

| Mitchell & Fire Services Review Recommendations | | Priority Ratings |
|--|--|---|
| | | <p>A = High: Mandated, and/or significant probability and/or impact</p> <p>B = Medium: Best practice and/or medium probability and/or impact</p> <p>C = Low: Completed, or low urgency</p> |
| 3.0 | Regulatory Matter | |
| 3.1 | The RDCO review and update Bylaw No. 1066 (operational powers) to address the issues identified in the Regulatory Matters section of this report, including addressing the following: the Departments' emergency response powers; fire chief appointment and responsibilities; extra-jurisdictional responses; application of the Provincial Training Standards; and service level declarations. | A |
| 3.2 | The RDCO review the status of Bylaw No. 1065, and fire prevention services funded under that bylaw. In particular, the RDCO should identify what fire prevention services are being funded through that function and assess how this bylaw can be used to meet any new fire prevention obligations that may be imposed on the RDCO when the new <i>Fire Safety Act</i> is proclaimed. | A |
| 3.3 | The RDCO review and update the occupational health and safety program relating to the Departments, to ensure compliance with the current requirements of the <i>Workers Compensation Act</i> and regulations. | A |
| 3.4 | The RDCO review the joint committee obligations related to the Departments and, in consultation with its Fire Chiefs, develop an approach that ensures the <i>Workers Compensation Act</i> requirements are being fully met for each Department. | Incorporated in parent task 3.3 |
| 3.5 | The RDCO implement a formal respiratory program to meet the requirements of s. 8.5 of Part 8 of the <i>Occupational Health and Safety Regulation</i> . Sample programs have been provided separately to staff to assist them with this review. | A |
| 4.0 | Service and Aid Agreements | |
| 4.1 | The RDCO should consider developing a standard service agreement template to use for all its fire protection service agreements. A list of factors and issues to be addressed in such agreements is attached as Appendix 2. This approach would simplify document management going forward. | Incorporated into parent task 3.1. 'extra-jurisdictional responses' |
| 4.2 | In relation to the two mirror agreements involving the City of Kelowna, the RDCO should review the issues identified in that section and consider addressing them in any update. In particular, consideration should be given to the following: <ul style="list-style-type: none"> • given that, in each case, the respective residents are paying the fully loaded cost of the service being provided (including an administrative lift), whether it is appropriate that the service | Incorporated into parent task 3.1. 'extra-jurisdictional responses' |

| | | |
|------------|--|--|
| | <p>provision be described as “discretionary” on the part of the service provider;</p> <ul style="list-style-type: none"> • in each case, a clear statement of the relevant fire department’s powers and authorities for both emergency and non-emergency responses should be clearly set out; • each agreement should require at least an annual report by the service provider on the services delivered (both emergency responses and fire prevention activities); and • given the life-critical nature of the service being provided and lack of ready alternatives, consideration should be given to whether a six-month early termination right is appropriate. | |
| 4.3 | <p>In relation to the two Peachland agreements, consideration should be given to the issues identified in that section, including the following:</p> <ul style="list-style-type: none"> • if fire safety inspections are an included service, this should be specified; • the service level at which Peachland Fire and Rescue is expected to operate should be set out (along with provision for changes to that service level); • there should be a better description of the limits on services provided by Peachland Fire and Rescue, given that the department is staffed by paid-on-call members; • given the life-critical nature of the service being provided and lack of ready alternatives, consideration should be given to whether a six-month early termination right is appropriate; • the application of the Peachland Fire and Life Safety Bylaw should be expanded to include operational powers and authorities for both emergency and non-emergency responses; • in relation to the Brent Road Agreement, Peachland should have at least an annual reporting obligation on the services delivered (both emergency responses and fire prevention activities); and • in relation to the Pierce Place Agreement, section 5 should be revised to properly reflect that the RDCO is not required to pay for the services being provided by Peachland to its water treatment plant. | <p>Incorporated into parent task 3.1. ‘extra-jurisdictional responses’</p> |
| 4.5 | <p>The RDCO review the 12 suggestions made in section 4 of the report regarding the Main Aid Agreement with its aid partners and consider integrating them into the next update.</p> | <p>Incorporated into parent task 3.1. ‘extra-jurisdictional responses’</p> |
| 4.6 | <p>The KBRD Agreement should be updated and revised on substantially the same basis as is recommended for the Main Aid Agreement.</p> | <p>Incorporated into parent task 3.1. ‘extra-jurisdictional responses’</p> |
| 4.7 | <p>The RDCO should reach out to BCEHS to confirm that there are consent and indemnity agreements in place for North Westside and Wilson’s Landing relating to the provision of medical first responder services.</p> | <p>Incorporated into parent task 3.1. ‘extra-jurisdictional responses’</p> |
| 6.0 | Emergency Program | |
| 6.1 | <p>When the replacement <i>Emergency Program Act</i> is passed by the Province, the RDCO will need to review and potentially revise the</p> | <p>A</p> |

| | | |
|------------|--|--|
| | existing emergency program bylaws and update the structure and approach of the emergency program to address any new obligations that are created. Staff should maintain a watching brief on the legislation, and, when the new act is introduced, report back to the RDCO Board on the impact the new statute is expected to have on the RDCO's obligations and emergency planning processes. | |
| 7.0 | Financial Review | |
| 7.1 | The RDCO should ensure that its Fire Chiefs, particularly those new to their positions, are provided with the training and guidance needed to enable them to properly undertake budget planning, development and maintenance. | C Completed |
| 7.2 | The RDCO should review its administrative and payroll overhead charges with the Fire Chiefs to ensure that the costs are understood. | B |
| 7.3 | The RDCO should consider providing timely monthly or quarterly financial reporting to the Departments. | C Completed |
| 7.4 | The RDCO should coordinate and manage grant applications for the four Departments | C Completed |
| 7.5 | The RDCO should review its procurement policy as it relates to the purchase of used fire apparatus, and ensure that the Fire Chiefs properly understand what is permitted and required in this regard. | B |
| 7.6 | The RDCO should review the procurement card spending policy with the fire chiefs with the objective of streamlining the approval process requirements while ensuring that the necessary financial controls and reporting are maintained. | C Completed |
| 7.7 A | A. From the review and discussions with the Departments, the need for an updated RMS to enable the Departments properly to track their training, maintenance, inspections, and finances was made clear. This issue came up in connection with sections 7, 8 and 10 – 14 of the report. Staff report that a new system has been selected and will be implemented in the near future, which will generate a need for training and likely some assistance to convert legacy records to the new system. | Incorporated into parent tasks 3.1, 7.1, 7.2, 7.3, 7.5, 7.6 and 10.1. Training software purchased and launched. Completion anticipated by end of Q1 2024. |
| 7.7 B | Further, the RDCO Fire Services Coordinator position should be given the responsibility and authority to ensure that records are properly maintained by the Departments. | C |
| 8.0 | Organizational Structure and Staffing | |
| 8.1 | The RDCO should revise the position of Fire Services Manager to Fire Services Coordinator reporting through the Manager of Protective Services to the Director of Community Services. | C |
| 8.2 | The RDCO should consider hiring a Regional Training Officer to provide planning, support and training expertise to the four Departments, including to address the new training obligations under the Provincial Training Standards and the issues identified in the training sections of this report. In addition, the RDCO should contemplate whether this position should take a role in fire inspections (as contemplated by Bylaw No. 1065, and as may be required when the new <i>Fire Safety Act</i> | C |

| | | |
|-------------|---|---|
| | comes into effect), and fire investigations outside of existing fire service areas (which will be a requirement under the <i>Fire Safety Act</i> when that act comes into effect). | |
| 8.3 | The RDCO should review the administrative support required for fire services and develop a resource plan that meets the Departments' operational and legislative reporting requirements. | A |
| 9.0 | Fire Prevention | |
| 9.1 | The RDCO should confirm its expectations in terms of fire safety inspections to be performed by the Departments, including the authority to perform such inspections (see also the commentary under the Regulatory Matters section of this report regarding Bylaw No. 1065). | Incorporated in parent tasks 3.2 and 8.2 "Bylaw 1065" |
| 9.2 | The RDCO should ensure the provision of pre-incident plans for multifamily, commercial and industrial properties which should be shared with all responding fire departments (including mutual aid partners). Alternatively, if pre-plans are not available for any complex risks within a Department's service area, that risk must be identified as one to which the Department will only provide exterior operations fire suppression. | A |
| 10.0 | Training and Qualifications - General | |
| 10.1 | The RDCO, in consultation with its Fire Chiefs, should review the existing service level declaration and elect either for Exterior Operations or Interior Operations, based on the currently achieved and provable training levels. Where a Department wishes to move up to Interior Operations but is not currently able to operate reliably at, or prove its training to, that level, a training plan should be developed to enable such Department to raise its service level, which should be accompanied by a review of its related processes (e.g., incident management, operational guidelines, records keeping, etc.). For all Departments, any gaps in training for their chosen service level arising from the revised Provincial Training Standards should be identified and a plan put in place by March 2024 to address the deficiencies. | Incorporated in parent task 3.1 'declared levels of service and Bylaw 1065' |
| 10.2 | We were not provided with any job descriptions or minimum proficiency requirements for any of the Departments. If such descriptions and requirements exist, they should be reviewed and updated to match the revised Provincial Training Standards. If they do not exist, the RDCO, in consultation with the Departments, should develop minimum training and proficiency requirements for each position within the fire services - including fire chief, deputy chief, company officer positions, and firefighters - with such requirements designed to correspond to each Department's service level. Given that the various officer roles/responsibilities differ in each Department, the requirements for each position should ensure that they have the necessary training and qualifications for the role they reasonably are expected to fulfil. Once developed (or revised), existing officers should be given the opportunity to take the training needed to ensure they meet the requirements (with an emphasis first on ensuring that they | A |

| | | |
|-------------|--|--|
| | are fully qualified for all operational fire ground responsibilities). All members within a Department interested in future promotion should be offered the opportunity to take part in these training programs. | |
| 10.3 | As the new RMS system is implemented, and legacy records are transferred to the new system, the Departments should review the documented training levels of each of their members and officers to identify any gaps that need to be bridged. | A Training RMS system launched with completion anticipated by end of Q1 2024 |
| | | |
| | Sections 11-14 are covered in section 10 above. | |
| 11.0 | Training and Qualifications - Ellison | |
| 11.1 | Ellison would like to operate at the Interior Operations Service Level: it is currently covered by a “split mandate”, an issue addressed in Recommendation #10-1 above. The Fire Chief has indicated that the majority of active members are qualified at the Exterior Operations Level, and that of those, about half are qualified at the higher Interior Operations Level. The training records, however, lack sufficient detail and information to enable the Consultants to confirm the qualifications for either exterior or interior operations firefighter. Moreover, those with interior operations training have yet to complete the RIT competencies, or those of the new Team Leader and/or Incident Commander roles set out in the revised Provincial Training Standards. As such, the Department should not undertake interior operations on structure fires until these issues have been addressed. | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |
| 11.2 | Ellison should conduct a gap analysis of its firefighters' and fire officers' existing training (based on existing records and/or hands-on skills assessment) to determine what competencies and qualifications have been met, including the new Incident Commander and Team Leader roles. The documentation of each member's training and qualifications should then be updated as required to ensure the records meet the requirements of the WorkSafe BC standards and the current Provincial Training Standards. | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |
| 11.3 | Ellison should conduct a gap analysis of the training and evaluations provided for the Department's apparatus driver/operators. Based on such review, bridging training should be provided and training records properly updated to show the members who have met the required competencies of the NFPA 1002 standard as required by the revised Provincial Training Standards. | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |
| 11.4 | Once the training gaps have been identified and bridged, and Ellison's training records properly updated, the Fire Chief and RDCO should review the service level declaration and, if Ellison has sufficient members trained to undertake interior operations, the service level should be amended and upgraded. Note that as part of this process, the implementation of related processes and upgrades to OGs, also are required (see the recommendation on OGs in section 15). | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |
| 12.0 | Training and Qualifications – Joe Rich | |
| 12.1 | Joe Rich seeks to operate at, and train to, at least the Interior Operations Service Level. In general, its officer and member training program is very good, but it is let down by the lack of individualized records keeping. From discussions with the members managing the training records, this information may well be available. There is, however, some uncertainty about whether sufficient members meet the RIT requirements as required by the Provincial Training Standards and WorkSafe BC. As such, we would recommend that the Department: <ul style="list-style-type: none"> not undertake aggressive interior operations until it has met the other recommendations below; undertake a thorough review and updating of its training records and comprehensively identify each member's and officer's current qualifications and proficiencies; bridge any gaps in RIT training or other competencies identified during the detailed records review; | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |

| | | |
|------|--|--|
| | <ul style="list-style-type: none"> • train up several more members to be able to act as Team Leaders and confirm officers' training against Provincial Training Standards requirements; and • ensure that all ancillary requirements for Interior Operations are met – such as ISO training, comprehensive operational guidelines, pre-incident plans for larger risks, etc. | |
| 12.2 | Joe Rich should conduct a gap analysis of the training and evaluations provided for the Department's apparatus driver/operators. Based on such review, bridging training should be provided and training records properly updated to show the members who have met the required competencies of the NFPA 1002 standard as required by the revised Provincial Training Standards. | Incorporated into parent tasks 10.3 'RMS system to track training levels'' |
| 12.3 | Once any training gaps have been identified and bridged, and/or its records updated, the Fire Chief and RDCO should review the service level declaration and, if Joe Rich has sufficient members trained to undertake interior operations and the ancillary processes in place to support such operations, the service level should be amended and upgraded accordingly. | Incorporated into parent tasks 3.1 and 10.1 'declared levels of service and Bylaw No. 1065' |
| 12.4 | In relation to maintenance training, Joe Rich should review and improve its approach to maintaining officer's skills and competencies and, if it is to operate at the Interior Operations Service Level, to plan for annual live fire training. Similarly, it should improve its approach to maintenance training for vehicle extrication, interface fire suppression and hazardous materials responses. In the case of the latter, the Fire Chief, in consultation with the RDCO and other area partners, may consider reducing the level at which it undertakes hazardous materials responses. | Incorporated into parent tasks 3.1 'declared levels of service and Bylaw No. 1065' Incorporated into parent tasks 3.1 and 10.3 'RMS system to track training levels'' |
| 13.0 | Training and Qualifications – North Westside | |
| 13.1 | North Westside seeks to operate at, and train to, at least the Interior Operations Service Level. While its general approach to its training obligations is generally solid, using as it does an externally-provided training program designed to take new recruits to Exterior Operations and then to Interior Operations, like other RDCO Departments, it is handicapped by its records keeping, which precludes an assessment of the qualifications of the Department's members and officers. As such, we would recommend that the Department: <ul style="list-style-type: none"> • not undertake aggressive interior operations until it has met the other recommendations below; • undertake a thorough review and updating of its training records and comprehensively identify each member's and officer's current qualifications and proficiencies; • bridge any gaps in ISO and RIT training or other competencies identified during the detailed records review; • train up several more members to be able to act as Team Leaders and confirm officers' training against Provincial Training Standards requirements; and • it ensure that all ancillary requirements for Interior Operations are met – such as comprehensive operational guidelines, pre-incident plans for larger risks, etc. | Incorporated into parent tasks 3.1 'declared levels of service and Bylaw No. 1065' Incorporated into parent tasks 3.1 and 10.3 'RMS system to track training levels'' |
| 13.2 | North Westside should conduct a gap analysis of the training and evaluations provided for the Department's apparatus driver/operators. Based on such review, bridging training should be provided and training records properly updated to show the members who have met the required competencies of the NFPA 1002 standard as required by the revised Provincial Training Standards. | Incorporated into parent task 10.3 'RMS system to track training levels'' |
| 13.3 | Once any training gaps have been identified and bridged, and its records updated, the Fire Chief and RDCO should review the service level declaration and, if North Westside has sufficient members trained to undertake interior operations and the ancillary processes in place to support such operations, the service level should be amended and upgraded accordingly. | Incorporated into parent tasks 3.1 'declared levels of service and Bylaw No. 1065' |

| | | |
|-------------|---|--|
| 13.4 a. | North Westside should implement its plan to undertake a formal, annual evaluation of members' skill and qualifications. | Incorporated into parent task 10.3 'RMS system to track training levels'' |
| 13.4 b. | It also should ensure that its maintenance training processes encompass EVO/EVD qualifications, officer qualifications and RIT training. | Incorporated into parent task 10.3 'RMS system to track training levels'' |
| 14.0 | Training and Qualifications – Wilson's Landing | |
| 14.1 | Wilson's Landing is the smallest of the four Departments. While it has been working to train members to the Interior Operations Service Level, it appears that there are some gaps which need to be addressed before it can reasonably operate at that level. As such, we would recommend that the Department: <ul style="list-style-type: none"> not undertake aggressive interior operations until it has met the other recommendations below; undertake a thorough review and updating of its training records and comprehensively identify each member's and officer's current qualifications and proficiencies; bridge any gaps in Team Leader, ISO and RIT training, or other competencies identified during the detailed records review; train up more members to be able to meet the Interior Operations Service Level, including the RIT competencies, and confirm officers' training against Provincial Training Standards requirements; and it ensure that all ancillary requirements for Interior Operations are met – such as comprehensive operational guidelines, pre-incident plans for larger risks, etc. | Incorporated into parent tasks 3.1 'declared levels of service and Bylaw No. 1065' Incorporated into parent tasks 3.1 and 10.3 'RMS system to track training levels'' |
| 14.2 | Wilson's Landing should conduct a gap analysis of the training and evaluations provided for the Department's apparatus driver/operators. Based on such review, bridging training should be provided and training records properly updated to show the members who have met the required competencies of the NFPA 1002 standard as required by the revised Provincial Training Standards. | Incorporated into parent task 10.3 'RMS system to track training levels'' |
| 14.3 | Once any training gaps have been identified and bridged, and its records updated, the Fire Chief and RDCO should review the service level declaration and, if Wilson's Landing has sufficient members trained to undertake interior operations and the ancillary processes in place to support such operations, the service level should be amended and upgraded accordingly. | Incorporated into parent tasks 3.1 'declared levels of service and Bylaw No. 1065' Incorporated into parent tasks 3.1 and 10.3 'RMS system to track training levels'' |
| 15.0 | Operational Guidelines | |
| 15.1 | The RDCO should identify requirements that apply to each of the Departments and, in consultation with the Fire Chiefs, develop a centralized set of OGs for their use. This centralized set of OGs would cover primary operational activities, RDCO policies and requirements, and specific regulatory obligations (e.g., OH&S matters). These common OGs would be maintained in an electronic form by the RDCO in consultation with the Departments. Specific attention needs to be paid to ensuring such OGs properly address any interior operations firefighting matters – including size up, risk assessment and creation of an incident action plan. | A |
| 15.2 | For Department-specific OGs (e.g., covering internal administrative matters and area-specific risks or conditions), the RDCO should establish a common OG template for use by all four Departments to | A |

| | | |
|--|--|--|
| | ensure key components are captured. Each Department must maintain its OGs in an electronic format for ease of access, review, and updates, with a copy of all Department-specific OGs also being provided to and accessible by the RDCO. | Currently in progress. Anticipated completion Q4 2024 |
|--|--|--|