,000 inclusive per occurrence against claims by third parties for bodily injury and property damage arising out of the performance of the Services set out in this Agreement. The Province will obligate the insurer's managing broker to provide the Agreement Holder with a Certificate of Insurance and a copy of the policy wording.
 2. On behalf of the Agreement Holder, the Province will purchase and maintain on behalf of the registered volunteers to the Agreement Holder Accidental Death and Dismemberment insurance with a principal sum of \$40,000 covering injury to registered volunteers under the age of 85 while performing the Services set out in this Agreement. The Province will provide information about this policy to the Agreement Holder.
 3. As a condition of the insurance provided by the Province, the Agreement Holder must provide annual underwriting information to the Province in the format and at time(s) required by the insurers.
 4. The Province will take reasonable steps to ensure the coverage specified in sections (a) and (b) is continuous for the duration of this Agreement. The Province will not be responsible for providing coverage in the event the insurance is cancelled or reduced by the insurers.
 5. The Province does not represent or warrant that the insurance purchased by the Province covers any and all losses. The Agreement Holder is responsible for ascertaining the nature and extent of coverage as well as the terms and conditions of the policies. No term or condition of this Agreement amends, extends or alters the coverage afforded by the insurance policies.
- B. The Agreement Holder will provide, maintain, and pay for any additional insurance which the Agreement Holder is required by law to carry or which the Agreement Holder considers necessary to cover risks not otherwise covered by insurance specified in this Schedule. The Agreement Holder waives all rights of recourse against the Province and

releases the Province from all liability for any losses or damage to any property owned by the Agreement Holder including the Agreement Holder's structures, improvements and equipment in the Agreement Area regardless of whether the Agreement Holder purchased property insurance.



Schedule D

User Fees

Attachment to the Agreement with the Sunshine Coast Regional District for Partnership Agreement No. PA13DSI-02.

User Fee Collection

1. In accordance with this Agreement, the Agreement Holder will be permitted to collect user fees based upon the following conditions:
 - a. Fees are only permitted to be collected for those sites and/or trails and for the amounts as specified in the Fee Determination Letter, provided and signed by the Regional Recreation Manager.
 - b. The Regional Recreation Manager must be satisfied that the provision of service on the recreation site or trail justifies a fee and then determines the user fee. Any changes to the user fee structure will require a written determination by the Regional Recreation Manager.
 - c. All funds raised through the collection of user fees must be entirely applied to expenses incurred by the Agreement Holder for the maintenance and operation of agreement area for the direct benefit of those paying the user fee.

Fee Collection Responsibilities

1. The Agreement Holder will be responsible for all monies collected.
2. The fee collection procedure will be left to the discretion of the Agreement Holder.

Record Keeping/ Reporting

1. The Agreement Holder will provide a copy of the "statement of income and expenditure" submitted at the Club's AGM, to the District Recreation Officer, which will show:
 - a) A statement of gross revenues from user fees for that operating season.
 - b) A statement of all expenditures for which user fees were applied.
 - c) An updated list of officers and or directors, showing functions and contacts information.
 - d) Contact name, phone number, email & fax
 - e) Works completed in the previous (last) season
 - f) Record of number of users.
2. Financial records must be kept for audit purposes and be available for review upon request by the District Manager, including any receipt validation.



Schedule E

Annual Reporting

Each year, the Annual Operating Plan will be attached and forms part of this Agreement.

By January 31 of each year, the Agreement Holder will complete and submit to the Province the *Partnership Engagement Agreement Summary*¹ form provided by the Province, providing aggregate information for the previous calendar year for underwriting and statistical purposes.

By January 31 of each year, the Agreement Holder must submit to the Province an electronic report summarizing the Services completed during the previous year.



RECREATION TRAIL OPERATIONAL STANDARDS
Partnership Agreement No. PA13DSI-02

Trail Maintenance

Trail maintenance is carried out to:

- provide user safety
- protect the environment
- provide user access and convenience
- protect investments

1. Trail Maintenance Priorities

- a) Safety considerations should *always* be the first priority. Unsafe conditions should be corrected or normal use restricted
- b) Environmental and trail damage should be corrected and actions taken to prevent further damage
- c) User convenience should be considered

2. Pre Season Trail Maintenance

- a) **Signs**—all signs will be checked prior to the season of operation to ensure they are in place and visible and any additional signs required to meet the objectives of this Agreement should be installed. Conduct minor repairs and stain/paint trail signs as required
- b) **Deadfall**—on a priority bases cut out windfall/deadfall over the trail, remove wood a minimum of 0.5 metre from the tread centre and dispose downhill when possible
- c) **Brushing**—on a priority bases remove all juvenile trees and woody brush for 0.5 metre on either side of tread centre within 3 centimetres of ground level. Scatter the cut material out of sight of the trail
- d) **Erosion control**—clean and repair any existing water bars and ditches as necessary to drain water away from the trail and prevent erosion
- e) **Route marking**—mark obscure routes with flagging or delineating tags as required
- f) **Litter cleanup**—remove litter and garbage at the trailhead and along the trail
- g) **Limbing**—remove tree limbs to allow 2.5 metres of overhead clearance above the trail, with 1.0-1.5 metres total clearance width. Scatter cut limbs a minimum of 1.0 metres

from the trail edge, out of sight where possible. Ensure limbing cuts are clean, without scarring the main trunk of the tree

3. Routine Trail Maintenance

Routine trail maintenance or minor repairs should be conducted on:

a) Vegetation

- Brush clearing, including removal of hazardous branches
- Windfall removal
- Hazard tree removal
- Slope re-vegetation
- Viewpoint maintenance
- Close off unwanted trails and shortcuts, and restore vegetation

b) Drainage

- Culverts
- Cross drains
- Waterbars
- Grade dips
- Drainage ditches

c) Structures

- Bridge repair
- Cribbing & retaining wall repair
- Steps and stair repair
- Barrier and handrail repair
- Boardwalk repair
- Deck board replacement
- Shelter repair
- Toilets

d) Trail tread

- Draining/hardening of mud holes and boggy areas
- Washout repair
- Slump repair
- Grubbing rocks, roots, stumps
- Turnpike section repair
- Surface repair and removal of loose rocks
- Surface replenishment (similar or minimal maintenance material)

e) Signs

- Sign repair
- Sign replacement
- Cairn repair

- Barricade or closure device repair
- Trail marker replacement or additions

4. Trail Hazards

Repair or eliminate known trail hazards when possible. If a natural hazard becomes known to the Agreement Holder during routine maintenance visits, such as river/creek crossings, slides/washouts and hazard trees, the local forest district office must be advised. In addition the Agreement Holder must make a reasonable effort to ensure users do not enter the trail head, if in the Agreement Holders opinion, the trail is unsafe due to existing or potential hazards.



RECREATION SITE OPERATIONAL STANDARDS
Partnership Agreement No. PA13DSI-02

Schedule F-1
(Recreation Site with fees)

1.0 ROLES AND RESPONSIBILITIES

1.1 Recreation Sites and Trails BC roles and responsibilities

Recreation Sites and Trails BC will:

- a) provide Camping Permits
- b) create Rules for Use of Sites Brochure and Poster
- c) magnetic vehicle identification if available
- d) authorization letter
- e) name(s) of site Campground Operators to the nearest Fire Centre
- f) entrance enhanced sign and a 3 blade sign and post
- g) Approval of large groups or competition events on site
- h) Fee Determination Letter
- i) Wildlife Danger Tree Assessments as determined by the forest district except when proposed by Agreement Holder in Schedule C

1.2 Agreement Holder's roles and responsibilities

The Agreement Holder shall:

- a) acknowledge and agree with the province that nothing in a site operations services agreement will be deemed to grant to the Agreement Holder the exclusive use and possession of a Recreation Site
- b) repair or eliminate known hazards when possible. If a natural hazard becomes known to the Agreement Holder during routine maintenance visits, such as river/creek crossings, slides/washouts and hazard trees, the Recreation Officer must be advised. In addition the Agreement Holder must make a reasonable effort to ensure users do not enter the trail head, if in the Agreement Holders opinion, the trail is unsafe due to existing or potential hazards
- c) not represent or speak on behalf of the province
- d) not burn debris, such as boxes, bags, containers, etc. unless authorized to do so by the Recreation Officer

- e) present a clean and well-groomed appearance, and be attired in a manner appropriate for carrying out the obligations as stated in the agreement and this document
- f) be courteous and tactful when dealing with the public
- g) be on site for supervision, safety and maintenance purposes on the days when the camping permit is required
- h) carry out all work in a manner that will create the least disruption and inconvenience to the public, and display vehicle identification throughout the term of the agreement
- i) must possess a general knowledge of the site(s), and structures
- j) comply with the Forest Fire Prevention Regulations, B.C. Reg 169/95
- k) as required, report the presence of knapweed and other noxious weeds within the Recreation Site/s to the Recreation Officer. To aid the Agreement Holder in noxious weed identification, the Forest Service may provide them a copy of the book, *A Field Guide to Noxious and Other Selected Weeds of British Columbia*

2.0 MAINTENANCE

2.1 Recreation Site Activation

Prior to commencement of routine service, this site and associated structures should be inspected, preferably by the Recreation Officer and the Agreement Holder together, to identify off-season use and/or damage, and any necessary maintenance, remedial action and/or repairs that are required.

2.2 Maintenance Routine

Maintenance visits must be conducted in accordance with the approved schedule of visits as identified in Schedule D. Any changes must be authorised by the Recreation Officer.

All identification and apparel provided by the province must be submitted to the Recreation Officer within five (5) days following the end of the agreement term.

2.3 Firewood Provision

Firewood may be provided to site users and priced as indicated in Schedule C, throughout the agreement service period.

If provided, firewood should be of assorted diameters, reasonably sound, a mix of 50 percent dry and 50 percent green, approximately 35 cm long, and split to arm-load dimensions.

2.4 Structure Renovations and/or Replacements

Structure renovations and/or replacements should be planned and scheduled for the period January to April of each year, except where emergency action is required. The guiding principle for conducting renovation and/or replacement work is to have all structures operational and useable during the routine service period, and to schedule and conduct required work in a manner least disturbing or disruptive to site users.

Any painting and staining that is required should be completed by April of each year and then on an as required basis when wood is exposed due to vandalism, wear or other damage. Prepare all surfaces by scraping old paint and using a wire brush to create a fresh bonding surface for new paint.

2.5 Campsite and Day Use Area Maintenance

- a) keep campsite structures in a safe and fully operational condition
- b) maintain campsites and surrounding area in a clean and tidy condition free from litter, garbage, broken glass, and foreign material. Dispose of all litter and refuse at a regional dump site or transfer station
- c) remove all non-standard structures from the campsites and maintain all new structures installed by the province
- d) pick up all litter throughout the developed portion of the site including the roads and trail
- e) where applicable, retain the campsite shape and definition by removing weeds, encroaching vegetation, and overhanging limbs a minimum of 1.5 feet (0.5 metres) surrounding the campsite and driveway shoulders
- f) rake the campsite and driveway shoulders removing wood chips, needles, sticks/branches and other debris. Particular attention should be given to heavily used areas, but not limited to, around fire rings, around and beneath tables, and in tenting spots
- g) maintain areas surrounding structures free of weeds, encroaching vegetation, overhanging limbs, dirt, litter, garbage and debris. Level all gravel surfaces to present an overall clean and neat appearance. Cut brush, grass, etc. around tables (1.5 m swath) and along paths when 8 inches (3.2 cm) high or otherwise interfering with the use of structures
- h) if qualified, fall, buck and pile any hazard trees on the site for firewood
- i) not use pails or other containers contaminated with disinfectants or sanitizers to obtain water from streams or lakes

2.6 Table Maintenance

- a) repair damaged tables to standard
- b) ensure tables are safe by securing loose planks, removing all splinters, nails and other hazardous protrusions, and making sure tables are level and not prone to rocking or tipping when used
- c) paint/stain tabletops and seat planks as necessary to keep the surfaces clean and neat in appearance. All wood exposed due to vandalism, wear or other damage shall be scraped and stained or painted
- d) relocate tables to their original locations, and level them as necessary
- e) maintain tables and the immediate area in a clean condition, free from all cobwebs, dirt, grass/brush, litter, garbage and debris. Wash all table tops and seat planks

Note: the Recreation Officer must approve paint or stain colours.

2.7 Pit Toilet Maintenance

- a) keep pit toilet buildings and fixtures in a safe and fully functional condition. Site Use Rules and User Maintained posters are to be stapled securely inside the toilet. Replace posters as needed
- b) maintain pit toilets and fixtures in a clean and sanitary condition free from dust, dirt, stains, mould, cobwebs, graffiti, litter, garbage, excess water, unpleasant odours, and all foreign material
- c) thoroughly clean and sanitize the seat, stem, floors and walls with a mixture of cleaner and water. Do not pour water used for toilet sanitizing/disinfecting into the pit
- d) provide toilet paper and deodorant blocks in the holders as required
- e) provide septic enzyme as required, following the instructions on the product (lime products are not to be used)
- f) maintain the area surrounding the pit toilet free from all litter, garbage, debris, weeds, encroaching vegetation and overhanging limbs. Remove all debris from the roof surface
- g) maintain the minimal acceptable space between faecal matter and the floor level of 1.5 feet (0.5 metres)
- h) annually when required, stain the outside walls of the toilet and inside walls in the existing colour scheme. Paint the floors
- i) protect the toilet seat and stem from marring and splatters while the interior of the structure is painted. Secure information posters after the paint is completely dry.

2.8 Sign/Poster Maintenance

- a) ensure signs are in good repair and maintained in a firm vertical position with the sign message oriented to provide maximum viewing exposure
- b) replace or repair all missing or damaged signs
- c) maintain signs in a clean condition free from dirt and foreign matter that could restrict a site user's ability to read them
- d) maintain the immediate area around signs free from garbage, grass, weeds and brush
- e) notify the Recreation Officer if signs are in poor condition or need replacing, install and/or stain signs as required, following ministry standards
- f) when required, apply one coat of paint/stain to signs, boards and posts letters *white*, sign boards and posts *provincial brown*
- g) replace damaged Site Use Rules (staple securely in toilets and on notice boards)

2.9 Trail Maintenance (within a site)

- a) ensure all trails, walkways, boardwalks, paths, steps, stairs and handrails are safe and in a fully functional condition
- b) maintain trails, walkways, path steps and stairs and adjacent areas in a clean condition free from litter, garbage, rocks, limbs, windfall tress, encroaching vegetation, and other foreign material that may pose a hazard or restrict access

- c) ensure culverts, bridges and ditches are clear to ensure proper drainage

2.10 Beach, Shoreline, Dock and Boat Launch Maintenance

- a) remove all litter, broken glass and garbage from the beach, boat launch and surrounding area to a water depth of about one metre and at least one metre from shore
- b) remove non-standard fixtures from the beach, shoreline, boat launch and surrounding area (i.e. animal hangers, shelters, plastic, windscreens, etc.)
- c) where required, maintain dock and boat-launching structures in a safe and fully functional condition, free of garbage, litter and foreign matter

2.11 Fire Rings/Pits

- a) maintain fire pits and immediate areas in a clean condition clear of garbage, residue and unusable wood, with wood left by campers on the site, piled neatly adjacent to the fire ring
- b) remove cold ashes that are deeper than 10 centimetres. All ashes are to be hauled away from the site and disposed of at a regional dumpsite or transfer station. Place rocks neatly around the perimeter of the fire pit if no metal fire ring is in place
- c) extinguish non-attended fires
- d) remove undesignated fire rings.

3.0 VISITOR SERVICES STANDARDS

3.1 Visitor Information

The Agreement Holder shall:

- a) be able to explain the camping fees to site users and maintain a positive attitude towards those people who do not agree with the fees or who were not aware of the fees before arriving at the site
- b) answer all site users' inquiries, information requests, and/or complaints in a courteous manner. All complaints or complicated public inquiries should be directed to the Ministry representative. A complaint of a serious nature should be reported to the Ministry immediately
- c) provide site users with reasonable assistance and friendly and helpful service
- d) be familiar with the Forest Recreation Regulation.

3.2 Noise Control

The Agreement Holder is required to inform and educate site users regarding the following:

- a) a person shall not create or cause deliberate or unnecessary disturbance at any time
- b) "quiet hours" at the site are between 11:00 p.m. and 7:00 a.m., no loud noise is acceptable during these times

- c) any other authorized rules and signs posted by the province.

3.3 Public Safety Standards

If any of the following situations arise at the site during the operating season, the Agreement Holder must take the following action:

- a) **The site becomes unsafe/hazardous**—the Agreement Holder must immediately notify the local Forest District office of any condition that makes the site unsafe or hazardous for use, including a high fire hazard or a nuisance animal. With regard to nuisance animals, The local Forest District office will request the assistance of a conservation officer. In all cases, the local Forest District office must be notified
- b) **Site users acting in an unsafe manner**—the Agreement Holder must inform site users acting in an unsafe manner to cease that activity. If the users will not comply and the situation is of a serious nature, the Agreement Holder should call the local RCMP or contact the local Forest District office for assistance
- c) **Serious Injuries/Fatalities**—the Agreement Holder must immediately report a serious injury or death at the site to the local RCMP and to the Recreation Officer.

3.4 Working With the Public

The Agreement Holder must manage the site to ensure the safety and supervision of site users and their property. The Agreement Holder must undertake the following actions when managing users:

- a) **Public Relations**—effective public relations on behalf of the Agreement Holder depends upon physical appearance, attitude and the ability to deal with people in a fair and consistent manner. The Agreement Holder and their staff must be able to communicate effectively and control their verbal and physical responses in any situation. This is called the “public relations approach”. It does not change from situation to situation, and it is the key to success in dealing with people. There are three components to this approach:
 - 1. **The mental awareness and thought process**—the Agreement Holder must:
 - be calm, cool and collected internally
 - program his/her approach to the specific situation
 - 2. **The physical image (body language)**—the Agreement Holder must:
 - develop and present a friendly posture
 - prevent circumstances from changing his/her countenance
 - develop and use the power of a smile in the face of adversity
 - 3. **The verbal-response (communication)**—the Agreement Holder must:
 - listen to both sides of the story
 - control voice tone, volume, and inflections to show interest and concern without emotion and
 - refrain from swearing or using obscene or insulting language.

- b) **Assessing the Risk**—the Agreement Holder must observe and analyze each potential conflict situation to ensure it is safe to make contact with the site user. The Agreement Holder must also be prepared mentally, physically and communicatively to handle the situation. The safety of the Agreement Holder is paramount, and they should not put themselves at risk in situations of conflict
- c) **Education**—the Agreement Holder must attempt to inform and educate site users of the site rules and regulations
- d) **Encouraging Compliance**—in every possible instance, site users should be advised of the compliance required and given an opportunity to correct their behaviour (e.g. keep noise down, buy a camping permit, etc.)
- e) **Day Stay Maximum Limit**—the Agreement Holder must advise any site user who has reached the maximum stay (camping) limit allowed by the regulations and may request an authorization from the Designated Forest Official to extend the stay of the site user.
- f) **Violation/Order to Vacant**—the Agreement Holder must advise site users who are contravening the act or regulations that they are in violation, and may be subject to enforcement action or ordered to vacate if they do not cease. Only if it is safe to do so, an Agreement Holder may ask a person that is causing a violation at a site to leave. Only a Designated Forest Official, Environmental Official or the RCMP can order a person to vacate a site under the authority of the Forest Recreation Regulations
- g) **Access Control**—the Agreement Holder may regulate vehicular and pedestrian traffic to prevent congestion and camping and parking problems from developing. Gates or control devices are to be opened and closed as required. The Agreement Holder must remain at the site and be available to the public while the control devices are closed and the site is occupied with users. The needs of an emergency situation must be considered whenever a control device is closed. Only campers may remain in the site after 11:00 p.m.
- h) **Complaints and Disturbances**—the Agreement Holder will record and report to the Recreation Officer any complaints by site users about disturbances or other undesirable or illegal activities in the area
- i) **Provincial Property**—the Agreement Holder will check the structures and all equipment at the site for theft, damage or vandalism, and report any occurrence immediately to the forest district office
- j) **Notebooks**—the Agreement Holder should keep notes of important incidents, including such things as time, date, place and weather conditions names and descriptions of the people involved what was seen and done and what was heard (conversations). Agreement Holder should retain the notebook in a safe place



Schedule G

Provincial and Agreement Holder Structures

List of Structures owned by the Province:

Big Tree Recreation Trail

- 2 picnic tables
- 1 outhouse

List of Structures owned by the Agreement Holder:

Klein Lake Recreation Site:

- 3 large signs
- 8 small signs
- 10 outhouses
- 34 picnic tables
- 8 docks/ramps
- 26 metal fire pits
- 2 security gates

Secret Cove Recreation Trail

- 1 wooden bench

SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

TO: Planning and Community Development Committee – January 10, 2019

AUTHOR: Ian Hall, General Manager, Planning and Community Development

SUBJECT: MAINTENANCE AND MINOR REPAIRS TO SCRD PORTS RFP 18 354 AWARD REPORT

RECOMMENDATIONS

THAT the report titled Maintenance and Minor Repairs to SCRD Ports RFP 18 354 Award Report be received;

AND THAT SCRD enter into an agreement with Summerhill Fine Homes Inc. for up to \$223,591.06 for Maintenance and Minor Repairs to Regional District Ports as described in the Request for Proposal 18 354;

AND THAT the [345] Ports Service contracted services budget be increased by \$30,000 annually funded through taxation;

AND THAT the 2019-2023 Financial Plan be updated in advance of Round 1 budget deliberations;

AND FURTHER THAT this recommendation be forwarded to the Regular Board meeting of January 10, 2019.

BACKGROUND

Request for Proposal (RFP) 18 354 Maintenance and Minor Repairs to Regional District Ports was published on October 11, 2018 and closed on November 26, 2018. Three addendums were issued.

The scope of work to be completed through this offering is preventative maintenance to nine SCRD ports including inspections, slip guard repair/replacement, nail setting, power washing, signage replacement, painting, etc. The contractor will also complete minor repairs such as railing or decking board replacement as approved by the Regional District, and may complete limited (maximum \$30,000 per year) major repairs such as cross brace or pile replacement as approved by the regional district. The contractor will supply emergency stabilization and repair work as needed. The scope of work was reviewed and confirmed with the Ports Monitors (POMO) advisory committee prior to the RFP being issued.

The term of the contract will be three years, with a renewal option of a further two years.

DISCUSSION*RFP Process and Results*

Following standard advertising and active solicitation of proposals from the marine construction and maintenance sector, one proposal was received. Chaired by Purchasing, the evaluation team consisted of a cross department three member team. The submission was reviewed and scored on the criteria that was set out in the RFP. Staff recommend that a contract be awarded to Summerhill Fine Homes Inc., as they have met the specifications as outlined in the RFP.

Company Name	Total Value of Contract (before GST)
Summerhill Fine Homes Inc.	\$ 223,591.06

Staff recommend that award be made to Summerhill Fine Homes Inc.

*Impact on the Ports Capital Plan**Financial Implications*Base Budget Impacts due to Contract Value

The former maintenance and minor repair contract (tendered in 2014) had a value of approximately \$40,000 annually, with repair costs being an additional cost. Staff note that the new scope of work is slightly different from that under the prior contract, and includes greater demands for coordination and documentation.

This maintenance contract will be about \$70,000 in year one for preventative maintenance. Minor and major repairs, and any required engineering, are in addition.

The [345] Ports Service budget includes approximately \$72,000 for maintenance and repairs.

Staff recommend that the Ports base budget be increased by \$30,000 to accommodate the increased contract value, funded from taxation.

Fall 2018 Minor Repair Queue

Staff note that the minor repair queue for ports includes work valued at approximately \$25,000. Based on a potential late year contract award, this work may extend into 2019. The current contracted services budget line surplus, if present at year end, would be placed into reserves in accordance with SCRD Fiscal Sustainability Policy. Should a variance occur in 2019 due to contract award timing, operating reserve funds may be appropriately applied to address the variance. Staff will monitor this need and update the Board through the variance reporting process.

Timeline for next steps or estimated completion date

Contract award would be made following Board decision. The term of the contract is for three years, with a renewal option for a further two years.

Communications Strategy

Following award, an update will be provided to POMO.

STRATEGIC PLAN AND RELATED POLICIES

Preventative maintenance and timely attention to minor repairs are important to deriving full life expectancy and hence full value from capital assets. Work undertaken through this contract will support fiscal sustainability and supports the goals of SCRD's asset management strategy.

CONCLUSION

The SCRD received one compliant bid deemed to represent fair value for money on RFP #18-354 Maintenance and Minor Repairs for Regional District Ports. Staff recommend award of the contract to Summerhill Fine Homes Ltd. for \$ 223,591.06. In support of this award staff recommend increasing the [345] Ports base budget by \$30,000 through taxation.

Reviewed by:			
Manager		CFO/Finance	X - T. Perreault
GM		Legislative	
CAO	X – J. Loveys	Purchasing	X – V.Cropp

December 3, 2018

Sunshine Coast Regional District Board
1975 Field Road
Sechelt, BC V0N 3A1

MASTER FILE COPY



Dear Chair Pratt and members of the Board,

Congratulations on the formation of the new Sunshine Coast Regional District Board.

I am writing to you on behalf of the Ocean Watch Task Force to provide background into the work we are doing on your behalf and to request the continuing participation of your Board.

The Ocean Watch Task force (OWTF) is a multi-representative group that was created by the members of the Howe Sound Community Forum to advance the recommended actions summarized in the Ocean Watch Howe Sound report published by the Coastal Ocean Research Institute and the David Suzuki Foundation in 2017. See the executive summary attached.

Its primary objectives as outlined in the attached Terms of Reference are to:

- Identify which actions in the Ocean Watch: Howe Sound Action Plan are within the mandate and reach of member communities.
- Focus on the identifying selected actions by Local Governments for implementation and highlight potential actions that include policy integration and collaboration between member Local governments and First Nations;
- Contribute information on what action local governments and Squamish Nation are already undertaking toward the goals.
- Recommend a process through which the selected actions get done

One of the most significant actions has been to support the development of the **Marine Reference Guide**, a comprehensive, one-stop, live dataset that will be available for local planning, research and the general public to access online about Howe Sound/Atl'Kitsem. In 2018, the Sunshine Coast Regional District supported this project by \$1,000 per year to cover a three-year commitment to Tides Canada in the development of the Marine Reference Guide for a total contribution of \$3,000.

Other action we are focusing on is derelict or abandoned vessels and associated marine structures and what tools are available to local governments to effect change for this complex issue.

The Ocean Watch Task Force are requesting that your Board continue to support our work by sending one locally elected member and a member of your planning staff to attend our meeting (generally at Gleneagles Golf Club) on a monthly basis.

We look forward to continuing our work with your local government to support the ongoing transformation of this special area.

Regards,

Kate-Louise Stamford, Gambier Island Trustee
Co-chair

Doug Race, District of Squamish
Co-chair

OceanWatch – Howe Sound Edition Action Plan

Task Force

Terms of Reference

Background: The Vancouver Aquarium's Coastal Ocean Research Institute produced in February 2017 the OceanWatch-Howe Sound Edition. This report was a collaborative and comprehensive project that provides a valuable assessment of the ongoing recovery of the health of Howe Sound. The report lists seven action items with recommendations that need to be supported in order to maintain the recovery and health of Howe Sound.

In 2002, the _____ signed the Principles for Cooperation as members of the Howe Sound Community Forum. Among a number of shared values is Stewardship. To support the stewardship of the Action Plan items, it is recommended a Task Force with participation from each Howe Sound community be established to identify the short, medium and long term contributions to each of the seven action items resulting from the plan.

Responsibilities:

- Identify which actions in the Ocean Watch: Howe Sound Action Plan are within the mandate and reach of member communities.
- Focus on the identifying selected actions by Local Governments for implementation and highlight potential actions that include policy integration and collaboration between member Local governments and First Nations;
- Contribute information on what action local governments and Squamish Nation are already undertaking toward the goals.
- Recommend a process through which the selected actions get done
- .

Deliverables:

Bring forward recommendations and processes to Howe Sound Community Forum members that target selected actions for local governments to achieve.

Report at the Howe Sound Community Forums on recommendations, timelines and progress to-date on the Action Plan.

Representation:

The task force is open to representation from Squamish and Tsleil Waututh Nations and one Council member and/or staff member with relevant portfolios from Local Governments (see table) directly adjacent to Howe Sound. Non-government organizations are invited to attend to provide input and support.

This is intended to be a Working Group. Meeting coordination and facilitation will be with the volunteer assistance as needed.

Local Governments:

Squamish Nation
Tsleil Waututh
Village of Lions Bay
District of Squamish
Bowen Island Municipality
District of West Vancouver
Town of Gibsons
Gambier Island Local Trust
SCRD Area F
SLRD Area D
Metro Vancouver Area A

Support:

Members of the Vancouver Aquarium's Coastal Ocean Research Institute, Suzuki Foundation and Howe Sound Biosphere Region Initiative will provide technical/background support to the Task Force and help develop agendas.

Expertise and/or the Authors of various chapters in the Report may be asked to attend specific meetings to provide perspective, context and expertise.

Meeting procedures:

Frequency: The task force shall meet once a month in person or by teleconference as arranged by the Volunteer coordinator.

Costs: No commitment of money to the task force other than staff time.

Duration: 120 minutes each meeting.

Notice of meeting: As far as practicable, notice of meetings and supporting documentation shall be available three working days in advance of the meeting date.

Notes/Actions: Minutes of actions will be circulated to all Howe Sound Community Forum members, working groups and sub-committees.

Task Force Process:

Meetings will be co-chaired by Howe Sound Community Forum representatives and a member of the Squamish Nation, subject to the desire and availability to participate.



Reference: 244639/244719

December 21, 2018

VIA EMAIL: Lori.Pratt@scrd.ca; janette.loveys@scrd.ca

Chair Lori Pratt
Sunshine Coast Regional District

Janette Loveys, Chief Administrative Officer
Sunshine Coast Regional District

Dear Chair Pratt and Janette Loveys:

As follow up to the meeting of October 2, 2018, between the Sunshine Coast Regional District (SCRD) and the Ministry of Forests, Lands, Natural Resource Operations and Rural Development, and in notice of the SCRD resolution of October 11, 2018, on Mount Elphinstone Land Use Planning, I am writing to provide you with an update on the provincial commitments for modernized land use planning.

As you know, staff from both the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (modernized land use planning lead) as well as the Ministry of Environment and Climate Change Strategy (BC Parks lead) have been assessing aspects of resource management throughout the Chapman Landscape Unit and, specifically, the area being requested by some stakeholders to become a park expansion. Assessment has included looking at the connectivity between existing Mount Elphinstone Park parcels as well as meeting with stakeholders and First Nations to explore options for a plan for the Mount Elphinstone area. I especially want to thank SCRD representatives for taking the time to meet with us during these preliminary discussions for a plan (not specifically a land use plan at the time) and the resolution to support a land use planning process. We acknowledge that the above noted Mount Elphinstone park expansion is identified within the Elphinstone Official Community Plan and is a concern for many of your community members.

As options for a plan were being explored, a significant reconciliation agreement between the Province of British Columbia and the shíshálh Nation was in discussion. On October 4, 2018, those discussions resulted in a Foundation Agreement advancing reconciliation with the shíshálh Nation. The agreement represents a progressive and collaborative approach to the implementation of shíshálh title and rights, and is a commitment to work together to protect the environment as well as to promote economic opportunity and growth for the shíshálh Nation and the entire Sechelt region. Along with a government-to-government relationship that will create new decision-making structures, part of that agreement includes a commitment to enter into a land use planning process. In conversations with the shíshálh, the Nation has expressed the need to include further discussions for the Mount Elphinstone area in the

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Ministry of Forests, Lands,
Natural
Resource Operations and Rural
Development

South Coast Natural Resource
Region

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context of this broader land use planning process, which falls under the Foundation Agreement, and to not undertake a separate plan or process.

The provincial government's commitment to undertake modernized land use planning has an important context and priority to update and reflect First Nation interests and values consistent with the principles of the United Nations Declaration on the Rights of Indigenous Peoples, recommendations from the Truth and Reconciliation Commission of Canada and, therefore, a full partnership approach with First Nations. Modernized land use planning provides a framework for the province to work in partnership with First Nations to engage with stakeholders and respond to emerging challenges in the management of British Columbia's public lands and natural resources. Modernized land use planning is a fiscally modest program that will be targeted and scalable, taking into consideration factors such as baseline cumulative effects and integrated monitoring information, identification of emerging resource management challenges, and identifying new long-term objectives. Initiation of modernized land use planning is supported by a three-year funding model, which provides the time to build an approach focused on reconciliation, natural resource stewardship, and economic and community well-being.

The province and shíshálh Nation have initiated preliminary conversations about the design of this land use planning initiative in a collaborative government-to-government manner that will include mechanisms for meaningful engagement with various stakeholders and other First Nations. Modernized land use planning will need to consider existing information (e.g. existing studies, First Nation land use plans, species management plans); updated assessments of current conditions of natural resource values and may require gathering further information. It is anticipated that this information gathering processes will take time. A workplan and terms of reference will be developed and shared over the next 12 months.


While a modernized land use planning process is undertaken, the province will continue to employ existing land use and resource management approaches, considerate of the balance of social, environmental, economic and cultural aspects afforded under policy. Resource management and use are expected to continue during modernized land use planning, including forest development, where development meets provincial legislation. I am aware of the November 29, 2018, SCRD resolutions to halt development of the Clack Creek Timber Sale (A93884) in the absence of further land use planning as well as the Reed Road Timber Sale (A91376) due to a variety of concerns. The province works closely with licensees, including BCTS, to ensure that known values are considered and managed in accordance with government policy and objectives. Cognisant of the expressed concerns, a response to these SCRD resolutions from Minister Donaldson is expected in the near future.

Your request of December 17, 2018, for a meeting with Minister Donaldson has been delegated to the South Coast Natural Resource Region. Please contact Tonianne Mynen, Land and Resource Section Head, to find a suitable time for further discussion on the above information. We look forward to providing the SCRD with a detailed update on modernized land use planning and progress made on the terms of reference with the shíshálh Nation in the Spring of 2019. Tonianne can be reached by phone at 604 586-5624 or by email at Tonianne.Mynen@gov.bc.ca.

Again, thank you for writing and expressing your concerns.

Chair Pratt and Janette Loveys

Sincerely,

A handwritten signature in cursive script, appearing to read 'Allan Johnsrude'.

Allan Johnsrude
Regional Executive Director

pc: Honourable Doug Donaldson, Minister of Forests, Lands, Natural Resource
Operations and Rural Development
Nicolas Simons, MLA, Powell River – Sunshine Coast
Tonianne Mynen, Land and Resource Section Head, South Coast Natural
Resource Region