



COLUMBIA SHUSWAP REGIONAL DISTRICT

Regular Board Meeting

ADDENDUM AGENDA

Date: Thursday, October 17, 2024
Time: 9:30 AM
Location: CSR Boardroom
555 Harbourfront Drive NE, Salmon Arm

[Zoom Link Registration](#)

Pages

9. Business General

***9.7 City of Enderby Request to Install Utility Works (water trunk main) within the Rail Trail Lands**

1

Report from Fiona Barton, Manager Community Services, dated October 4, 2024.

Request from the City of Enderby to register a Statutory Right of Way for future construction of a water truck main within the Rail Trail Lands and parallel to the rail trail.

THAT: the Board empower the authorized signatories to sign a Statutory Right of Way, to be registered as a charge on the following Rail Trail Lands:

PID: 012-955-931, legally described as That Part of District Lot 150 Shown on Plan A402; Kamloops (Formerly Osoyoos) Division Yale District Except Plan 29134; and

PID: 011-769-343, legally described as That Part District Lot 226 Shown on Plan A402 Kamloops (Formerly Osoyoos) Division Yale District

in the name of the City of Enderby, for a future water trunk main as shown on legal survey Plan EPP111993.

Corporate Vote Weighted

***9.8 Fire Dispatch Agreement – City of Surrey**

57

Report From Derek Sutherland, General Manager, Community and Protective Services, October 8, 2024. Fire Services Agreement – City of Surrey.

THAT: the Board empower the authorized signatories to enter into an agreement with the City of Surrey for the provision of fire dispatch services commencing January 1, 2025 for a five year term, at the following remuneration rates, plus an annual call variable allowance and applicable taxes:

- January 1, 2025 – December 31, 2025 \$112,204.00
- January 1, 2026 – December 31, 2026 \$117,873.00
- January 1, 2027 – December 31, 2027 \$123,828.00
- January 1, 2028 – December 31, 2028 \$130,085.00
- January 1, 2029 – December 31, 2029 \$136,657.00

Corporate Vote Weighted

10. Business By Area

*10.5 **Electoral Area C: Whitehead Road Boat Launch - License of Occupation Tenure Renewal**

60

Report from Fiona Barton, Manager, Community Services, dated October 4, 2024. To renew a provincial licence of occupation for the Whitehead Park and Boat Launch in Electoral Area C.

THAT: the Board empower the authorized signatories to obtain a Licence in accordance with the letter dated May 1, 2024, from the Ministry of Water, Land and Resource Stewardship for parks purposes for the Whitehead Road Park & Boat Launch in Electoral Area C.

AND THAT: the Board will agree to acquire the Licence for the term of 30 years from the Province over that unsurveyed Crown foreshore being part of the bed of Shuswap Lake and fronting on Whitehead Road within the SW1/4 of Section 12, Township 23, Range 9, West of the 6th Meridian, Kamloops Division Yale District, containing 0.12 hectares, more or less, for the purposes of community park and boat launch.

Corporate Vote Weighted

*10.6 **Electoral Area D: Silver Creek Community Park – Licence of Occupation Tenure Renewal**

68

Report from Fiona Barton, Manager, Community Services, dated October 4, 2024. To renew a provincial licence of occupation for Silver Creek Community Park in Electoral Area D.

THAT: the Board empower the authorized signatories to acquire a Licence in accordance with the letter dated March 14, 2024, from the Ministry of Water, Land and Resource Stewardship for parks purposes for the Silver Creek Community Park in Electoral Area D.

AND THAT: the Board will agree to acquire the Licence for the term of 30 years from the Province over the land that part of Section 32, Township 18, Range 10, West of the Sixth Meridian, Kamloops Division Yale District, containing 0.50 hectares, more or less, for the purposes of Regional Park use.

Corporate Vote Weighted

***10.7 Electoral Area C, D, F, and G: Road Rescue Service Establishment in Gap Areas**

77

Report from Derek Sutherland, General Manager, Community and Protective Services, dated October 9, 2024. Road rescue service establishment in specified fire suppression areas

THAT: an assent process for service delivery be undertaken to provide service within the fire suppression boundaries of the South Shuswap sub-regional fire service area in Area C and G, Falkland, and North Shuswap sub-regional fire service boundaries.

AND THAT: the Board allocate \$40,000 per service establishment from the Electoral Area feasibility study funds for the purpose of engaging the electorate in a service establishment referendum.

Corporate Vote Unweighted Majority

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***13. CLOSED (In Camera)**

Late Agenda - added section (f).

THAT: pursuant to Section 90(1) of the Community Charter, the subject matter being considered relates to one or more of the following:

(f) law enforcement, if the board considers that disclosure could reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment;

(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

(k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;

AND THAT: the Board close this portion of the meeting to the public and move to into the Closed Session of the meeting.



BOARD REPORT

- TO:** Chair and Directors
- SUBJECT:** City of Enderby Request to Install Utility Works (water trunk main) within the Rail Trail Lands
- DESCRIPTION:** Report from Fiona Barton, Manager Community Services, dated October 4, 2024.
Request from the City of Enderby to register a Statutory Right of Way for future construction of a water truck main within the Rail Trail Lands and parallel to the rail trail.
- RECOMMENDATION:** THAT: the Board empower the authorized signatories to sign a Statutory Right of Way, to be registered as a charge on the following Rail Trail Lands:
PID: 012-955-931, legally described as That Part of District Lot 150 Shown on Plan A402; Kamloops (Formerly Osoyoos) Division Yale District Except Plan 29134; and
PID: 011-769-343, legally described as That Part District Lot 226 Shown on Plan A402 Kamloops (Formerly Osoyoos) Division Yale District
in the name of the City of Enderby, for a future water trunk main as shown on legal survey Plan EPP111993.
Corporate Vote Weighted

SUMMARY:

The Shuswap North Okanagan Rail Trail Governance Advisory Committee (GAC) is recommending that the Rail Trail Partners empower the authorized signatories to sign the Statutory Right of Way (SROW) for the City of Enderby (the City) as a charge against two of the Rail Trail properties. If approved, the SROW will allow the City to construct a water trunk main within the Rail Trail Lands, parallel to the rail trail.

BACKGROUND:

In 2019, the GAC, when considering the many types of encroachments on the Rail Trail Lands, recommended to the CSR and RDNO Boards, and Splatins Kukpi7 and Tkwamipla7, that Statutory Rights of Way be granted to local government to replace existing Canadian Pacific Railway (CPR) Agreements for utility works. The CSR and RDNO Boards and Splatins Kukpi7 and Tkwamipla7 subsequently considered and passed the recommendation. During the discussion at the GAC Meeting, the GAC advised that it did not support SROWs for parallel use of the Rail Trail Lands, as such use could hamper future use of these public lands.

City of Enderby Request – Future Construction of a trunk Watermain line:

In February 2021, the City of Enderby (the City) sent a request to the TOC, asking that the Governance Advisory Committee support its request for a linear SROW within the rail trail corridor and parallel to the future rail trail, for a trunk water main between Mill Avenue and Bass Avenue. See sketch attached.

When making the request, the City stated that it appreciated the concern that comes with encumbering the rail trail lands with linear infrastructure for third-party utilities, but noted the following:

- The infrastructure would be local government works owned by a service participant;
- The alignment is part of the City's long-range planning to meet the fire-flow needs of the municipality;
- The proposed infrastructure would have minimal impact on the use and enjoyment of the rail trail; and
- The water trunk main would be located approximately six feet below the surface.

The TOC reviewed the request, and it was placed on the Agenda of the March 19, 2021, GAC Meeting. The GAC supported the City's request with the following motion:

"That the Governance Advisory Committee support in principle a linear SROW for a trunk water main between Mill Ave. and Bass Ave., within the rail corridor." (refer to attachment 'Minutes of GAC March 19, 2021').

There was no associated recommendation made at the March 19, 2021, GAC Meeting, and therefore, the City's request was not brought to Splitsin, Splitsin Kukpi7 and Tkwamipla7 and the RDNO and CSRD Boards for consideration and direction.

However, based on the GAC approval in principle, and subsequent follow-up with the TOC, the City hired a surveyor to prepare a legal survey plan, for the future trunk water main line (refer to attachment 'EPP111993'). The Plan has not yet been registered as a charge against the title of the Rail Trail Lands.

At its meeting of May 6, 2024, the GAC considered additional requests for local government utility works to be placed within, and parallel to the Rail Trail Lands. The following recommendation was considered and passed by the GAC at its May 6, 2024, meeting:

THAT: as recommended by the Shuswap North Okanagan Rail Trail Governance Advisory Committee, requests to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way (SROWs), be considered on an individual basis by the Governance Advisory Committee (GAC);

AND THAT: following consideration by the GAC of such requests, that a subsequent recommendation be made to CSRD and RDNO Boards and Splitsin Kukpi7 and Tkwamipla7s.

The GAC supported the request from the City of Enderby at its meeting of March 19, 2021, and again at its meeting of August 30, 2024. Consistent with the May 6, 2024, GAC recommendation above, which was subsequently approved by Splitsin Kukpi7 and Tkwamipla7 and the RDNO and CSRD Boards, the GAC is recommending that the CSRD and RDNO Boards, and Splitsin Kukpi7 and Tkwamipla7, grant approval for the SROW for the City of Enderby water trunk main, and empower the authorized signatories to sign a Statutory Right of Way.

The RDNO Board and Splitsin Kukpi7 and Tkwamipla7 have considered the request from the City of Enderby and have approved the recommendation of the GAC. Prior to registering the SROW, all three Rail Trail Partners must approve the recommendation.

As part of the process to replace the old agreements between CPR and local governments, Terms of Instrument for local government utilities were prepared, and copies of those Terms were forwarded to local governments for their review. (refer to attachment '24 05 01 Requests to place Utility

Infrastructure’).

In addition to the covenants set out in the Terms of Instrument, in the letter from the Rail Trail Owners to the City of Enderby, granting approval for the SROW, the Rail Trail Owners can set out specific conditions regarding archaeological requirements, and restoration of vegetation and soft landscaping to its original state.

POLICY:

Refer to attachment ‘MINUTES SNO Rail Trail Governance Advisory – May 06 2024 FINAL’

FINANCIAL:

If the Rail Trail Partners grant the authorized signatories the approval to sign the Statutory Right of Way, the City of Enderby will be responsible for all costs associated with registration of the SROW on the Rail Trail Lands, and for compliance with all applicable municipal, provincial and federal bylaws, codes, regulations and laws, related to construction of the trunk water main.

KEY ISSUES/CONCEPTS:

In 2019, when the GAC initially reviewed and considered the many types of encroachments on the Rail Trail Lands, it provided recommendations to the CSRD and RDNO Boards, and Splatsin Kukpi7 and Tkwamipla7, addressing each type of encroachment. The GAC recommendation was to grant Statutory Rights of Way to local governments for utility works. The CSRD and RDNO Boards and Splatsin Kukpi7 and Tkwamipla7 subsequently considered and passed the recommendation. During the discussion at the GAC Meeting, the GAC advised that it did not support SROWs for parallel use of the Rail Trail Lands, including for corporate utilities such as BC Hydro and Fortis BC, as these utility works could hamper future use of these public lands.

When considering the request from the City of Enderby for parallel use of the rail trail lands, the GAC noted that the request was related to local government works owned by a service participant, that the works were required to meet the fire-flow needs of the municipality, that the works would be located approximately six feet below the surface, would be located outside of the area of the built trail, and would have minimal impact on the use and enjoyment of the rail trail.

In addition to the covenants set out in the Terms of Instrument, when granting its approval to the City of Enderby, the Rail Trail Owners can set out additional conditions, including, but not limited to archaeological requirements, and restoration of vegetation.

IMPLEMENTATION:

If the City’s request is approved, the RDNO and CSRD Chief Administrative Officers will sign the SROW document, it will be registered on title of the two rail trail properties, and the City of Enderby will have the authorization to construct the water trunk main within the rail trail lands, parallel to the rail trail.

COMMUNICATIONS:

If the request is approved by the Rail Trail Partners, a letter will be sent to the City of Enderby advising that the SROW may now be registered against the referenced rail trail properties. The letter will outline any conditions that the City of Enderby must address prior to construction of the water trunk main.

DESIRED OUTCOMES:

That the Board endorse the staff recommendation(s).

BOARD'S OPTIONS:

1. *Endorse the Recommendation(s).*
2. *Deny the Recommendation(s).*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*

Report Approval Details

Document Title:	2024-10-17_Board_CPS_SNORT_City_of_Enderby_request_for_SRW.docx
Attachments:	- EPP111993.pdf - MINUTES Shuswap North Okanagan Rail Trail Governance Advisory - March 19, 2021 FINAL.pdf - MINUTES SNO Rail Trail Governance Advisory - May 06 2024 FINAL.pdf - 24 05 01 Requests to place Utility infrastructure.pdf
Final Approval Date:	Oct 11, 2024

This report and all of its attachments were approved and signed as outlined below:



Derek Sutherland



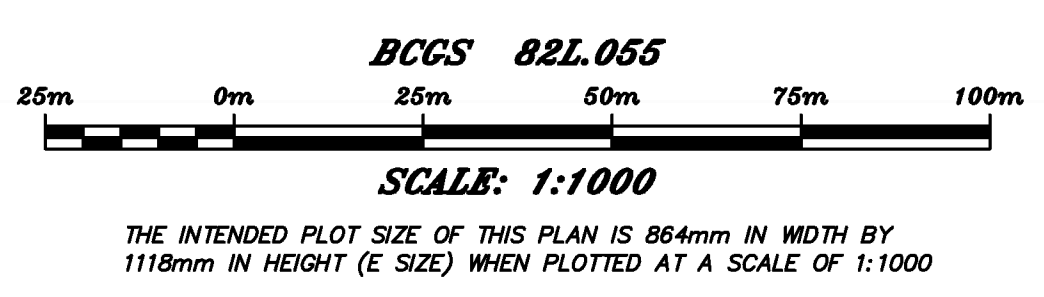
Jennifer Sham



John MacLean

STATUTORY RIGHT OF WAY PLAN OVER PART OF:
1) THAT PART DISTRICT LOT 226 SHOWN ON PLAN A402 KAMLOOPS (FORMERLY OSOYOOS) DIVISION YALE DISTRICT AND
2) THAT PART OF DISTRICT LOT 150 SHOWN ON PLAN A402; KAMLOOPS (FORMERLY OSOYOOS) DIVISION YALE DISTRICT EXCEPT PLAN 29134
PURSUANT TO SECTION 113 OF THE LAND TITLE ACT

PLAN EPP111993



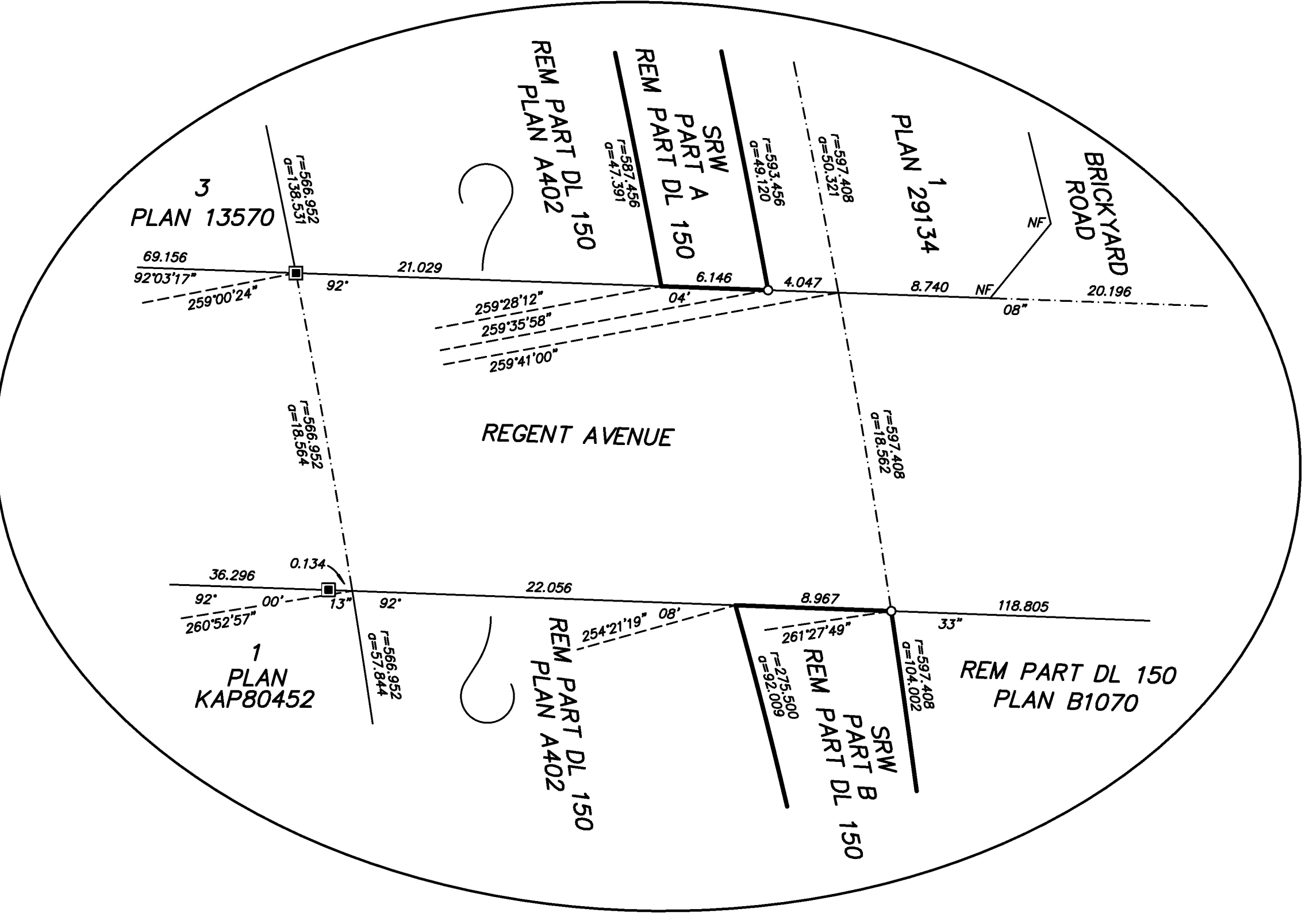
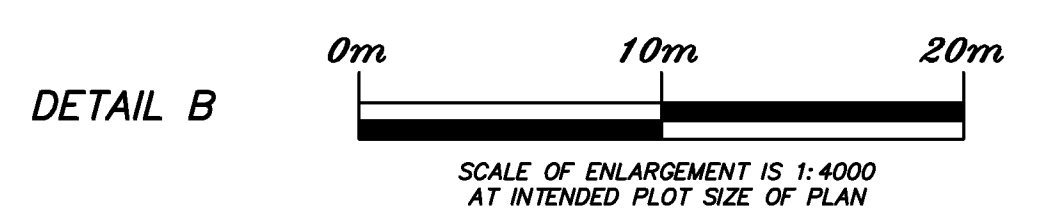
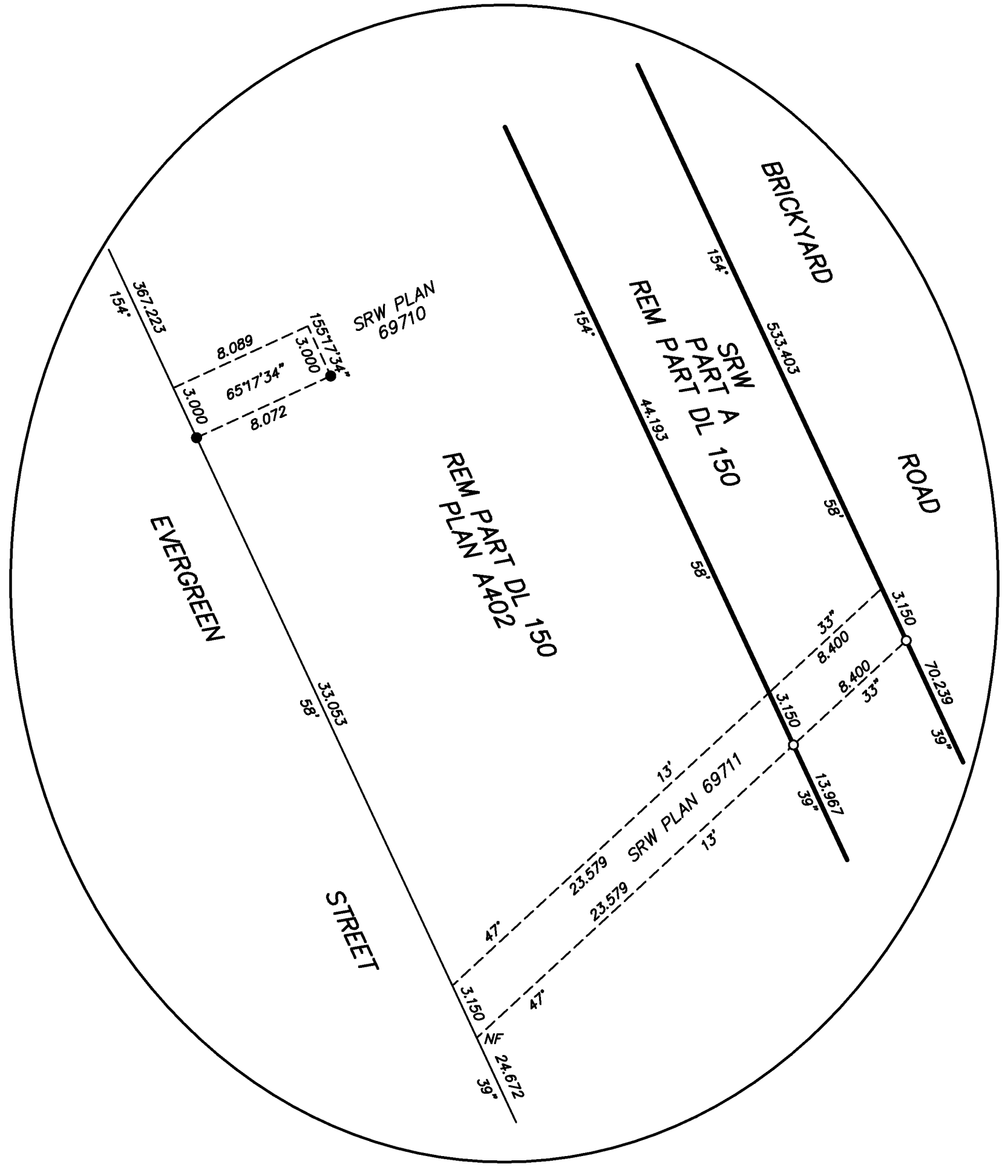
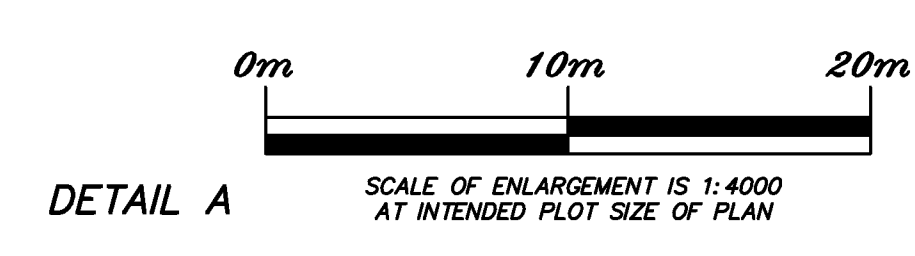
BOOK OF REFERENCE	
DESCRIPTION	AREA
SRW PART DL 226	31.2m2
SRW AREA 'A' PART REM DL 150	0.502 ha.
SRW AREA 'B' PART REM DL 150	0.101 ha.

OP #174
NAD83(CRS) 2002.0 - UTM ZONE 11
UTM NORTHING: 5603798.729
UTM EASTING: 347893.096
ESTIMATED ABSOLUTE
ACCURACY: 0.05m

LEGEND

GRID BEARINGS ARE DERIVED FROM GNSS OBSERVATIONS AND ARE REFERRED TO THE CENTRAL MERIDIAN OF UTM ZONE 11.
THE UTM COORDINATES AND ESTIMATED ABSOLUTE ACCURACY ACHIEVED ARE DERIVED FROM SINGLE POINT POSITIONING TECHNIQUES USING THE PRECISE POINT POSITIONING (PPP) SERVICE OF NATURAL RESOURCES CANADA.
THIS PLAN SHOWS HORIZONTAL GROUND-LEVEL DISTANCES UNLESS OTHERWISE SPECIFIED. TO COMPUTE GRID DISTANCES, MULTIPLY GROUND-LEVEL DISTANCES BY THE AVERAGE COMBINED FACTOR OF 0.999286025. THE AVERAGE COMBINED FACTOR HAS BEEN DETERMINED BASED ON AN ELLIPSOIDAL ELEVATION OF 350 METRES.
ALL DISTANCES ARE IN METRES AND DECIMALS THEREOF.

- DENOTES STANDARD IRON POST FOUND (SIP)
 - DENOTES STANDARD IRON POST PLACED (SPP)
 - DENOTES OLD PATTERN DOMINION IRON POST FOUND (DLSIP)
 - DENOTES NON-STANDARD POST FOUND
- THIS PLAN LIES WITHIN THE REGIONAL DISTRICT OF NORTH OKANAGAN.
THIS PLAN SHOWS ONE OR MORE WITNESS POSTS WHICH ARE NOT SET ON THE TRUE CORNERS(S).



OP #186
NAD83(CRS) 2002.0 - UTM ZONE 11
UTM NORTHING: 5603276.227
UTM EASTING: 348736.124
ESTIMATED ABSOLUTE
ACCURACY: 0.05m

Governance Advisory Committee Shuswap North Okanagan Rail Trail Corridor MINUTES – approved

March 19, 2021, 9:00 am - 12:00 pm via ZOOM

Updated: May 21, 2021

Meeting Purpose: to provide policy direction relative to the planning, development, management and governance of the Rail Trail Corridor project.

Objectives:

- To review minutes and business arising from the previous meeting
- To update/discuss project development, fund raising, and upcoming priorities
- To direct communications to update the public

Agenda:

1. **Welcome**, Secwépemc Acknowledgement (Splatsin), and Introductions

9:00 Kukpi7 Wayne Christian called the meeting to order, acknowledged everyone to the zoom meeting taking place within Splatsin territory of the Secwepemc First Nation. He expressed the shared feeling of hope in the world as spring is coming, and now that vaccinations are becoming available.

2. **Approval of Agenda**

- a. **Motion:** *that the agenda of the March 19, 2021 Shuswap North Okanagan Rail Trail Governance Advisory Committee meeting be approved.*

Moved: Director Denis Delisle **Seconded:** Mayor Kevin Acton **Carried:** by consensus

3. **Adoption of Minutes**

- a. **Motion:** *that the minutes of the January 15, 2021 Shuswap North Okanagan Rail Trail Governance Advisory Committee meeting be adopted as circulated. ([GOV, Jan 15/21](#))*

Moved: Director Rhona Martin **Seconded:** Director Denis Delisle **Carried:** by consensus

4. **Presentations**

- a. Unfolding the True Story: Splatsin & Secwepemc History, Values, & Interests – this presentation is still under preparation for special session when circumstances allow.

5. **Reports**

- a. **Financial Update** – see Project Financial Report ([March 5 2021](#))

Motion: *that the financial update as presented be accepted*

Moved: Director Rhona Martin **Seconded:** Mayor Kevin Acton **Carried:** by consensus

- i. **Project Management and Work Plan 2021-2023** – Discussion Brief ([Mar 15, 2021](#))
Phil presented the brief, outlining work that has been accomplished and what is still outstanding, noting the contract for Project Management ends at the end of May.
ACTION: TOC will bring a proposal back to the GAC within an month.

- b. **Technical Operational Committee Reports** – ([TOC Update, Mar. 19, 2021](#))
 - i. **ALC Decision** ([February 24, 2021](#)) – see [online](#) for full Decision package
Approval to proceed. ALC affirmed the adaptive approach and have requested that we enter into MOU with ALC (similar to ORT).
ACTION: TOC will draft a MOU based on the ORT.
ACTION: TOC will communicate with all adjacent agricultural properties about the decision and we can go ahead with crossing agreements.
 - ii. **Jurisdictional technical meetings** and trail access/amenity planning update
TOC has already met staff from the District of Sicamous, City of Enderby and CSRD Area E and will meet shortly with Splatsin, Township of Spallumcheen, City of Armstrong and RDNO Area F, with more follow up meetings as needed
 - iii. **Update on District of Sicamous re adjacent property encroachments**
This is currently in the hands of the DoS staff who are working on draft correspondence and will then work with TOC staff to follow-up with adjacent property owners..
 - iv. **Design standards for revegetation within rail corridor** (rural, waterfront, urban)
Currently in discussion with staff from the different jurisdictional areas as to come up with design standards for revegetation, as addressed in the Development Plan
 - v. **Trespass and removal of vegetation within rail corridor**
Concern around vegetation being removed without permission, and the impact on wildlife, erosion and control of noxious weeds. Important for Rail Trail owners to provide education and request voluntary compliance with bylaws.
ACTION: TOC to send correspondence to adjacent properties with update on rail trail progress, ALC decision, plans going forward, goals to protect/restore natural habitat within corridor, support for agriculture, and need for authorization to alter rail property or remove vegetation.
 - vi. **CP Rail Lansdowne-to-Smith Drive** – lease update
A draft lease agreement is now being reviewed by CP rail upper management, with some discussion remaining around fencing and proposed lease fee. Hopeful that something will be finalized within the next month or two.
ACTION: Ryan will report back to TOC with updates.
 - vii. **Enderby-Splatsin Test Section** update ([see project plan overview](#))

- c. **Capital Fundraising Campaign**
 - i. **Grant Updates** – CERIP [declined](#); BCRDP [extended](#); [CVRIS](#), [TOTA](#), [Coop](#), [CHCI](#) submitted
Phil gave brief overview of the various grant applications as linked above. Several outstanding applications are looking very positive, even without leverageable. There is the potential of new grant opportunities in the near future.

- ii. **Recognition Plan Brief and Recommendation** (Alex de Chantal) [Rev 19 March](#)
Alex reviewed the brief and recommendation regarding donor recognition levels with some discussion around potential of artwork, structures and kiosks to offer to additional recognition to higher level donors.
ACTION: Alex will bring the question regarding signage 3 year terms at kiosks to the Community Fundraising Committee (CFC).
Kukpi7 Christian expressed gratitude to Alex and the CFC for the hard work and efforts on behalf of the Governance Advisory, Splatsin and others at the table.
- iii. **Shuswap Magazine feature; Donor Presentation Folder** [DRAFT](#)
Magazine is on newsstands and features a two-page spread on the rail trail, and the artwork is featured on the cover. Thank you to the staff at Splatsin Titles and Rights for their input.
- iv. **Segmented Grant Funding Approach – Discussion Brief** ([Mar. 14, 2021](#))
Discussion about strategically segmenting the trail plan to take advantage of smaller funding opportunities.
Motion: *that the Governance Advisory Committee recommend that the Boards of the Columbia Shuswap Regional District, Regional District of North Okanagan and the Splatsin Kukpi7 & Tkwamipla7 (Chief and Council) authorize the Technical Operational Committee to work in collaboration with jurisdictional partners and prepare segmented section plans for capital construction that can take advantage of smaller grant funding opportunities, as they arise.*
Moved: Councillor Chad Eliason **Seconded:** Councillor Jeff Mallmes **Carried:** by consensus

6. Correspondence

- a. Email from Ministry of Transportation and Infrastructure re Bruhn Bridge Public Design Update ([January 27, 2021](#)) – with [final public website display](#) attached
Motion: *that the Governance Advisory Committee invite MoTI to present at the next Governance meeting in May.*
Moved: Director Rhona Martin **Seconded:** Director Denis Delisle **Carried:** by consensus
ACTION: Phil will invite MoTI delegation to present at the May meeting.
- b. Maintenance Request for Rail Corridor from City of Enderby ([February 4, 2021](#))
ACTION: Brad will get pricing estimates for interim maintenance and get back to TOC.
- c. Letter of support emphasizing ongoing dialogue from City of Enderby ([February 4, 2021](#))
Motion: *that the Governance Advisory Committee receives the letter from the City of Enderby dated February 4, 2021*
Moved: Councillor Tundra Baird **Seconded:** Director Rhona Martin **Carried:** by consensus
- d. Letter from Mayor Rysz announcing appointment of Councillor Jeff Mallmes as Governance Advisor for District of Sicamous ([February 12, 2021](#))



Motion: that the Governance Advisory Committee receives the letter from Mayor Rysz dated February 12, 2021

Moved: Director Rhona Martin **Seconded:** Councillor Tundra Baird **Carried:** by consensus

Kukpi7 Christian expressed gratitude to Mayor Rysz for his role with the rail trail project.

7. Business Arising

a. Appointment of Governance Advisory Vice-Chair

Kukpi7 Christian will remain as chair, and Mayor Acton will remain as a co-vice chair.

Councillor Jeff Mallmes put his name forward for the position as co-vice chair. No further nominations received.

Moved: Director Denis Delisle **Seconded:** Councillor Tundra Baird **Carried:** by consensus.

b. MOU between owners and the Community Foundations

Due to delays in feedback from the finance departments of RDNO and Splat'sin, final edits were not made in time for this meeting, but should be completed in the next week.

ACTION: TOC will forward to GAC for review and approval after wording is finalized.

8. New Business

a. [Donor Recognition Plan](#) Recommendation

Motion: *that the Governance Advisory Committee recommends that the Boards of the Columbia Shuswap Regional District, Regional District of North Okanagan and the Splat'sin Kukpi7 & Tkwamipla7 (Chief and Council) support the Donor Recognition Plan as outlined in the March 19, 2021 Briefing Report for the Capital Fundraising Campaign of the Shuswap North Okanagan Rail Trail.*

Moved: Councillor Tundra Baird **Seconded:** Director Denis Delisle **Carried:** by consensus

b. City of Enderby request for support in principle of a linear SROW for a trunk water main between Mill Ave. and Bass Ave. within the rail corridor

Motion: *that the Governance Advisory Committee support in principle a linear SROW for a trunk water main between Mill Ave. and Bass Ave. within the rail corridor.*

Moved: Mayor Chris Pieper **Seconded:** Councillor Todd York **Carried:** by consensus

9. Direction on next communication updates to the public

a. News Release re ALC Decision is currently being drafted

b. News Release regarding fundraising initiatives, grant announcements, and test section to come

10. Summary and Next Steps

a. TOC will forward a revised MOU with community foundations to GAC for review and approval

11. Next Meeting:

a. Regular Advisory – May 21, 2021, 9:00 am – 12 Noon – Location: Online ZOOM



REGIONAL
DISTRICT
NORTH
OKANAGAN

12. **Adjournment: Motion:** *that the March 19th, 2021 Shuswap North Okanagan Rail Trail Governance Advisory Committee meeting be adjourned.*

Moved: Councillor Tundra Baird **Seconded:** Director Denis Delisle **Carried:** by consensus

Site-Visit: Due to COVID-19 restrictions, on-site field visits following the meeting along the rail-trail corridor are on hold.

Attending: appointed inter-jurisdictional representatives (one designate from each of the 12 jurisdictions within the two regional districts, plus two SplatSIN representatives), as well as additional staff representation including CAOs and/or designates.

RSVP Contact: Secretariat/Facilitation – Phil McIntyre-Paul (Shuswap Trail Alliance) – interim secretariat to the Governance Advisory Committee (Contact: phil@shuswaptrails.com, 250-804-1964)

Meeting Documents: (Note: linked to Dropbox – requires free Dropbox app installed on device or computer)

1. Rail Trail Governance Advisory Committee Minutes – [January 15, 2021 DRAFT](#)
2. Letter from City of Enderby to Governance Committee regarding upkeep for Rail Trail ([February 9, 2021](#))
3. Project Financial Report ([March 5 2021](#))
4. ALC Decision ([February 24, 2021](#)) – see [online](#) for full Decision package
5. Enderby-SplatSIN Test Section update ([combined project plan overview](#))
6. Grant Updates – CERIP [declined](#); BCRDP [extended](#); [CVRIS](#), [TOTA](#), [Coop](#), [CHCI](#) submitted
7. Donor Presentation Folder [DRAFT](#)
8. Email from Ministry of Transportation and Infrastructure re Bruhn Bridge Public Design Update ([January 27, 2021](#)) – with [final public website display](#) attached
9. Maintenance Request for Rail Corridor from City of Enderby ([February 4, 2021](#))
10. Letter of support emphasizing ongoing dialogue from City of Enderby ([February 4, 2021](#))
11. Letter from Mayor Rysz announcing appointment of Councillor Jeff Mallmes as Governance Advisor for District of Sicamous ([February 12, 2021](#))

Background Documents: (for Reference)

1. [Rail Trail Development Plan](#) (Jan 15, 2021) and [Staged Class C Costing](#) (Sept 9, 2020)
2. [Capital Investment Strategy – Staged Leverage Proposal](#)
3. [Rail Trail ½ KM Markers Reference Mapbook \(Aug. 01, 2019\)](#)
4. [Communications Plan & Consultation Strategy FINAL](#)
5. [Memorandum of Understanding \(Master Agreement\) between CSR D, RDNO, and SplatSIN – FINAL](#)
6. [Terms of Reference - Governance Advisory Committee - Sicamous to Armstrong Rail Trail Corridor FINAL](#)
7. [Terms of Reference - Technical Operational Committee - Sicamous to Armstrong Rail Trail Corridor FINAL](#)
8. [Preliminary Concept Design Report – Shuswap North Okanagan Rail Trail Corridor \(Updated Aug 2019\)](#)
9. [Overview Map – Rail Corridor](#)



10. [Information Poster Board Display Set \(Nov. 05, 2019\)](#)
11. [Information Bulletin #1 \(Nov. 05, 2019\)](#)
12. [Draft Call to Investors Flat Sheet](#) and [Website](#)

Summary of Actions from Minutes – March 19, 2021:

Task or Action	Responsibility	Timeframe/Status
Bring a Project Management and Work Plan proposal for 2021-2023 back to the GAC within an month.	TOC	In progress
Draft a MOU with ALC based on the ORT	TOC	In progress
Communicate with all adjacent agricultural properties about the decision and we can go ahead with crossing agreements.	TOC	In progress
Send correspondence to adjacent properties with update on rail trail progress, ALC decision, plans going forward, goals to protect/restore natural habitat within corridor, support for agriculture, and need for authorization to alter rail property or remove vegetation.	TOC	In progress
Report back to the TOC with updates on the CP Rail Lansdowne-to-Smith Drive draft lease	Ryan	In progress
Bring the question regarding signage 3 year terms at kiosks to the community fundraising committee (CFC).	Alex	In progress
Invite MoTI delegation to present at the May meeting.	Phil	In progress
Get pricing estimates for interim maintenance and get back to toc.	Brad	In progress
Forward to GAC for review and approval after wording is finalized.	TOC	In progress
Set up zoom meeting for next GAC May 21 st , 2021	Mary	Complete

Summary of Carry Forward Actions from Minutes – January 15, 2021:

Task or Action	Responsibility	Timeframe/Status
Schedule follow-up planning meetings with municipalities and electoral areas to address safe road crossings, adequate parking, and trail head amenities	TOC	In progress
Technical Operational Committee staff meet with District of Sicamous staff to review the RAPR Assessment report and coordinate a strategy related to communication, compliance and procedures for adjacent property owners to address encroachments within the Rail Corridor property and recommendations from the meeting be presented to the next Governance Advisory Committee.	TOC	In progress


Summary of Carry Forward Actions from Minutes – November 20th, 2020:

Task or Action	Responsibility	Timeframe/Status
Prepare recommendation for funding rail trail project management beyond May 31 st , 2021 to the next Governance Advisory Committee meeting in January	TOC	In progress

Summary of Carry Forward Actions from Minutes – October 9th, 2020:

Task or Action	Responsibility	Timeframe/Status
Follow-up with MoTI to set up next workshop meetings (sooner than later).	TOC/Secretariat (Phil)	May 19, 2021
Review and continue sharing updates on technical meetings between Rail Trail TOC and MoTI, as available	TOC	Ongoing
Prepare business access use policy and process for review	TOC	Carry forward
Review the dialogue to date regarding Vernon to Armstrong Connection, and bring forward a resolution to the Governance Advisory for moving forward on this	TOC	Carry forward

Abbreviations: GAC (Governance Advisory Committee), TOC (Technical Operational Committee), PMT (Project Management Team)

Attendance: Shuswap North Okanagan Rail Trail Governance Advisory Committee – March 19, 2021
Acting Governance Representatives at Meeting:

- Wayne Christian - Kukpi7, Splatsin - CHAIR
- Kevin Acton - Mayor, Village of Lumby - VICE CHAIR
- Chad Eliason - Councillor, City of Salmon Arm - Appointed Rep
- Chris Pieper - Mayor, City of Armstrong - Appointed Rep
- Denis Delisle- RDNO Director Area D - Appointed Rep
- Jeff Mallmes - Councillor, District of Sicamous- Appointed Rep
- Jay Simpson - CSR D Director Area F - Appointed Rep
- Paul Demenok - CSR D Director Area C - Appointed Rep
- Rene Talbot - CSR D Director Area D - Appointed Rep
- Rhona Martin - CSR D Director Area E - Appointed Rep
- Rick Fairbairn - RDNO Director Area D - Appointed Rep
- Theresa William - Councillor (Title & Rights), Splatsin - Appointed Rep
- Todd York - Councillor, Township of Spallumcheen - Appointed Rep
- Tundra Baird - Councillor, City of Enderby - Appointed Rep

Alternate Representatives (Observing)

- John Bakker – Councillor, Township of Spallumcheen - Alternate Rep
- Randal Ostafichuk - Councillor, Village of Lumby - Alternate Rep
- Shawn Tronson - Councillor, Splatsin - Alternate Rep
- Shirley Fowler – Councillor, City of Armstrong - Alternate Rep

Staff:

- Brad Ackerman - Manager of Parks, Recreation & Culture, RDNO



REGIONAL
DISTRICT
NORTH
OKANAGAN

- Charles Hamilton - CAO, CSR D
- Dan Passmore – Planner, City of Armstrong
- Phyllis Jezewsky – Territorial Stewardship Trainee, Splatsin Title and Rights
- Ryan Nitchie - Team Leader, Community Services, CSR D
- Sharen Berger - Rail-Trail Lease/Legal Administration, CSR D/RDNO
- Tyler McNeill – Manager of Operations, Township of Spallumcheen

Other:

- Phil McIntyre-Paul - Shuswap Trail Alliance - Governance Advisory Secretariat
- Alex de Chantal - Shuswap Trail Alliance – Fundraising Strategy Coordinator
- Mary Scheidegger - Shuswap Trail Alliance – Rail Trail Assistant
- Observers: “Brent’s phone”, “iPhone”



Governance Advisory Committee (GAC) Shuswap North Okanagan Rail Trail MINUTES - FINAL

May 06, 2024, 1:00 pm - 4:00 pm

**Location: Splatina Development Corporation Board Room
(5655 BC- Hwy 97A, Enderby, BC V0E 1V3)**

Updated: June 12, 2024

Meeting Purpose: to provide policy direction relative to the planning, development, management, and governance of the Rail Trail Corridor project.

(See: [SNO Rail Trail Governance Advisory Committee Terms-of-Reference, February 17, 2023](#))

Attending: Kukpi7 Mike Christian (Kukpi7 – Splatina, Chair - GAC), Shirley Fowler (Chair – RDNO), Kevin Flynn (Chair – CSR D), David Sewell (CAO – RDNO), Ian Wilson (Manager Strategic & Community Services – RDNO), Phil McIntyre-Paul (Secretariate – GAC), Derek Sutherland (Manager Protective & Community Services – CSR D), Fiona Barton (Manager Community Services – CSR D), Sharon Berger (Administrator – Rail Trail Agreements), Michael Winstanley (Director – Splatina Title & Rights)

Minutes:

1. **Welcome, Splatina te Secwépemc Acknowledgement, and Introductions** – Kukpi7 Christian opened with a prayer and welcomed everyone. Introductions were shared. The new Governance Advisory Committee (GAC) meeting terms were discussed. It was confirmed the new GAC meetings are intended to be working meetings and do not need to be published publicly.
2. **Approval of Agenda**
 - a. **Motion:** *THAT: the agenda of the May 06, 2024, Shuswap North Okanagan Rail-Trail Governance Advisory Committee meeting be approved.*
Moved: Kevin Flynn **Seconded:** Shirley Fowler **Carried:** by consensus
3. **Adoption of Minutes**
 - a. **Motion:** *THAT: the minutes of the January 27, 2023, Shuswap North Okanagan Rail-Trail Governance Advisory Committee meeting be adopted as circulated. ([Jan. 27, 2023 FINAL](#))*
Moved: Kevin Flynn, **Seconded:** Shirley Fowler, **Passed:** by Consensus

Discussion: the GAC affirmed the quality of the minutes that have been kept.



- b. **Motion:** *THAT: the In Camera minutes of the January 27, 2023, Sicamous-to-Armstrong Rail-Trail Governance Advisory Committee meeting be adopted as circulated. (CONFIDENTIAL)*
Moved: Kevin Flynn, **Seconded:** Shirley Fowler, **Passed:** by consensus

Discussion – The GAC discussed whether a public update is needed on the work that has been done to date and how accommodating the rail trail partner owners have been adapting the permits. TOC staff confirmed that regular updates have been circulated and posted.

4. Reports

- a. **Technical Operational Committee (TOC) Rail Trail Progress Update** ([May 06, 2024](#))

Motion: *THAT: the TOC report be received as amended. (see ACTION 4.a.i. below)*

Moved: Shirley Fowler, **Seconded:** Kevin Flynn, **Carried:** by consensus.

Discussion:

- i. ALC Requirements & Farmers asking for Easements – The GAC discussed the current request by some farmers for easements for vehicle crossings instead of the current permits. TOC staff provided background on the current permits and why easements have not been used at this point. Legal background was also discussed, as well as the recent meeting with ALC Commissioners and how to proceed based on their response once it is received.
- ii. Flood Erosion – TOC discussed the flood erosion assessments done to date and the recommended actions that are currently budgeted for within the ATF funding.
- iii. ATF Contribution Agreement – the GAC discussed the current status of the ATF contribution agreement and whether there will be an opportunity to adjust the construction deadlines.
- iv. BC Active Transportation Grants – the TOC confirmed the deadline for these grants to be completed is this coming September 30, 2024.
- v. Background Overview – GAC recommend including the shared contributions between CSR, RDNO, and the Province of BC to acquire the corridor in the report. (Page 1, Bullet 1) **ACTION: Phil** – to update the progress report to include acknowledgement of the shared contribution for the Joint Rail Trail Roundtable meeting. (See: [Rail Trail Progress Update – April 2024](#))
- vi. Acquisition – GAC discussed the original Splitsin acquisition of the rail trail within IR#2 and #3 and the follow-up call to regional governments to partner in 2015. The original Splitsin vision statement presented at that meeting has guided the values, vision, and direction of the rail trail project. (See: [January 13, 2015](#))

5. Correspondence – None



6. Business Arising

a. Enderby-Splatsin Pilot Section Opening Ceremony – May 10

Discussion – The GAC discussed plans for the Friday, May 10 Official Opening Ceremony. Kukpi7 Christian will MC the event and coordinate roles with Tkwamipla7 and the Splatsin Title & Rights staff who are helping to organize the event. Further logistics and communications for the event were discussed, including response regarding the potential farm demonstration at the event.

7. New Business

a. Requests for Use of Rail Trail Lands (See: [GAC Brief May 03, 2024](#))

i. **Motion:** *THAT: the Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splatsin Kukpi7 and Tkwamipla7s, that consistent with the rail trail vision, values and objectives, which include active transportation, recreation and destination tourism, the following Policy Guidelines for the use of surplus Rail Trail Lands be approved:*

- *The proposed use must not negatively impact:

 - *Public use of the trail, or*
 - *Environmental, cultural, heritage (archaeology) or agricultural values;**
- *Applicants will be responsible for all costs, including archaeological investigations, permitting, installation of temporary fencing etc. as well as on-going costs for maintenance of the Licence Area;*
- *No new permanent structures will be permitted;*
- *Any temporary structures, including fencing, must be approved by the TOC;*
- *Applicants will be responsible for complying with any local zoning or other regulations in respect of the proposed use;*
- *Agreements for use of surplus Rail Trail Lands will have a maximum term of 25 years;*
- *Agreements will include a clause that the rail trail owners can terminate the agreement with two years notice;*
- *Applicants will be responsible for taking appropriate measures to minimize risk to the public from their use of the Licence Area; and*
- *Applicants will be responsible for taking appropriate measures to protect any structures placed within the Licence Area from damage or vandalism.*

Moved: Kevin Flynn, **Seconded:** Shirley Fowler, **Carried:** by consensus

ii. **Motion:** *THAT: the Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splatsin Kukpi7 and Tkwamipla7s, that the Rail Trail Owner enter into Licence Agreements for use of surplus Rail Trail lands, with the City of Enderby for a linear dog park, with Shuswap Trail Alliance for the location of a sculpture, as part of the Secwépeḿc Landmarks Project, and with Parsons environmental consultants*



representing Imperial Oil for property owned at 401 Vernon Street in Enderby, as these requests meet the proposed policy guidelines.

Moved: Shirley Fowler, **Seconded:** Kevin Flynn, **Carried:** by consensus

b. **Provincially Untenured Docks Adjacent to Rail Trail Lands** (See: [GAC Brief May 01, 2024](#))

Motion: *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Board of Directors of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splatine Kukpi7 and Tkwamipla7, that a letter be sent to the Ministry of Water, Land and Resource Stewardship, asking them to take action to remove the Provincially Untenured docks, which are located adjacent to the Rail Trail Lands within CSRD Electoral Area E, along Mara West Road.*

AND THAT: all correspondence with the Province include acknowledgement of the standing Splatine te Secwépemc title & rights in this area.

Moved: Kevin Flynn, **Seconded:** Shirley Fowler, **Carried:** by consensus

Discussion – Splatine Title & Rights addressed the standing Splatine te Secwépemc title & rights concerns in this area.

c. **Upland Consent Required for Docks Located Adjacent to Rail Trail Lands along Mara Lake** (See: [GAC Brief May 01, 2024](#))

Motion: *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Board of Directors of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splatine Kukpi7 and Tkwamipla7, that all individuals having a dock located adjacent to the rail trail lands along Mara Lake, must have submitted an application and all required supporting information for a Dock/Upland Permit prior to June 30th, 2024;*

AND THAT: after June 30th, 2024, a letter be sent to the Ministry of Water, Land and Resource Stewardship, providing a list of the dock owners who have not submitted a Dock/Upland Permit application, asking them to take action to remove the docks whose owners have not applied for upland consent, which are located adjacent to the Rail Trail Lands.

AND THAT: all correspondence with the Province include acknowledgement of the standing Splatine te Secwépemc title & rights in this area.

Moved: Shirley Fowler, **Seconded:** Kevin Flynn, **Carried:** by consensus.

Discussion – Splatine Title & Rights staff requested that all correspondence going to the Province include acknowledgement of Splatine's Title & Rights in this area.



- d. **Local Government Requests to place utility infrastructure within and parallel to the rail trail lands, and register associated Statutory Rights of Way on the Rail Trail Lands**
(See: [GAC Brief May 01, 2024](#))

Motion: *THAT: the Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District (CSR D) and the Regional District of North Okanagan (RDNO), and to Splatnik Kukpi7 and Tkwamipla7s, that requests to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way (SROWs), be considered on an individual basis by the Governance Advisory Committee (GAC);*

AND THAT: following consideration by the GAC of such requests, that a subsequent recommendation be made to CSR D and RDNO Boards and Splatnik Kukpi7 and Tkwamipla7s.

Moved: Shirley Fowler, **Seconded:** Kevin Flynn, **Carried:** by consensus

8. Next Meetings:

- a. **Governance Advisory Committee** – to be determined.
- b. **Enderby-Splatnik Rail Trail Pilot Section Official Opening** – Friday, May 10, 10:00 am - Noon
- c. **Joint Rail Trail Roundtable** – Monday, May 13, 2024, 9:00 am – Noon (SDC Board Room) – GAC discussed the agenda and purpose, clarifying the Joint Rail Trail Roundtable is an informational meeting to provide a progress report to the inter-jurisdictional partners. The meeting is facilitated by the Technical Operational Committee. An agenda of events will be shared and include welcoming address by Kukpi7 Christian.

9. Adjournment

- a. **Motion:** *THAT: the May 06, 2024, Sicamous-to-Armstrong Rail-Trail Governance Advisory Committee meeting be adjourned.*
Moved: Shirley Fowler, **Second:** Kevin Flynn, **Carried:** by consensus.

Site-Visit: None planned for this meeting.

Attending: Splatnik Kukpi7 (Chair), RDNO Board Chair, and CSR D Board Chair as the Governance Advisory Committee, with staff support including CAOs and Technical Operational Committee staff representatives.

RSVP Contact: Secretariat/Facilitation – Phil McIntyre-Paul (Shuswap Trail Alliance) – secretariat to the Governance Advisory Committee (Contact: phil@shuswaptrails.com, 250-804-1964)



Meeting Documents: (Attached and linked to OneDrive)

1. Governance Advisory Committee Minutes ([January 27, 2023 FINAL](#))
2. Governance Advisory Committee In Camera Minutes (January 23, 2023 DRAFT – CONFIDENTIAL)
3. TOC Report ([May 06, 2024](#))
4. GAC Brief – Requests for Use of Rail Trail Lands ([May 03, 2024](#))
5. GAC Brief – Untenured Docks ([May 01, 2024](#))
6. GAC Brief – Upland Consent Required ([May 01, 2024](#))
7. GAC Brief – Requests to Place Utility Infrastructure ([May 01, 2024](#))

Background Documents: (OneDrive links for Reference)

1. [Rail Trail Development Plan](#) (Jan 15, 2021) and [Staged Class C Costing](#) (Sept 9, 2020)
2. [Rail Trail Concept Maps](#) (Aug 14, 2020)
3. [Overview Map – Rail Corridor](#)
4. [Amenity and Sign Standards](#)
5. [Maintenance Standards, Schedule, and Budget](#)
6. [Invasive Species Management Plan](#)
7. [Communications Plan & Consultation Strategy FINAL](#) (July 19, 2019)
8. [Memorandum of Understanding \(Master Agreement\) between Splatina, CSR, and RDNO – FINAL](#)
9. [Terms of Reference - Governance Advisory Committee](#) (Feb 17, 2023)
10. [Terms of Reference - Technical Operational Committee](#) (2019)
11. [Capital Investment Strategy – Staged Leverage Proposal](#) (Aug 21, 2020)
12. [Capital Investment & Community Engagement Strategy UPDATED](#) (Jan 8, 2021)
13. [Community Capital Fundraising Campaign: Messaging, Strategy, Tactics Update](#) (Jan 12, 2021)
14. [Rail Trail Donor Presentation Folder](#) (Updated Nov 19, 2021)
15. [Information Poster Board Display Set](#) (Jan 27, 2023)
16. [Information Bulletin](#) (Mar. 22, 2024)
17. [Website](#)



Governance Advisory Committee Shuswap North Okanagan Rail Trail MINUTES - FINAL

January 27, 2023, 9:00 am - 12:00 pm

In the Splat sin Development Corporation Board Room and via ZOOM

Updated: May 6, 2024

Meeting Purpose: to provide policy direction relative to the planning, development, management, and governance of the Rail Trail Corridor project.

Objectives:

- To review minutes and business arising from the previous meeting
- To update/discuss project development, fund raising, and upcoming priorities
- To direct communications to update the public

Minutes:

1. Welcome, Splat sin te Secwépemc Acknowledgement, and Introductions

- a. **Welcome remarks from GAC Chair, Kukpi7 Doug Thomas** – 9:10 am – GAC Chair Kukpi7 Doug Thomas welcomed everyone stressing the importance of all the communities coming together within Splat sin te Secwépemc territory and working towards the common goal of reconciliation.
- b. **Chair Kukpi7 Thomas welcomed the new GAC representatives** and extended an invitation to the new CSR D Area G Director Natalya Melnychuk and CSR D Chair Councillor Kevin Flynn to join the meeting.
 - i. **Motion:** *That: CSR D Area G Director Natalya Melnychuk be welcomed to join the Sicamous-to-Armstrong Rail Trail Governance Advisory Committee meeting.*
Moved: Mayor Christine Fraser **Seconded:** Director Rick Fairbairn **Carried** by consensus.
 - ii. **Motion:** *That: CSR D Chair Kevin Flynn be welcomed to join the Sicamous-to-Armstrong Rail Trail Governance Advisory Committee meeting.*
Moved: Mayor Kevin Acton **Seconded:** Mayor Christine Fraser **Carried** by consensus.
- c. **Co-Chair assist** – GAC Chair Kukpi7 Thomas invited GAC Co-Vice Chair, Mayor Kevin Acton to assist with chairing the remainder of the meeting.

2. Approval of Agenda

- a. **Motion:** *THAT: the agenda of the January 27, 2023, Sicamous-to-Armstrong Rail-Trail Governance Advisory Committee meeting be approved as amended.*
Moved: Director Rick Fairbairn **Seconded:** Director Jay Simpson **Carried** by consensus.



- b. **Motion to Amend Agenda:** *THAT: agenda item 9.b. be split into two motions.*

Motion: Director Jay Simpson **Seconded:** Mayor Christine Fraser **Carried** by consensus.

3. Adoption of Minutes

- a. **Motion:** *THAT: the minutes of the September 23, 2022, Sicamous-to-Armstrong Rail-Trail Governance Advisory Committee meeting be adopted as circulated. ([Sept. 23, 2022 FINAL](#))*

Moved: Director Jay Simpson **Seconded:** Director Allysa Hopkins **Carried** by consensus.

4. In-Camera Session – at 9:25 am the committee moved into an in-camera session.

- a. **Motion:** *THAT: pursuant to Section 90(1) of the Community Charter, the subject matter being considered relates to:*

(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

AND THAT: the Committee close this portion of the meeting and move In Camera

Moved: Director Rick Fairbairn **Seconded:** Councillor Jay Simpson **Carried** by consensus.

- b. At 10:00 am the committee moved out of the in-camera session.

Motion: *THAT: the Committee move out of In Camera and return to the general meeting.*

Moved: Mayor Christine Fraser **Seconded:** Director Rick Fairbairn **Carried** by consensus.

5. Release of In-Camera Resolutions – The resolution of the in-camera meeting was released as moved.

- a. **Motion:** *THAT: The Governance Advisory Committee recommend to their respective Boards and Council that the framework agreement for the Upland Consent/Crossing Agreements (permits) for the dock owners/tenure holders in the Sicamous Narrows and along Mara Lake adjacent to the Rail Trail lands, be amended as follows:*

- *That the proposed agreement be re-worked to simplify, shorten and standardize the wording as much as possible with the methodology/principles utilized for the Agricultural Crossings.*
- *That the consent agreements to allow docks to be located adjacent and connected to the rail trail and access to those dock improvements across the Rail Trail be for a ten-year term.*
- *That all agreements have a common termination date.*
- *That the agreements be assignable, with the permission of the Rail Trail Owners (such permission not to be unnecessarily withheld) to new property owners for the remaining term of the agreement. At all times a common end date will be maintained.*
- *That the notice to terminate period be two years.*
- *That the cost structure remain as was previously established (\$1000 per annum, with an annual CPI escalator).*



AND THAT: The Governance Advisory Committee recommend to their respective Boards and Council that staff be directed to prepare the appropriate documents and send them to the appropriate property owners as the finalized terms and conditions of an offer to provide upland property owner consent to facilitate a provincial tenure grant for permission to build a dock.

AND FURTHER THAT: The above resolution be authorized for release from the closed portion of the Rail Trail Governance Advisory Committee meeting this 27th day of January 2023.

Moved: Councillor Brian Schreiner **Seconded:** Director Rick Fairbairn **Carried** (1 opposed)

6. Presentations

- a. **Unfolding the True Story: Splitsin & Secwepemc History, Values, & Interests** – Kukpi7 Thomas shared insight into Splitsin te Secwépemc history and the particular significance of the rail trail noting there is much evidence of Splitsin’s ancestors along the corridor. He emphasized the importance of coming together to work to care for this place with 7 generation thinking.
- b. **Project Overview** – an overview of the project shared (See: [Project Overview Jan 27, 2023](#))
- c. **Priority Focus for 2023: Building the Trail** – The RDNO and CSR D CAOs presented that the priority focus for 2023 is to build the rail trail and realize its benefits to the public. They affirmed that seeing tangible progress on the ground in 2023 is important for the public to see. The technical team was thanked for all the work put into getting to this point. It is time to build.

7. Reports

- a. **Technical Operational Committee Report** (See: [GAC Brief Nov 18, 2022](#) & [TOC Report Jan 06, 2023](#)) – The Technical Operational Committee presented an updated report of technical work.

Motion: *THAT: the Technical Operational Committee report be received.*

Moved: Councillor Brian Schreiner **Seconded:** Councillor Kevin Flynn **Carried** by consensus.

- b. **Amenity & Sign Standards** (See: [GAC Brief Jan 10, 2023](#)) – The Technical Operational Committee presented the Rail Trail Amenity & Sign Standards for information. This will become part of the Development Plan moving forward.

Motion: *THAT: the Amenity & Sign Standards be received.*

Moved: Councillor Jay Simpson **Seconded:** Councillor Rhona Martin **Carried** by consensus.

- c. **Capital Funding Campaign and Grants** – Alex de Chantal (Fundraising Campaign Coordinator) provided an update on the Rail Trail capital fundraising campaign. (See: [Brief Jan. 27, 2023](#))

8. Correspondence

- a. None

9. Business Arising



- a. **Governance Advisory Committee Terms-of-Reference** – The RDNO and CSR D CAOs presented a recommendation for consideration regarding the evolution of the Governance Advisory Committee Terms-of-Reference as the Rail Trail project moves forward into the construction phase. To eliminate redundancy, the CAOs proposed that the Splatsin Kukpi7 and the two Regional District Chairs act as a smaller governance advisory through which recommendations from the technical operational committee can be brought to the respective Council and Boards for more efficient decision making through the construction phase, and that a larger meeting of all the governance representatives occur on an annual basis, or as needed, for information updates, to celebrate milestones, and foster relationships.

Motion: *That: the Splatsin, CSR D, and RDNO CAOs and staff develop a revised Governance terms-of-reference to bring back to their respective council and boards for approval.*

Moved: Mayor Christine Fraser **Seconded:** Director Marty Gibbons **Carried** (1 opposed)

- b. **Maintenance Standards Plan** (See: [GAC Brief Nov 25, 2022](#)) – The rail trail maintenance standards plan was presented.

- i. **Motion:** *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that the Shuswap North Okanagan Rail Trail Standards be adopted.*

Moved: Director Rhona Martin **Seconded:** Councillor Gord Buschell **Carried** by consensus.

- ii. **Motion:** *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that funding related to maintenance for the Shuswap North Okanagan Rail Trail be apportioned to the Owners at a ratio relative to the linear ownership of the Rail Trail: CSR D 46%, RDNO 46% and Splatsin 8%.*

Moved: Director Rhona Martin **Seconded:** Mayor Christine Fraser **Carried** (1 opposed)

- c. **Agricultural Crossing Agreements** (See: [GAC Brief January 27, 2023](#)) – a revised agreement policy for agricultural crossings was presented.

Motion: *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that the attached Policy for agricultural access be adopted with minor administrative amendments by staff and CAOs;*

AND THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that a new simplified permit process for Agricultural Crossings be adopted as detailed in the January 27, 2023 report of the Technical Operating Committee.

Moved: Mayor Christine Fraser **Seconded:** Councillor Brian Schreiner **Carried** by consensus.

Discussion: Proposed administrative amendments to the policy for agricultural access:



1. amend the wording that indicates if the agricultural property is removed from the ALR or is changed to a non-farming land use the provision of the permanent crossing may no longer apply, deleting everything after the words “the ALR”;
2. wording be added to indicate the permits would be assignable to subsequent landowners.
3. acknowledge that agricultural landowners have legal access under the Railway Act

10. New Business

- a. **Commercial/Industrial Licenses** – Recommendation regarding the terms for commercial and industrial licenses were presented. (See: [GAC Brief Jan. 09, 2023](#))

Motion: *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that the RDNO and CSR D enter into Commercial/Industrial License Agreements with individuals who own existing businesses adjacent to the Rail Trail Lands, who require portions of the Rail Trail Lands in order to continue their operations, subject to the following conditions:*

- *that Agreements be for 25-year terms;*
- *that the Agreement provide for an option to renew for an additional 25-year term;*
- *that the notice of termination period be two years;*
- *that the annual fee be based on an independent valuation of each property;*
- *that the fee increase annually over the previous year’s fee, in accordance with the BCCPI (All items), during the term of the Agreements;*
- *consultation with Splatsin;*
- *that the Licensee be responsible for construction and maintenance of any necessary fencing or safety improvements;*
- *that the Licensee be responsible for providing an accurate sketch or survey; and that*
- *that the Licensee carry adequate insurance naming the RDNO and CSR D as Additional Insureds.*

Moved: Mayor Christine Fraser **Seconded:** Director Rhona Martin **Carried** by consensus.

Discussion – Discussed the proposed fee increases tied to property assessments and CPI to ensure they are reasonable. May require a regular review period.

ACTION: CAOs and staff – to review and come up with a way to address the proposed fee increases tied to property assessments and CPI to ensure they are reasonable.

- b. **Policy re lawfully non-conforming docks within CSR D Area E** (See: [GAC Brief Dec. 02, 2022](#))

Motion: *THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to their respective Boards and Council that Policy A-85 - Provincially Tenured Lawfully Non-Conforming Docks – Electoral Area E Adjacent to Rail Trail Lands, be Adopted.*

Moved: Director Rhona Martin **Seconded:** Director Marty Gibbons **Carried** by consensus.



11. **Direction on next communication updates to the public** – Discussed the importance of showing value of the rail trail to the taxpayers. Show how fundraising is able to leverage partner grants.
12. **Director Enquiries** – none.
13. **Next Meeting:** To be announced.
14. **Adjournment** – Kukpi7 Thomas closed the meeting reminding everyone about the significance of this project for reconciliation by coming together for a common goal to build this trail, and expressed his appreciation for everyone at the table.
 - a. **Motion:** *THAT: the January 27, 2023, Sicamous-to-Armstrong Rail-Trail Governance Advisory Committee meeting be adjourned.*
Moved: Director Rhona Martin **Seconded:** Director Marty Gibbons **Carried** by consensus.

Site-Visit: None planned for this meeting.

Attending: appointed inter-jurisdictional representatives (one designate from each of the 12 jurisdictions within the two regional districts, plus two Splat-sin representatives), as well as additional staff representation including CAOs and/or designates.

RSVP Contact: Secretariat/Facilitation – Phil McIntyre-Paul (Shuswap Trail Alliance) – interim secretariat to the Governance Advisory Committee (Contact: phil@shuswaptrails.com, 250-804-1964)

Meeting Documents: (Attached and linked to OneDrive)

1. Governance Advisory Committee Minutes ([September 23, 2022 FINAL](#))
2. Project Overview ([Project Overview January 27, 2023](#))
3. TOC Meeting Report Jan to Nov 2022 ([November 18, 2022](#))
4. TOC Report Jan 2023 ([TOC Report Jan 06, 2023](#))
5. Brief re Amenity & Sign Standards ([GAC Brief Jan 10, 2023](#))
6. Capital Funding Campaign Brief ([January 27, 2023](#))
7. Brief re Maintenance Standards Plan ([November 25, 2022](#))
8. Brief re Agricultural Crossing Agreements ([GAC Brief January 27, 2023](#))
9. Brief re Industrial/Commercial Licenses ([GAC Brief Jan. 09, 2023](#))
10. Brief re Policy re Lawfully Non-conforming Docks within CSR D Area E ([December 02, 2022](#))

Background Documents: (OneDrive links for Reference)

1. [Rail Trail Development Plan](#) (Jan 15, 2021) and [Staged Class C Costing](#) (Sept 9, 2020)
2. [Rail Trail Concept Maps \(Aug 14, 2020\)](#)
3. [Communications Plan & Consultation Strategy FINAL \(July 19, 2019\)](#)
4. [Memorandum of Understanding \(Master Agreement\) between Splat-sin, CSR D, and RDNO – FINAL](#)



5. [Terms of Reference - Governance Advisory Committee - Sicamous to Armstrong Rail Trail Corridor FINAL](#)
6. [Terms of Reference - Technical Operational Committee - Sicamous to Armstrong Rail Trail Corridor FINAL](#)
7. [Capital Investment Strategy – Staged Leverage Proposal \(Aug 21, 2020\)](#)
8. [Funding Investment & Community Engagement Strategy UPDATED \(Jan 8, 2021\)](#)
9. [Community Capital Fundraising Strategy: Messaging, Strategy, Tactics Update \(Jan 12, 2021\)](#)
10. [Rail Trail Donor Presentation Folder \(Updated Nov 19, 2021\)](#)
11. [Splat-sin-Enderby Pilot Section Project \(Jan 26, 2021\)](#)
12. [Sicamous to Mara Early Access Project \(July 30, 2021\)](#)
13. [Preliminary Concept Design Report – Sicamous-to-Armstrong Rail Trail Corridor \(Updated Aug 2019\)](#)
14. [Information Poster Board Display Set \(Nov. 18, 2019\)](#)
15. [Information Bulletin #1 \(Nov. 05, 2019\)](#)
16. [Information Bulletin #2 \(May 04, 2021\)](#)
17. [Overview Map – Rail Corridor](#)
18. [Website](#)

Summary of Actions from January 27, 2023 Minutes

Task or Action	Responsibility	Timeframe/Status
Review and come up with a way to address the proposed commercial/industrial license fee increases tied to property assessments and CPI to ensure they are reasonable.	CAOs and staff	To do
Come up with a revised Governance terms-of-reference to bring back to the respective council and boards for approval	CAOs and staff	To do

Summary of Outstanding Actions from previous Minutes

Task or Action	Responsibility	Timeframe/Status
Host an event at Splat-sin to celebrate the successful fundraising and honor all who helped to raise the funds	GAC	In progress
Following the presentation from MoTI provide clear policy direction to the Technical Operational Committee regarding MoTI use of Rail Trail lands for highway use.	GAC	Following MoTI presentation (March 18, 2022)
Install highway signs and produce promotional video footage utilizing available funding (Motion 5.c.iii.)	TOC	In progress

Abbreviations: GAC (Governance Advisory Committee), TOC (Technical Operational Committee), PMT (Project Management Team)

Attendance: Shuswap North Okanagan Rail Trail Governance Advisory Committee – January 27, 2023

Acting Governance Representatives at Meeting:

Allysa Hopkins	Regional District of North Okanagan	Area F Director
Brian Schreiner	City of Enderby	Councillor
Christine Fraser	Township of Spallumcheen	Mayor



Doug Thomas - GAC Chair	Splatsin	Kukpi7
Gord Bushell	District of Sicamous	Councillor
Jay Simpson	Columbia Shuswap Regional District	Director Area F
Jessie Valstar	City of Armstrong	Councillor
Kevin Acton - GAC Co-Vice Chair	Village of Lumby	Mayor/RDNO Chair
Kevin Flynn	City of Salmon Arm/CSR D	Councillor/CSR D Chair
Louis Wallace Richmond – via ZOOM	City of Salmon Arm	Councillor
Marty Gibbons	Columbia Shuswap Regional District	Area C Director
Natalya Melnychuk – via ZOOM	Columbia Shuswap Regional District	Area G Director
Rhona Martin - GAC Co-Vice Chair	Columbia Shuswap Regional District	Director Area E
Rick Fairbairn	Regional District of North Okanagan	Director Area D
Theresa William – via ZOOM	Splatsin	Tkwamipla7

Alternate Representatives (Observing)

Denis Delisle	Regional District of North Okanagan	Area F Alternate Director
Joe Cramer – via ZOOM	City of Armstrong	Mayor
John Bakker – via ZOOM	Township of Spallumcheen	Councillor
Randal Ostafichuk	Village of Lumby	Councillor
Shirley Fowler – via ZOOM	City of Armstrong	Councillor

Staff:

Brad Ackerman – via ZOOM	City of Armstrong	Operations Manager
Carie Liefke	Township of Spallumcheen	Planner
Darcy Mooney	Columbia Shuswap Regional District	Manager, Operations Management
David Sewell	Regional District of North Okanagan	CAO
Dawn Low – via ZOOM	City of Armstrong	CAO
Gerald Christie	Columbia Shuswap Regional District	Manager, Development Services
Grahame Go	Splatsin Development Corporation	CEO
Jeromy Schuetze – via ZOOM	District of Sicamous	Operations and Engineering
John MacLean	Columbia Shuswap Regional District	CAO
Ryan Nitchie	Columbia Shuswap Regional District	Team Leader, Community Services
Scott Beeching – via ZOOM	District of Sicamous	Development Services Manager
Sharen Berger	Columbia Shuswap Regional District	Rail Trail Lease/Legal Administration
Zach Parker	Splatsin	Director, Splatsin Title & Rights

Other:

Alex de Chantal – via ZOOM	Shuswap North Okanagan Rail Trail	Fundraising Strategy Coordinator
Ken Netzel – via ZOOM	General Public	
Phil McIntyre-Paul	Shuswap Trail Alliance	GAC/TOC Secretariate
Stuart Sorkilmo – via ZOOM	General Public	



REGIONAL
DISTRICT
NORTH
OKANAGAN

Also attending via ZOOM: Brent, Guido, Corey's iPhone 12	General Public	
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Regrets:

Alan Harrison	City of Salmon Arm	Mayor
Ian Wilson	Regional District of North Okanagan	General Manager, Strategic and Community Services
Todd York	Township of Spallumcheen	Councillor
Tundra Baird	City of Enderby	Councillor



The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE: Rail Trail Progress Update – April 2024

To: Shuswap North Okanagan Rail Trail Joint Roundtable Elected Representatives and contacts

From: Shuswap North Okanagan Rail Trail Technical Operational Committee (Splatsin te Secwépemc, Columbia Shuswap Regional District, Regional District of the North Okanagan)

Prepared by: Phil McIntyre-Paul, Secretariat, SNO Rail Trail Technical Operational Committee

Date: April 16, 2024

Re: Progress Update on the Shuswap North Okanagan Rail Trail between Sicamous and Armstrong

BACKGROUND LINKS:

- **View the Shuswap North Okanagan Rail Trail – Community Update Video** (Oct. 23, 2023): <https://shuswapnorthokanaganrailtrail.ca/shuswap-north-okanagan-rail-trail-community-update-oct-23-2023/>
- **Previous Progress Update Report:** [December 7, 2023](#)
- **Rail Trail Public Update Bulletin:** [March 22, 2024](#)
- Please visit shuswapnorthokanaganrailtrail.ca for ongoing general updates.

BACKGROUND OVERVIEW:

- **Rail corridor acquired and owned** by Splatsin te Secwépemc, RDNO, CSRD with funding support from Province of BC (2014-2018)
- **Joint agreement to develop** the rail corridor together as a linear greenway trail (2019)
- **Joint Governance and Technical Management Structure** developed to ensure the corridor remains contiguous and is developed, operated, and maintained for its use as a continuous non-motorized recreational trail, particularly for pedestrian and bicycle transportation, as well as future potential use as a continuous multi-model regional transportation corridor. ([GAC ToR](#))
- **Development plan** completed and approved January 2021 with funding support from the BC Rural Development Program and the District of Sicamous and CSRD Area E Economic Opportunities Fund (See: <https://shuswapnorthokanaganrailtrail.ca/development-plan/>)

- **Agricultural Land Commission Decision** – following a two-year planning and consultation period with adjacent agricultural property owners, the ALC approved the proposal to convert the corridor into a rail trail subject to conditions in February 2021. TOC staff have since been working with agricultural property owners and the ALC to meet the conditions which include accessing ALR lands across the rail trail. (See [ALC File 60525, Resolution #65/2021](#))
- **Rail Trail Governance Bylaw and Permit:** A bylaw to regulate the use of the Shuswap North Okanagan Rail Trail within the jointly owned RDNO and CSRD portion of the rail corridor was drafted and approved in 2023. The new bylaw and accompanying permits provide clearer assurance and terms for various situations including access to adjacent properties and other uses and encroachments within the rail trail lands. (See [RDNO Bylaw 2977](#) and [CSRD Bylaw 5865](#))
- **Amenities and Sign Standards** – Comprehensive [Amenities and Sign Design Standards](#) for the rail trail were developed to guide standardized development of the rail trail corridor.
- **Long-term Maintenance** – A [comprehensive maintenance standards plan](#), schedule, and cost sharing agreement was adopted spring 2023 and is now being implemented with the Splatsin Development Corporation’s Yucwmenlúcwu (Caretakers of the Land) providing the lead maintenance contract services.
- **Invasive Species Management Plan** has been developed and implemented as part of long-term care for the corridor. (See [Invasive Species Management Plan](#))
- **Revegetation Plan** incorporating traditional indigenous species was completed for the [Enderby-Splatsin Pilot Section Revegetation Plan](#) in July 2023. The full corridor plan is being finalized.
- **Capital Funding Secured to Date:** \$15,103,361
 - \$250,000 from the Provincial Tourism Infrastructure Grant program through Thompson Okanagan Tourism Association (TOTA/MTACS)
 - \$459,061 Federal/Provincial COVID Recovery Infrastructure Stream (CVRIS)
 - 2 x \$500,000 from the BC Active Transportation Infrastructure program (BCAT)
 - \$12,539,445 from the Active Transportation Fund – Infrastructure Canada
 - \$160,000 from CSRD rail trail reserves matching for BCAT Armstrong – Lansdowne grant.
 - \$160,000 from RDNO rail trail reserves matching for BCAT Armstrong – Lansdowne grant
 - \$232,000 from the Economic Opportunities Fund - District of Sicamous and CSRD Area E matching for BCAT Sicamous – Mara Early Access grant
 - \$302,855 in individual and corporate donations including Askews Foods, SASCU, and Rotary (funds are held in reserve through the Shuswap Community Foundation)

- **Enderby-Splatsin Pilot Section** (KM 35.8 – 37.8) – completed November 2023. Now open to the public. (Funding: TOTA/MTACS Tourism Infrastructure Grant, CVRIS Grant)
- **Sicamous-to-Mara Early Access, Safety, and Erosion Mitigation** (KM 1.5 – 4.5) – Rock scaling was completed July 2023. Trail flood mitigation and surfacing shifted south of KM 0.0 due to archaeological concerns at Bruhn Bridge, and south again to KM 1.5 while the District of Sicamous worked through rezoning of rail trail lands for the km 0.5 to 1.5 section. This project grant also includes Rosemond Lake Bridge repairs and decking (KM 15). Construction underway spring 2024 for completion by September 30, 2024 funding deadline. (Funding: BC Active Transportation Grant, Sicamous/CSRD Area E Economic Opportunities Fund)
- **Armstrong-to-Lansdowne Road** (KM 49.15 – 50.4) – Construction tenders to be posted this spring 2024 for completion by September 30, 2024 funding deadline. (Funding: BC Active Transportation Grant, RDNO & CSRD Rail Trail Reserve Funds)
- **Sicamous-to-Stepney X Road** (KM 0.5 – 42.6) – Splatsin Development Corporation’s Yucwmenlúcwu (Caretakers of the Land) currently preparing archaeological reviews and scheduling for construction to begin spring 2024 and completion in 2025. (Funding: Active Transportation Fund – Infrastructure Canada, community capital donations fund)
- **Still to raise for final completion** (KM 42.6 – 49.15) – Highway 97A Pedestrian/Bicycle Overpass and trail construction finish. Completion of the final 6.6 km will require an estimated \$5.6 million in additional funding. The SNO Rail Trail partners are now seeking funds to complete engineering design and costing and assemble final funds to aim for an ideal completion in 2026.



CURRENT PROGRESS UPDATE:

- Mobilization began the week of March 18, 2024 on the northern section between km 1.5 - 4.5 within Splatsin IR3 and CSRD Area E jurisdiction utilizing the BC Active Transportation grant funds (Grant completion deadline: Sept 2024). Construction staging is at Folland Road.

- The Splitsin Development Corporation's Yucwmenlúcwu (Caretakers of the Land) team are constructing the trail based on their successful work last fall completing the Enderby-Splitsin pilot section. Urban Systems is providing detailed engineering design, tender, and construction services.
- The quick timing on the District of Sicamous rezoning decision, relatively early in the construction season, increases the chance of the km 0.5 to 1.5 section being added to the 2024 construction schedule. The Technical Operational Committee are currently going over construction plans with the Yucwmenlúcwu Project Construction Manager to see if and how this can be accommodated.
- Access to this northern section of trail will remain closed until it is safe and interim trailhead access is resolved. Access points are closed, fenced, and signed.
- Final Sicamous access will be over the new Bruhn Bridge which will include a separated multi-use pedestrian/bicycle pathway to Old Spallumcheen road and the rail trail. But current delays mean this will not be completed for at least the next two years, possibly longer.
- The Technical Operational Committee are undertaking active exploration of a number of alternate interim trailhead access options for the northern end of the rail trail.
- Construction of the rail trail will continue, however, as there are many layers to complete including erosion and flood mitigation. Funding is currently in place with deadlines for completion. Work on the rail trail is anticipated to continue over the next two years.
- Correspondence has been sent to all adjacent property owners near construction zones reminding them to remove or modify any encroaching structures that could compromise the integrity of the rail trail, or interfere with the construction, maintenance, and repair of the rail trail or with future erosion mitigation works.
- Additionally adjacent property owners and the public are being reminded that no construction of structures, including steps, stairs and retaining walls, or removal or disturbance of vegetation or soils is permitted within the rail trail lands without prior approval of the Rail Trail Owner.
- Splitsin leadership are finalizing details with the Federal Government on the Active Transportation funding agreement. Under this funding, the Splitsin Development Corporation's Yucwmenlúcwu (Caretakers of the Land) team are preparing to keep construction moving south from the initial km 1.5-4.5 section with funding sufficient to complete all aspects of trail construction to km 42.6 at Stepney X Road through 2024 and 2025. Final ALC clearance is pending.
- Additional funding is secured through the BC Active Transportation program to also complete the section of parallel pathway into Armstrong between Lansdowne Road at km 49.15 and Smith

Drive at km 50.4 this season. The City of Armstrong are working on plans to extend their pathway system from this point into town. Final ALC clearance is pending.

- Agricultural Land Commission – A [Summary of Communications and Engagement with Agricultural Property Owners Report](#) was submitted in February 2024 in accordance with the conditions of [ALC Resolution #65/2021](#) issued in February 2021. ALC commissioners indicated at least 1 adjacent landowner continues to have issues with the trail regarding crossing permits. TOC representatives meet with ALC commissioners this month to discuss finalizing compliance with this condition.
- An official opening of the completed Enderby-Splatsin pilot section with Splatsin, RDNO, and CSR leadership is scheduled for Friday, May 10, 10:00 am to Noon at the new trailhead across from Belvidere Park in Enderby.
- A \$287,000 application was recently submitted by the rail trail owners to the PaciCan Destination Development funding program to support initiation of landscaping and revegetation of the new Enderby-Splatsin section and engineering design/costing for the Hwy 97A overpass just north of Armstrong.
- Once ready, the overpass design/costing will be used by the Rail Trail owners (Splatsin, RDNO, CSR) to seek and apply for capital funding to complete this final part of the trail.

Following is a summary of progress and anticipated future timelines for construction of the rail trail:

- July 2023 – rock scaling completed along Mara Lake.
- November 2023 - rail trail Pilot Section completed between km 35 – 37 in Enderby.
- January 2024 – construction tenders issued for spring work.
- March-May 2024 – trail surfacing between km 1.5 – 4.5 (Sicamous and North Mara Lake)
- April-May 2024 – prepare for repair work on the Rosemond Lake Bridge.
- April-May 2024 – prepare for trail construction of km 49 – 50 (Lansdowne Road to Armstrong).
- May-June 2024 – submit erosion mitigation plans for environmental review and archaeology.
- 2024- 2025 – continue trail surfacing between km 4.5 – 42.6 (Sicamous and Stepney X Road).
- 2025 – finish erosion mitigation repairs, trailhead areas, and signage; fundraising for overpass.
- 2026 - Hwy 97A pedestrian overpass and final trail construction.



Enderby-Splatsin Pilot Section – newly packed aggregate surfacing (completed November 2023)



Enderby-Splatsin Pilot Section – entrance bollards and signage (completed November 2023)



Enderby-Splatsin Pilot Section – Cliff Avenue Pedestrian activated crosswalk.



Enderby-Splatsin Pilot Section – Belvidere Park Trailhead.



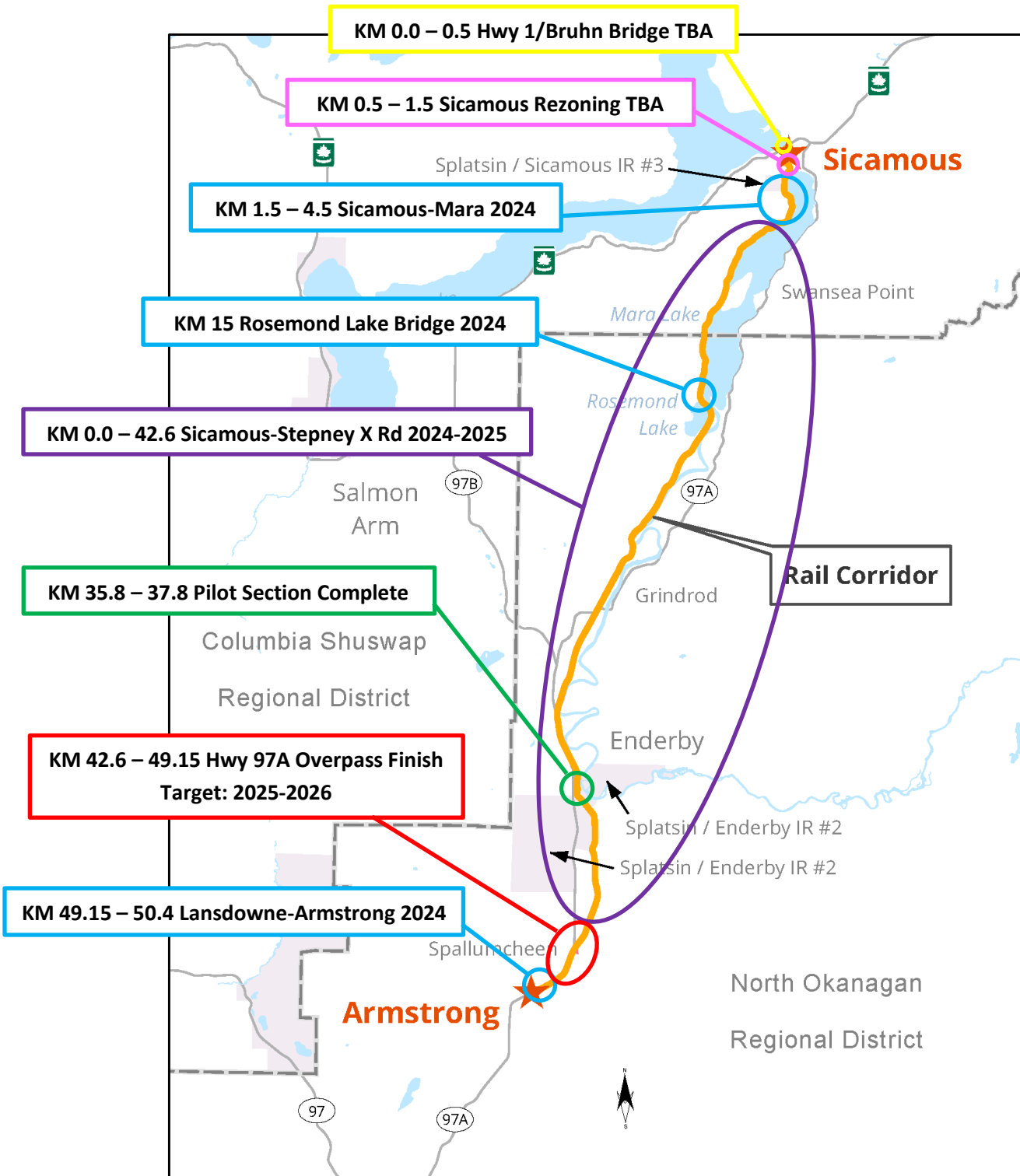
Splatsin team prepare rail bed ready to receive aggregate at north end of Mara Lake (Km 1.5-4.5)

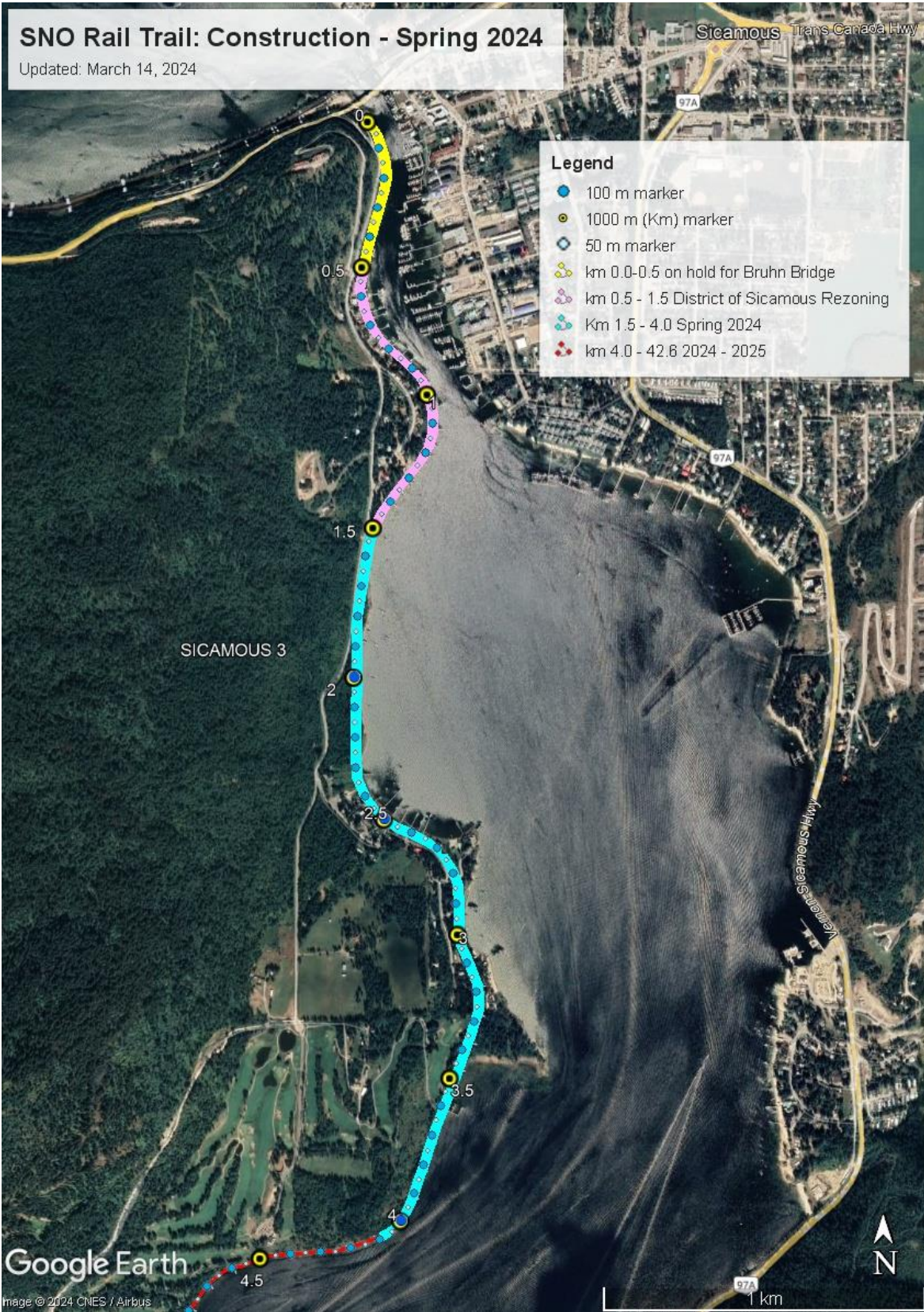


Preparation of staging area at Folland Road.



All access is closed with fences and signs.









The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE

To: Rail Trail Governance Advisory Committee

From: Technical Operating Committee

Date: UPDATED May 03, 2024

Re: Requests for use of Rail Trail lands

RECOMMENDATION:

THAT: the Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splat-sin Kukpi7 and Tk-wamipla7s, that consistent with the rail trail vision, values and objectives, which include active transportation, recreation and destination tourism, the following Policy Guidelines for the use of surplus Rail Trail Lands be approved:

- The proposed use must not negatively impact:
 - Public use of the trail, or
 - Environmental, cultural, heritage (archaeology) or agricultural values;
- Applicants will be responsible for all costs, including archaeological investigations, permitting, installation of temporary fencing etc. as well as on-going costs for maintenance of the Licence Area;
- No new permanent structures will be permitted;
- Any temporary structures, including fencing, must be approved by the TOC;
- Applicants will be responsible for complying with any local zoning or other regulations in respect of the proposed use;
- Agreements for use of surplus Rail Trail Lands will have a maximum term of 25 years;
- Agreements will include a clause that the rail trail owners can terminate the agreement with two years notice;
- Applicants will be responsible for taking appropriate measures to minimize risk to the public from their use of the Licence Area; and
- Applicants will be responsible for taking appropriate measures to protect any structures placed within the Licence Area from damage or vandalism.

THAT: the Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splat-sin Kukpi7 and Tk-wamipla7s, that the Rail Trail Owner enter into Licence Agreements for use of surplus Rail Trail lands, with the City of Enderby for a linear dog park, with Shuswap Trail Alliance for the location of a sculpture, as part of the Secwépemc Landmarks Project, and with Parsons environmental consultants representing Imperial Oil for property owned at 401 Vernon Street in Enderby, as these requests meet the proposed policy guidelines.



SPECIFIC RAIL TRAIL REQUESTS:

1. City of Enderby Proposed Dog Park:

Enderby has inquired whether the Rail Trail Owners would consider allowing the installation of a fenced, linear dog park, on surplus land not required for the trail (for example, see Attachment A). The City would be responsible for all costs including installation, maintenance, archaeological investigations (in accordance with the policy guidelines).

This proposal could provide a few benefits, in blocking unauthorized motor vehicle access across the trail, and some of the surplus Rail Trail Lands land would be maintained by the City. However, it could also lead to additional issues with this section of trail, with regards to parking and possibly an increase of dog feces or litter on the trail.

Attachment A shows an example of what is proposed, but the exact location and dimensions would need to be determined.

2. Secwépemc Landmark Sculpture

The Secwépemc Landmarks Project is a Secwépemc-led arts project that supports Secwepemtsín (Secwépemc language) learning and creates awareness of Secwépemc oral histories, language, and laws in Secwepemcúlecw. As part of this project, eight sculptures have been commissioned and are being placed in public locations within the Splatsin territory. See this link for more information: <https://shuswaptrails.com/points/>

The Landmarks committee has requested permission to place a sculpture on rail trail lands, near the trailhead at Cliff Avenue (Attachment B), but the exact location is yet to be determined.

The Landmarks Committee would be responsible for any installation costs, including archaeological investigations. If approved, the rail trail owners would be responsible for on-going maintenance, through an agreement with the Shuswap Trail Alliance.

The sculpture includes a metal “tree” trunk with wood elements near the top, as well as a metal fishing weir. The sculptures have been designed to help minimize the amount of maintenance required, as well as the risk of vandalism or damage. Staff have some concerns about the potential risks of people climbing on the fishing weir and have requested some split-rail fencing to help keep people off.

The Technical Operational Committee is recommending support of this request, subject to appropriate measures being taken to minimize risk to the public and potential damage to the sculptures, consistent with the policy guidelines.

See Attachment B

3. Temporary Environmental Monitoring Wells within rail trail lands

The Rail Trail Owners were approached in August 2023 by Parsons environmental consultants representing Imperial Oil for property owned at 401 Vernon Street in Enderby (identified in black outlined area on Attachment C).

A total of 6 environmental monitoring wells are proposed to be located on Rail Trail lands immediately east of the Imperial Oil property, to monitor any contamination (leaching) from an old Esso gas station located at the 401 Vernon Street property onto Rail Trail lands.

Two installation options are proposed for the monitoring wells. One is a cast-iron road box flush with grade; the second a 'stick-up' well stretching 1 meter above ground level to remain visible. The monitoring wells are proposed to be decommissioned within 2 years.

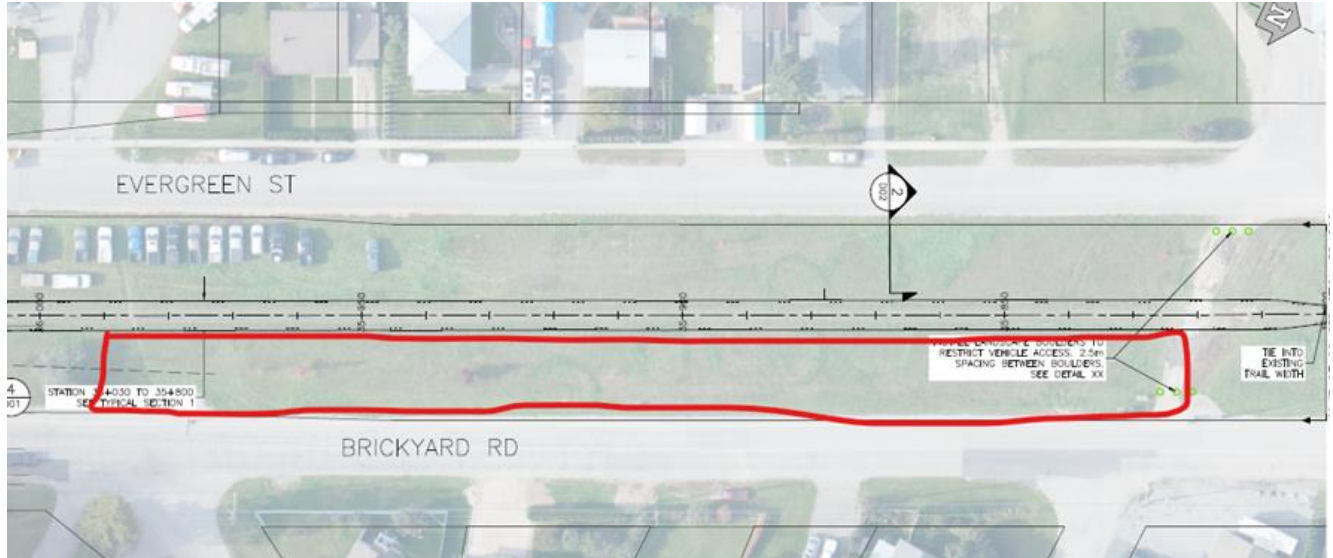
Each borehole for each monitoring well will be advanced with a combination of hydro-excavator and auger drill rig with a diameter of 0.2m in going to depths no deeper than 6.7 mbgs. A combination of soil, groundwater and soil vapour data would be collected during the initial drilling and subsequent follow-up monitoring events. Any soil cuttings or purged groundwater would be stored in drums on the Imperial Oil property.

The proposed disturbance within Rail Trail lands is not associated with rail trail construction and as such would require a separate Heritage Permit through the Archaeology Branch. The Technical Operational Committee recommend support of this proposal, with all associated costs being borne by the owners of 401 Vernon Street, in accordance with the policy guidelines.

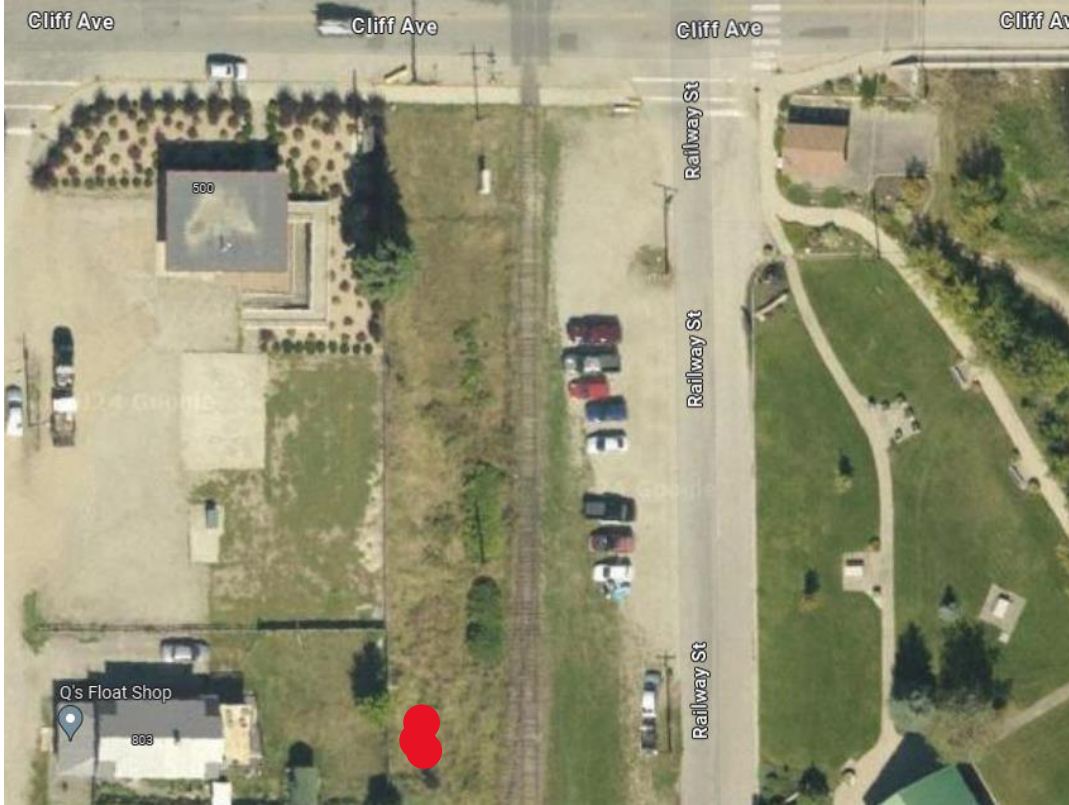
See Attachment C

ATTACHMENTS:

Attachment A. Sketch showing proposed linear Dog Park operated by Enderby. The actual location and dimensions would need to be determined, if approved.



Attachment B. Proposed location (red) for the Landmarks Sculpture (top) and an illustration of the two pieces to be installed (bottom).



Secwepemc Landmarks Phase II
 Splatins/City of Enderby
 Hop, Tony & David - Draft Design

Steel Stump of tree

- Top same diameter as the base of the carving
- animal and plant names and images etched into side (fig.1)
- viewfinders in sidewall
- corten finish with etching
- permalac clear applied to both steel and wood
- place names and transitions cut into steel sidewall (fig.2)

Steel Cutout Pieces, Animals & plants illustrations

← Wood Carving

viewfinders to landmarks

5'

3'

Technical Criteria

- Concrete Footing with 18" Sono Tube or larger helical w/ xl plate
- Connections with tamper proof hardware
- 3/4" stainless or zinc plated connection bolts and hardware
- concrete (or helical plate) to steel
- 20,000 lbs bearing substrate

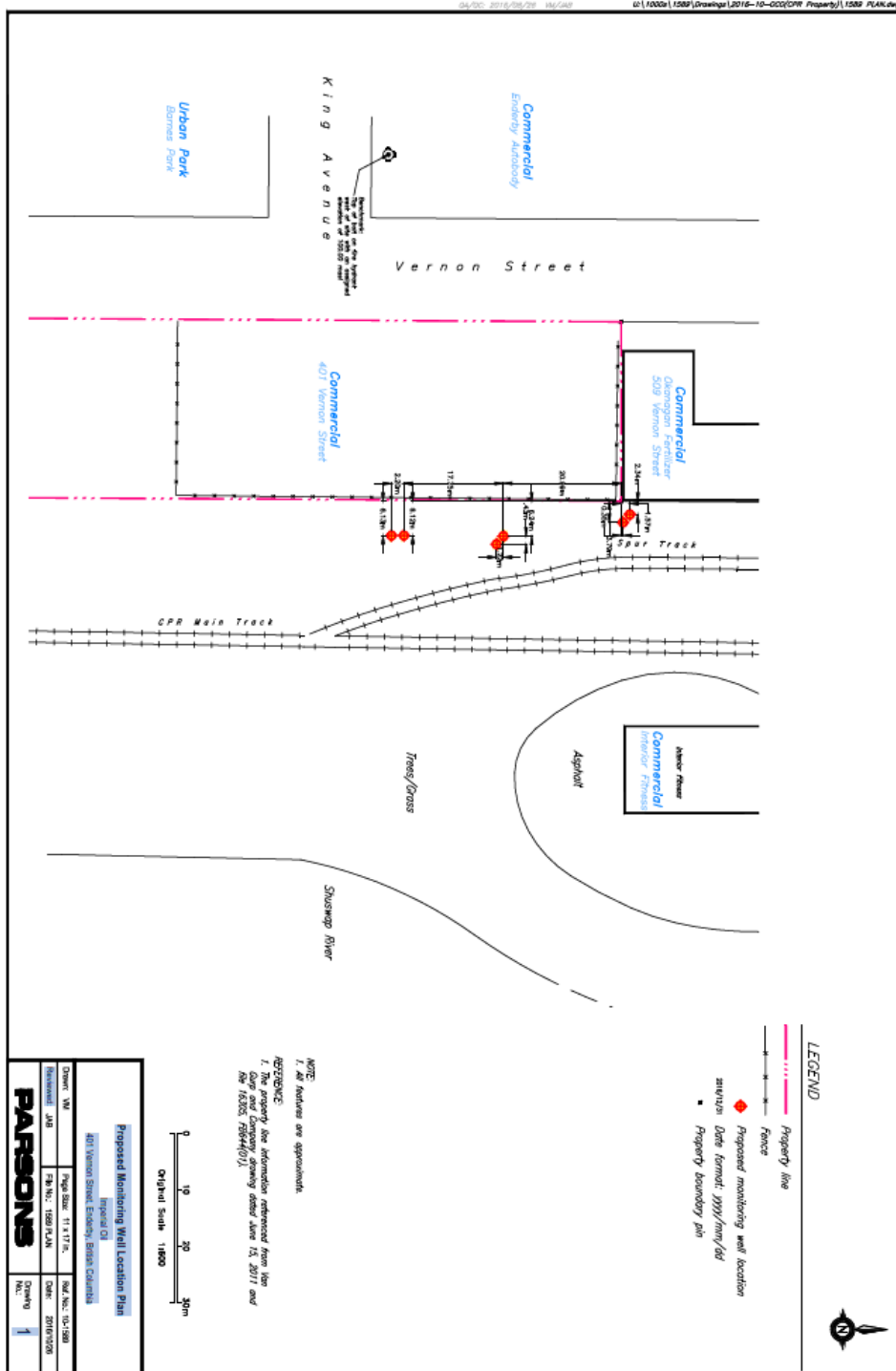
*final design with additional surrounding artwork and engineering details TBD

Fishing Weir

- Made of corten steel 15mm rod
- three point contact helical foundation
- 3" pipe fence with cross bar
- all assembled with fasteners and high grade welds

*Note: All sculptures are designed to CSA Parks and Safety Standards

Attachment C. Proposed locations for monitoring wells on the Rail Trail properties, south of Granville Avenue. The exact locations are to be determined (two of the wells are mistakenly shown on another private property to the north).





The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE

To: Shuswap North Okanagan Rail Trail Governance Advisory Committee

From: Technical Operational Committee

Date: April 29, 2024

Subject: Provincially Untenured Docks Adjacent to Rail Trail Lands

RECOMMENDATION:

THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Board of Directors of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splitsin Kukpi7 and Tkwamipla7s, that a letter be sent to the Ministry of Water, Land and Resource Stewardship, asking them to take action to remove the Provincially Untenured docks, which are located adjacent to the Rail Trail Lands within CSR District Electoral Area E, along Mara West Road.

BACKGROUND:

The Province of BC is responsible for the issuance of leases, licences, and general and specific permissions as they pertain to the development of the Foreshore and Aquatic Crown Land. The *Provincial Land Use Operational Policy Private Moorage, January 21, 2019*, and *Crown Land Use – General Permission for Private Moorage – June 1, 2022*, state that General Permission for a dock is **only** granted to owners of waterfront property or to individuals who are the Crown lessee of the Upland Property. Despite the Provincial Private Moorage Policy, there are individuals who own non-waterfront property located adjacent to the rail trail lands, within CSR District Electoral Area E, who have constructed docks in the absence of obtaining provincial permission for private moorage. They also did not receive upland consent from CP Rail, the previous owner of the Rail Trail lands.

Provincial Ministry staff has now indicated that, consistent with the Provincial Private Moorage Policy, it will not renew tenures or grant new tenures for private moorage facilities without the consent of the adjacent riparian landowner.

DISCUSSION:

The CSR District has enacted land use bylaws which regulate the use of Land, including the surface of the water. Consistent with the Provincial Private Moorage Policy, Lakes Zoning Bylaw No. 900 does not permit docks for non-waterfront properties. Additionally, the recently adopted Electoral Area E Official Community Plan Bylaw No. 840 (Bylaw No. 840), and Electoral Area E Zoning Bylaw No. 841 (Bylaw No. 841), do not support private uses, including privately owned docks, on



water adjacent to park lands. Bylaw No. 840 designates the Rail Trail Lands PK – Parks and Recreation, and Bylaw No. 841 zones the Rail Trail Lands PK – Parks and Protected Areas

The subject of docks located within Electoral Area “E” of the CSR D, adjacent to the Rail Trail Lands, was considered by the CSR D Board of Directors at its October 2019 CSR D Board meeting. At that meeting, the Board passed a motion that a moratorium on any new upland consent be instituted until such time as a new Policy could be presented to the Rail Trail Governance Advisory Committee.

At its meeting on January 27, 2023, the Rail Trail Governance Advisory Committee recommended that Policy A-85 - Provincially Tenured Lawfully Non-Conforming Docks – Electoral Area E Adjacent to Rail Trail Lands (Policy A-85), be adopted by the RDNO and CSR D Boards and Splatsin Kukpi7 and Tkwamipla7’s. On February 16, 2023, the CSR D adopted Policy A-85.

Policy A-85 allows the Rail Trail Owner to consider entering into Licence and Upland Consent Agreements with dock owners, where the zoning does not permit the existing use, but the docks have been determined by the CSR D Development Services staff to have lawful non-conforming status, **and where the province has previously granted permission for the docks. The dock owner must have submitted an application to the Province for Private Moorage and received provincial tenure approval to construct a dock adjacent and connected to the rail trail lands prior to the adoption of Bylaw No. 900, August 16, 2012;**

Summary:

The Provincial Land Use Operational Policy Private Moorage, January 21, 2019, and Crown Land Use – General Permission for Private Moorage – June 1, 2022, the Common Law of Riparian Rights in BC, and CSR D Land Use Bylaws do not support granting Licence and Upland Consent to non-waterfront property owners. Despite these regulations, there have been docks constructed in Electoral Area “E”, adjacent to the Rail Trail Lands without the necessary Provincial tenure permission or Upland Consent.

In October 2023, the CSR D adopted the Rail Trail Governance Bylaw No. 5865, 2023, which regulates use of the Rail Trail Lands, establishes Fees for use, and provides the method for implementing the Permitting process. Individuals who have docks located adjacent to the Rail Trail Lands in Electoral Area E, which meet the conditions set out in Policy A-85 and have been issued a Dock/ Upland Consent Permit, will be paying the Annual Fee set out in Schedule B of Bylaw No. 5865. Individuals who have not received provincial approval or upland consent and have constructed docks in the absence of permission, will not be subject to the same Annual Fee, creating an unequal/unfair situation.

The Ministry of Water, Land and Resource Stewardship has jurisdiction over the issuance of leases, licences, and general and specific permissions as they pertain to the development of the Foreshore and Aquatic Crown Land. Therefore, to ensure that individuals who have obtained all the required permissions and consent are not treated unfairly, the Province should take action to remove the untenured docks.

Reference Documents (OneDrive Links):

- [Provincial Land Use Operational Policy Private Moorage, January 21, 2019](#)
- [Crown Land Use – General Permission for Private Moorage – June 1, 2022](#)



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- [Provincial General Permission Requirements Checklist and Interpretive Guide Version February 2023](#)
 - [Policy A-85](#)
 - [Bylaw No. 5865](#)



The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE

To: Shuswap North Okanagan Rail Trail Governance Advisory Committee

From: Technical Operational Committee

Date: April 29, 2024

Subject: Upland Consent Required for Docks Located Adjacent to Rail Trail Lands along Mara Lake

RECOMMENDATION:

THAT: The Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Board of Directors of the Columbia Shuswap Regional District and the Regional District of North Okanagan, and Splat7in Kukpi7 and Tkwapila7s , that all individuals having a dock located adjacent to the rail trail lands along Mara Lake, must be **issued a Dock/Upland Permit from the Rail Trail Owner** prior to June 30th, 2024; or, **have submitted an application and all required supporting information for a Dock/Upland Permit prior to June 30th, 2024;**

AND THAT: after June 30th, 2024, a letter be sent to the Ministry of Water, Land and Resource Stewardship, providing a list of the dock owners who have not obtained a Dock/Upland Permit, requesting that the Province take appropriate action regarding the tenures granted for those docks.

(Note: Most of these docks do have Provincial tenure – but the Upland Consent has expired, and without upland consent, the province should be advising the dock owners that their tenure will be cancelled.)

BACKGROUND:

Tenured and untenured docks...

The Province of BC is responsible for the issuance of leases, licences, and general and specific permissions as they pertain to the development of the Foreshore and Aquatic Crown Land. The Provincial Land Use Operational Policy Private Moorage, January 21, 2019, and Crown Land Use – General Permission for Private Moorage – June 1, 2022, state that General Permission for a dock is **only** granted to owners of waterfront property or to individuals who are the Crown lessee of the Upland Property.

Provincial Ministry staff has now advised that, consistent with the Provincial Private Moorage Policy, it will not renew tenures or grant new tenures for private moorage facilities without the consent of the adjacent riparian landowner.

On April 12, 2024, Staff from the Ministry of Water, Land and Resource Stewardship contacted the CSRD asking whether the Rail Trail Owner had adopted the bylaws, if the Permitting system was in place, and which tenure holders, if any, had obtained Upland Consent from the Rail Trail Owner, consistent with their Tenures. Provincial officials have requested to be informed of docks that do not have upland consent.

DISCUSSION:

In October 2023, the CSRD adopted the *Rail Trail Governance Bylaw No. 5865, 2023*, (Bylaw No. 5865) which regulates use of the Rail Trail Lands, establishes Fees for use, and provides the method for implementing the Permitting process. Bylaw No. 5865, and the corresponding Regional District of North Okanagan *Shuswap North Okanagan Rail Trail Regulations and Fees Bylaw No. 2977, 2023*, were prepared in response to concerns from individuals who own land adjacent to the rail trail lands, regarding the Agreements that had been prepared by the Rail Trail Owner, to replace the CPR Agreements.

To address those concerns, the Dock/Upland Permit conditions are as follows:

- Permits are shorter, simpler, and more consistent/standardized than the Agreements;
- Permits are for ten (10) year terms, with an option to renew;
- 2023 is the initial year of the term for Dock/Upland Permits;
- The annual fee for the 2023 year has been waived;
- The notice of termination period has been increased to two (2) years;
- Permits may be assigned to successive property owners for the remainder of the existing term, with the permission of the Rail Trail Owner; such permission not to be unreasonably withheld;
- All Dock/Upland Permits will have a common expiry date of December 31, 2032;
- Individuals who have an existing executed Licence and Upland Consent Agreement with the Rail Trail Owner will have that Agreement converted to a Dock/Upland Permit; the expiry date of the Permit will be extended; and
- to be consistent with the common expiry date, and any fee paid for the Agreement will be applied to the Permit fee.

On December 11, 2023, letters were sent to individuals who own docks within the District of Sicamous, adjacent to the rail trail lands, advising them that Bylaw No. 5865 had been adopted, and that the Permit process was in place. The letter requested that the dock owners complete and submit the Dock/Upland Permit application to the CSRD as soon as possible and enclosed a copy of a Dock/Upland Permit, for their use. To date, **none** of the District of Sicamous dock owners have submitted an application for a Dock/Upland Permit.

With the adoption of the *District of Sicamous Zoning Amendment Bylaw No. 1044, 2024, on April 24, 2024*, which rezoned the Rail Trail Lands within the District of Sicamous from R-1 One and Two Unit Residential to P-3 Park - General, the Rail Trail Owner is prepared to pivot on construction of the rail trail, extending the rail trail north of 1.5km, to 0.5km within the District of Sicamous, rather than using the British Columbia Active Transportation (BCAT) grant funding for the Rosemond Lake Bridge repairs. BCAT grant agency will allow the scope change.

Letters will be sent out to individuals who own property within the District of Sicamous, adjacent to the rail trail lands, advising of the date that construction will take place on the 0.5km to 1.5km section of the rail trail, and that Encroaching structures that could compromise the integrity of the rail trail, or interfere with the construction, maintenance, and repair of the rail trail or with future erosion mitigation works, must be removed, or modified prior to construction of the rail trail. The letter also states that where feasible, encroaching infrastructure will be moved by construction crews. Where it is not feasible to move the encroaching infrastructure, it may be damaged.

Summary:

The Provincial Land Use Operational Policy Private Moorage, January 21, 2019, and Crown Land Use – General Permission for Private Moorage – June 1, 2022, the Common Law of Riparian Rights in BC, and CSRD Land Use Bylaws do not support granting Licence and Upland Consent to non-waterfront property owners.

Provincial Ministry staff has now indicated that, consistent with the Provincial Private Moorage Policy, it will not renew tenures or grant new tenures for private moorage facilities without the consent of the adjacent riparian landowner.

The Ministry of Water, Land and Resource Stewardship has jurisdiction over the issuance of leases, licences, and general and specific permissions as they pertain to the development of the Foreshore and Aquatic Crown Land. Therefore, the Province should be provided with a list of individuals **who have not obtained a Dock/Upland Permit for their docks prior to June 30, 2024**, and in accordance with Provincial Land Use Operational Policy Private Moorage, January 21, 2019, ask that the Province take action to remove the Provincially Untenured docks. .

Reference Documents:

- [Provincial Land Use Operational Policy Private Moorage, January 21, 2019](#)
- [Crown Land Use – General Permission for Private Moorage – June 1, 2022](#)
- [Provincial General Permission Requirements Checklist and Interpretive Guide Version February 2023](#)
- [Bylaw No. 5865](#)



The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE

To: Rail Trail Governance Advisory Committee

From: Technical Operating Committee

Date: April 29, 2024

Re: Local Government Requests to place utility infrastructure within and parallel to the rail trail lands, and register associated Statutory Rights of Way on the Rail Trail Lands.

RECOMMENDATION:

That: the Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District (CSR) and the Regional District of North Okanagan (RDNO), and to Splat-sin Kukpi7 and Tkwamipla7s, that requests to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way (SROWs), be considered on an individual basis by the Governance Advisory Committee (GAC);

And That: following consideration by the GAC of such requests, that a subsequent recommendation be made to CSR and RDNO Boards and Splat-sin Kukpi7 and Tkwamipla7s.

BACKGROUND:

In 2019, the GAC, when considering the various types of encroachments on the Rail Trail Lands, recommended to the CSR and RDNO Boards, and Splat-sin Kukpi7 and Tkwamipla7s, that Statutory Rights of Way be granted only to local government to replace existing agreements for utility works. The CSR and RDNO Boards and Splat-sin Kukpi7 and Tkwamipla7s subsequently considered and passed the recommendation. During the discussion at the GAC Meeting, the GAC advised that it did not support SROWs for parallel use of the Rail Trail Lands, as such use could hamper future use of these public lands.

1. City of Enderby Request – Future Construction of a trunk Watermain line:

In March of 2021, the TOC forwarded a request from the City of Enderby for a linear SROW for a trunk water main between Mill Avenue and Bass Avenue within the rail corridor, to the GAC for consideration at its March 19, 2021, meeting, along with the sketch provided by the City. The GAC supported the City’s request. (See sketch and Minutes of GAC March 19, 2021, attached).

There was not a formal recommendation made at the March 19, 2021, GAC Meeting, and therefore, there was no subsequent consideration and approval of the City’s request, by the RDNO and CSR Boards, and Splat-sin Kukpi7 and Tkwamipla7s.

However, based on the GAC approval in principle, and subsequent follow-up with the TOC, the City has had a surveyor prepare a plan for the future trunk watermain line (see Plan EPP111993



attached). The Plan has not yet been registered as a charge against the title of the Rail Trail Lands.

2. District of Sicamous Request:

The District of Sicamous (DoS) recently inquired whether the Rail Trail Owner would consider allowing the DoS to register a SROW running parallel with the Rail Trail Lands, through the portion of the Rail Trail Lands located within the DoS, for future utility infrastructure.

DoS staff has not provided additional details regarding the type of utilities that may be placed within the Rail Trail Lands, should it obtain the approval of the GAC (and RDNO and CSR D Boards and Splatsin Kukpi7 and Tkwamipla7s).

Where the GAC and Splatsin Kukpi7 and Tkwamipla7s, and the Boards of the CSR D and RDNO grant approval to local governments, for placement of utility infrastructure within the Rail Trail Lands, it must be made clear to the local governments that if the installation of any utility works will result in the disturbance of soil or excavation, an archaeological assessment is required. The Archaeology Permit (or Heritage Permit) obtained by the Rail Trail Owners applies to construction of the Rail Trail only. Local Governments would be responsible for obtaining their own Heritage Permit, ensuring compliance with all other laws and regulations, and obtaining any and all permits that may be required by any authority having jurisdiction regarding the water lines and drainage course.

The TOC is asking that the GAC recommend that a Policy be adopted by the Rail Trail Owner, regarding requests from Local Governments to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way on the Rail Trail Lands. The Policy would then provide direction to the TOC should it receive similar requests in the future.

Reference Documents:

- [MINUTES Shuswap North Okanagan Rail Trail Governance Advisory Committee, March 19, 2021](#)
- [21 03 31 Gmail – Rail Trail – Trunk Water Line Map Location \(Enderby\)](#)
- [Survey Plan Certification EPP111993 Signed, June 10, 2021](#)



The Shuswap North Okanagan Rail Trail (Sicamous-to-Armstrong)

BRIEFING NOTE

To: Rail Trail Governance Advisory Committee

From: Technical Operating Committee

Date: April 29, 2024

Re: Local Government Requests to place utility infrastructure within and parallel to the rail trail lands, and register associated Statutory Rights of Way on the Rail Trail Lands.

RECOMMENDATION:

That: the Shuswap North Okanagan Rail Trail Governance Advisory Committee recommend to the Boards of the Columbia Shuswap Regional District (CSR D) and the Regional District of North Okanagan (RDNO), and to Splat sin Kukpi7 and Tkwamipla7s, that requests to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way (SROWs), be considered on an individual basis by the Governance Advisory Committee (GAC);

And That: following consideration by the GAC of such requests, that a subsequent recommendation be made to CSR D and RDNO Boards and Splat sin Kukpi7 and Tkwamipla7s.

BACKGROUND:

In 2019, the GAC, when considering the various types of encroachments on the Rail Trail Lands, recommended to the CSR D and RDNO Boards, and Splat sin Kukpi7 and Tkwamipla7s, that Statutory Rights of Way be granted only to local government to replace existing agreements for utility works. The CSR D and RDNO Boards and Splat sin Kukpi7 and Tkwamipla7s subsequently considered and passed the recommendation. During the discussion at the GAC Meeting, the GAC advised that it did not support SROWs for parallel use of the Rail Trail Lands, as such use could hamper future use of these public lands.

1. City of Enderby Request – Future Construction of a trunk Watermain line:

In March of 2021, the TOC forwarded a request from the City of Enderby for a linear SROW for a trunk water main between Mill Avenue and Bass Avenue within the rail corridor, to the GAC for consideration at its March 19, 2021, meeting, along with the sketch provided by the City. The GAC supported the City’s request. (See sketch and Minutes of GAC March 19, 2021, attached).

There was not a formal recommendation made at the March 19, 2021, GAC Meeting, and therefore, there was no subsequent consideration and approval of the City’s request, by the RDNO and CSR D Boards, and Splat sin Kukpi7 and Tkwamipla7s.

However, based on the GAC approval in principle, and subsequent follow-up with the TOC, the City has had a surveyor prepare a plan for the future trunk watermain line (see Plan EPP111993



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2. District of Sicamous Request:

The District of Sicamous (DoS) recently inquired whether the Rail Trail Owner would consider allowing the DoS to register a SROW running parallel with the Rail Trail Lands, through the portion of the Rail Trail Lands located within the DoS, for future utility infrastructure.

DoS staff has not provided additional details regarding the type of utilities that may be placed within the Rail Trail Lands, should it obtain the approval of the GAC (and RDNO and CSR D Boards and Splatsin Kukpi7 and Tkwamipla7s).

Where the GAC and Splatsin Kukpi7 and Tkwamipla7s, and the Boards of the CSR D and RDNO grant approval to local governments, for placement of utility infrastructure within the Rail Trail Lands, it must be made clear to the local governments that if the installation of any utility works will result in the disturbance of soil or excavation, an archaeological assessment is required. The Archaeology Permit (or Heritage Permit) obtained by the Rail Trail Owners applies to construction of the Rail Trail only. Local Governments would be responsible for obtaining their own Heritage Permit, ensuring compliance with all other laws and regulations, and obtaining any and all permits that may be required by any authority having jurisdiction regarding the water lines and drainage course.

The TOC is asking that the GAC recommend that a Policy be adopted by the Rail Trail Owner, regarding requests from Local Governments to place utility infrastructure within and running parallel to the rail trail lands, and to register associated Statutory Rights of Way on the Rail Trail Lands. The Policy would then provide direction to the TOC should it receive similar requests in the future.

Reference Documents:

- [MINUTES Shuswap North Okanagan Rail Trail Governance Advisory Committee, March 19, 2021](#)
- [21 03 31 Gmail – Rail Trail – Trunk Water Line Map Location \(Enderby\)](#)
- [Survey Plan Certification EPP111993 Signed, June 10, 2021](#)



BOARD REPORT

- TO:** Chair and Directors
- SUBJECT:** Fire Dispatch Agreement – City of Surrey
- DESCRIPTION:** Report From Derek Sutherland, General Manager, Community and Protective Services, October 8, 2024. Fire Services Agreement – City of Surrey.
- RECOMMENDATION:** THAT: the Board empower the authorized signatories to enter into an agreement with the City of Surrey for the provision of fire dispatch services commencing January 1, 2025 for a five year term, at the following remuneration rates, plus an annual call variable allowance and applicable taxes:
- January 1, 2025 – December 31, 2025 \$112,204.00
 - January 1, 2026 – December 31, 2026 \$117,873.00
 - January 1, 2027 – December 31, 2027 \$123,828.00
 - January 1, 2028 – December 31, 2028 \$130,085.00
 - January 1, 2029 – December 31, 2029 \$136,657.00

Corporate Vote Weighted

SUMMARY:

Staff is recommending the Fire Dispatch Service with the City of Surrey be renewed for an additional five year term. CSR D Policy No. F-32 "Procurement of Goods and Services", authorizes that staff may sole source goods or services that have a value of \$10,000 or less. As this service exceeds the \$10,000 sole source limit, Board authorization is required.

The annual dispatch service for the entire CSR D has increased by approximately 22% overall because of increased call volume since the previous agreement was endorsed in 2020. Additionally, the agreement contains an annual cost increase of 3.5% per year over the five year period, which reflects inflation costs for labour and software maintenance to operate the dispatch centre. The new agreement also provides rate bands for call volume, with 10% future call volume increases per band, which is necessary to address escalation in agency call volume increase over the term of the agreement.

The proposal costs have been shared with administration of the member municipalities, who also support the continuation of service with the City of Surrey.

BACKGROUND:

In 2010, the CSR D entered into a five year fire dispatch service agreement with the City of Surrey, on behalf of all recognized structural fire services within its boundaries. In 2014 and 2019 it was renewed for a further five years.

The City of Surrey has been providing fire dispatch services to the CSR D member municipalities since 2010. CSR D staff did complete a simple benchmarking of two other service providers in the area to ascertain the rates being charged to other jurisdictions of similar size to the CSR D's needs. Based on this benchmarking, the City of Surrey still provides the best value and pricing for fire dispatch services.

Over the past 15 years, the CSRD and its member municipal fire services have enjoyed good service and value from the City of Surrey and are in unified support of establishing a new agreement for a further five year term.

POLICY:

CSRD [Policy No. F-32](#), "Procurement of Goods and Services" specifies that procurement above \$10,000 will be processed by a Quotation, Tender, or Request for Proposals.

FINANCIAL:

Funds have and will be adequately allocated to the respective budgets through the development of the five year budget process

KEY ISSUES/CONCEPTS:

The City of Surrey was the lowest cost proposal received in 2010 as a result of a public release of a request for proposals. The City of Surrey has delivered exceptional dispatch service to the CSRD over the past ten years, including the development and implementation of radio over internet protocols in a number of fire halls, which has added efficiency and cost effectiveness to the dispatch program. CSRD staff have worked with the City of Surrey on a Fire Dispatch Records Management System, which will increase the efficiency and accountability with respect to occupational health and safety requirements of the fire departments.

IMPLEMENTATION:

The new service agreement will come into effect on January 1, 2025.

COMMUNICATIONS:

If the Board elects to approve staff's recommendation a notification will be sent to the City of Surrey.

DESIRED OUTCOMES:

The Board will approve the recommendation to endorse the Fire Dispatch Service Agreement with the City of Surrey for a five (5) year term.

BOARD'S OPTIONS:

1. *Endorse the Recommendation(s).*
2. *Deny the Recommendation(s).*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*

Report Approval Details

Document Title:	2024-10-17_Board_CPS_Fire_Dispatch_Agreement.docx
Attachments:	
Final Approval Date:	Oct 11, 2024

This report and all of its attachments were approved and signed as outlined below:



Jodi Pierce



Jennifer Sham



John MacLean



BOARD REPORT

- TO:** Chair and Directors
- SUBJECT:** Electoral Area C: Whitehead Road Boat Launch - License of Occupation Tenure Renewal
- DESCRIPTION:** Report from Fiona Barton, Manager, Community Services, dated October 4, 2024. To renew a provincial licence of occupation for the Whitehead Park and Boat Launch in Electoral Area C.
- RECOMMENDATION:** THAT: the Board empower the authorized signatories to obtain a Licence in accordance with the letter dated May 1, 2024, from the Ministry of Water, Land and Resource Stewardship for parks purposes for the Whitehead Road Park & Boat Launch in Electoral Area C.
- AND THAT: the Board will agree to acquire the Licence for the term of 30 years from the Province over that unsurveyed Crown foreshore being part of the bed of Shuswap Lake and fronting on Whitehead Road within the SW1/4 of Section 12, Township 23, Range 9, West of the 6th Meridian, Kamloops Division Yale District, containing 0.12 hectares, more or less, for the purposes of community park and boat launch.
- Corporate Vote Weighted*

SUMMARY:

This item was first brought forward for Board consideration on [June 20, 2024](#). It is being brought forward to the Board for further review based on feedback from the Province that the resolution was missing key language – specifically the word ‘acquire’ as opposed to ‘obtain’ and to include the term and legal description of the land in question.

BACKGROUND:

The CSR D, through the Community & Protective Services Department, had held a licence of occupation (LoO) to operate and maintain a 0.14 hectare waterfront parcel, located at 4325 Whitehead Road in Electoral Area C for the purposes of a park and boat launch. The current 30-year LoO expired on May 15, 2020, and requires replacement to continue use of the lands for park purposes.

POLICY:

- [Bylaw Number 5556: Parks \(CSR D\) Regulation \(PDF\)](#)
- CSR D 2017 Area C Parks Master Plan Update

FINANCIAL:

The fee for the term is \$1.00, the receipt of which is acknowledged.

KEY ISSUES/CONCEPTS:

N/A

IMPLEMENTATION:

The authorized signatories will execute the Agreement, and complete the Management Plan documents, including the Board Resolution on the LoO renewal for an additional 30-year period.

COMMUNICATIONS:

Upon Board approval, Community Services staff will update the Parks Planning and Development page on www.csr.d.bc.ca advising of the project progress.

DESIRED OUTCOMES:

That the Board endorse the staff recommendation.

BOARD'S OPTIONS:

1. *Endorse the Recommendation.*
2. *Deny the Recommendation.*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*

Report Approval Details

Document Title:	2024-10-17_Board_CPS_Whitehead_Rd_Boat_Launch_Park_LOC_Renewal_Amendment.docx
Attachments:	- Notice of Final Review.pdf
Final Approval Date:	Oct 11, 2024

This report and all of its attachments were approved and signed as outlined below:



Derek Sutherland



Jennifer Sham



John MacLean



Ministry of Water, Land and Resource
Stewardship
441 Columbia Street
Kamloops BC V2C 2T3

Telephone No: 778-362-4855
Facsimile No: 250-828-4442

GST Registration No: R107864738

Your contact is: Samantha Finden

Our file: 3412102

Your file: 6140 40 69

NOTICE OF FINAL REVIEW

May 1, 2024

Columbia Shuswap Regional District
P.O. BOX 978, 555 Harbourfront Dr NE
Salmon Arm BC V1E 4P1

Dear Sir or Madam:

Re: Your Application for a Tenure over Crown Land

The review of your application for a Licence for community park and boat launch purposes over:

That unsurveyed Crown foreshore being part of the bed of Shuswap Lake and fronting on Whitehead Road within the SW1/4 of Section 12, Township 23, Range 9, West of the 6th Meridian, Kamloops Division Yale District, containing 0.12 hectares, more or less

(the "Land") has reached the stage where we anticipate making our final decision once the various matters described in this letter have been completed.

This is to replace Licence No. 344997 which expired on May 15, 2020.

1. Deadline for Completion of Requirements

We ask that you complete the requirements described below by **July 2, 2024.**

Please complete the Response to Notice of Final Review page attached, indicating whether you will **or** will not proceed with the application and sign and return that page to us for our records.

2. Requirements

Signing and Return of Tenure Documents

You must sign and deliver to us two copies of the Licence document which are enclosed with this letter. You are responsible for ensuring that this is properly completed including, if applicable, obtaining any appropriate corporate authorizations and having any Land Title Act Form C or D witnessed by a solicitor, notary, or commissioner.

Insurance

We confirm receipt from your evidence of insurance. Upon request, you must submit to our office proof of continuation of your insurance.

Management Plan

The attached authorized Management Plan must be signed, dated and returned to us. This Management Plan will be held on file by us, a copy of it will be returned for your records. Any future alterations or additions to the Improvements will require our prior written consent.

Additional Requirements

Board resolution must be passed to acquire the Land. The Board resolution must indicate that the Board will agree to acquire the Licence for the term of 30 years from the Province over that unsurveyed Crown foreshore being part of the bed of Shuswap Lake and fronting on Whitehead Road within the SW1/4 of Section 12, Township 23, Range 9, West of the 6th Meridian, Kamloops Division Yale District, containing 0.12 hectares, more or less, for the purposes of community park and boat launch.

3. Process following completion of Requirements

If the requirements set out above are completed within the required time, we expect to make our decision and advise you of that decision within 30 days.

Please note however that this letter does not constitute an offer by us, and we reserve all our rights in connection with the decision making process, including, if appropriate, to disallow your application, to extend the decision making process and to establish additional requirements not set out in this letter.

Upon decision to issue the Licence to you we will sign and return one copy of the Licence to you.

4. Acknowledgments of the Applicant

You represent, acknowledge, and agree that:

- (a) Your application for a Crown land tenure cannot be transferred to another person.
- (b) This Letter does not obligate us to issue the Licence to you and does not give you any right to use or occupy the Land for any purpose.
- (c) You are responsible for, and encouraged to seek, your own legal advice with respect to:
 - (i) any laws, bylaws, orders, directions, ordinances, and regulations associated with your use of the Land,
 - (ii) the terms and conditions set out in this Letter, and
 - (iii) the terms and conditions of, and your rights and obligations that will arise under, the Licence.
- (d) You are responsible for the costs and expenses incurred by you in pursuing your application, including any cost you incur in connection with satisfying the requirements set out in this letter.
- (e) If you sign and return the Licence to us that will constitute your offer to us to enter into the Licence.

Freedom of Information

Personal information is collected under the *Land Act* for the purpose of administering Crown land. Information on your application, and if issued, your tenure, will become part of the Crown Land Registry, from which information is routinely made available to the public under Freedom of Information and Protection of Privacy legislation.

Yours truly,



Authorized Representative

Response to Notice of Final Review

File No. 3412102

Ministry of Water, Land and Resource Stewardship
441 Columbia Street Kamloops BC V2C 2T3

Dear Samantha Finden:

Re: Application for Licence

- I/We wish to proceed to obtain a Licence in accordance with the letter dated May 1, 2024 from the Ministry of Water, Land and Resource Stewardship and enclose all copies of the Licence which I/We have signed.
- I/We do not wish to proceed to obtain a Licence in accordance with the letter dated May 1, 2024 from the Ministry of Water, Land and Resource Stewardship.

DATED the ____ of _____, ____.

Applicant's signature/Applicant's
representative's signature

Applicant's signature/Applicant's
representative's signature

Print name of person signing

Print name of person signing

- 5 -

FOR YOUR INFORMATION

Take all reasonable precautions to avoid disturbing or damaging any archaeological material found on or under the Land and upon discovering any archaeological material on or under the Land, you must immediately notify the ministry responsible for administering the Heritage Conservation Act.



BOARD REPORT

- TO:** Chair and Directors
- SUBJECT:** Electoral Area D: Silver Creek Community Park – Licence of Occupation Tenure Renewal
- DESCRIPTION:** Report from Fiona Barton, Manager, Community Services, dated October 4, 2024. To renew a provincial licence of occupation for Silver Creek Community Park in Electoral Area D.
- RECOMMENDATION:** THAT: the Board empower the authorized signatories to acquire a Licence in accordance with the letter dated March 14, 2024, from the Ministry of Water, Land and Resource Stewardship for parks purposes for the Silver Creek Community Park in Electoral Area D.
- AND THAT: the Board will agree to acquire the Licence for the term of 30 years from the Province over the land that part of Section 32, Township 18, Range 10, West of the Sixth Meridian, Kamloops Division Yale District, containing 0.50 hectares, more or less, for the purposes of Regional Park use.
- Corporate Vote Weighted*

SUMMARY:

This item was first brought forward for Board consideration on [June 20, 2024](#). It is being brought forward to the Board for further review based on feedback from the Province that the resolution was missing key language – specifically the word ‘acquire’ as opposed to ‘obtain’ and to include the term and legal description of the land in question.

BACKGROUND:

The CSR D, through the Community and Protective Services Department, owns and manages 7.02 hectares (17.35 acres) of dedicated parkland at 1561 Salmon River Road and 2800 Sallenbach Road in Electoral Area D. In addition, the CSR D has held a 0.50 hectares. (1.24 acre) Licence of Occupation (LoO) for portions of the park riding arena that are located outside of the 7.02 hectares of dedicated parkland and within MoTI reserve lands. The current 30-year LoO expired on April 16, 2019, and requires replacement to continue use of the lands for park purposes.

POLICY:

- [Bylaw Number 5556: Parks \(CSR D\) Regulation \(PDF\)](#)
- CSR D Electoral Area ‘D’ Parks Plan Final Report, October 15, 2008

FINANCIAL:

The fee for the term is \$1.00, the receipt of which is acknowledged.

KEY ISSUES/CONCEPTS:

N/A

IMPLEMENTATION:

The authorized signatories will execute the Agreement, and complete the Management Plan documents, including the Board Resolution on the LoO renewal for an additional 30-year period.

COMMUNICATIONS:

Upon Board approval, Community Services staff will update the Parks Planning and Development page on www.csr.d.bc.ca advising of the project progress.

DESIRED OUTCOMES:

That the Board endorse the staff recommendation(s).

BOARD'S OPTIONS:

1. *Endorse the Recommendation.*
2. *Deny the Recommendation.*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*

Report Approval Details

Document Title:	2024-10-17_Board_CPS_Silver_Creek_Community_Park_LOC_Renewal_Amendmen t.docx
Attachments:	- Notice of Final Review.pdf - 20190121_SilverCreekPark_CrownApp_SiteMap.pdf
Final Approval Date:	Oct 11, 2024

This report and all of its attachments were approved and signed as outlined below:



Derek Sutherland



Jennifer Sham



John MacLean



Ministry of Water, Land and Resource
Stewardship
441 Columbia Street Kamloops BC V2C
2T3

Telephone No: 250-312-7478
Facsimile No: 250-828-4442

GST Registration No: R107864738

Your contact is: Helena Fitzsimmons

Our file: 3409527

NOTICE OF FINAL REVIEW

March 14, 2024

Columbia Shuswap Regional District
PO Box 978
555 Harbourfront Dr NE
Salmon Arm, BC V1E 4P1

Attention: Kim Doussept

Dear Sir/Madam:

Re: Your Application for a Tenure over Crown Land

The review of your application for a Licence for regional park purposes over:

That part of Section 32, Township 18, Range 10, West of the Sixth Meridian,
Kamloops Division Yale District, containing 0.50 hectares, more or less

(the "Land") has reached the stage where we anticipate making our final decision once
the various matters described in this letter have been completed.

This is to replace Licence No. 344626 which expired April 16, 2019.

1. Deadline for Completion of Requirements

We ask that you complete the requirements described below by **May 14, 2024.**

Please complete the Response to Notice of Final Review page attached,
indicating whether you will or will not proceed with the application and sign and
return that page to us for our records.

2. Requirements

Signing and Return of Tenure Documents

You must sign and deliver to us two copies of the Licence document which are enclosed with this letter. You are responsible for ensuring that this is properly completed including, if applicable, obtaining any appropriate corporate authorizations and having any Land Title Act Form C or D witnessed by a solicitor, notary, or commissioner.

Insurance

We confirm receipt from your evidence of insurance. Upon request, you must submit to our office proof of continuation of your insurance.

Management Plan

The attached authorized Management Plan must be signed, dated and returned to us. This Management Plan will be held on file by us, a copy of it will be returned for your records. Any future alterations or additions to the Improvements will require our prior written consent.

Board Resolution

Board resolution must be passed to acquire the Land. The Board resolution must indicate that the Board will agree to acquire the Licence for the term of 30 years from the Province over the land that part of Section 32, Township 18, Range 10, West of the Sixth Meridian, Kamloops Division Yale District, containing 0.50 hectares, more or less, for the purposes of Regional Park use.

3. Process following completion of Requirements

If the requirements set out above are completed within the required time, we expect to make our decision and advise you of that decision within 30 days.

Please note however that this letter does not constitute an offer by us, and we reserve all our rights in connection with the decision making process, including, if appropriate, to disallow your application, to extend the decision making process and to establish additional requirements not set out in this letter.

Upon decision to issue the Licence to you we will sign and return one copy of the Licence to you.

4. Acknowledgments of the Applicant

You represent, acknowledge, and agree that:

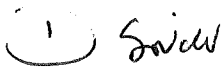
- 3 -

- (a) Your application for a Crown land tenure cannot be transferred to another person.
- (b) This Letter does not obligate us to issue the Licence to you and does not give you any right to use or occupy the Land for any purpose.
- (c) You are responsible for, and encouraged to seek, your own legal advice with respect to:
 - (i) any laws, bylaws, orders, directions, ordinances, and regulations associated with your use of the Land,
 - (ii) the terms and conditions set out in this Letter, and
 - (iii) the terms and conditions of, and your rights and obligations that will arise under, the Licence.
- (d) You are responsible for the costs and expenses incurred by you in pursuing your application, including any cost you incur in connection with satisfying the requirements set out in this letter.
- (e) If you sign and return the Licence to us that will constitute your offer to us to enter into the Licence.

Freedom of Information

Personal information is collected under the *Land Act* for the purpose of administering Crown land. Information on your application, and if issued, your tenure, will become part of the Crown Land Registry, from which information is routinely made available to the public under Freedom of Information and Protection of Privacy legislation.

Yours truly,



Danielle Snider

Authorized Representative

Response to Notice of Final Review

File No. 3409527

Ministry of Water, Land and Resource Stewardship
441 Columbia Street Kamloops BC V2C 2T3

Dear Helena Fitzsimmons:

Re: Application for Licence

- I/We wish to proceed to obtain a Licence in accordance with the letter dated March 14, 2024 from the Ministry of Water, Land and Resource Stewardship and enclose all copies of the Licence which I/We have signed.
- I/We do not wish to proceed to obtain a Licence in accordance with the letter dated March 14, 2024 from the Ministry of Water, Land and Resource Stewardship.

DATED the ____ of _____, _____.

Applicant's signature/Applicant's
representative's signature

Applicant's signature/Applicant's
representative's signature

Print name of person signing

Print name of person signing

- 5 -

For Your Information

- You must be aware that at the request of the Ministry of Transportation and Infrastructure – Geo - Tech & Gravel; all hiking traffic must be directed to stay on the Forest Service Road until outside the perimeter of Stoney Creek Pit, which is regulated under the *Mines Act*. No inadvertent access is allowed.

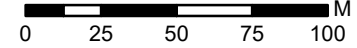






Application to Extend Current LOO Silver Creek Park

Jan 21, 2019

This map was created by the CSR D GIS Department and is for reference only. No warranty, expressed or implied, is made as to the accuracy of this information.

Scale: 1:2,500



-  LOO Extensions
-  Current LOO
-  MoTI Reserve
-  Cadastre



BOARD REPORT

TO:	Chair and Directors
SUBJECT:	Electoral Area C, D, F, and G: Road Rescue Service Establishment in Gap Areas
DESCRIPTION:	Report from Derek Sutherland, General Manager, Community and Protective Services, dated October 9, 2024. Road rescue service establishment in specified fire suppression areas
RECOMMENDATION:	<p>THAT: an assent process for service delivery be undertaken to provide service within the fire suppression boundaries of the South Shuswap sub-regional fire service area in Area C and G, Falkland, and North Shuswap sub-regional fire service boundaries.</p> <p>AND THAT: the Board allocate \$40,000 per service establishment from the Electoral Area feasibility study funds for the purpose of engaging the electorate in a service establishment referendum.</p> <p><i>Corporate Vote Unweighted Majority</i></p>

SUMMARY:

At the August 2024 Committee of the Whole meeting, it was requested that the Board deliberate on road rescue service establishment in the fire suppression areas of Shuswap/Eagle Bay, Falkland, and North Shuswap sub regional fire service area.

BACKGROUND:

The CSR D Protective Services department and the Board have been contemplating the service delivery of road rescue as a function of the fire services in areas that are underserved by current road rescue providers.

Two road rescue reports have been undertaken, the first in 2017 and the second in 2023. These reports identified the following areas as being underserved:

- Sorrento/Blind Bay/Eagle Bay in the South Shuswap fire service area
- Falkland fire service area
- North Shuswap fire service area

Options for service delivery have been presented to the Electoral Area Directors Committee and the Committee of the Whole. The option to provide service through the fire departments was deemed to be the most favourable option for service delivery. This option requires a separate service area for budgetary purposes but would see service provided by existing fire department staff and resources.

Additional options for service delivery can be reviewed in the attached EAD report from April 2024.

If road rescue is a service the Board wishes to pursue, a service area establishment needs to be undertaken. The most appropriate service area establishment process is assent voting/referendum.

The fire departments in the identified areas have been approached and are willing to take on road rescue services if the approval of the electors is obtained.

POLICY:

A-52: Volunteer fire departments under the auspices of the CSRD shall not be granted the authority to provide additional services such as medical first responder, highway rescue, search and rescue and hazardous materials spill response.

This policy will be amended if the fire departments provide road rescue services.

FINANCIAL:

The estimated cost of a referendum is \$40,000. Staff are looking into whether there is a need for three separate service areas or if one road rescue service could be set up with the three separate geographical areas as participants. Currently, staff are working on the assumption that three separate referendums will need to be conducted. If there is only one service, it will be more cost effective to conduct the assent, however the taxation rate would also be blended and the costs would be higher in the North and South Shuswap and less in Falkland, unless a cost apportionment is included in the service establishment bylaw provisions.

If the referendum fails, the feasibility study fund will absorb the cost at a loss. If the service achieves assent, the new service area(s) will have to pay back the actual cost of the referendum in the first fiscal period after the service establishment.

A draft budget for the services has been completed (attached) including feasibility repayment. The first year expenses are higher due to feasibility repayment, equipment purchase and training. Year two costs have been provided to provide a more appropriate expectation of ongoing year-to-year costs and taxation impacts.

Service Area	Budget Yr 1	Taxation per \$1000 of assessment	Budget Yr 2	Taxation per \$1000 of assessment
N. Shuswap	\$123,720	\$.05	\$44,680	\$.02
S. Shuswap	\$134,640	\$.05	\$55,600	\$.02
Falkland	\$118,260	\$.39	\$39,220	\$.13

KEY ISSUES/CONCEPTS:

The Board has expressed concern for the mental wellbeing of the volunteer firefighters attending road rescue calls. Protective Services staff share those concerns and have taken steps to ensure a critical incident stress management system is in place to ensure firefighters have the supports they need to recover from the realities of bad calls.

IMPLEMENTATION:

If the Board agrees with the recommendation, staff will start preparing for a referendum process in the proposed areas. Staff are currently exploring opportunities to create a single sub-regional service consisting of the three geographic areas. Advantages to this approach include:

- Only participants in the service vote on issues affecting the service
- A single referendum for all geographic areas
- Consolidated single budget

Staff will report back to the Board with information on service area options once the feasibility of options is determined.

COMMUNICATIONS:

Upon Board approval a comprehensive communications campaign commensurate with service establishment regulations will be undertaken.

DESIRED OUTCOMES:

That the Board endorse the staff recommendation(s).

BOARD'S OPTIONS:

1. *Endorse the Recommendation(s).*
2. *Deny the Recommendation(s).*
3. *Defer.*
4. *Any other action deemed appropriate by the Board.*

Report Approval Details

Document Title:	2024-10-17_Board_CPS_Road_Rescue_Services.docx
Attachments:	<ul style="list-style-type: none"> - 2024-05-07_EAD_CPS_Road_Rescue_Feasibility_Study_Update.pdf - CSRD Road Rescue Feasibility Study - TPA Final.pdf - CSRD Road Rescue Feasibility.pdf - Road Rescue costs .pdf
Final Approval Date:	Oct 15, 2024

This report and all of its attachments were approved and signed as outlined below:



Jodi Pierce



Jennifer Sham

No Signature - Task assigned to John MacLean was completed by assistant Jennifer Sham

John MacLean



ELECTORAL AREA DIRECTORS REPORT

TO:	Chair and Directors
SUBJECT:	Road Rescue Feasibility Study
DESCRIPTION:	Report from Derek Sutherland, General Manager, Community and Protective Services, dated April 29, 2024
RECOMMENDATION #1:	THAT: the Electoral Area Directors' Committee receive the road rescue feasibility study report for information.
RECOMMENDATION #2:	THAT: the Electoral Area Directors' Committee provides a recommendation to the Board of Directors on one of the four options in the staff report.

BACKGROUND:

Overview and Provincial Context

In 2014, the CSR D Board authorized staff to engage in a road rescue feasibility study. Since that time, the CSR D has utilized a number of consultants to help develop an understanding of road rescue services in BC as well as the CSR D, and to identify what opportunities exist for the CSR D to support road rescue services within the region to address service gaps.

The consultants have concluded there is currently no legislative requirement for any governing body to provide road rescue service in the province; however, the legislative void has not eliminated the social need for road rescue as a matter of public safety. The result is the application of an inconsistent approach to service provision in BC. In many areas of the province, road rescue service is delivered by fire departments, while other areas are serviced by road rescue societies and search and rescue organizations that are staffed with (unpaid) volunteers. At one time, as many as twenty three road rescue societies were in operation provincially; currently there are approximately seven. There are several reasons for the decline, including an unsustainable provincial funding model, volunteer recruitment and retention issues, and the absorption of the function by the local tax base through service establishment by local fire departments. When fire departments take on a road rescue service, it is often because of a society's dissolution due to funding and volunteer concerns that affect its ability to sustain operations on its own. This was the case in Sicamous recently with the fire department absorbing the road rescue responsibilities of the Eagle Valley Rescue Society.

Local governments throughout BC have long been critical of the provincial government for not taking full responsibility for road rescue. The province does provide some financial support to fire departments delivering road rescue service, but only to calls that occur outside of the specified service area. This funding mechanism is administered by Emergency Management BC (EMBC), which currently pays \$346 per hour for a road rescue apparatus to respond to a road rescue call. The payment only covers road rescue apparatus and does not cover fire suppression apparatus, or support vehicles such as traffic control/protection units, command units, or the training or stress supports needed of personnel.

The Fire Chiefs Association of BC and EMBC retained consultants to develop a report on the guidelines for provincial oversight, compensation arrangements, and minimum standards for road rescue providers. The report was released and makes much needed recommendations for changes to the governance and reimbursement models.

CSRD Context and Gaps

Within the CSRD boundaries, there is one road rescue society and two fire departments (Revelstoke and Golden) that provide road rescue services. The CSRD also has two fire departments outside the CSRD boundaries (Vernon and Chase) that provide road rescue services to areas within the CSRD. Portions of Electoral Area D are serviced by Vernon Fire and Electoral areas F and G are primarily serviced by Chase Fire. These areas are identified as gaps because of larger than adequate response times. The areas serviced by Revelstoke and Golden that are outside of their fire suppression areas are largely remote and few alternatives for service delivery exist in these areas. The fire department at the Townsite of Field has very recently discontinued road rescue services within the park boundary due to liability and staffing concerns and the Golden Fire Department has partnered with Lake Louise FD to provide road rescue service in the Yoho National Park Boundary.

Considerations of a CSRD Service Delivery

Staff consulted with current service providers to gain a better understanding of their strengths, challenges and needs, as well as their ability and desire to continue offering the service within the CSRD. All road rescue providers in the CSRD have reported that the amounts paid by EMBC do not cover their full cost of operations. Road rescue societies have a strong desire to continue operations and serve their respective communities. The societies expressed concern for their future due to funding and volunteer recruitment and retention challenges. Fire departments in Vernon and Chase have indicated there is significant subsidization given to provide road rescue service to areas outside of their fire suppression boundaries. Vernon Fire has indicated that their interest in servicing CSRD areas is on a temporary basis until a more permanent solution is found.

There are significant social, moral, economic, and political considerations when evaluating the advancement of road rescue service in the CSRD. A legal review conducted in 2019 determined that for the CSRD to advance a road rescue service, the creation of specified service area bylaws requiring the associated public assent to fund related road rescue call outs, capital acquisition, training, critical incident stress management and rehabilitation would be necessary. The service area(s) would require a large enough tax base to provide adequate and acceptable funding support, however the trade-off is that provincial funding would only be available for calls dispatched outside of the service area. Additionally, the boundaries for existing fire suppression service areas would not necessarily mimic the boundaries for a road rescue service.

CSRD Policy A-52, Volunteer Fire Department Involvement in Non-Fire Suppression Activities, 1996 stipulates that fire departments will not deliver non-fire suppression services such as medical first responder, search and rescue service, hazardous waste spill response and road rescue extrication service. The policy preamble indicates these services provide a great risk of liability and that emphasis is best placed on ensuring a uniform level of proficiency and training with respect to fire suppression activities. This policy would need to be rescinded or amended upon CSRD advancing this service.

Potential Solution

Given the social need for the service and the political and economic complications associated with offering the service through the fire departments, staff has explored the interest of fire fighters in Electoral Areas F, the Falkland area of Electoral Area D, and Electoral Area G. These fire department

members have expressed a willingness to establish a road rescue service in their fire suppression areas. However, there are administrative and political considerations to providing this service.

NEXT STEPS:

Policy A-52 (attached) precludes the CSRD Fire Services from road rescue activities. Furthermore, the Service establishment bylaws for the CSRD fire services do not allow for activities other than structural firefighting.

These documents would have to be changed by the Board prior to authorizing the fire departments to undertake road rescue.

The provincial government has not increased rates for road rescue services in the recent policy updates. This was an expected and necessary change to adequately cover costs associated with road rescue services on provincial road networks. Therefore, any road rescue services performed by a CSRD fire service would have to be subsidized by the local taxpayer, including out of jurisdiction response.

The road rescue feasibility study report by Tim Pley and Associates (attached) outlines a process that involves the creation of a new service area that would allow fire departments to undertake road rescue services.

If the Board wishes to pursue road rescue in the gap areas through the local fire department a service area establishment process would have to be completed to provide the service.

Options for Service Delivery

Option 1

An option for all areas that does not require an assent process is to encourage and allow certain fire departments to create a Road Rescue Society that utilizes CSRD Fire Services equipment, facilities, and apparatus. This model would require the Fire Departments to fund raise for equipment specific to Road Rescue and operate out of the fire halls.

Option 2

An assent process for service delivery could be undertaken to provide service within the fire suppression boundaries of Shuswap Fire Department in Area G, Falkland, and Area F sub-regional fire service boundaries.

Option 3 – Specific to Area F

An assent process could be undertaken within the Celistra fire suppression boundaries only. This would allow for provincial reimbursement for responses in Scotch Creek and Anglemont with an approved task number. There is some risk that CFD would respond to those areas without a task number and not be eligible for re-payment.

Option 4

Maintain the current service delivery model and lobby the province to make changes to allow local fire departments to bill the province at an adequate rate to sustain operations.

Financial

Staff are using a preliminary estimate for the cost of service delivery in each new service area at \$60,000 for the first year and \$30,000 per year thereafter.

Report Approval Details

Document Title:	2024_05_07_EAD_CPS_Road_Rescue_Feasibility_Study_Update.docx
Attachments:	- A-52 Volunteer Fire Department Involvement in Non-Fire Suppression Activities (1).pdf - CSRD Road Rescue Feasibility Study - TPA Final.pdf
Final Approval Date:	May 1, 2024

This report and all of its attachments were approved and signed as outlined below:



Jodi Pierce

No Signature - Task assigned to Jennifer Sham was completed by assistant Crystal Robichaud

Jennifer Sham

No Signature - Task assigned to John MacLean was completed by workflow administrator Crystal Robichaud

John MacLean

Columbia Shuswap Regional District Road Rescue Feasibility Study

Prepared for:
Derek Sutherland
Team Leader, Protective Services
Columbia Shuswap Regional District

Prepared by:
Tim Pley & Associates Ltd.

Submitted:
November 20, 2023

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1. Executive Summary

The Columbia Shuswap Regional District (the “CSRD”) provides a range of services across a wide geographic area. Road rescue is one service that, for policy reasons, it has elected not to provide. As such, this service is currently provided by a combination of municipal fire departments, road rescue societies and non-CSRD fire departments from neighbouring regional districts. Road rescue is generally provided by local government fire departments. Historically, the CSRD has been unwilling to take on the provision of road rescue services due to the possible impacts of the additional service on its departments and concerns over the Province’s inadequate cost recovery model for out of jurisdiction responses.

Since 2014, the CSRD has engaged a number of consultants to gain a better understanding of road rescue and the potential opportunities for the CSRD to support the service within the region. In early 2023, the CSRD engaged Tim Pley and Associates (“TPA” or the “Consultants”) to conduct a comprehensive feasibility study to determine the options for the provision of road rescue services by CSRD fire departments in the areas currently serviced by the Chase Volunteer Fire Department and the Vernon Fire Rescue Service.

TPA began the process by meeting virtually with CSRD staff followed by a comprehensive document review that included CSRD bylaws, policies and procedures, previous consultant reports and the Province’s road rescue policy. A site visit was conducted by the Consultants, who had separate meetings with representatives of the two road rescue societies, the Fire Chief (or senior officer) from the CSRD fire departments in Anglemont, Celista, Scotch Creek and Shuswap, and with the Fire Chief from the Chase Volunteer Fire Department (Thompson-Nicola Regional District). Virtual meetings were held with the fire chiefs of Falkland, Vernon (Regional District of North Okanagan) and the municipality of Salmon Arm.

The Consultants had virtual meetings with staff in the ministry of Emergency Management Climate Readiness (or “EMCR”) to assess the status of the current work underway to establish a provincial governance and funding structure for road rescue services. A benchmark survey was conducted with three other regional districts that currently have departments providing road rescue services. The resulting information provided administrative and operational information to help inform the review of options for the potential provision of road rescue by CSRD departments.

A draft report, including a proposed operating model, equipment requirements, start up and operating costs, was provided for review by CSRD staff whose feedback was incorporated into the final report. The report includes observations and recommendations that would provide for better service coverage that is delivered in a more timely and reliable manner. It provides the Board a full understanding of the issues and options should it decide to develop a road rescue capability amongst its fire departments.

The CSRD administers and operates 13 paid on call fire departments and has service extension agreements with municipalities and First Nations that collectively cover approximately 80% of the regional district population. There are municipal fire departments located in Golden, Revelstoke, Sicamous and Salmon Arm. In addition to fire protection, the Golden and

Revelstoke departments provide road rescue services that cover portions of Electoral Areas A and B outside of their respective municipal boundaries. The Eagle Valley Rescue Society and Salmon Arm Rescue Unit Society provide road rescue services in portions of Electoral Area E and within the municipalities of Sicamous and Salmon Arm respectively.

Road rescue for portions of Electoral Areas C, D, F and G are provided by fire departments from the Village of Chase and the City of Vernon. There are concerns over the ability of these departments to provide a timely response given the response distances involved, as well as with their availability given the need to maintain adequate coverage in their own jurisdictions. The CSRD is considering the feasibility and options for having CSRD fire departments undertake the provision of road rescue services for those areas currently covered by the Chase and Vernon fire departments. The areas currently covered by Revelstoke, Golden and the two societies were out of scope for this study.

Provincially, road rescue is an optional service that is primarily provided by fire departments and a limited number of societies. There is no requirement for the Province or any fire department to provide this service. Where a fire department has opted to provide road rescue services, the Province has a policy to provide for the reimbursement of some costs related to responses beyond the department's fire protection boundary. Societies are eligible for reimbursement for all responses where there is no local government service area boundary.

This provincial policy, discussed in greater detail in section 5 of this report, is considered by most local governments to be inadequate in terms of recovering the actual costs associated with the provision of road rescue services. The Province has undertaken a review of road rescue with the stated aim of establishing a comprehensive funding and governance framework. To date, however, that process has not yielded any significant change from the current practice. The CSRD has expressed concern over the cost to local taxpayers that would result from providing road rescue services given what is considered inadequate provincial funding in the current model.

The provincial review of road rescue services recommended the formation of an advisory committee to inform the development of a new governance and funding structure which has not yet materialised. The current reimbursement rates and practices remain unchanged, but the Province has created a full time position (Road Rescue Specialist) to manage the road rescue portfolio within the ministry of Emergency Management and Climate Readiness.

We have been advised that the Road Rescue Specialist has proposed several policy changes which await decision by the Province:

- splitting road and medical rescue into separate policies;
- discontinuing use of the rescue truck rate in the Interagency Agreement between the Fire Chiefs' Association of BC and the BC Wildfire Service and creating a new mechanism for setting the response rates for road rescue;
- compensating local governments for out of jurisdiction deployment of apparatus for fire suppression in specified circumstances under task number; and
- allowing for technical rescue deployments under task number.

Currently there is no identifiable timeline for any change to the reimbursement rate or policies by the Province.

If the CSRD decides to provide road rescue services in the areas serviced by the Chase Volunteer Fire Department and the Vernon Fire Rescue Service, the proposed operational model would see the establishment of three road rescue response areas:

1. The existing road rescue boundary in Electoral Area D would be served by the Falkland Volunteer Fire Department.
2. The areas in Electoral Areas C and G that are currently covered by the Chase Volunteer Fire Department, plus the unserved area around White Lake and Eagle Bay, would be covered by the Shuswap Volunteer Fire Department.
3. The north shore of Shuswap Lake would be served by a road rescue service jointly supported by the three area departments of Anglemont, Celistia and Scotch Creek. The host location would need to be determined after further consideration of the fire hall replacement plans for each of those departments. The boundary between the north shore response area and Shuswap response area is suggested as the intersection of Holding Road and Squilax-Anglemont Road.

The CSRD would need to consider the extent of the response area beyond of the core fire protection boundary of each department that is identified as a service provider with the intent of ensuring there are no coverage gaps as compared to the current service areas. The addition of road rescue responses by a selection of CSRD fire departments would not impact the provision of such services by the existing road rescue societies or CSRD municipal fire departments.

The departments identified as potential service providers would need to identify which firefighters would be willing to participate in road rescue responses and the training budget(s) would need to be expanded to cover the initial training of participating members. Each department would need to acquire the necessary rescue equipment at an estimated cost of \$25,000 - \$35,000 and create an operating budget line item to cover testing and maintenance of the related equipment. The CSRD would coordinate the initial training requirements with subsequent maintenance training conducted in-house.

The current call volume does not predict any significant increase to the call loads for the new service providers, however due to the trauma that can be associated with road rescue incidents there is potential for additional use of Critical Incident Stress resources through the established CSRD program. Some firefighters may opt not to be part of the response team due to this potential impact at a personal level.

The Consultants' met with both CSRD staff and the Fire Chiefs of the departments within the area of study. Those meetings indicated that there is support within the departments identified as potential service providers for providing this new service. Concerns were expressed regarding the current service response due to both the long response times involved due to distance (and dispatch protocols) and the lack of available crews by the responding departments at various times. CSRD staff, however, expressed continuing concerns about the

inadequacy of the Province's reimbursement policy and that there is no immediate solution to that issue.

With the lack of any definitive timetable by the Province to address a new framework and funding for road rescue, the most immediate consideration focuses on whether the CSRD Board considers the current response provided by Chase and Vernon meets its expectations in terms of coverage, consistency and timeliness.

While both the Chase and Vernon departments have indicated a willingness to continue to provide road rescue services, a change of policy by either department remains a possibility. If that were to occur, then the CSRD would face the choice of either having no road rescue services in the affected areas or implementing its own services as described in this report. Similarly, if the coverage gaps, response times or crew availability issues are considered problematic, then the Board may wish to develop a road rescue service capability within its fire services.

2. Summary of Recommendations

The following section extracts the recommendations contained within the report. The more expansive discussion in the report contains details regarding each of these recommendations. For convenience, the relevant headings are included as a guide to the section from which the particular recommendation is extracted.

2.1 Recommendations

6. Existing Service Providers

Recommendation #1	Schedule regular meetings with the EVRS to discuss mutual interests and concerns.
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Recommendation #2	Schedule regular meetings with the SARU to discuss mutual interests and concerns.
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7. Other Regional Districts

Recommendation #3	To review call handling protocols with BCAS and RCMP to create a consistent process for CSRD road rescue service providers through their dispatch providers to ensure capture of adequate call data.
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Recommendation #4	Identify and implement the minimum training requirements for extrication and authorized support activities.
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Recommendation #5	Identify solutions to address communication 'dead zones' where radio or cell coverage is inadequate.
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8. Options for CSRD Service Provision

Recommendation #6	<p>If the CSRD decides in favour of providing road rescue services:</p> <ul style="list-style-type: none"> • the service establishment bylaw of each Department providing road rescue services will need to be updated to authorize such service; • the Operation Criteria bylaw will need address this service provision, set relevant service boundaries, and authorize the extra-jurisdictional responses under an EMCR task number; and • the CSRD operational guidelines will require updating to address service provision, training and proficiency requirements, equipment requirements, and processes (e.g., for obtaining the EMCR task number for out-of-jurisdiction responses).
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Recommendation #7	CSRD Policies A-52 (1996) and A-53 (1996), will need to be modified to permit the provision of road rescue services by the Departments which are selected to provide such services.
Recommendation #8	The Falkland Fire Department become a service provider to replace the VFRS, with a maximum response area that matches the current coverage provided by VFRS.
Recommendation #9	The response boundary to meet with the Shuswap Fire Department and Salmon Arm Rescue Unit response boundaries.
Recommendation #10	The three departments establish a joint road rescue team based at a location to be identified by the CSRD as the service provider for the Shuswap Lake north shore communities in place of the current Chase Fire Department response.
Recommendation #11	Consider defining the southern response boundary as the intersection of Holding Road and Squilax-Anglemont Road to match the proposed Shuswap Fire Department boundary recommendation.
Recommendation #12	The Shuswap Fire Department become a service provider replacing the Chase Fire Department and be based at Hall 2 with a maximum response area defined to ensure no gaps between road rescue provider boundaries.
Recommendation #13	The response boundary to include Electoral Area G, plus Eagle Bay and White Lake.
Recommendation #14	The northern response boundary to meet the proposed North Shore road rescue area boundary and the southern boundary to match the Falkland Fire Department and Salmon Arm Rescue Unit response boundaries.
Recommendation #15	The acquisition of battery powered rescue equipment rather than hydraulic tools with power units.
Recommendation #16	Consider the use of a combi-rescue tool rather than separate spreader and cutter tools.
Recommendation #17	The initial tools and equipment be acquired in alignment with the information provided in Appendix 3.
Recommendation #18	The provision of training meets the EMCR Policy 2.07 requirements for eligibility as an approved service provider.

Recommendation #19	The use of NFPA training standards as guidance without adoption of those standards.
Recommendation #20	That training includes the NFPA requirements for initial, subsequent and advanced training listed in Appendix 2.
Recommendation #21	Develop individual job performance requirements (“JPR”) for road rescue duties or functions.
Recommendation #22	Development of a standardized budget for road rescue services that includes provisions for equipment maintenance and replacement and training requirements.
9. Occupational Health and Safety Issues	
Recommendation #23	Departments identified as possible service providers canvas the membership to confirm there are a sufficient number of firefighters willing to participate in road rescue responses.
Recommendation #24	Develop a CSRD policy and related Operational Guideline that outlines the ability for individual officers/firefighters to opt out of participating in road rescue responses.

3. Scope of Work

The project scope of work included a review of the current CSRD practices with regard to the provision of road rescue services as well as a review of related CSRD bylaws, policies and procedures. Previous staff and external reports were to be reviewed, as well as any legal advice previously provided to the CSRD. The nature of the current provision of road rescue services within the CSRD was to be documented, however, an examination of road rescue services provided in Electoral Areas A and B were out of scope for this study.

A review of standard and best practices in other regional district jurisdictions was to be summarized through the use of a benchmark survey.

The current provincial road rescue policy and reimbursement framework was to be reviewed to identify the current availability of funding, required processes and limitations. The Consultants were to review the existing provincial system and investigate whether there are any changes to the current provincial road rescue governance and funding models being considered that may ameliorate CSRD concerns related to funding.

Consideration to be given to the level of awareness of the CSRD's Critical Incident Stress Management (CISM) program and Employee Assistance Program (EAP) for fire department members and the potential impacts of road rescue services on the current CISM and EAP programs, as well as on WorkSafe BC claims.

Consideration to be given to whether all CSRD fire departments should provide road rescue services in the identified "gap" areas, or if a centralized service model would be more appropriate (and how such a model would operate).

Recommendations to be developed that identify which fire departments could be service providers, and potential associated response boundaries. The feasibility study will investigate whether road rescue service area boundaries should differ from fire protection service boundaries and make related recommendations.

An estimation to be provided of the expected start up costs and annual operating costs for any such service.

Consideration of administrative and operational options, through which the CSRD could, if desired, implement a road rescue service program.

4. Project Methodology

The study was undertaken using a phased approach, which is described below.

4.1 Phase 1 – Project Kick-Off and Background Review

1. A kick-off meeting reviewed the project scope, refined the list of issues being reviewed and analysed, and confirmed responsibilities for different aspects of the Project.
2. A schedule for on-site meetings with relevant stakeholders was determined.
3. The Consultants reviewed background documents and materials that were provided by the CSRD. The materials reviewed included the following:
 - 3.1. Previous staff reports, planning documents, and legal opinions related to road rescue services;
 - 3.2. Relevant reports and reviews relating to road rescue (or related) services, completed for the CSRD by third parties;
 - 3.3. Mutual aid and automatic aid agreements, including those relating to emergency program activities;
 - 3.4. Service agreements that include road rescue or other emergency services;
 - 3.5. Details as to the current providers of road rescue services within the CSRD, including municipal service providers and independent society-operated services;
 - 3.6. Relevant provincial government documents, including current funding program, third party reports in the possession of the CSRD;
 - 3.7. Dispatch data for the past ten years for road rescue responses in the CSRD; and
 - 3.8. List of principal apparatus and any equipment suitable for use in auto extrication held by CSRD fire departments (the “Departments”) which also identifies the year purchased, and the planned replacement date.
4. The CSRD provided direction as to which other regional districts were to be surveyed as part of a cross-jurisdictional scan of common and best practices.

4.2 Phase 2 – Consultations and Benchmark Survey

5. On-site meetings were conducted in CSRD electoral areas on August 2 – 3, 2023. The Consultants met with fire chiefs from several departments located in the study ‘gap areas’ and with leaders from the two societies currently providing road rescue services within the CSRD.

6. A benchmark survey of the selected comparator regional districts was distributed.

4.3 Phase 3 – Development of Options and Draft Report

7. From the background work and consultations, a draft report was developed that included a series of options and recommendations for review with the CSRD.
8. Further research/review and meetings were completed to address remaining issues or concerns.
9. A detailed draft report was crafted to cover the full range of matters set out in the scope of work as refined in Phase 1.
10. A draft report was provided to the CSRD for review and to provide feedback.

4.4 Phase 4 – Development and Presentation of the Final Report

11. Feedback from the CSRD reviewed with further research and review as required.
12. The report was finalized, taking into consideration input received, and submitted to the CSRD.

5. Current State

At the provincial level, the management of road rescue service providers and related issues is the responsibility of the Ministry of Emergency Management and Climate Readiness. The Province, however, does not take responsibility for service delivery, providing instead a process for cost-recovery for service providers in certain circumstances.

5.1 Provincial Policy Framework

The organization previously known as Emergency Management BC (“EMBC”) that resided within the Ministry of Public Safety was recently elevated to form the new Ministry of Emergency Management and Climate Readiness (“EMCR”), with responsibilities that include the road rescue portfolio. The Office of the Fire Commissioner (“OFC”), which previously supported EMBC staff in the management of road rescue policy, did not transition to the new Ministry at the time it was created, has remained within the Ministry of Public Safety, and no longer has any responsibility for road rescue policy. EMCR manages the provision of road rescue services under its Road and Medical Rescue Policy (Appendix 4), which sets out provisions for reimbursements for service providers and other logistical matters.¹

Road rescue services are sometimes likened to ground search and rescue services. In 2019, work began to establish a provincial framework for governance and funding of ground search and rescue services in the province. That program came into full effect in 2022 and appears to have been well received by service providers. The Province also appears satisfied with the program, given that it enables the Province to allocate funding appropriately through the new framework.² In 2018, the Province began exploring the possibility of establishing a similar provincial governance framework for road rescue. This work continued in 2021 with a report completed for the Fire Chiefs Association of BC that examined the provincial context and set out several options for a possible road rescue governance framework.³ In 2022, the Province followed up on the Wall Report by engaging MORR Transportation Consulting Ltd. to conduct a jurisdictional scan across Canada, the United States and internationally in support of the development of a funding and governance model for road rescue in British Columbia.⁴

¹ EMCR, Emergency Management Policies – Road and Medical Rescue Policy (2.07): <https://www2.gov.bc.ca/gov/content/safety/emergency-management/emergency-management/policies>

² Provincial funding provided for the 80 recognized Ground Search and Rescue groups in recent years amounted to the following: 2016 - \$10 million one-time funds; 2017 - \$5 million one-time funds; 2019 - \$18.6 million funding for three years to 2022.

³ Dale Wall, *Review of Current Governance and Funding Model for Out-of-jurisdiction Road Rescue in B.C.* (April, 2021) (the “Wall Report”): https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/reports/fcabc_road_rescue_april_12_2021.pdf

⁴ MORR Transportation Consulting Ltd., *Road Rescue Jurisdictional Scan – Final Report* (November 2022) (the “MORR Report”): https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/reports/road_rescue_jurisdiction_scan_2022.pdf

After consideration of these reports, EMCR created a temporary full-time position (Road Rescue Specialist) to manage the road rescue file within the ministry. It is anticipated that the position will be made permanent in the coming months.

5.2 Anticipated Changes

The Road Rescue Specialist (the “Specialist”) has recently recommended to EMCR a number of changes to the existing system related to the reimbursement and response policies.⁵ Those recommendations are under consideration by EMCR at this time. The current reimbursement rates for road rescue services were previously established by reference to the all-found Rescue Truck rate cited in the Inter-Agency Agreement (settled between the BC Wildfire Service and Fire Chiefs’ Association of BC in relation to rates paid to structure fire departments for out-of-jurisdiction wildfire and interface fire responses).⁶ Given the lack of EMCR involvement in setting these rates, the Specialist has proposed discontinuing use of the Inter-Agency Agreement and establishing a new policy for setting and updating the reimbursement rates for out-of-jurisdiction road rescue responses. It is anticipated that the reimbursement rate will remain unchanged during any policy transition period.

Several other changes have been proposed by the Specialist and are under review related to the existing response policy, including:

1. The new policy would remove references to medical rescue, which would be moved under other policies within EMCR, and policy wording would be amended to update the approved response types.⁷
2. A policy revision has been proposed to cover the possible use of local government fire departments (operating under a provincial funding task number) for out-of-jurisdiction responses to technical rescue incidents (e.g., confined space responses).
3. EMCR is exploring the possibility of including an option for authorizing responses by local government fire departments to incidents not requiring extrication (operating under a provincial task number), to provide fire suppression in certain circumstances such as fires causing significant impact on major highways or infrastructure (e.g., bridges).

The establishment of a comprehensive governance funding framework remains unresolved at this time. However, there are indications that the Province may move towards the creation of an advisory body to guide the development and subsequent management of such a framework.

⁵ The information regarding anticipated changes was relayed verbally during discussions between the Consultants and the Specialist.

⁶ Fire Chiefs’ Association of BC and BC Wildfire Service, “Memorandum of Agreement for Inter-Agency Operational Procedures and Reimbursement Rates,” (2023 – most recent edition). The Inter-Agency Agreement is updated annually.

⁷ The term road rescue (Policy 2.07.02) “is also interpreted to include the use of auto extrication tools and techniques for the release of subjects trapped by other means, such as farm or industrial accidents, train wrecks, or aircraft crashes.” Motor vehicle accidents involving embankment or water rescue can also be approved.

Until the framework is established, and funding allocated, it is anticipated that the current all-found rate policy approach will continue. In the interim, local governments providing road rescue services will have to rely on the current EMCR reimbursement rates, the UBCM Community Emergency Preparedness Fund (“CEPF”) and local taxation to fund the provision of road rescue services.⁸

The UBCM CEPF provides that:⁹

The intent of this funding stream is to build the resiliency of volunteer and composite fire departments in preparing for and responding to emergencies through the purchase of new or replacement equipment and to facilitate the delivery of training. Ongoing operational costs and the purchase of major fire apparatus are not eligible.

The maximum annual grant available is \$30,000 per fire department.

5.3 Current CSRD Approach

As noted in the regulatory section below, by CSRD Board policy, none of the CSRD’s Departments provide road rescue services. Road rescue services are not specifically authorized under the Departments’ establishment or operational powers bylaws. Two municipal fire departments, Golden and Revelstoke, provide road rescue service within their municipal boundaries and also respond out of jurisdiction into CSRD Electoral Areas A and B respectively when authorized to do so by EMCR under a provincial tasking number. Road rescue service is also provided within portions of the unincorporated areas of the CSRD by the Eagle Valley Rescue Society based in Sicamous, and the Salmon Arm Rescue Unit Society located in Salmon Arm. Both of these societies rely on EMCR task numbers to authorize and fund their responses.

Two large geographical areas within the CSRD receive road rescue service from fire departments based in the adjacent Thompson Nicola Regional District and North Okanagan Regional District. The Chase Fire Rescue Department provides road rescue service in Electoral Area F on the northwest side of the Shuswap Lake, part of Electoral Area G (see Figure 1) and in a small area west of Salmon Arm as shown in Figure 5. Similarly, the Vernon Fire Department provides road rescue service in the Falkland area within Electoral Area D. Both fire departments respond under the authorization of EMCR task numbers when conducting these out-of-jurisdiction responses.

⁸ It should be noted that, where the service is provided by the local government, it is not eligible for Community Gaming Grants funding.

⁹ UBCM, “Volunteer and Composite Fire Departments Equipment and Training” at: <https://www.ubcm.ca/cepf/volunteer-and-composite-fire-departments-equipment-and-training>.



Figure 1: Electoral Area G boundary map

In recent years, both Chase and Vernon have experienced challenges in being able to provide timely or sufficient responses to incidents within the CSRD.¹⁰ These challenges have arisen from a combination of available staffing and the travel distances involved, particularly with respect to the need for those departments to ensure their ability to maintain regular response capabilities for emergency incidents in their own jurisdictions.¹¹

Since road rescue services are not an approved service for CSRD Departments, no operational or capital funding has been provided for the training, equipment and apparatus that would be necessary if those Departments were to begin providing road rescue services. Any auto extrication training that is currently conducted within individual departments is at a basic (awareness) level that would enable skills that could be suitable for basic responses to motor vehicle incidents. The inclusion of road rescue as a new service would require increased core funding for the Departments which would provide the service. Where a Department provides

¹⁰ Based on interviews with fire chiefs from the CSRD and Chase.

¹¹ Based on information shared by the respective departments.

road rescue service outside of its fire protection area, it would be eligible for (the limited) reimbursement funding under an EMCR task number for responses outside its core fire protection service area.¹²

5.4 Fire Service Areas

As discussed further below, three Departments – Anglemont, Shuswap and Falkland – were considered as possible candidates to provide road rescue services, if approved by the CSRD. The following maps show those Department’s service areas in context, including fire hall locations (pre-fire in Scotch Creek area).

North Shore

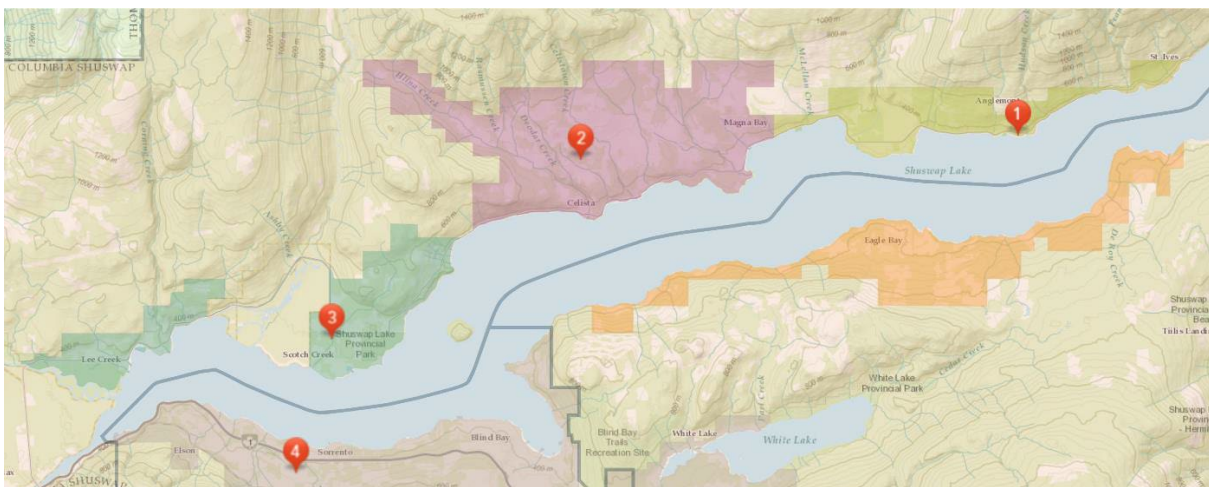


Figure 2: Fire Department Service Areas. Halls: 1=Anglemont, 2=Celista, 3=Scotch Creek.

¹² Core service area is normally the same as the fire service boundary. Areas beyond this boundary are considered “out-of-jurisdiction” and eligible for EMCR reimbursement funding.

Sorrento/Blind Bay

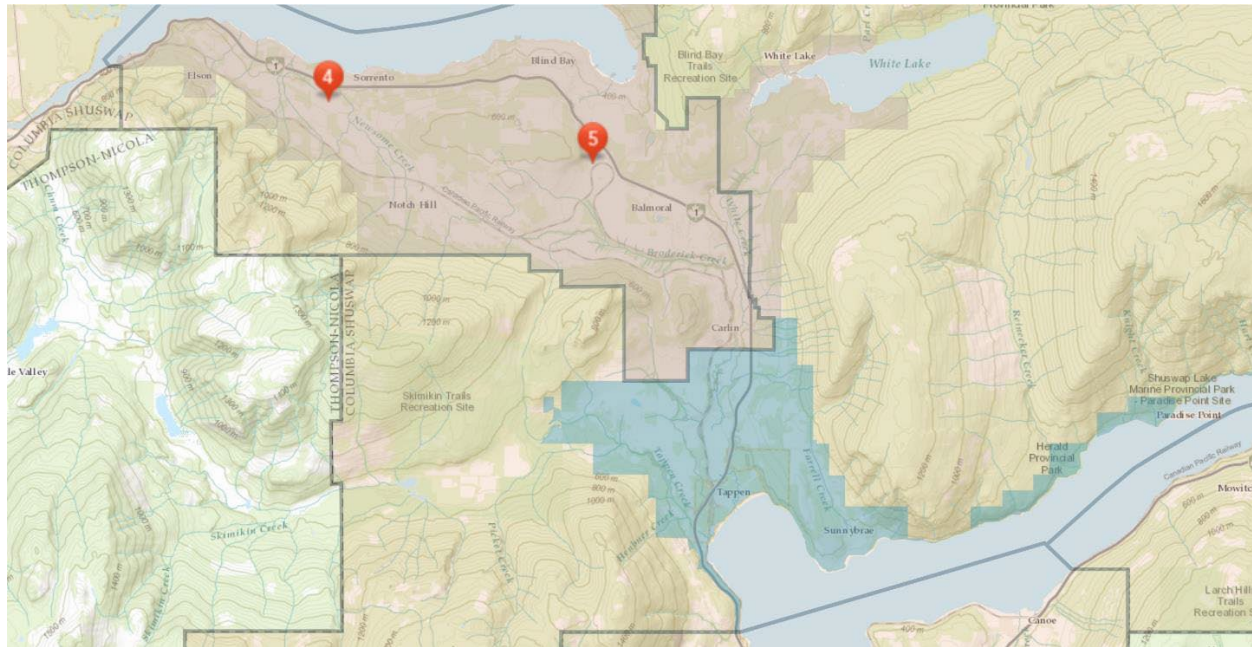


Figure 3: Fire Department Service Area: 4=Shuswap Hall 1, 5=Shuswap Hall 2.

Falkland

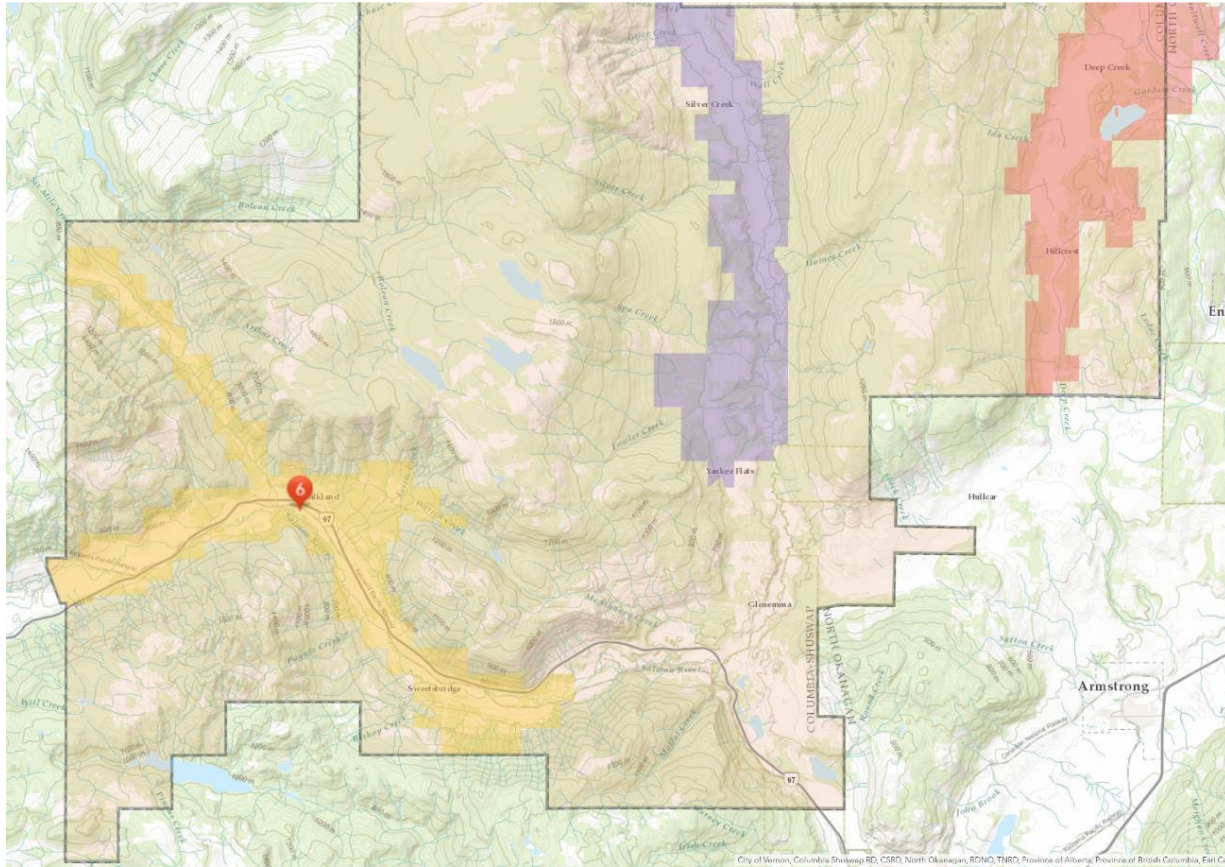


Figure 4: Falkland Fire Service Area (yellow): 6 = fire hall. Large area in border is existing VFRS road rescue boundary.

5.5 Previous Study

In 2017, the CSRD commissioned a third party report that concluded that there was interest and support within CSRD fire departments to engage in the delivery of road rescue services.¹³ The 2017 Report concluded that the criteria for any decision by the CSRD to add this service should be the same as for all other services and take into account: firefighter availability to respond; financial impacts; additional training requirements; and other operational requirements.

The 2017 Report recommended that the CSRD explore the opportunity to develop road rescue teams in the Falkland service area and create a combined delivery model in the north Shuswap area utilizing the Scotch Creek, Celista and Anglemont Departments.¹⁴ The study did not consider inclusion of the Shuswap Department as a possible service provider, even though it is the CSRD's largest Department and its service area is bisected by Highway 1.

¹³ Firewise Consulting, *CSRD Road Rescue Feasibility Study*(December 2017) (the "Firewise Report").

¹⁴ It should be noted that the current 2023 wildfires in the CSRD have impacted some fire departments – Scotch Creek in particular – and adversely affected their capabilities in the near term.

It was also recommended in the 2017 Report that any decision should be based on addressing gaps in service and take into account whether current service is being delivered in a timely manner given the urgent nature that underlies all extrication responses. The 2017 Report included a caveat that any move to establish CSRD-provided road rescue services should not be at the expense of viable and well-established agencies that are currently providing road rescue services.

6. Existing Service Providers

The existing road rescue response boundaries are shown in Figure 5, along with the entity responsible for road rescue.

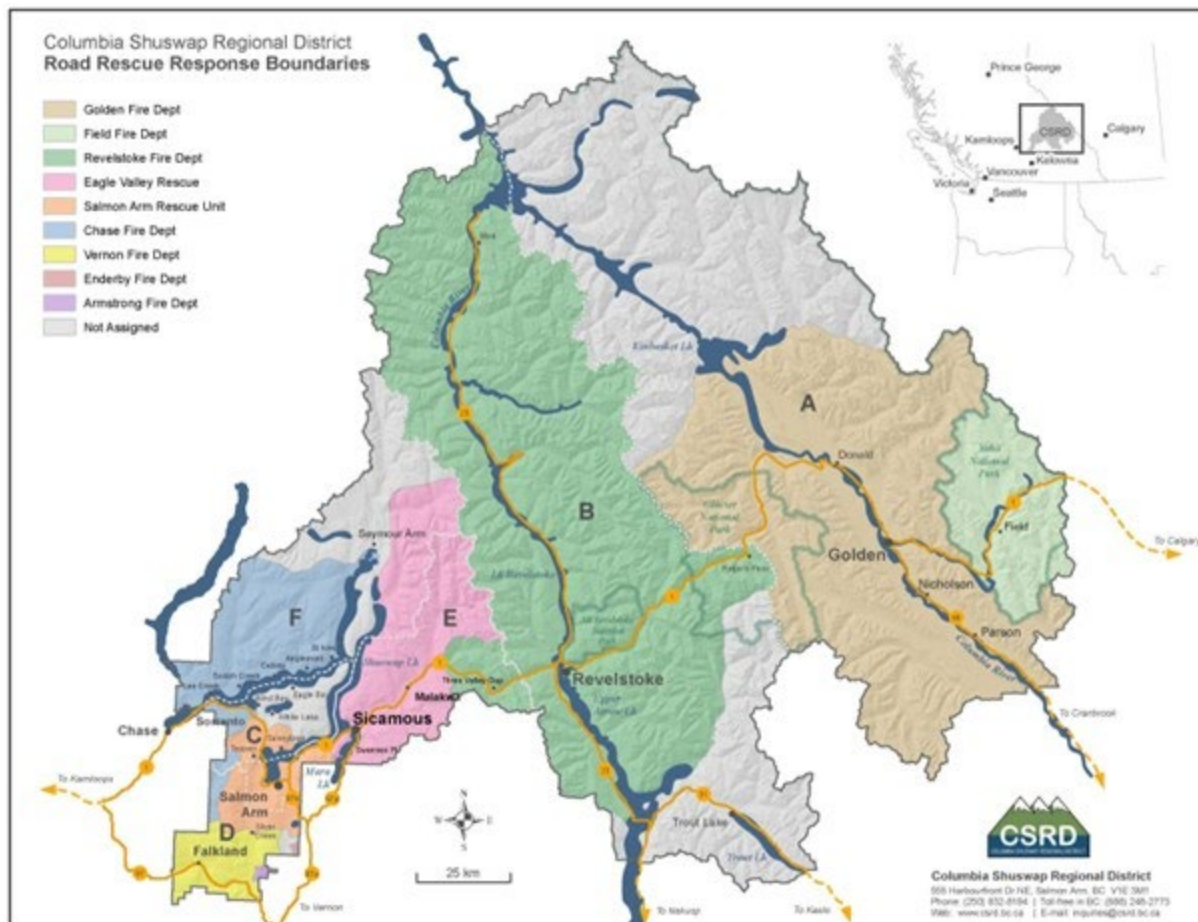


Figure 5: Road Rescue Response Boundaries¹⁵

Only a portion of the CSRD's unincorporated areas were considered in-scope for this review.

In scope	Out of scope for this review	For discussion
<ul style="list-style-type: none"> Electoral Area C: Sorrento, Tappen Electoral Area D: Falkland Electoral Area F: Scotch Creek, Celista, Anglemont Electoral Area "G" plus Eagle Bay, White Lake 	<ul style="list-style-type: none"> Electoral Area A: Golden Electoral Area B: Revelstoke 	<ul style="list-style-type: none"> Eagle Valley Rescue Society Salmon Arm Rescue Society Chase Fire Department Vernon Fire Department

¹⁵ Note: The response boundary map provided does not show Electoral Area G boundary (refer to Figure 1, above).

The following sections review the current providers of road rescue services within the CSRD and within scope for this project:

- Eagle Valley Rescue;
- Salmon Arm Rescue Unit;
- Chase; and
- Vernon.

6.1 Eagle Valley Rescue Society

The Eagle Valley Rescue Society (the “EVRS”) is one of two societies within the CSRD registered with the province to provide road rescue service.

The EVRS is governed by a volunteer board. Day-to-day operations are managed by a Chief and Deputy Chief. Like many volunteer organizations across the province, the EVRS finds it challenging to recruit, train and retain sufficient members. Despite such challenges, the EVRS has managed to maintain a roster of seven to nine active volunteer members. EVRS members receive no compensation for their services. The EVRS has an annual operating budget of approximately \$30,000, which is funded through a combination of EMBC reimbursements under provincial task number, fundraising efforts and grants (including Gaming Grants and some grant funding from the CSRD).

The EVRS shares facility space with the Sicamous Fire Department, which is provided by the Department at no cost to EVRS. The EVRS and Sicamous Fire Department are doing their best to make this co-habitation arrangement work, however, limitations with the current facility make this situation less than ideal for both parties.¹⁶

Response times have been and continue to be a concern for the EVRS due to the large territory to be covered and topography within its service area.

The EVRS is sufficiently equipped, trained and staffed to manage most passenger vehicle incidents. However, the Society also responds to highway accidents and to incidents requiring rescue from heavy commercial vehicles. Staff indicated that they need to consider adding a “heavy rescue” unit to their fleet as the current vehicle lacks the capacity for any additional equipment, such as air bags, cribbing, and stabilizing struts. The EVRS rescue vehicle is a 2005 Ford F-550 that has been modified for use as a rescue vehicle.

¹⁶ During the on-site visits, it was indicated that plans are in the works to build a new fire hall – the construction date has not yet been set.



Figure 6: EVRS Rescue 1 – 2005 F550

As is the case with many volunteer organizations, maintaining training levels is a challenge for EVRS. EVRS members train once each week and add special training days for new recruits and/or larger training events.

At various times the EVRS has faced challenges in the provision of road rescue services and has recently engaged in discussions with the Sicamous Fire Department about a contingency plan in the event the Society chooses to discontinue service at a point in the future.

The EVRS appears to provide an efficient and cost-effective service.¹⁷

6.2 Salmon Arm Rescue Unit Society

The Salmon Arm Rescue Unit (“SARU”) is one of two CSRD-based societies registered with the province to provide road rescue service within the CSRD.

The not-for-profit society has been in existence since 1977. Day-to-day operations as well as society obligations are managed by the President, Vice-President, and Secretary/Treasurer. Like many volunteer organizations across the province, recruitment and retention of members is a continuing struggle. SARU tries to maintain a roster of 13 to 15 active volunteers. Members receive no compensation for their services. Fundraising covers 80% of the budget, with the remaining 20% being received through reimbursement from EMCR for emergency responses. Grants which are potentially available to SARU are not often pursued due to the associated administrative requirements and lack of personnel. The annual operating budget for SARU is approximately \$30,000.

¹⁷ During the on-site visit, the EVRS indicated that, some four years ago, it was at risk of folding. With renewed interest and support from the community, however, it has managed to remain active. The present EVRS Board and the Sicamous Fire Department, however, have discussed the possibility of integrating the two organizations if the EVRS finds itself unable to provide and maintain an acceptable level of service.

SARU is unique in that it owns the property and building that houses the rescue service. The building appears to be in good condition and there is space for additional apparatus and equipment.



Figure 7: SARU Station – built in 1986.

Response times have been and continue to be a challenge for SARU due to the size and topography of its service area.

SARU is sufficiently equipped and staffed to manage both passenger vehicle rescue incidents and heavy rescue incidents. Staff have indicated that they will be replacing SARU's current front-line truck in 2029 with a heavy rescue. The current rescue truck would then be kept as a back-up unit. They also intend to upgrade their jaws-of-life equipment, replacing current hydraulic tools with battery powered ones.

Historically, the Salmon Arm Fire Department has not engaged in road rescue but has supported the SARU at emergency incidents. The Salmon Arm Fire Department has a limited amount of equipment suitable for vehicle extrication but has an interest in developing its capabilities in the future.

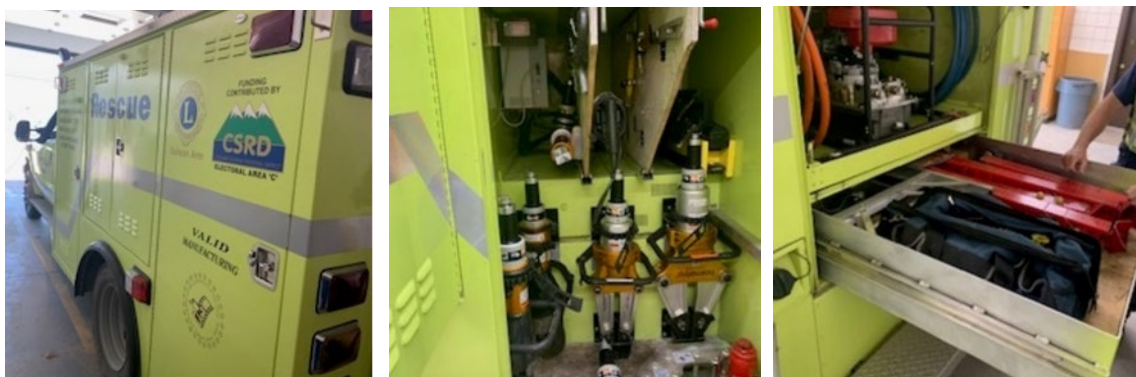


Figure 8: SARU's 2000 - F550 Crew cab

SARU appears to provide an efficient and cost-effective service.

6.3 Chase Fire Rescue Department

The Chase Fire Rescue Department (the "CFRD") serves a population of 2,399 (2021) within the Village of Chase (the "Village") in the Thompson-Nicola Regional District.

The CFRD provides road rescue service to the CSRD areas shown in blue in Figure 5 above, which includes parts of Electoral Area F and along the Trans Canada Highway (Highway 1) to Balmoral Road, plus Sorrento, and south to the border with Falkland, and to the border of the SARU response boundary in Electoral Area C. Notification to respond is initiated by BCEHS Dispatch.¹⁸ For liability coverage and reimbursement, a provincial task number is required before the CFRD will respond to an out-of-jurisdiction incident. The CFRD response may be delayed or not provided due to insufficient turnout or if there is a concurrent incident within its municipal boundaries.

The CFRD is appropriately equipped to provide road rescue services, however, recruiting and retention of sufficient trained manpower has been and continues to be a concern for the department.

The CFRD annual road rescue budget is approximately \$70,000 and it recoups approximately 40% of its annual road rescue costs from EMCR through the reimbursement under EMCR task numbers. The Village funds the remaining share of the CFRD's road rescue program, in part because the provincial task reimbursement program does not adequately cover additional resources (support vehicles and personnel) and/or capital expenditures.

With turnout and travel times being what they are for both the CFRD and for BCEHS, the CFRD identified concerns regarding the BCEHS policy/protocol of not summoning road rescue resources until verified by on-scene ambulance personnel of an entrapment. These delays are

¹⁸ Both BCEHS and the RCMP are authorized to request road rescue services. Requests from other sources are routed through BCEHS dispatch for approval.

seen as potentially negatively impacting patient care and adding additional stress to responding/on-scene emergency personnel.¹⁹

Although its response can be materially delayed and is not always assured, the CFRD indicated that they would continue to provide road rescue services into the CSRD for the foreseeable future if no alternative service provider is available.

6.4 Vernon Fire Rescue Services

Vernon Fire Rescue Services (“VFRS”) serves a population of 44,519 (2021) within the City of Vernon (the “City”) in the North Okanagan Regional District.

The VFRS is sufficiently equipped and trained to provide a road rescue response for the City as well as for out-of-jurisdiction incidents.

The VFRS currently provides road rescue service to the CSRD along Hwy 97 to Monte Lake (Electoral Area D). Notification to respond is primarily through BCEHS Dispatch. For liability and reimbursement, a Provincial task number is required before the VFRS will respond to an out-of-jurisdiction incident. Incidents within the City take priority. As such, an out-of-jurisdiction response may be materially delayed or not provided depending on the availability of staff and apparatus.

Similar to the concerns expressed by the CFRD, the VFRS noted issues with respect to funding shortfalls for service provision and with the BCEHS/EMCR dispatch policies for responding to an out-of-jurisdiction motor vehicle incident.

With respect to funding, the reimbursement funds received from EMCR are insufficient to cover the total cost for the Vernon Fire Rescue Services out-of-jurisdiction road rescue program. What is not covered within the EMCR program is funded by the City (i.e. full cost for staff remuneration, capital equipment costs, as well as the provision of services such as fire suppression and on-scene traffic/flagging activities - which are subject to limitations for reimbursement). To address the out-of-jurisdiction response funding shortfall the VFRS has suggested that a “Contract for Service” model may have to be considered in the future, with the CSRD contracting for service provision.

The VFRS also identified concerns regarding the BCEHS policy/protocol of not calling for road rescue support until an entrapment is confirmed by on-scene ambulance personnel. With turnout and travel times being what they are for both the VFRS and for BCEHS these delays are potentially negatively impacting patient care and add additional stress to responding/on-scene emergency personnel.

¹⁹ A concern about when a response is initiated by BCEHS was expressed in most of the interviews with service providers and by the fire chiefs in areas receiving the service.

Although the VFRS's response can be materially delayed and is not always assured, the VFRS indicated that it would continue to provide road rescue services into CSRD for the foreseeable future.

6.5 Recommendations

Recommendation #1	Schedule regular meetings with the EVRS to discuss mutual interests and concerns.
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Recommendation #2	Schedule regular meetings with the SARU to discuss mutual interests and concerns.
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7. Other Regional Districts

7.1 Benchmark Survey

Four regional districts were identified by the CSRD as comparators from which the road rescue practices should be considered in a benchmark survey;

- Cariboo Regional District (the "CRD"),
- Thompson Nicola Regional District (the "TNRD"),
- Regional District of Kootenay Boundary (the "RDKB") and
- Regional District of East Kootenay ("RDEK").

Discussion with staff at the CRD determined that only one CRD fire department is currently providing road rescue services and the CRD does not exercise any management or control of that service. CRD involvement in that road rescue service is limited to providing an annual grant in support of the department's provision of the service. As a result, the CRD did not participate further in the survey.

The benchmark survey was completed by the remaining three comparator regional districts. The consolidated responses from those three regional districts are provided in a spreadsheet format as an appendix to this report.²⁰

7.2 Summary

The type, severity and quantity of calls for road rescue is often impacted by the size of the response area and presence of highways. Highways routinely see higher traffic volumes with more commercial and large vehicle traffic, and higher traffic speeds on highways can lead to more challenging rescue situations. The participating regional districts were asked to provide road rescue statistics for the past three years (2020 – 2022).

7.2.1 TNRD

Of the nine regional district fire departments in the TNRD, only two (Vavenby and Blackpool) currently provide road rescue services. These departments began providing road rescue services in 2023 and for that reason no annual calls for service data is available.

Table 1: TNRD road rescue departments

Vavenby Fire Department	Not available
Blackpool Fire Department	Not available

²⁰ Reference the appendix where survey data is displayed in spreadsheet format

Historically road rescue response coverage was done by a society. The society had approached the TNRD, asking that the TNRD take over delivery of road rescue services. After examination of the proposed coverage boundaries, the TNRD opted to divide the Society's existing road rescue response area into two separate response areas, one covered by the Vavenby Volunteer Fire Department and the other by the Blackpool Volunteer Fire Department. The out of jurisdiction area for each fire department was defined with the fire service area being considered as its in-jurisdiction area. Many of the firefighters from these fire departments were also members of the society that had been providing road rescue service, making the transition of the service to regional district fire departments operationally seamless.

As part of the changeover, the TNRD received from the Society two response vehicles, various equipment plus one set of hydraulic and one set of battery powered extrication tools. The Society also transferred a sizeable amount of funds that it had earmarked for capital replacements. This enabled the TNRD to update the older of the two vehicles and some equipment at no net cost to the regional district. Each department incorporates a small amount for operating costs in their budget and with the majority of road rescue calls occurring out of jurisdiction the EMCR reimbursement is anticipated to cover those operating costs and there are plans to start a regional district capital replacement fund for future costs.

7.2.2 KBRD

Two municipal fire departments currently provide road rescue services within the boundaries of the KBRD. Three regional fire district departments also provide road rescue services, the most active of those being Kootenay Boundary Regional Fire Rescue. The average road rescue calls for service per year for each of those three KBRD departments is shown in Table 2.

Table 2: Annual number of road rescue calls for service by KBRD departments (averaged over 3-year period)

Kootenay Boundary Regional Fire Rescue	145
Christina Lake Fire Rescue	26
Big White Fire Department	37

7.2.3 RDEK

Two municipal fire departments and one independent society currently provide road rescue services within the boundaries of the RDEK. Seven regional district fire departments also provide road rescue services. The RDEK did not provide road rescue calls for service data for Elko and Baynes Lake, however the average calls per year for the remaining RDEK fire departments currently providing road rescue services are summarized in Table 3.

For the purposes of this report RDEK fire departments currently providing road rescue services are shown in two subregions, Elk Valley and Columbia Valley.

Table 3: Annual number of calls by RDEK departments (averaged over 3-year period)

Regional District East Kootenay - Columbia Valley	
Edgewater Fire Department	5
Fairmont Fire Department	6
Panorama Fire Department	2
Windermere Fire Department	14
Regional District East Kootenay - Elk Valley	
Jaffray Fire Department	12
Elko	u/k
Baynes Lake	u/k

7.3 Benchmark Survey Findings

All of the surveyed regional district fire departments operate with First Responder level 3 training, however medical training is not a requirement to function as a road rescue service provider.

The three regional districts indicated that most road rescue calls for service originate with a request by the BC Ambulance Service (“BCAS”) that a road rescue response be provided.²¹ These requests from BCAS are then channeled through the fire departments’ dispatch provider. This differs from the common practice in the CSRD where road rescue calls for service are mostly sent by BCAS directly to the appropriate road rescue service provider, with only some calls for service being routed through the fire dispatch centre. As a result, dispatch call handling for road rescue services in the CSRD was reported to lack consistency and incident locations were often generalized, without the provision of coordinates suitable for mapping purposes. After review it was determined that the quality/accuracy of the call data for the CSRD area could not be accurately depicted to accurately assess the existing calls. The Chase fire chief did indicate that road rescue calls for service have declined over the past 10 years and that current calls number approximately 24 per year for their response area. Vernon indicated calls for road rescue in the CSRD number less than 10 per year.

The rationale behind the current information flow will need to be examined further. The CSRD area within the scope of this study receives road rescue services from fire departments located in two other regional districts and from two societies that do not utilize a fire dispatch centre.

The survey determined that each regional district determines the boundaries of their road rescue response areas based upon local factors, and the extent of response was very

²¹ In some cases calls come from the RCMP directly as both police and ambulance are authorized by EMCR to request road rescue responses.

department and situation specific. The common practice of the surveyed districts was to direct any 'out of jurisdiction response' funds received from EMCR back to the department that provided the response.

In terms of specialized equipment and training, only the RDEK provides heavy rescue²².

The number of trained Road Rescue responders by regional district and department is shown in Table 4.

Table 4: Road rescue responders by department.

Kootenay Boundary Regional District	
Kootenay Boundary Regional Fire Rescue	55
Christina Lake Fire Rescue	30
Big White Fire Department	35
Regional District East Kootenay - Columbia Valley	
Edgewater Fire Department	7
Fairmont Fire Department	11
Panorama Fire Department	7
Windermere Fire Department	10
Regional District East Kootenay - Elk Valley	
Jaffray Fire Department	10
Elko Fire Department	6
Baynes Lake Fire Department	4
Thompson-Nicola Regional District	
Vavenby Fire Department	15
Blackpool Fire Department	20

The survey response indicated that all of the above departments manage critical incident stress through an established WorkSafeBC program. Only one regional district (RDEK – Columbia

²² Heavy rescue in this context refers to having the equipment and training suitable for extrications from large commercial or industrial vehicles/machinery (example: tractor trailers).

Valley) indicated a concern with respect to a possible negative impact on CISM and/or WorkSafe claims.

From a training perspective, all of the surveyed departments provide responders with Incident Command System (“ICS”) and traffic flagger training, and each department maintains individual training records for its firefighters.

In response to the question on the impact of providing road rescue services on department recruitment, two regional districts indicated that they had experienced no impact, and one regional district reported a perceived positive impact.

When asked to identify the principal challenges faced by departments in providing road rescue as a service, the responses included reference to:

- Increasing cost of the equipment;
- Insufficient EMCR funding relative to costs to provide the service;
- Operational communication challenges outside of radio/cell coverage areas;
- Weekday and summer response availability;
- Concern regarding fire protection service area constituents subsidizing a service provided to constituents outside of that service area;
- Seasonal road/weather conditions; and
- Lack of EMCR coverage for other activities under task numbers (ex. traffic flagging, hazmat, FMR).

Similar to the TNRD situation outlined in the survey, the CSRD also faces the possibility that the current road rescue service providers (Village of Chase and City of Vernon) may choose at some point in time to discontinue the provision of road rescue services within the CSRD. This would then require a determination on whether to undertake the delivery of road rescue services by CSRD fire departments or accept a gap in coverage for the affected area.

7.4 Recommendations

Recommendation #3	To review call handling protocols with BCAS and RCMP to create a consistent process for CSRD road rescue service providers through their dispatch providers to ensure capture of adequate call data.
Recommendation #4	Identify and implement the minimum training requirements for extrication and authorized support activities.
Recommendation #5	Identify solutions to address communication ‘dead zones’ where radio or cell coverage is inadequate.

8. Options for CSRD Service Provision

8.1 Legal and Regulatory Issues

The CSRD has long taken the view that road rescue was outside of the ambit of the services provided by its Departments, and that such services properly fell within the Province's realm of responsibility. In February 1996, policies were established which restricted the authorized services of the CSRD's Departments, excluding any authority to provide, among other things, vehicle extrication and road rescue.²³ At the same time, it passed a policy indicating that the CSRD would "offer encouragement and any available support for the provision of these services under the auspices of an independent, non-profit society."²⁴ The CSRD has maintained this position since that time, though it has periodically reviewed the issue.²⁵ The limitations on services provided is properly reflected in the CSRD's standardized operational guidelines used by each of its Departments.²⁶

If the CSRD decides to provide road rescue through certain of its Departments, the following legal and regulatory issues will need to be addressed:

- CSRD Policies A-52 and A-53 will need to be modified or rescinded. To the extent that they deal with other issues (e.g., medical first responder and hazmat incidents), it may be that modification is appropriate.
- The CSRD will need to decide if all of its Departments are to be authorized to provide road rescue services. If not, for reasons discussed further below, it may be beneficial to maintain the Policy A-52 restrictions regarding road rescue for the non-participating Departments.
- For the participating Departments:
 - It will be necessary to review and update each Department's service establishment bylaw to ensure that it is authorized to provide a broader range of services than simply fire suppression; and
 - When the Operational Criteria bylaw is renewed, the Departments which are participating in the service should be authorized to provide road rescue within certain defined areas, as indicated in this report. The Departments providing the service should be permitted to provide road rescue within their respective service areas. Outside of their service areas, such responses would only be permitted if an EMCR task number is received.

²³ CSRD, Policy A-52, February 1996.

²⁴ CSRD, Policy A-53, February 1996.

²⁵ The issue was canvassed during the governance review conducted by Dave Mitchell & Associates in 2008/09, was raised again in 2012 during the discussion of the new Operational Criteria bylaw, and was the subject of the 2017 Firewise Report reviewed elsewhere in this report.

²⁶ See: OG 2.2.5, "Vehicle Fires," which limits responses to motor vehicle accidents to situations where a fire or risk of fire exists, within the service area boundaries of the particular fire department.

- The CSRD's operational guidelines will need to be updated to address road rescue by the Departments authorized to provide such services. Those operational guidelines should set out the necessary processes, training and proficiency requirements, the process for obtaining of EMCR task numbers, and service boundaries.

As a result of the Province's current approach to reimbursing fire departments for providing road rescue only when those departments are responding outside of their service areas, it would not be advisable for the CSRD to create a region-wide service area to fund the additional service. This approach would potentially result in EMCR denying task numbers for responses within such service area. Instead, the individual Departments providing the service should apply for EMCR task numbers for all calls outside of their immediate service areas (including where they may be responding in a non-participating Department's service area). This approach will maximize the benefit that can be received through the Province in connection with providing this service.

8.2 Recommendations

Recommendation #6

If the CSRD decides in favour of providing road rescue services:

- the service establishment bylaw of each Department providing road rescue services will need to be updated to authorize such service;
- the Operation Criteria bylaw will need address this service provision, set relevant service boundaries, and authorize the extra-jurisdictional responses under an EMCR task number; and
- the CSRD operational guidelines will require updating to address service provision, training and proficiency requirements, equipment requirements, and processes (e.g., for obtaining the EMCR task number for out-of-jurisdiction responses).

Recommendation #7

CSRD Policies A-52 (1996) and A-53 (1996), will need to be modified to permit the provision of road rescue services by the Departments which are selected to provide such services.

The Consultants understand that consideration of road rescue provision has been a long-standing matter within the CSRD. Challenges include:

- the territory and topography to be serviced (i.e., service gaps);
- the disbandment of Falkland Road Rescue Society in 2013;
- the reliance on municipal fire departments from neighbouring regional districts to provide service within the CSRD;
- the reluctance and, at times, lack of availability, of fire departments from neighbouring regional districts to respond to incidents outside of their own jurisdictions;

- extended response times to some areas within the CSRD;
- dispatch delays;
- additional funding requirements (capital equipment and operational budgets); and
- additional training requirements and increased workloads for the CSRD's firefighters and officers.

8.3 Potential Providers and Service Areas

The following map depicts the Electoral areas C, D, E and F with an additional area G not labeled that includes Sorrento and the area near Blind Bay. The area in grey out to Eagle Bay and White Lake is currently not within a response area. The colour coding depicts the current road rescue response boundaries shown below. It should be noted that the service response boundaries do not align with the Electoral Areas which are shown for reference purposes.

For clarity, the discussion of potential service providers assumes that a provider's fire protection area would constitute the core service area with respect to defining 'out-of-jurisdiction' responses under provincial tasking numbers. The mapping polygons that depict a 30-minute driving time are based on normal driving conditions and do not take into account the effects of weather or other conditions that may impact travel routes.

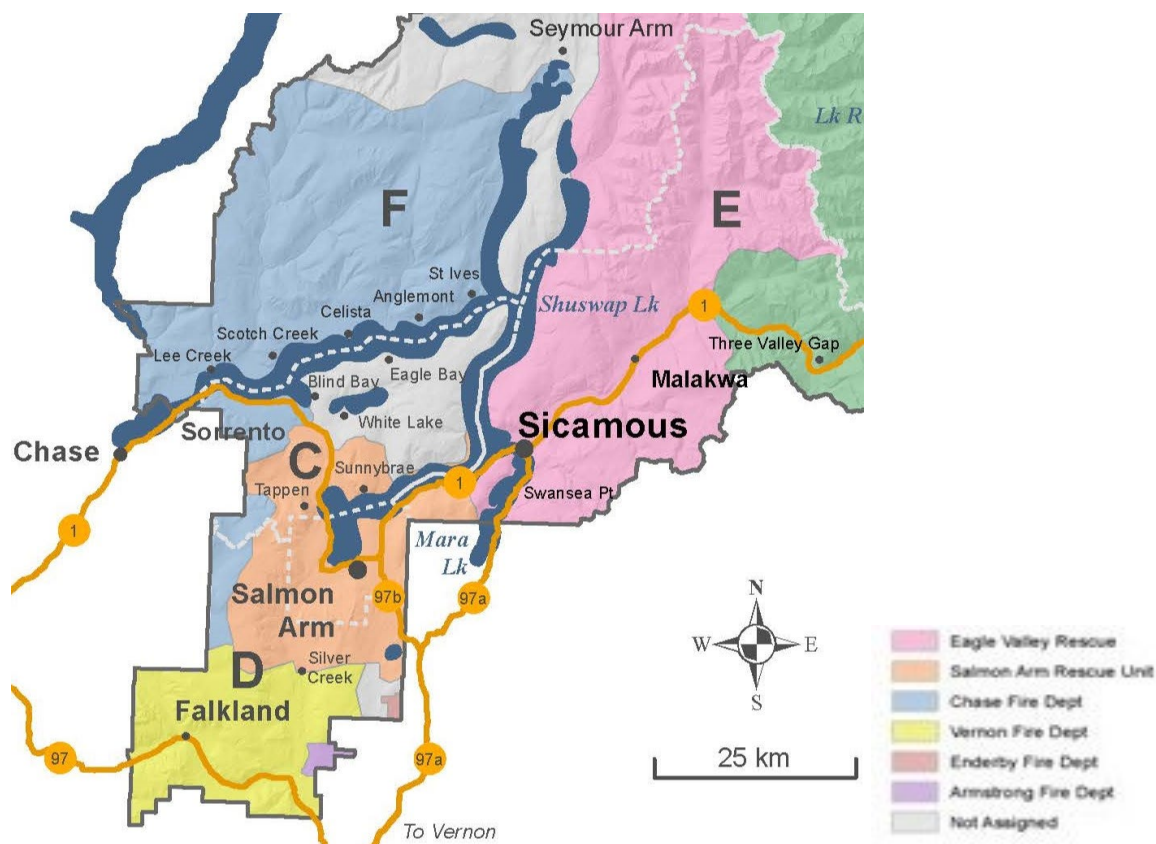


Figure 9: Overview of Current Road Rescue Response areas

8.4 Falkland (Electoral Area D)

Within Electoral Area D, the existing road rescue response area around Falkland, outlined in yellow in Figure 9, is currently serviced by the VFRS (see discussion above). The Falkland Department, which is centrally located within the service area, is the logical choice to take over the provision of road rescue in this response area. The Consultants were unable to meet in person with the Department or view the interior of the fire hall due to scheduling challenges, however, Fire Chief Troy Ricard was able to answer questions and share information through an extended telephone discussion with the Consultants.

The community in Electoral Area D has historically been very supportive of the provision of road rescue services, as demonstrated by successful fund raising by the former society, and the Department also donated money to the society during that period.

The Falkland Fire Chief indicated that it has been some time since the topic of taking on road rescue was last canvassed within the department, but he feels there is support for the idea among some but not all members. If the service was taken over by the Department, the Fire Chief indicated that he felt it would be willing and able to respond beyond their fire protection service area under a provincial task number if requested.

8.4.1 Facility and Equipment

The fire hall was built in 2009 and is described by the Fire Chief as having a proper vehicle exhaust ventilation system and mechanical systems that are in excellent condition. The previous fire hall had been retained for Department use and is located on the same property.



Figure 10: Falkland fire hall

The structure has adequate training space and room for all apparatus and equipment. It is only used by the Department. Although the building is designed to allow for a drive through configuration, the apparatus are not using that approach. If an additional rescue truck were required, there is enough room to reconfigure the apparatus to accommodate it.

The current apparatus consists of: one Engine; two Tenders; and one crew cab pickup with a small water tank and high pressure pump.

The Department has a set of older auto extrication equipment that was acquired when the previous road rescue society ceased operations and Vernon took over road rescue responses. The equipment was described as comprising:

- an older (hydraulic) spreader;
- cutter;
- airbags; and
- miscellaneous other equipment for cribbing and stabilization.

The equipment was tested and found to be operational and in good shape at the time of acquisition, but there has not been regular use or maintenance undertaken in the intervening years.

8.4.2 Response and Training

The Department responds to approximately 20 calls for service per year. Its declared level of service is Interior, in accordance with the CSRD Policy No. W-12.²⁷ Recruitment efforts have resulted in offsetting the attrition rate of an average loss of one to two firefighters per year. Current staffing is 27 members with active response by approximately 24 firefighters. Attendance at calls ranges from eight to 10 members (daytime) and 22 – 24 members (night).

The majority of firefighters are trained to the level of Interior Operations. Currently the Department provides fire suppression but no other technical or specialty services. In line with CSRD Policy A-52, the Department does not provide medical first responder services.

The fire hall is situated on a 3.5 acre site that has more than adequate room to support extrication training. The training program is managed by a Training Officer. Attendance at regular weekly training sessions averages between 14 and 16 members. The Fire Chief stated that additional training for road rescue could be incorporated into the existing schedule, in part as he believes that not all firefighters would want to be involved in extrication which would reduce the impact on the overall training requirements.

The Fire Chief indicated that the membership is aware of the CSRD program for critical incident stress management but have not had occasion to use its services.

The potential response coverage for Falkland is depicted in Figure 11 and the polygons illustrate a 30-minute driving time from the fire hall.

²⁷ CSRD Policy No. W-12 “Fire Department Level of Service”

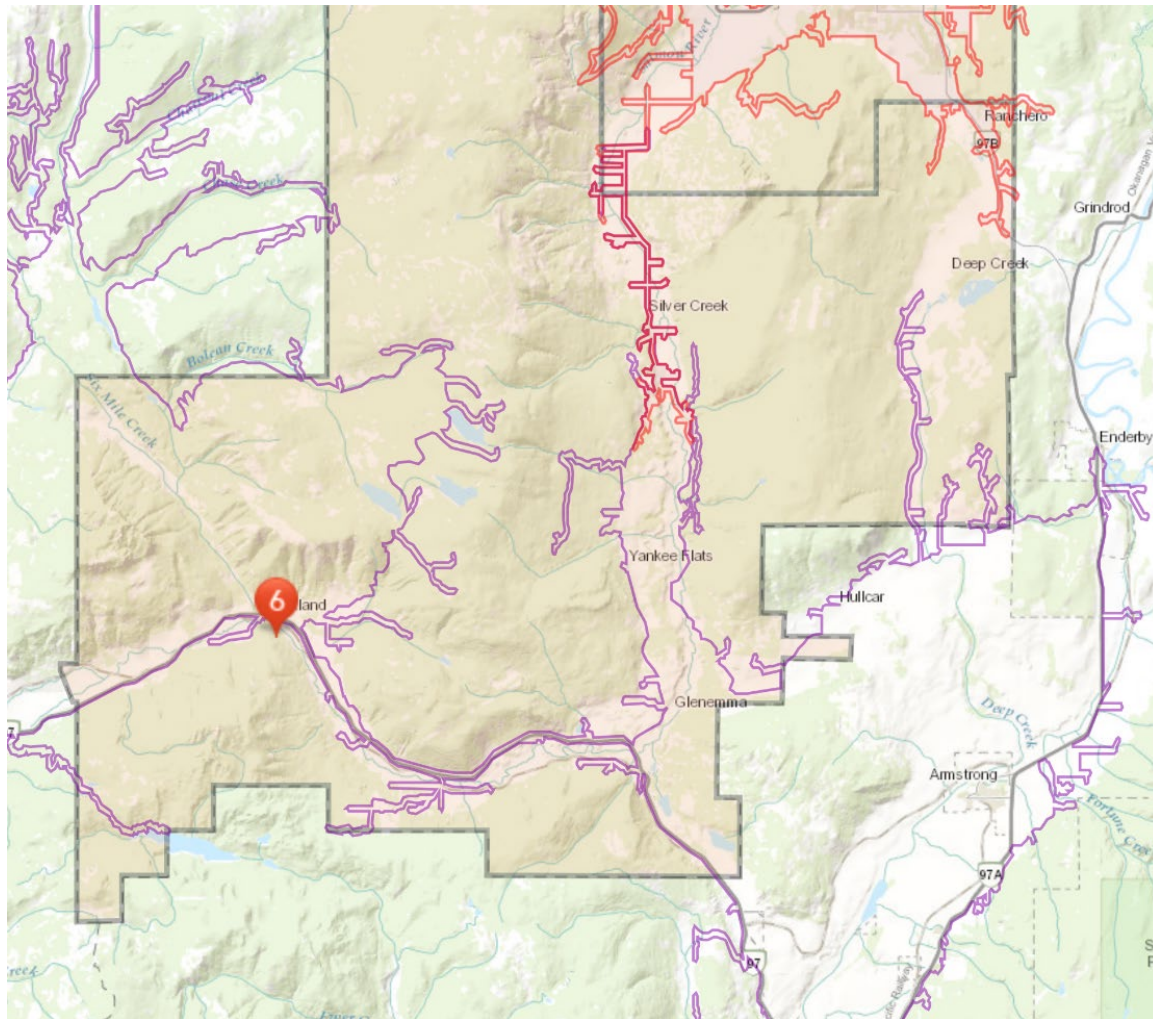


Figure 11: Potential response boundary plus 30 Minute Estimated Drive Times: Purple Polygon from 6 (Falkland); Red Polygon is from Shuswap Hall 2.

8.5 Recommendations

Recommendation #8	The Falkland Fire Department become a service provider to replace the VFRS, with a maximum response area that matches the current coverage provided by VFRS.
Recommendation #9	The response boundary to meet with the Shuswap Fire Department and Salmon Arm Rescue Unit response boundaries.

8.6 Chase Fire Rescue Response Areas

The current response boundary covers two relatively distinct regions consisting of the north shore of Shuswap Lake and Electoral Area G (Sorrento).

8.6.1 Shuswap Lake North Shore (Electoral Area F)

Within the blue highlighted area (see Figure 9) along the north shore of Shuswap Lake which includes the areas from St. Ives to Lee Creek then south past Sorrento, service is provided by the CFRD responding from the Thompson Nicola Regional District. The Consultants met with Chase Fire Chief Brian Lauzon and viewed the rescue truck and equipment used for this service.

The road rescue call load averages about 2 calls per month and that has been trending downward over the past 10 years. Issues of concern have included an absence of common communication frequencies to share information and updates and dispatch related policies that often delay the initial dispatch of resources.

The fire protection area for the CFRD is larger than the service area for road rescue. All road rescue calls within the Department's core service area in the Village are considered to be a regular department service. Road rescue responses beyond the core service area are only undertaken if the CFRD is issued an EMCR task number. The geographical limits of the out-of-jurisdiction road rescue response area is considered fluid and circumstance-driven. There have been challenges to responding into some CSRD areas, the north shore in particular during recent months due to the limited availability of firefighters when calls have been received, plus the significant travel distance to the north shore communities.

As reducing response times to extrication calls is critical to improved patient outcomes, it was considered it would be prudent to create a separate response capacity for the north shore communities. On the South shore, Sorrento and Blind Bay could be combined with the current Electoral Area C (depicted in grey in figure 9), with the addition of Tappen, Eagle Bay and White Lake.

There are three CSRD Departments along the north shore of Shuswap Lake: Anglemont located to the northeast; Celistia in the centre; and Scotch Creek being near the southwestern end of the lake. The Consultants visited and interviewed the Fire Chief (or designate) in each of these Departments.

8.6.2 Scotch Creek

Fire Chief Ben Pellett indicated that there were mixed feelings among the firefighters regarding the idea of undertaking road rescue. He did not feel the Department was in a position to be a road rescue provider but advised that there may be interest in being part of a combined team comprised of the three north shore Departments, if such an option was pursued.

8.6.2.1 Facility and Equipment

At the time of the site visit, the Department's apparatus consisted of one engine, two tenders, one mini-pumper and one command vehicle. There was no dedicated auto extrication

equipment on the apparatus (or in storage). Subsequent to the site visit, the 2023 wildfires in the Shuswap area destroyed the existing firehall and some equipment.²⁸

8.6.2.2 Response and Training

The Department responds to approximately 100 calls per year and its declared level of service is Interior Operations. Recruitment has been adequate to keep up with the average loss of three to four firefighters per year, however the turnover has resulted in members having an average of only three years' service within the Department. Current staffing is 20 members with call attendance ranging from less than 10 members during the daytime to 15 members at night.

Currently the Department provides fire suppression but no other technical or specialty services. In line with CSRD Policy A-52, the Department does not provide medical first responder services.

The (now destroyed) fire hall location was previously cited as a concern by Fire Underwriters and fire hall itself was described as inadequate in size by the Fire Chief so its replacement will need to consider these factors and including adequate outside space for training purposes when rebuilding (ideally locating in such a manner as to optimize response times).

One of the three Captains serves as the Department training officer and with support from the Fire Chief. The attendance for regular weekly training sessions averages 12 - 15 members. The Fire Chief believes that additional training for road rescue would be difficult to incorporate into the existing schedule and that not all firefighters would want to be involved in vehicle extrications.

The Fire Chief indicated that the membership is aware of the CSRD program for critical incident stress management but have not had occasion to use its services. The Department does not have any members trained to support the program.

8.6.3 Celista

Fire Chief Roy Phillips indicated that there were mixed feelings among the firefighters regarding the idea of undertaking road rescue. He advised that the Department could be part of a road rescue response team, but that it lacks adequate space to support a separate rescue unit. The Fire Chief indicated that he felt the Department would support the concept of team members responding beyond their fire protection service area under an EMCR task number if requested.

8.6.3.1 Facility and Equipment

The fire hall was built in 1986 and is described by the Fire Chief as having a proper vehicle exhaust ventilation system and mechanical systems that are in good condition. There are no replacement or renovation plans for the fire hall.

²⁸ The extent of loss was not determined at the time of the report.



Figure 12: Celista fire hall

While the structure has adequate classroom training space, its use is shared with the First Responder Society. Overall, there is inadequate room for all apparatus and equipment resulting in one vehicle currently being stored outside.

The Department's apparatus consists of one Engine, one Tender, one mini-pumper, and one Command unit.

8.6.3.2 Response and Training:

The Department responds to 30 – 40 calls per year and its declared level of service is Interior Operations. The Department has not used recruitment drives, as it has found “word of mouth” recruiting has been adequate to maintain overall staffing levels. The average length of service is for members ranges between six to 10 years. Current staffing ranges from 30 to 40 firefighters with call attendance ranging between 10 – 12 members for both day and nighttime incidents.

Currently the Department provides fire suppression but no other technical or specialty services. In line with CSRD Policy A-52, the Department does not provide medical first responder services.

One of the two Captains serves as the Department training officer with support from the Fire Chief. The attendance for regular training sessions averages 14 - 16 members. The Fire Chief believes that additional training for road rescue would be difficult to incorporate into the existing training night but could be accommodated by having separate training sessions for those firefighters who want to be involved in a vehicle extrication team.

The Fire Chief indicated that the membership is aware of the CSRD program for critical incident stress management but has not had occasion to use its services. The Department has provided awareness training to all members and the program is supported by the members.

8.6.4 Anglemont

Fire Chief Graham Lucas indicated that there is interest by the firefighters in the idea of undertaking road rescue. He discussed the possibilities of either having road rescue equipment and training in each of the three north shore Departments or a joint team based out of one fire hall to cover the north shore area. The Fire Chief indicated that he felt the Department would support the concept of team members responding outside of the Anglemont service area, as far as, but excluding, the highway, under an EMCR task number if requested.

8.6.4.1 Facility and Equipment

The fire hall was built in 1975 and is described by the Fire Chief as having mechanical systems that are in good condition, but it lacks a proper vehicle exhaust ventilation system.



Figure 13: Anglemont fire hall

The training space was described as adequate for classroom and outside areas. Overall, there is adequate room for the existing apparatus and equipment. The Department's apparatus consists of one Engine, one Tender, one mini-pumper, and one Command unit.

The location of the fire hall is considered suitable for its response area, however the existing terrain includes sloping roadways that are a challenge in winter conditions. A new location for a replacement fire hall has been identified and secured with some planning underway for a new fire hall.

Although there is no room for additional apparatus, the Fire Chief identified that the existing apparatus could accommodate the necessary road rescue equipment for responses. The Department has some of the equipment suited for vehicle extrication but lacks the major tools such as cutters, spreaders, air bags and shoring.

8.6.4.2 Response and Training

The Department responds to 50 - 70 calls per year. Its declared level of service is Interior Operations. The Department has not used recruitment drives, as it has found "word of mouth"

recruiting has been adequate to maintain overall staffing levels. The average length of service is five years. The current staffing consists of 28 active firefighters.

Currently the Department provides fire suppression but no other technical services. It does train for marina firefighting and medical rehabilitation as specialty services. In line with CSRD Policy A-52, the Department does not provide medical first responder services.

A Captain is assigned as the Department training officer with support from the Fire Chief. The attendance for regular training sessions averages 20 members. The Fire Chief believes that additional training for road rescue would be difficult to incorporate into the existing training night but could be accommodated by having separate training sessions for those firefighters who want to be involved in a vehicle extrication team. The identified challenges are the logistics related to skills maintenance training and training prop maintenance.

The Fire Chief indicated that the membership is aware of the CSRD program for critical incident stress management and had one occasion to use its services. The Department has provided awareness training to all members and has one trained member. The Department embraces the program and the support it provides.

Of the three north shore fire Departments, Anglemont had the highest level of interest among members to undertake provision of road rescue services. The potential travel distance based on a 30-minute drive time from the Anglemont fire hall is shown in Figure 14.

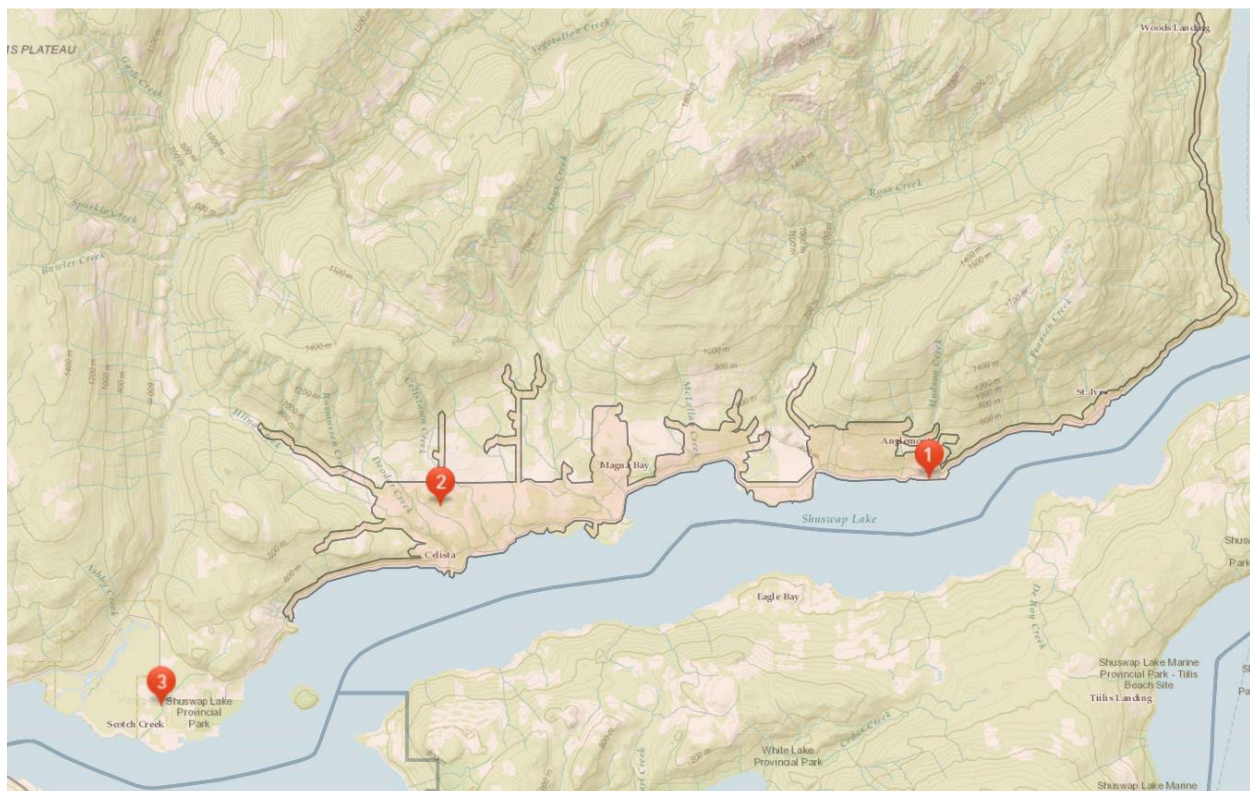


Figure 14: 30 Minute Estimated Drive Time: Black Polygon from 1= Anglemont.

8.7 Shuswap North Shore Summary

Based on the feedback from the three Departments and review of their respective resources, the most likely scenario would be to explore development of a combined road rescue response based at a north shore location to be determined after review of the current and planned fire hall replacements. The core service area would likely mirror the fire protection boundaries of the chosen location with a possible out-of-jurisdiction response (southern) boundary to meet with the proposed response boundary of the Shuswap Department at the intersection of Holding Road and Squilax-Anglemont Road.²⁹

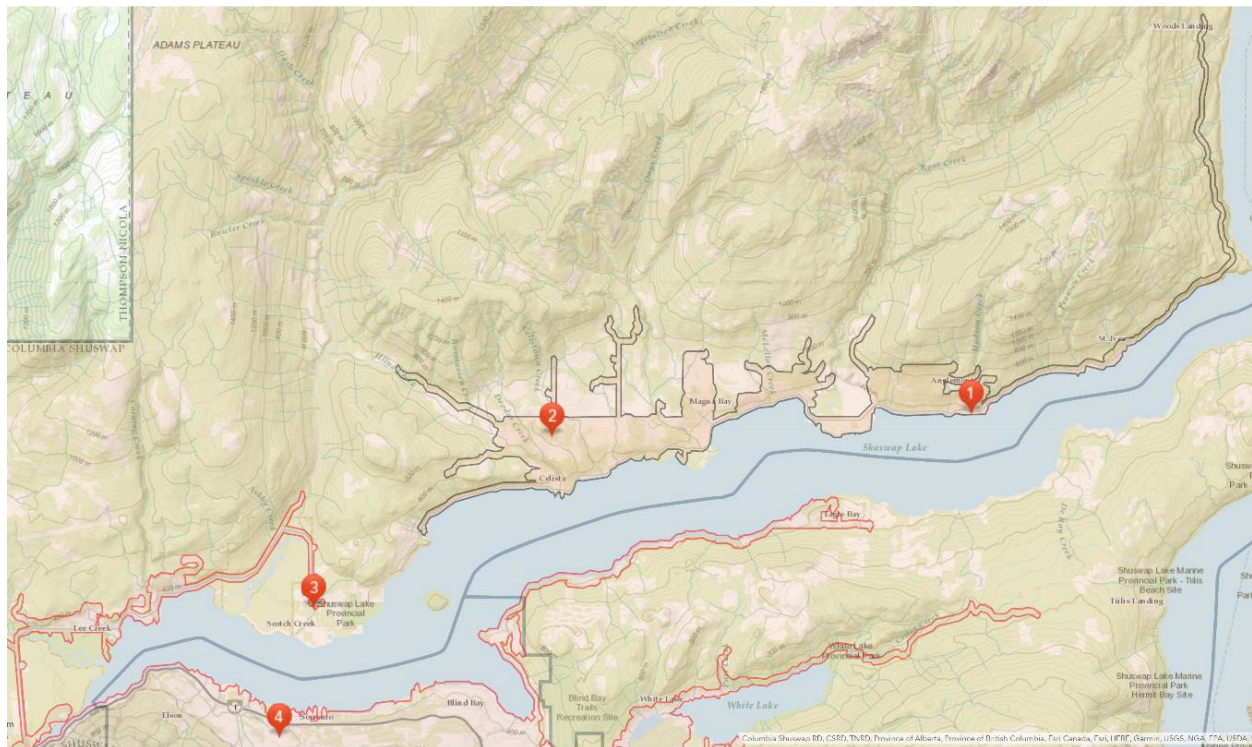


Figure 15: 30 Minute Estimated Drive Times: Black Polygon from 1= Anglemont; Red Polygon from Shuswap Hall 2.

8.8 Recommendations

Recommendation #10

The three departments establish a joint road rescue team based at a location to be identified by the CSRD as the service provider for the Shuswap Lake north shore communities in place of the current Chase Fire Department response.

Recommendation #11

Consider defining the southern response boundary as the intersection of Holding Road and Squilax-Anglemont Road to

²⁹ The actual extent of the response boundary to be determined by the CSRD and provider.

match the proposed Shuswap Fire Department boundary recommendation.

8.9 Electoral Areas G and C (Blind Bay, Eagle Bay and White Lake)

The communities of Sorrento, Blind Bay and Balmoral, located along the southwest portion of Shuswap Lake in Electoral Area G, currently receive road rescue service from the CFRD. There is no service provider covering (portions of) Blind Bay or White Lake and Eagle Bay, which are in Electoral Area C (see Figure 9). The Shuswap Department would be best positioned to provide road rescues to these areas.

8.9.1 Shuswap Volunteer Fire Department

The consultants visited and met with Deputy Chief Ty Barrett and Captain Jeremy Denny (Training Officer) to obtain information and input from the Department regarding the concept of becoming a road rescue provider.

Deputy Chief Barrett indicated that there is a strong interest within the Department members for providing road rescue services. The addition of road rescue is seen as a motivating factor and it was shared that the Department has responded (in a non-extrication capacity) to some 73 motor vehicle incidents within the last five years.

The Department was open to responding outside of its jurisdiction but the extent of such responses would require discussion between the CSRD and the Department. The Deputy Chief indicated that a potential limit for response might equate to approximately 30 minutes of travel time, but that determination was open for further discussion.

8.9.1.1 Facility and Equipment

The Department has two fire halls: Hall #1 was built over 30 years ago, while Hall #2 was built in 2021. The Consultants viewed Hall #2 and were advised on the state of Hall #1, with both considered as being in good condition and equipped with vehicle exhaust systems.



Figure 16: Shuswap Fire Hall #2

The classroom training space is considered adequate for classroom and other is reasonable room for outside training as well. Overall, there is adequate room for the existing apparatus and equipment. The Department's apparatus deployed from the two halls consists of two Engines, two Tenders, one compressed air foam unit, one mini-pumper and one Command unit.

The location of the fire halls is considered suitable for the Department's service area. The Department has plans for to renovate (or replace) its halls at 30 years of service. There is room for additional apparatus in the existing halls.

8.9.1.2 Response and Training

The Department responds to 90 calls per year but pre-Covid the average was 130 responses per year. The declared level of service is Interior. The Department has not needed recruitment drives to maintain overall staffing needs with an average annual turnover of one member. The average length of service is five years. The current staffing consists of 27 active firefighters.

Currently the Department provides fire suppression but no other technical services. The Department does not provide medical first responder services.

One Captain is assigned as the Department's training officer with support from the other Captain. The attendance for regular training sessions averages 20 – 30 members. The Deputy Chief and Training Officer believes that initial training for road rescue would need to be done through separate sessions with skills maintenance training eventually incorporated into the existing training nights. There would be a need for low angle rescue training to support road rescue responses which was viewed as feasible.

The Deputy Chief indicated that the membership is very aware of the CSRD program for critical incident stress management and has had occasion to use its services. The Department has provided third-party and in-house training to all members and has some members trained to provide support. The Department embraces the program and its support resources.

Hall 2 was considered the most likely response location for the Department given its newer construction, proximity to the highway and central location. Figure 17 depicts a coverage area within a 30-minute drive time that would:

- encompass the areas currently covered by the CFRD as far as Scotch Creek;
- extend further to the east to cover White Lake and Eagle Bay, and points beyond;
- overlap with existing coverage provided by the SARU to the east; and
- extend to the proposed Falkland Department boundary to the south.

For the north shore area, the response polygon shows it would easily reach to the intersection of Holding Road and Squilax-Anglemont Road, where it is proposed to meet up with a response boundary for the North Shore road rescue area.



Figure 17: 30 Minute Estimated Drive Time: Red Polygon from 5 (Shuswap Hall 2).

8.10 Recommendations

Recommendation #12	The Shuswap Fire Department become a service provider replacing the Chase Fire Department and be based at Hall 2 with a maximum response area defined to ensure no gaps between road rescue provider boundaries.
Recommendation #13	The response boundary to include Electoral Area G, plus Eagle Bay and White Lake.
Recommendation #14	The northern response boundary to meet the proposed North Shore road rescue area boundary and the southern boundary to match the Falkland Fire Department and Salmon Arm Rescue Unit response boundaries.

The combined coverage that could be provided by the recommended providers is shown shaded in yellow (Figure 18) with the relative locations of the two society-operated rescue services, SARU and EVRS, shown as numbers 7 and 8 respectively.

It should be noted that the depiction of 30-minute drive times is illustrative of potential time/distance from various locations, but the extent of the response areas would be determined by the CSRD.

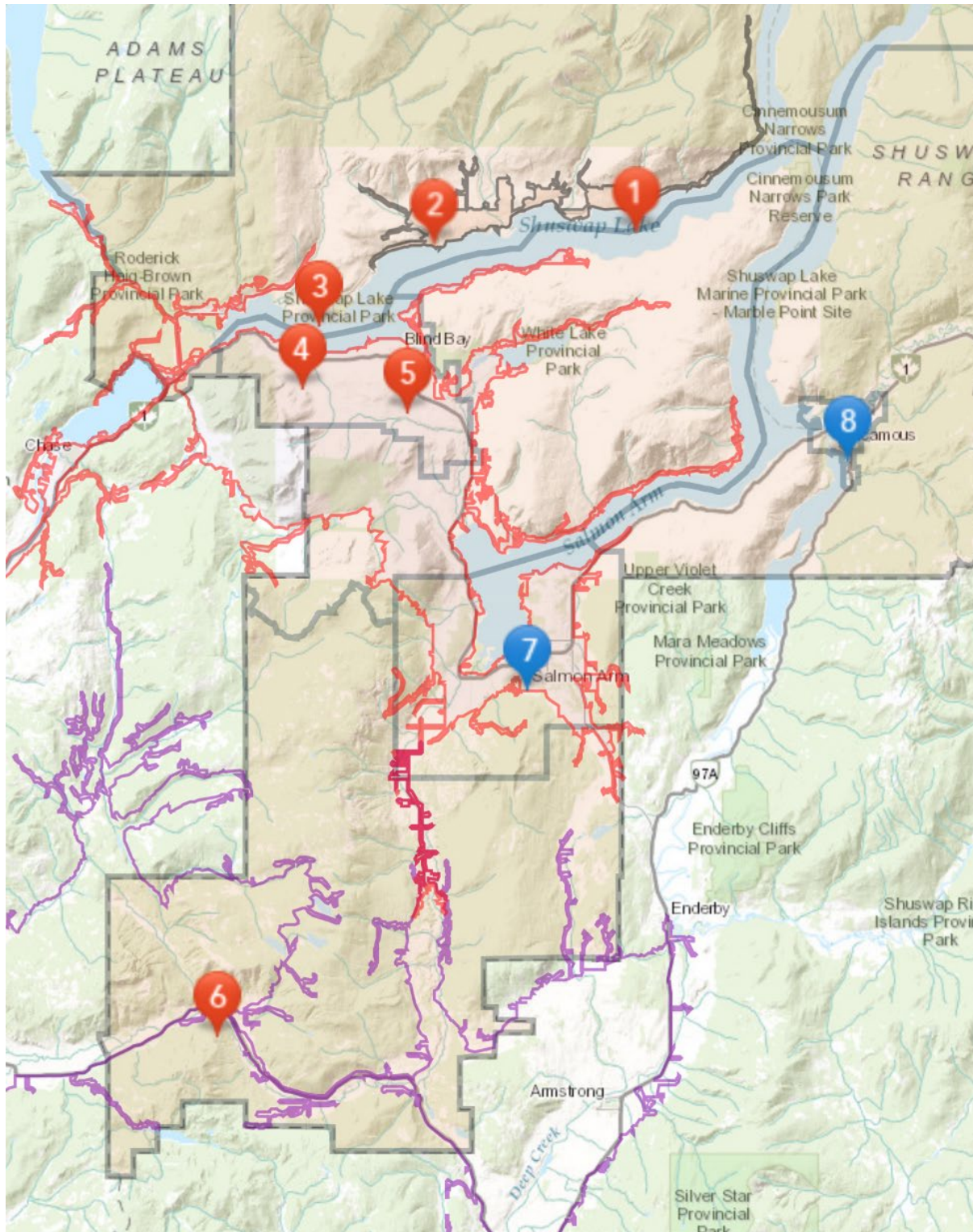


Figure 18: Overall Coverage plus 30 Minute Estimated Drive Times: from 1= Anglemont; Red Polygon from 5= Shuswap Hall 2, Purple Polygon from 6, Falkland.

8.11 Equipment Requirements

Modern auto extrication tools (jaws-of-life) have come a long way. With the introduction of battery-operated tools, space and weight are less of a factor than they were 15 to 20 years ago.

There is a wide array of equipment available for vehicle extrication and related rescue duties – far more than reasonably could be contemplated in a smaller department/regional setting, given the capital and maintenance costs and associated training requirements. The following is a list of basic essential tools and equipment along with estimated costs, that should be available and on which responders should be trained, to successfully manage most road rescue incidents.³⁰ A more fulsome list of basic and additional equipment is shown in Appendix 3.

1. Cribbing

For the benefit of the patient and the safety of responders, cribbing is necessary to stabilize the vehicles prior to any operations. Cribbing can come in a variety of materials and sizes. However, all cribbing serves the same purpose - to stabilize a vehicle or hold an item in position during extrication/road rescue operations.

Approximate cost:

- Wedges \$15 to \$35 (commercial).
- Step Chocks \$130 to \$315 (commercial) or \$800 to \$1000 (full commercial kit).

Alternative - agency supplies – cost of 2x4 / 2x6 / 2x8 / 4x4/ 6x6 wood + labour.

2. Strut System

A strut system (preferably one with the ability to lift) can serve multiple functions. The obvious function is to stabilize a vehicle when it is on its side. Struts can also stabilize a vehicle in a variety of other positions, lift a vehicle or object, and in conjunction with ratchet straps and/or chains, be used for variety of other rescue tactics/operations. Approximate cost: \$2,000 to \$4,000.

3. Patient/Rescuer Protection

The primary concern of any emergency response is the safety of responders and the patient. Prior to commencing operations, responders must wear full department structure firefighting PPE, including safety glasses, ear plugs, and dust masks. During extrication procedures, responders should use hard and soft protection to protect patients and any interior rescuers from potential hazards. Properly preparing the path for patient removal by removing glass and debris, along with protecting the patient with a blanket and/or a spine board, are critical

³⁰ See Appendix 3 for detailed list of suggested equipment

for a successful road rescue operation. Commercial kits are one available option. The other would be for the agency to build their own.

Approximate cost range:

- PPE (structure firefighting protective ensemble, safety glasses, ear plugs, and dust masks) - Department standard equipment;
- Backboard \$450 to \$850;
- Basket stretcher (optional) \$100 to \$200;
- Hard and soft protection equipment such as blankets \$1.50 to \$30; and
- spine board(s) with straps \$350 to \$1,400 per unit.

4. Crash Kit (hand tools)

Crash kits (hand tools) are used for a variety of tasks and set the stage for a safe and efficient operation.

Typical tools included in a crash kit:

- Tempered and laminated glass removal tools (tools designed specifically for this application are more appropriate than traditional forcible-entry tools as they create less shock to the vehicle and limit patient compartment intrusion.
- An assortment of small tools such as: hack saw and blades, battery cable cutter, utility knife, seatbelt cutter, life hammers, centre punch, ratchet straps, bolt cutters, wire cutters, pliers, open-ended wrenches, socket wrenches, screwdrivers, car service jack, oscillating saw, duct tape, come along winch, rated chains, Halligan tool, flathead axe, patient tarps, glass removal tarps, tool staging tarps, step ladder, broom, shovel, spill kit, spine board, rags, spray bottles (with soap and water). Note: most of these items can be purchased at a local auto and/or hardware store.

5. Hydraulic/Battery/Air Powered Rescue Tools

Hydraulic spreader and cutter (or combi-tool) with a hydraulic ram will make quick work of even the most difficult extrication situation. These tools can be either hydraulic, electric, or battery powered units and can be purchased new or used. If stowing these items on a response vehicle is a challenge, consider purchasing a battery-operated combi-tool as well as battery-operated rams.

Approximate cost options:

- a separate spreader/cutter \$27,000 to \$30,000 (new) / \$10,000 (used)
- ram \$10,000 (new) / \$2,500 (used)
- combi tool \$11,000 (new)
- a used set of rams/spreader/cutter and assortment of chains, straps etc. - \$8,000 to \$10,000.

- Pneumatic lifting bags:
 - 3.1 ton 9" x 9" - \$1,400 (new)
 - 10.8 ton 15" x 15" - \$2,600 (new)
 - 22.7 ton 22" x 22" - \$3,700 (new)
 - 27.7 ton 24" x 24" - \$4,500 (new).

8.12 Recommendations

Recommendation #15	The acquisition of battery powered rescue equipment rather than hydraulic tools with power units.
Recommendation #16	Consider the use of a combi-rescue tool rather than separate spreader and cutter tools.
Recommendation #17	The initial tools and equipment be acquired in alignment with the information provided in Appendix 3.

8.13 Training

Road rescue requires specialized training and constant upgrading of these skills as new vehicle technology such as alternative fuels and products are introduced to the consumer market.

For the safety of staff and the public, all road rescue training must be compliant with WorkSafeBC regulations and approved by the Authority Having Jurisdiction (i.e., the CSRD). Additionally, to ensure staff are qualified and able to carry out their necessary job-duties/functions, an effective road rescue program should include Job Performance Requirements (JPRs):

- that conform to current NFPA standards; and³¹
- that have been developed and approved by the Department and its AHJ.

Additionally, training records need to be maintained by the AHJ for each member who is expected to respond to a road rescue incident, showing their training, qualifications and proficiencies.

If a department is responding to an incident that is outside of its jurisdiction, it is important that they are aware of the limitations set out in EMCR Policy 2.07:

2.07.01 General:

“[...] Reimbursement under this policy will only be considered for the delivery of services that fall within the definition of Out of Jurisdiction Response and applies to all Road Rescue Service Providers. [...]”.

³¹ Adoption of NFPA standards in whole or in part is not recommended by the AHJ.

2.07.02 Definitions:

“[...] **Out of Jurisdiction Response:** The service provided is outside the established municipal and/or fire protection area and is not covered under a contract, mutual aid agreement, automatic aid agreement, or extended service by-law. This definition applies to organizations that operate without a defined POLICY 2.07 (e.g., road rescue societies not affiliated with a fire department and search and rescue societies) [...]”.

“[...] **Road Rescue:** Rescue skills that may be called upon in response to a motor vehicle accident including extrication of vehicle occupants and embankment rescue. Water rescue that is required as a direct result of a motor vehicle accident is considered part of the road rescue response, if the Road Rescue Service Provider has the necessary water rescue skills and equipment required. The term Road Rescue is also interpreted to include the use of auto extrication tools and techniques for the release of subjects trapped by other means, such as farm or industrial accidents, train wrecks, or aircraft crashes [...]”.

“[...] **Road Rescue Service Provider** (hereafter service provider): An organized fire rescue service or volunteer rescue society whose members maintain an on-going competence through participation in a training and exercise program that meets the intent of the current National Fire Protection Association (NFPA) standards on operations and training for technical rescue incidents.^[32] For references within the standard to hazmat training, EMBC will recognize the hazmat awareness level as adequate for the purposes of this policy. EMBC may at any time require the service provider to produce evidence that this requirement has been satisfied [...]”.

2.07.03 Policy

To conform with EMCR Policy 2.07 agencies “must maintain an on-going competence that meets the current NFPA standards on operations and training for technical rescue and hazmat awareness (Policy 2.07.03)”.

Suggested minimum required JPR’s to conform with EMCR’s Policy 2.07.3:

Initial training:

- NFPA 1006 Chapter 8 Common Passenger Vehicle Rescue – 8.1 Awareness Level
- NFPA 1006 Chapter 8 Common Passenger Vehicle Rescue – 8.2 Operations Level

³² Training should meet the intent of NFPA standards, however, adoption of NFPA standards by the AHJ is not recommended.

- NFPA 472 / 1072 Hazardous Material – Awareness³³
- NFPA 1006 Chapter 5 Rope Rescue – 5.1 Awareness Level

Advanced training

- NFPA 1006 Chapter 9 Heavy Vehicle Rescue – 9.1 Awareness Level
- NFPA 1006 Chapter 9 Heavy Vehicle Rescue – 9.2 Operations Level
- NFPA 1006 Chapter 5 Rope Rescue – 5.2 Operations Level

The following training should be initially provided to the agency officers with the goal of including additional agency members over time:

- NFPA 1006 Chapter 17 Surface Water Rescue – 17.1 Awareness Level / 17.2 Operations Level
- NFPA 1006 Chapter 20 Ice Rescue – 20.1 Awareness Level / 20.2 Operations Level
- NFPA 1006 Chapter 22 Watercraft – 22.1 Awareness Level / 22.2 Operations Level

There are several organizations, such as the Justice Institute of BC, that can provide accredited road rescue training to staff. Third-party training, however, can be expensive.

One means to offset some of the training costs is to work with the vendors that sell extrication tools. Most will provide training or have a qualified trainer on retainer. If the Department is purchasing used tools from a reputable dealer or from another fire department, they may also provide training.

Finally, it is critical to document all training. Individual training records should be maintained for every Department member and kept on file with the AHJ. Additionally, the AHJ will need to ensure that AHJ enabling bylaw reflects the added level of service and the training standard to be met for this service.

8.14 Recommendations

Recommendation #18	The provision of training meets the EMCR Policy 2.07 requirements for eligibility as an approved service provider.
Recommendation #19	The use of NFPA training standards as guidance without adoption of those standards.
Recommendation #20	That training includes the NFPA requirements for initial, subsequent and advanced training listed in Appendix 2.

³³ Consideration should be given to including additional training in spill confinement.

Recommendation #21	Develop individual job performance requirements (“JPR”) for road rescue duties or functions.
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8.15 Financial

While it is possible that the province or some other identity could fund the full or partial cost for road rescue service within the CSRD, the reality is it is unlikely this will occur within the foreseeable future. Funding for road rescue societies within the CSRD is derived from either one or a combination of the following:

- Fundraising
- Grants (non-profit societies only)
- in-kind contribution (labour and/or equipment).
- Provincial reimbursement – i.e., Ministry of Emergency Management and Climate Readiness - General Policy 2.07 Road and Medical Rescue.

Fundraising, grants, and in-kind contribution are not a reliable and ideal means to fund a road rescue response program as it adds additional demands and stress for the Department and its members. And unless the AHJ agrees that they will provide an out-of-jurisdiction road rescue response the provincial reimbursement program is inaccessible funding source for fire departments (note: if the Department agrees to provide an out-of-jurisdiction road rescue response there are several conditions that have to be met and the funding does not cover the full cost for meeting these conditions and/or for providing this service).

EMCR General Policy 2.07 Road and Medical Rescue defines an “Out-of-jurisdiction Response as:

“[...] The service provided is outside the established municipal and/or fire protection area and is not covered under a contract, mutual aid agreement, automatic aid agreement, or extended service by-law. This definition applies to organizations that operate without a defined POLICY 2.07 (e.g., road rescue societies not affiliated with a fire department and search and rescue societies) [...]”.

For a Department to receive reimbursement funds:

- the Department must develop/maintain a training and exercise program that meets the intent of NFPA standards for technical rescue - EMCR Policy 2.07.03 (1), and
- the Department must obtain an authorized task number as assigned by the Emergency Coordination Centre (ECC) - EMCR Policy 2.07.03 (4) prior to responding to an incident.³⁴

³⁴ Task numbers provide WorkSafeBC compensation and liability coverage for the individuals responding to the out-of-jurisdiction incident as well reimbursement for eligible expenses as defined in EMCR Policy 2.07.

Activities where a Department would not receive reimbursement from EMCR program include:

- An incident where there is no entrapment of a patient(s);
- Traffic control³⁵
- Responders accompanying BCEHS for patient(s) transport
- EMA First Responder calls
- Response to a fire and/or hazmat incident
- Stand-by time at a scene/incident

Additional matters of note with respect to EMCR Policy 2.07:

- Reimbursement rates currently conform with the Inter-Agency Agreement developed and maintained by BC Wildfire Service and the FCABC;
- Rates used are the “All Found Rate” for rescue vehicles (i.e., includes vehicle and staffing);
- Reimbursement is for one rescue vehicle only³⁶; and
- “[...] Costs associated with provision of Critical Incident Stress Management (CISM) may be supported by EMBC for tasked incidents, as approved by the RDM. Incident response time does not include CISM activities. [...]” (EMCR 2.07.3 (9)).

As stated above, EMCR Policy 2.07 is a means for a department to recoup a portion of the cost of operating its road rescue program. However, the financial support is provided on a per-call basis. It is unlikely to be sufficient fully to cover the initial and maintenance training, operating, and capital costs, which will become part of the Department’s budget.

The 2021 Wall Report, prepared for the FCABC, reviewed governance and funding of road rescue services in the province. When originally developed, the report was seen as “one component of a larger project” pursuant to which EMBC, the OFC and the FCABC would assess, develop and implement an improved approach to road rescue services in the province.³⁷ The report provided two recommendations related to funding that are relevant and worth repeating:³⁸

Recommendation: Option 2 (Medium)

Reimbursement of costs for out of jurisdiction road rescue be based on an hourly rate that is determined from actual costs of benchmark fire departments that reflect the medium range cost of service provision. Selection of benchmark fire departments and

³⁵ Traffic control coverage will be provided for emergency response personnel during the extrication procedure, however once the patient(s) have been safely removed, personnel assigned to traffic control will no longer be covered. Exception to no coverage - whereby traffic control is still required for other personnel at the site then WorkSafeBC and liability coverage will still apply.

³⁶ If a Department dispatches additional vehicles and/or personnel, it does so at its own expense.

³⁷ Wall Report, at p. 2.

³⁸ Wall Report, at p. 17 and at pp. 18-19.

the review of costs should be done by the program or advisory committee created under governance model that is ultimately selected from the process.

To make the compensation formula more consistent with operational practice the scope of work and subsequent reimbursement for services providers should be expanded to cover the full range of fire department capabilities that need to be engaged in the course of responding to a motor vehicle incident.

To ensure the post-incident recovery is given the priority it is assigned under the BC Emergency Management System there should [be] a protocol that clearly sets out the procedures for addressing post incident recovery strategies for the individual service providers.

The primary principle governing calibration of costs should be cost neutrality. On the whole, service providers, including local fire departments should neither subsidize [n]or profit from the service. Since the vast majority of service providers are local fire departments the cost to them for their out of service road rescue work should guide the formula. This does not mean [the] fire department's costs of providing the service. To simplify things a small sample of median fire departments can be selected and their cost structure (related to out of jurisdiction road rescue) can inform the compensation policy. [...]

Recommendation – Option 2

Reimbursement payments should be supplemented by annual payments for training and equipment. These payments should be based on a negotiated percentage of the annualized cost for equipment, training and post-incident stress management required to cover the assigned area.

The annual payments would cover an agreed portion of the costs for the equipment, training and recovery required to provide the service to assigned out-of-jurisdiction areas. They could vary depending on the size and complexity of the area covered, taking into account such challenges as significant stretches of highway or a large number of relatively remote resource roads.

The incident payments would be focused on individual incident response and would be based primarily on a funding formula that captures all related costs.

The initial cost for a department to engage in road rescue services will include the delivery of the initial training listed in Appendix 2 and acquisition of the recommended equipment listed in Appendix 3. The equipment has an estimated cost ranging from \$25,000 to \$35,000. The ongoing operating costs that will be required include; equipment repairs, maintenance and scheduled equipment replacements.

8.16 Recommendations

Recommendation #22

Development of a standardized budget for road rescue services that includes provisions for equipment maintenance and replacement and training requirements.

9. Occupational Health and Safety Issues

The CSRD developed and implemented a Critical Incident Stress Management /PTSD program (OG 1.2.2 Critical Incident Stress Management) that meets the intent of the WorkSafeBC regulations (note: in April 2018, the Province introduced presumptive legislation for work-related mental illness for several occupations within the province – paid-on-call and volunteer firefighters were included as eligible occupations).

Staff indicated during site visits that the Critical Incident Stress Management program meets their needs well. A good practice that other fire departments have adopted, which would be in addition to the current practice of the CISM Team meeting/training twice a year, would be to provide mandated CISM awareness training for every Department member at least once a year.

Taking on (or eliminating) a service by a fire department has the potential to be both a positive as well as a negative experience. Initiating new programs will raise both community expectations as well the Department members commitment.

From an occupational health and safety perspective, fire departments considering adding road rescue responses to their service delivery model would be well advised to canvas their members to confirm their support and commitment to the program. The addition of road rescue and vehicle extrication services will increase the call volumes for participating Departments and potentially increase members' exposure to traumatic events. Conversely, for a non-participating Department to have its members told not to help, i.e., "to stand down and/or wait for another agency to arrive" can be similarly traumatic. As such, as part of the roll-out of this service, it would be useful to refresh members' and officers' understanding of the available supports, and perhaps schedule some follow up reviews with participating Departments after the service has been operating for a period of time (e.g., six and 12 months), to assess any impacts that have been experienced.

Studies indicate the rate of Post Traumatic Stress Disorder (PTSD) is a heightened risk for firefighters especially if they respond to medical emergencies and/or motor vehicle accidents. However, even though firefighters may experience a higher risk for stress as result of an incident or an accumulation of incidents, most firefighters will never develop PTSD.

One final financial consideration that is difficult quantify without access to confidential data is the "WorkSafeBC Experience Rating" for the CSRD (i.e., the annual cost CSRD pays to WorkSafe). Claim costs are a compound of experience rating calculations. On occasion, these costs are adjusted and can affect the experience rate for one or more years" which in turns affects the premiums for those years. Experience ratings are impacted by payroll changes and claim costs. Note WorkSafeBC provides a secure online calculator on their website that employers can access and use to calculate their experience rating in any given year.³⁹

9.1 Recommendations

³⁹ <https://www.worksafebc.com/en/about-us/shared-data/interactive-tools/calculators>

Recommendation #23	Departments identified as possible service providers canvas the membership to confirm there are a sufficient number of firefighters willing to participate in road rescue responses.
Recommendation #24	Develop a CSRD policy and related Operational Guideline that outlines the ability for individual officers/firefighters to opt out of participating in road rescue responses.

Appendix 1: Benchmark Survey Results

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
General				
<p>1. Please provide a short high-level overview of how road rescue responses are delivered within your regional district.</p>	<p>Road rescue services are provided through a mix of municipal and regional district fire services. Three RD and two municipal fire services provide road rescue services both within and out of jurisdiction.</p>	<p>RDEK Columbia Valley (Windermere, Fairmont, Edgewater and Panorama) have members trained in Vehicle Extrication. All 4 departments respond to MVIs in their jurisdictions and provide basic or initial Road Rescue on scene supported by Invermere Fire Rescue who is the registered Road Rescue provider for the overall Columbia Valley area. Fairmont Fire has a full set of hydraulic tools as well as pneumatic bags and tools while Windermere and Edgewater both have hydraulic Combi Tools and Panorama is limited to power tools. All 4 have stabilization equipment and supplies.</p>	<p>Road rescue services is primarily performed by Jaffray Fire Department as they are the registered road rescue group. Elko and Baynes Lake FDs assist Jaffray in performing the road rescue tasks when required. We are dispatched by our dispatch, road rescue is paid by EMCR when Jaffray deploys outside our normal fire protection area. When deployed we will receive a task # from EMCR to which we submit a claim for services provided IAW with Interagency Agreement. If we damage or lose any rescue equipment during that rescue it is claimable and is usually replaced or repaired.</p>	<p>Through Fire Departments Note: There is no historical data as the TNRD is in the first year of providing this service.</p>
Administration				

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
2. Does the Regional District have a written policy (or bylaw) that enables the provision of road rescue services? If yes, please provide a copy of that document.	No	Yes	Yes	Yes
2.1 Please identify the names of local government Fire Departments that provide road rescue services within your RD boundaries. Please indicate if departments are municipal or RD and the level of First Medical (Responder service each provides (N/A = if no	See 2.1	See 2.1	See 2.1	See 2.1
2.2. How many Societies, in addition to Fire Departments, provide road rescue services within your RD boundaries?	0		1	0
Dispatch				
3. Please list each road rescue department/society and corresponding number of calls for road rescue service for the following.	See 3.3	See 3.3	See 3.3	See 3.3
3.1 Describe how calls for road rescue services are received/dispatched for each service provider within your RD (i.e., do calls come from police/ambulance direct to the service providers or through a dispatch service).	Kelowna Fire Dispatch is the dispatch provider for all fire departments within the RDKB.	Kelowna Fire Dispatch	We are dispatched through our dispatch in Kelowna from either BCAS or RCMP.	Through our dispatch (similar to a fire call).
Financial				

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
4. Does your RD provide operating/capital funding to its fire departments for road rescue service provision?	Yes	Yes	Yes	Yes
4.1. Does your RD provide funding to Societies to support road rescue service provision?	No		No	No
4.2. Grant or other (describe)?				
4.3. Does your RD provide funding to municipal fire departments to support road rescue service provision in the electoral areas?	Yes	No	No	No
4.4. If yes, how is this funding provided (e.g., grant funding, service agreement, etc.)	Midway & Grand Forks Fire Departments provide fire rescue services under agreement with the RDKB. Midway & Grand Forks do not receive specific funding to provide road rescue service under the agreements with the RDKB.			
4.5. Who (RD/Fire Department /Society) receives reimbursement from EMBC for out of jurisdiction responses?	RD and Municipal Fire Services bill EMCR directly for out of jurisdiction responses.		Jaffray Fire Department	The specific RD Fire Service that responded .

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
4.6. How is that money retained/used?	For RD Fire Services money goes back into the service that provided the service and is generally used to fund out of district response wages & equipment. The Village of Midway uses the funds to try and offset the costs to provide the service. This includes fuel, wear and tear on the apparatus, and repair/replacement of equipment.		The funds go into our general revenue for Jaffray FD.	Revenue goes back to the specific FD service to offset costs.
4.7. Does your RD provide insurance or indemnity coverage to any road rescue service providers within its boundaries? (if Yes, please identify which Fire Departments/societies and describe)	No		Yes	No
Response Area				
5. If the service is provided by an RD-operated department, does the road rescue response boundary match the fire department's fire protection response area?	No	Yes	No	No

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
5.1. If not, how are response boundaries determined for road rescue?	Response areas were set up to balance out of district response zones travel times between two fire rescue services. Taking into account major landmarks given the lack of cell service in our region.		Our road rescue boundary is different from our fire protection boundaries.	Through an understanding with EMCR.
Equipment				
6. Indicate whether any department or society (if any) that has a mandate and the equipment required to provide:				
6.1. Heavy Vehicle Rescue		Yes	Yes	
6.2. Industrial or farm machinery type extrications				
Personnel				
7. Please list the departments/societies providing road rescue within your RD and indicate the number of trained road rescue responders in each.	See 7	See 7	See 7	See 7
Critical Incident Stress Programs				
8. Does your RD provide a CISM or similar program that is made available to road rescue service providers? (If yes, please describe)	Yes	Yes	Yes	Yes
	We utilize an inhouse Post Incident Review, Debriefing and WorkSafeBC Critical Incident Response Program.	Historically RCMP Victim Services and WorkSafeBC programs have been utilized.	It is available and can be accessed either through EMCR or WorkSafeBC.	WorkSafe Critical Incident Response Program

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
8.1. How many CISM or similar program activations have occurred as a result of the provision of road rescue services in 2020, 2021, and 2022?	See 8.1	See 8.1	See 8.1	See 8.1
8.2. In total, how many WorkSafeBC claims related to or arising from the provision of road rescue services has your RD experienced over the last three years (2020, 2021, 2022)?	See 8.2	See 8.2	See 8.2	See 8.2
8.3. Do you have any concerns that provision of road rescue services has a negative impact on CISM and/or WorkSafe BC claims?	No	Yes	No	No
Training				
9. Do the departments/societies that provide road rescue services meet the EMBC training requirements as stated in the relevant EMBC policies?		Don't know	Yes	Yes
9.1. Please describe how your RD determines compliance with training requirements.	KBRFR - Auto Ex Level 1 & 2 & New Vehicle Technologies	Third party provision from within BC along with joint training with EMBC providers.	Vehicle extrication training is part of our annual training curriculum.	EMCR requirements
9.2. Please describe the type of incident command training that responders have for managing road rescue incidents.	Big White, Midway, Christina Lake & KBRFR have level ICS100-400 trained members.	ICS supported by Command/Duty Officer with NFPA 1021	All firefighters are required to have a minimum of ICS 200, Chief Officers have a minimum of ICS 300/400.	ICS 100/200/300
9.3. Do responders get training for flagging/traffic control?	Yes	Yes	Yes	Yes

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
9.4. Do the service providers conduct their own training (internal instruction) or use third party providers?	Third-party providers	Internal instruction and third-party providers	Internal instruction	Internal instruction
9.5. Do departments/societies maintain individual training records?	Yes	Yes	Yes	Yes
Mutual/Automatic Aid				
10. Do road rescue fire departments within your RD have mutual or automatic aid agreements with other departments?	Yes	Yes	Yes	Yes
Challenges				
11. What impact do you regard road rescue service provision to have on recruitment in departments that provide that service?	No impact	No impact	No impact	Positive
11.1. What are the principal challenges connected with the provision of road rescue services in your RD (please list).	Volunteer retention and recruitment is a challenge for Christina Lake, Midway and Big White. Cost of equipment is increasing with no substantive change in EMCR reimbursement rates. EMCR needs to address recommendations put forward to address cost of service for out of district response and allow for the provision of expanded services on scene under task (First	Cost of Equipment and capacity to respond to region wide weather events impacting road conditions.	Having enough responders to respond during the weekday and summer months. Working with paid on call system you are at the mercy of the responders and if they can respond or not.	Not subsidizing the greater area from the Fire Service area.

Survey Question	Kootenay Boundary Regional District (KBRD)	Regional District East Kootenay - Columbia Valley (RDEK - Columbia Valley)	Regional District East Kootenay - Elk Valley (RDEK - Elk Valley)	Thompson-Nicola Regional District (TNRD)
	Responder/flagging, hazmat). Communications challenges outside radio communications/cell service areas.			
ADDITIONAL NOTES				It would be nice to see the province support Road Rescue in the same way they support SAR.

2.1. Please identify the names of local government Fire Departments that provide road rescue services within your RD boundaries. Please indicate if departments are municipal or RD and the level of First Medical (Responder service each provides (N/A = if not provided).

Kootenay Boundary Regional District		
Kootenay Boundary Regional Fire Rescue	Regional District	FMR 3
Christina Lake Fire Rescue	Regional District	FMR 3
Grand Forks Fire Rescue	Municipal	FMR 3
Midway Volunteer Fire Department	Municipal	N/A
Big White Fire Department	Regional District	FMR 3
Regional District East Kootenay - Columbia Valley		
Invermere	Municipal	N/A
Edgewater Fire	Regional District	FMR 3
Fairmont Fire	Regional District	FMR 3
Panorama Fire	Regional District	FMR 3
Windermere Fire	Regional District	FMR 3
Canal Flats Fire	Municipal	FMR 3
Regional District East Kootenay - Elk Valley		
Jaffray Fire Department (Road Rescue group)	Regional District	FMR 3
Elko Fire Department (supports Jaffray FD)	Regional District	FMR 3
Baynes Lake Fire Department (supports Jaffray FD)	Regional District	FMR 3
Thompson-Nicola Regional District		
Vavenby Fire Department	Regional District	N/A
Blackpool Fire Department	Regional District	N/A

3.3. Please list each road rescue department/society and corresponding number of calls for road rescue service for the following.

Kootenay Boundary Regional District			
	2020	2021	2022
Kootenay Boundary Regional Fire Rescue	133	154	149
Christina Lake Fire Rescue	22	27	29
Midway Volunteer Fire Department	36	39	40
Big White Fire Department	40	38	32
Regional District East Kootenay - Columbia Valley			
	2020	2021	2022
Edgewater Fire Department	3	4	8
Fairmont Fire Department	4	9	4
Panorama Fire Department	3	3	1
Windermere Fire Department	9	19	15
Regional District East Kootenay - Elk Valley			
	2020	2021	2022
Jaffray Fire Department	10	15	12
Thompson-Nicola Regional District			
	2020	2021	2022
Vavenby Fire Department			
Blackpool Fire Department			

7. Please list the departments/societies providing road rescue within your RD and indicate the number of trained road rescue responders in each.

Kootenay Boundary Regional Fire Rescue	
Kootenay Boundary Regional Fire Rescue	15 career / 40 POC at a basic from 1001 training
Christina Lake Fire Rescue	2 career / 28 POC 1001 training
Grand Forks Fire Rescue	3 / 40 POC - 10 members trained to 1001 standard
Midway Volunteer Fire Department	1 career and 17 volunteers trained to 1006 level one. 1006 Level one and two course happening in October 2023.
Big White Fire Department	3 / 24 POC / 8 WEP trained to basic 1001 standard
Regional District East Kootenay - Columbia Valley	
Edgewater Fire Department	7
Fairmont Fire Department	11
Panorama Fire Department	7
Windermere Fire Department	10
Regional District East Kootenay - Elk Valley	
Jaffray Fire Department	10
Elko Fire Department	6
Baynes Lake Fire Department	4
Thompson-Nicola Regional District	
Vavenby Fire Department	15
Blackpool Fire Department	20

	Kootenay Boundary Regional District			Regional District East Kootenay - Columbia Valley			Regional District East Kootenay - Elk Valley			Thompson-Nicola Regional District		
	2020	2021	2022	2020	2021	2022	2020	2021	2022	2020	2021	2022
8.1. How many CISM or similar program activations have occurred as a result of the provision of road rescue services in 2020, 2021, and 2022?	> 5	>5	>5			1	N/A	N/A	N/A			
8.2. In total, how many WorkSafeBC claims related to or arising from the provision of road rescue services has your RD experienced over the last three years (2020, 2021, 2022)?	0	0	0				N/A	N/A	N/A			

Appendix 2: Training Standards

The following standards are recommended to guide the delivery of road rescue/extrication training.

Firefighters Initial Training:

- NFPA 1006 Chapter 8 Common Passenger Vehicle Rescue – 8.1 Awareness Level
- NFPA 1006 Chapter 8 Common Passenger Vehicle Rescue – 8.2 Operations Level
- NFPA 472 / 1072 Hazardous Material – Awareness⁴⁰
- NFPA 1006 Chapter 5 Rope Rescue – 5.1 Awareness Level

Officers Initial Training:

- All the training included listed in the initial training for firefighters, and
- NFPA 1006 Chapter 17 Surface Water Rescue – 17.1 Awareness Level / 17.2 Operations Level
- NFPA 1006 Chapter 20 Ice Rescue – 20.1 Awareness Level / 20.2 Operations Level
- NFPA 1006 Chapter 22 Watercraft – 22.1 Awareness Level / 22.2 Operations Level

Advanced Training for Officers and Firefighters:

- NFPA 1006 Chapter 9 Heavy Vehicle Rescue – 9.1 Awareness Level
- NFPA 1006 Chapter 9 Heavy Vehicle Rescue – 9.2 Operations Level
- NFPA 1006 Chapter 5 Rope Rescue – 5.2 Operations Level

⁴⁰ Consideration should be given to including additional training in spill confinement.

Appendix 3: Vehicle Rescue Equipment List

Note: depending on vendor prices, type, model, and availability the budget amount for the following tools and equipment would be in the approximate range of \$25,000 to \$35,000 (**not including items marked “optional”**).

Safety Equipment

Full PPE (department structure firefighting protective ensemble)

Safety Glasses

Ear plugs

Dust masks

Extrication gloves

Battery Rescue Tools

1 – e-Draulic Combi Rescue Tool (“jaws of life”)

1 - Long ram

1 - Short ram

1 - Reciprocating saw with 6” and 9” fire rescue blades (optional)

1 - Impact wrench (optional)

Hydraulic Rescue Tools

1 – Spreader (optional)

1 – Cutter (optional)

1 – Long ram (optional)

1 – Short ram (optional)

Cribbing

24 – 4” x 4”

24 – 2” x 4”

24 – 2” x 6”

24 – wedges

3 – step chocks

1 – Strut System (with lifting capability)

Air supply and air tools

1-½ impact gun, sockets, extensions and swivels (optional)

1-air chisel and bits (optional)

4 – Pneumatic lifting bags:

- 1- 3.1 ton - 9” x 9” (optional)
- 1- 10.8 ton - 15” x 15” (optional)
- 1- 22.7 ton - 22” x 22” (optional)

- 1 -27.7 ton - 24" x 24" (optional)

Hand tools

- 1 – tempered glass removal tool
- 1 – laminated glass removal tool
- 1 – hack saws and spare blades
- 1 – battery cable cutter
- 1 – utility knives
- 1 – seat belt cutters
- 1 – life hammers
- 1 – centre punches
- 2 – sets of ratchet straps
- 1 – bolt cutter
- 1 – wire cutter
- 1 – set of pliers
- 1 – set of open-ended wrenches
- 1 – set of socket wrenches
- 1 – set of assorted screw drivers
- 1 – car service jack
- 1 - oscillating multi-tool (optional)
- 1 – reciprocating saw (optional)
- 1 – rolls of duct tape
- 1 – 4000 lb come along winch (little mule)
- 1 – rated rescue chains
- 1 – Halligan tools
- 1 – flat head axes
- Jack All
- 2 – patient tarps
- Hard and soft protection
- 2– glass removal tarps
- 1 – tool staging tarps
- 1 – step ladder
- 1 – broom
- 1 – shovel
- 1 – spill kit
- 1-spine boards
- 1 – basket stretcher (optional)
- Rags to wipe down equipment after use.
- 2 – spray bottles with soap and water

Appendix 4: Road and Medical Rescue Policy

2.07 ROAD AND MEDICAL RESCUE

2.07.1 GENERAL

The Policy describes the support provided by Emergency Management BC (EMBC) to all service providers that are recognized pursuant to this policy. Reimbursement under this policy will only be considered for the delivery of services that fall within the definition of Out-of-jurisdiction Response and applies to all Road Rescue Service Providers.

Related Policies:

- 13. 1.01 Task Report
- 14. 1.04 Hepatitis B Prevention/Post Exposure Follow-Up
- 15. 2.02 Task Authorization
- 16. 2.05 Red Flashing Lights and Siren Permits
- 17. 5.01 Task Registration
- 18. 5.02 Expense Reimbursement
- 19. 5.04 Public Safety Lifeline Equipment Repair/Replacement
- 20. 5.07 Workers' Compensation Coverage
- 21. 5.08 Liability Coverage

2.07.2 DEFINITIONS

See Terms and Definitions

Fire Suppression Services: The equipment and staff required to protect response personnel and/or subjects where there is an actual or imminent threat to life due to fire. This definition includes response to structures and hazardous materials (hazmat) incidents for the purposes of rescuing entrapped subjects. This definition does not include response efforts beyond the rescue.

Medical Rescue: A Road Rescue Service Provider or Fire Department response to assist BC Emergency Health Services (operating the BC Ambulance Service, or BCAS) where there is an actual or imminent threat to life and BCAS requires assistance in accessing and moving injured subject(s) to a safe location. Such action can include treating the subject at site. This applies only where no EMBC recognized Search and Rescue (SAR) group is available to respond within a reasonable time frame and/or does not have the specific training and equipment required. The Road Rescue Service Provider or Fire Department must have the specialized rescue skills and equipment required for the response. This definition does not apply to Emergency Medical Assistant (EMA) First Responder assistance to BCAS.

Out-of-jurisdiction Response: The service provided is outside the established municipal and/or fire protection area and is not covered under a contract, mutual aid agreement, automatic aid agreement, or extended service by-law. This definition applies to organizations that operate without a defined

jurisdictional boundary (e.g. road rescue societies not affiliated with a fire department and search and rescue societies).

Police: The police service responsible for the jurisdiction where the incident occurs. In most situations, it is anticipated that this will be the Royal Canadian Mounted Police (RCMP).

Road Rescue: Rescue skills that may be called upon in response to a motor vehicle accident including extrication of vehicle occupants and embankment rescue. Water rescue that is required as a direct result of a motor vehicle accident is considered part of the road rescue response, if the Road Rescue Service Provider has the necessary water rescue skills and equipment required. The term Road Rescue is also interpreted to include the use of auto extrication tools and techniques for the release of subjects trapped by other means, such as farm or industrial accidents, train wrecks, or aircraft crashes.

Road Rescue Service Provider (hereafter service provider): An organized fire rescue service or volunteer rescue society whose members maintain an on-going competence through participation in a training and exercise program that meets the intent of the current National Fire Protection Association (NFPA) standards on operations and training for technical rescue incidents. For references within the standard to hazmat training, EMBC will recognize the hazmat awareness level as adequate for the purposes of this policy. EMBC may at any time require the service provider to produce evidence that this requirement has been satisfied.

All Found Rate: All found rates include all costs associated with a rescue response, with the exception of those items specifically identified in Annex A of this policy. Rates are applicable from the time of response vehicle departure from quarters and continue until return to quarters. For responses where extrication, embankment, or medical rescue services are rendered, an additional quarter-hour will be added to account for clean up after task.

2.07.3 POLICY STATEMENT

- (1) Service providers must maintain an on-going competence through participation in a training and exercise program that meets the intent of the current NFPA standards on operations and training for technical rescue incidents and hazmat awareness.
- (2) The police and BCAS are the EMBC-recognized tasking agencies for road and medical rescue. The BC Coroner's Service and the Joint Rescue Coordination Centre may request extrication support under this policy.
- (3) An EMBC Regional Duty Manager (RDM) may authorize, on the request of the tasking agency, helicopter deployment of a service provider to a remote area. An Air Services Emergency (ASE) number is required.
- (4) The following support is available to service providers for the provision of road and medical rescue services when authorized by a task number assigned by the Emergency Coordination Centre (ECC), subject to the conditions set forth in this policy:
 - a. Workers' compensation coverage.

- b. Liability coverage. Note: EMBC does not provide liability coverage for the organization and/or the local government.
 - c. Reimbursement for eligible expenses defined in this policy.
- (5) Service providers and fire departments will only be approved for tasking in medical rescues where no EMBC recognized SAR group is available to respond and/or does not have the specific training and equipment required.
- (6) The following activities are not covered under this policy:
- a. Traffic control is only authorized for ensuring the safety of the emergency services personnel involved in the removal of the subject(s). Once the subject(s) are safely extricated, traffic control is no longer covered by EMBC. (Note: In a situation where ongoing traffic control is required for the protection of other personnel at site, coverage will only be provided for workers' compensation and liability.)
 - b. Transportation of patients to a medical facility is the responsibility of BCAS and is not covered under the EMBC task number.
 - c. Responders accompanying BCAS in an ambulance. (Note: Task coverage for this situation may be considered by the RDM on a case-by-case basis.)
 - d. EMA First Responder calls.
 - e. Response to fire and hazmat incidents, beyond rescue of entrapped subjects.
 - f. Time waiting at scene for coroner to arrive and/or release deceased subject(s) for extrication.
- (7) Reimbursement rates will conform to:
- a. The current "Interagency Working Group Report: Reimbursement Rates" between the Office of the Fire Commissioner and the Fire Chiefs Association of British Columbia. The rate used shall be the "All Found Rate" for Rescue Vehicles. This rate applies to all attending vehicles that are deemed eligible under this policy.
 - b. Road and Medical Rescue Reimbursement Schedule, for all other equipment.
- (8) Reimbursement under this policy covers one rescue vehicle unless otherwise authorized within this policy. This does not prevent the attendance of additional resources, at the expense of the service provider.
- (9) Costs associated with provision of Critical Incident Stress Management (CISM) may be supported by EMBC for tasked incidents, as approved by the RDM. Incident response time does not include CISM activities.

2.07.4 CONDITIONS/RESPONSIBILITIES

- (1) Fire suppression resources that respond to an incident will only be reimbursed when the response falls under the definition set out in “Fire Suppression Services” in this policy. (Note: this does not prevent the service provider from deploying additional resources, at the expense of the service provider.)
- (2) A local authority fire department must be formally established through bylaw, and have appropriate approval to respond outside their jurisdiction as a service provider. Fire departments must maintain liability/insurance coverage.
- (3) Service providers who are not local authority fire departments must have comprehensive third party liability insurance. Such coverage must be in place within six months of the enactment of this policy.
- (4) Service providers are responsible to ensure adequate insurance coverage is in place for all apparatus and equipment.
- (5) Prior to responding under this policy, service providers must be registered with their EMBC regional office.

2.07.5 AUTHORITIES

Emergency Program Act

Original Signed by

Chris Duffy
A/Assistant Deputy Minister
Emergency Management BC

August 4, 2016

2.07.6 RELATED DOCUMENTS

- 2.07 Road and Medical Rescue Procedures
- 2.07 Road and Medical Rescue Reimbursement Schedule
- 2.07 Road Rescue Service Provider Registration Form
- 2.07 Road Rescue Service Provider Registration Form Instructions
- 2.07 Road and Medical Rescue FAQs
- Inter-Agency Working Group Report Reimbursement Rates

December 29, 2017



ROAD RESCUE FEASIBILITY STUDY

SUBMITTED BY:



FIREWISE
CONSULTING

PO Box 253
Shawnigan Lake, BC
V0R 2W0
250.812.9830
www.firewiseconsulting.com

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A RESCUE SERVICE DOES NOT EXIST

FOR WHAT IT DOES.

IT EXISTS FOR WHAT IT MAY HAVE TO DO!

LBG

1.0 EXECUTIVE SUMMARY

We live in a mobile society where people travel in vehicles on highways and roads for a variety of reasons. The Columbia Shuswap Regional District (CSRD) is blessed with some of the most spectacular scenery and recreational opportunities in the world. From time to time as the motoring public travel through the CSRD, motor vehicle accidents (MVA) occur which require road rescue emergency responders to come to their assistance to extricate the injured.

Within British Columbia, there is no mandated responsibility for road rescue. Likewise, there is no legislated mandate to have a fire department. By comparison, the British Columbia Ambulance Service (BCAS) does however, have a Provincial mandate to provide pre-hospital care; a service that on occasion they cannot provide without access to patients made possible by road rescue services.

Schedule 1 of the Emergency Program Management Regulation related to the Emergency Program Act, indicates that the Attorney General is identified as the Minister responsible for coordinating government responses to specified hazards. Included in the list of hazards is “motor vehicle crashes”

While the mission of the Attorney General is to administer justice, deliver public safety services and programs, lead emergency management and provide legal advice to Government, the Minister of Public Safety & Solicitor General has assumed responsibility for the oversight of Emergency Management BC (“EMBC”).

No other legislation, nor regulation, addresses the matter of road rescue. A review of the Emergency Program Act, the Local Authority Emergency Management Regulation and the Compensation and Disaster Financial Assistance Regulation does not reveal any mandate for the activities of road rescue service providers.

It is interesting to note that in February 2017, the Fire Chiefs Association of British Columbia (“FCABC”) was awarded funding to conduct research and to develop a proposed framework for the provision of road rescue within the province, including provisions for the FCABC to receive and prioritize funding requests for EMBC registered road rescue providers.

Firewise believes the research emanating from this project will assist in a significantly clearer understanding of how road rescue services at the provincial level might be managed and funded.

Emergency Management BC (EMBC) has taken an interest in rescues of all types including road rescue. They have not, however, taken responsibility for road rescue. The interest EMBC has in the issue is to provide some guidance to road rescue groups through the development of a Road Rescue Safety Program Guide (RRSPG) and by

granting task numbers to registered road rescue providers so they can receive liability protection, WorkSafeBC coverage, and claim for operational expenses for providing the service. The province provides compensation to road rescue service providers but not when the incident occurs within municipal boundaries or a defined fire protection service area or where there is a responding fire department, equipped and trained to provide road rescue service. It is the opinion of FireWise that this practice is purely financial. FireWise has been unable to determine any legislation, regulation or policy that provides any other rationale for such a decision. It is hoped that the province-wide initiative being undertaken to look at road rescue services will bring more clarity to this position.

In the last ten years, there have been two road rescue societies that provided the service in the CSRD disband. A third has opted out of providing road rescue services. The service gap caused the CSRD to look to other groups who could step up and provide the service ensuring a reasonable level of public safety. In each of these cases, a fire department has continued to provide road rescue services. Road rescue in many communities is a service provided by the local fire department within their service area. The CSRD is fortunate to have two road rescue societies who continue to provide the service with support from municipal or CSRD fire departments.

This feasibility study was requested to look at the current service delivery models and the sustainability of the service plus other issues.

Within the CSRD there are five road rescue service providers. Two are municipal fire departments, Golden Fire Rescue, and Revelstoke Fire Rescue Service, two are Societies registered with the Province under the Societies Act and the fifth is Field Fire and Rescue Department Society who provide service under contract to Parks Canada. The two societies are the Eagle Valley Rescue Society and the Salmon Arm Rescue Unit. Two more municipal fire departments from outside the CSRD provide road rescue services to other areas in the CSRD close to their municipalities where they are based. The agencies outside the CSRD are Vernon Fire Rescue Service and Chase Fire Rescue. There is no cost to the CSRD for these fire departments to respond to a MVA in the CSRD but there is no guarantee they will always be available.

Information on where and when a MVA occurred was analyzed to determine if the service provided is acceptable. The biggest concern being the time it takes the trained and equipped rescue personnel to arrive at an incident to extract the victims so that they can receive appropriate medical care.

During the time from November 2016 to October 2017, 230 calls for road rescue service in the CSRD were analyzed. Section 7 of this report provides detail on the location of these incidents and response data. The average time for an incident was 1:14:22 (one hour, 14 minutes and 22 seconds). The average response time to an incident was 30:38 (30 minutes and 38 seconds). Emergency service providers have response time standards they strive to meet, which are expressed in the 90th percentile. A simple explanation of this is, once a benchmark has been established, it can be used as a performance measuring tool. The performance measuring tool will show if the agency

can match or improve on the benchmark 90% of the time? The 90th percentile for road rescue events in the CSRD is two hours, forty-one minutes and forty-four seconds (2:41.44). The best efforts of FireWise to determine a provincial average or benchmark were unsuccessful. However, the experience of the project team suggests the 90th percentile in the CSRD is high. It is hoped that the provincial initiative to examine road rescue holistically throughout the province will create a clearer picture of provincial norms.

Doing more analysis of this CSRD benchmark using the response data that was available reveals some factors explaining why the figure is so high.

It starts with the 9-1-1 system. Callers to 9-1-1 out in the rural areas of the province often have difficulty explaining where they are. Dispatchers will probe for more accurate information so that the appropriate road rescue group can be sent.

That creates another problem. The dispatchers scramble to figure out who is the nearest agency. Then there is travel time. Responding to a MVA in the Roger's Pass, for example, is a lengthy road trip for the crews coming from Golden or Revelstoke. It is assumed that travellers traversing through the Roger's Pass understand that emergency services are going to be a long time coming if there is an accident. Travellers therefore assume and accept that risk. Similarly, it is a long distance from Vernon to the Falkland area and from Chase to Anglemont.

On the south and west sides of the CSRD, things are better. The CSRD has established fire departments who routinely respond inside their specified service areas to a MVA in support of BCAS and road rescue agencies. The response times for rescue units coming from Chase or Salmon Arm can be significant. As a result, some CSRD firefighters have expressed frustration at not being able to provide better service while they wait for the specialized rescue tools and equipment to arrive. It is a best practice in many communities where there is an established fire department to provide some road rescue, resulting in this best practice giving rise to the public expectation that most fire departments, including those in the CSRD, provide an all-hazard mitigation service.

Opportunities for improving or enhancing the road rescue service exist. The fire service in the CSRD is a local government service funded by taxpayers within a defined service area, and it would not be unreasonable to consider adding road rescue to the services some of those departments provide within some of those defined service areas.

A case can be made for the existing fire departments who have sufficient members and resources to acquire basic auto extrication equipment and take the training on their use. Modern auto extrication tools usually can be added to existing fire apparatus. Auto extrication tools of today are often battery operated and come in convenient carrying cases allowing them to be easily added to the inventory of equipment carried on fire apparatus without great expense.

The financial impact on CSRD budgets is manageable and enhancing the level of public safety would be a worthwhile investment. Reimbursement rates for out-of-district

response (the local service area) for fire departments are established by EMBC helping to recover operational expenses.

To provide the equipment and training required to allow firefighters to provide a basic road rescue service, will necessitate an initial investment of approximately \$ 35,000.00 per department or per road rescue team. This should provide the team with an initial supply of stabilization tools, a battery-powered combi tool (spreader/cutter), two batteries to power the unit and a full day of training for 10 to 12 firefighters. Training would be initially provided by the vendor selling the tools and assumes that the firefighters have already been trained in scene assessment from a fire and hazard control perspective.

The addition of services, to those already provided by CSRD fire departments, will not attract additional liability concerns providing the members of the fire departments do not exceed their level of training and/or the services that their AHJ has authorized them to deliver. Mitigation of the perceived risks that come with the introduction of providing road rescue service can be achieved by the CSRD Board of Directors introducing the appropriate policies to protect the CSRD. In most situations it complements the training they currently take and can be a strategy to retain volunteers by giving them new personal growth opportunities but more importantly, reducing frustration from feeling undervalued and ineffective at some MVA's.

The report makes one recommendation. That is to allow those CSRD fire departments, who are willing to commit the time required to be trained to provide an additional service, to be enabled by the CSRD to provide basic road rescue in support of other emergency services.

The recommendation of having some CSRD fire departments provide the service is to support the existing road rescue groups, particularly the Eagle Valley Rescue Society and the Salmon Arm Rescue Unit. At the very least, the CSRD Protective Services department should establish dialogue with the road rescue service providers to gather information on road rescue incidents for analysis now that benchmarks have been established looking for continuous improvement.

Another issue is reciprocity. If most other areas in the Province and other provinces do have road rescue services, is the CSRD obligated in any way to ensure its citizens and visitors from other areas receive similar service when in the CSRD? Our experience from other projects completed across the province has been that the expectation of the public is that all fire departments provide some level of road rescue service. We believe a survey of land-owners in the CSRD would show that they expect their community fire department to attend a MVA to eliminate hazards to public safety, and extricate people, or have a plan in place to provide such a service within the CSRD. While there is no mandate that requires the CSRD to provide the service, it would be deemed prudent from a risk management perspective to seek a legal opinion on the position of the CSRD regarding this public safety issue if many other fire departments are providing road rescue services.

The report provides much more detail on the issues so the CSRD can make an informed decision on what steps they should take to enhance the service and keep it sustainable.

2.0 INTRODUCTION & DISCLAIMER

The Columbia Shuswap Regional District (Regional District) has engaged FireWise Consulting Ltd. to undertake a feasibility study of the current road rescue service within its boundary. The study included determining the best practices surrounding road rescue service delivery, examining the current service delivery models throughout the Regional District, identifying gaps in service delivery and making recommendations as to how the Regional District can support road rescue service delivery throughout the seven Electoral Areas and four municipalities.

2.1 Disclaimer

This report is being submitted for your review and consideration. FWC makes no representation or warranty to the recipient about the information and shall not be liable for any errors or omissions in the information or the use thereof.

3.0 BACKGROUND & HISTORY OF ROAD RESCUE IN B.C.

The history of Road Rescue, also known as auto extrication or highway rescue in British Columbia has not been chronicled due to the fragmented approach to the provision of this service, which has been in existence for many years and which is the current reality.

What is Road Rescue? *It is vehicle extrication defined as the process of removing a vehicle from around a person who has been involved in a motor vehicle accident when conventional means of exit are impossible or inadvisable. A delicate approach is needed to minimize injury to the victim during the extrication. This operation is typically accomplished by using chocks and bracing for stabilization hydraulic powered tools, including the “Jaws of Life,” saws, winches, jacks, airbags or combinations thereof. Standards and regulations are found in NFPA 1006¹ NFPA1670².*

As communities developed and the automobile became increasingly popular, accidents regularly occurred. As more automobiles used the road, the frequency and severity of

¹ NFPA 1006 Standard for Technical Rescue Personnel Professional Qualifications

² NFPA 1670 Standard on Operations and Training for Technical Search and Rescue Incidents

accidents increased resulting in many deaths and serious injuries often due to victims trapped in vehicles involved in accidents.

There is no provincial legislation governing the provision of road rescue services in British Columbia. Road rescue, or highway rescue as it is known in some parts of the province, is a discretionary service, delivered by an array of service providers. The primary agencies that provide the service are fire departments and volunteer road rescue societies. Where there are gaps in the provision of the service by these agencies, road rescue has been, and continues to be, provided by the British Columbia Ambulance Service, Search and Rescue groups and in some extreme cases tow-truck operators.

Within British Columbia, there is no legislated requirement to have a fire department unlike other emergency services such as police and the British Columbia Ambulance Service. Establishing a fire department is purely a local government decision typically made by the local community who support it financially often through taxation. Once the local community decides it would like to have fire protection, some form of governance and oversight structure is created. The governing body then determines what type of services its fire department will provide with firefighting as its core service.

In the same manner, the emergence of road rescue services in many situations has been a result of local governments and volunteer organizations recognizing the need for the service and, through local property taxation or fund-raising, the funding to purchase equipment and provide training.

In most metropolitan and urban areas of the province, the service is provided by municipal fire departments. Within the Columbia Shuswap Regional District, road rescue services are provided by Field Fire and Rescue, Golden Fire-Rescue Services, and Revelstoke Fire Rescue Services within their fire protection boundaries as established by the local Authority Having Jurisdiction (AHJ).

“Whose responsibility is it to provide Road Rescue in British Columbia?”

In other urban and rural areas, where road rescue service is not provided by the local fire department, the service may be provided by a

volunteer road rescue society. Two local examples are the City of Salmon Arm and the District of Sicamous where road rescue services are provided by Salmon Arm Rescue Unit and the Eagle Valley Rescue Society.

For other rural areas of the province, the service is generally provided by agencies which have registered with EMBC as a Road Rescue Service Provider.

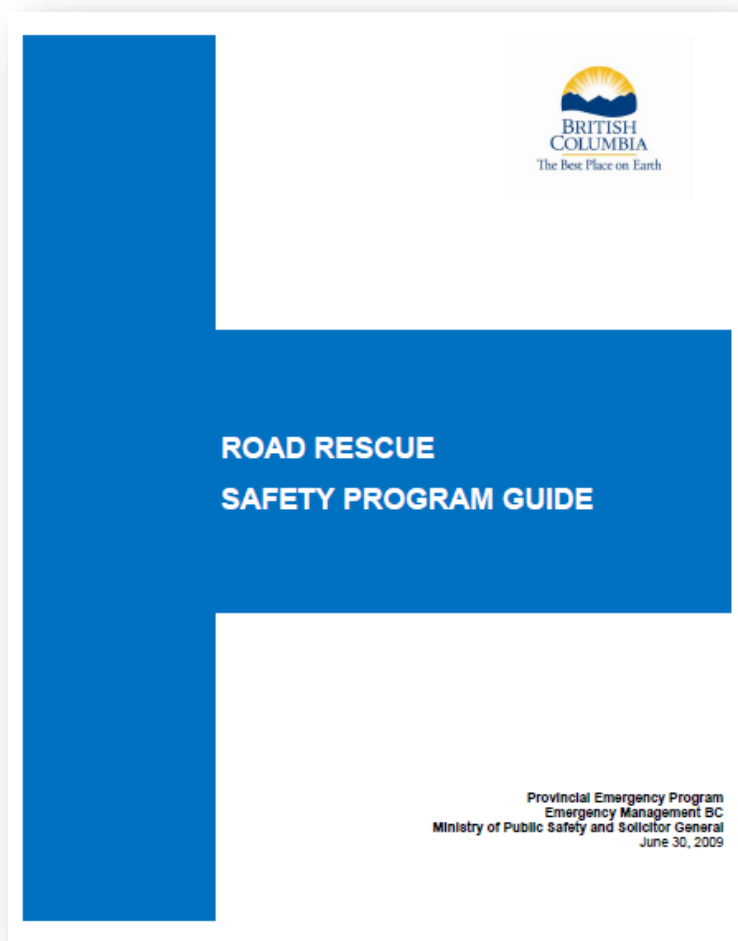
EMBC defines a Road Rescue Service Provider as:

“An organized fire rescue service or volunteer rescue society whose members maintain an on-going competence through participation in a training and exercise program that meets the intent of the current National Fire Protection Association (NFPA) standards on operations and training for technical rescue incidents.”

EMBC, formerly known as the Provincial Emergency Program or “PEP,” provides oversight to the BC Road Rescue program. The program maintains a registry of agencies who may be requested to provide support to people involved in out-of-jurisdiction motor vehicle accidents, where specialized skills, such as vehicle extrication and other rescue services and equipment, are required.

EMBC, in their Policy 2.07, defines an “out-of-jurisdiction response” as:

“The service provided is outside the established municipal and fire protection area and is not covered under a contract, mutual aid agreement, automatic aid agreement, or extended service by-law. This definition applies to organizations that operate without a defined jurisdictional boundary (e.g., road rescue societies not affiliated with a fire department and search and rescue societies).”



A primary function of the EMBC Road Rescue program is to provide WorkSafeBC coverage, including injury, disability, accidental death, and liability coverage for members who are tasked to respond to incidents. EMBC also provides some financial reimbursement for operational cost recovery, to the registered agencies when task numbers have been granted. To ensure the reimbursement and coverage outlined above is in place, an EMBC emergency response task number must be obtained by the responding agency at the commencement of the task.

While EMBC has established policies and a safety guide for those agencies which have chosen to provide road rescue services in the rural areas of the province, the delivery of the service at an incident is contingent upon the availability of trained personnel and the equipment they have at their disposal. There is no one consistent service delivery model in place, either within the CSRD or the Province of British Columbia.

The Road Rescue Safety Program Guide (RRSPG), introduced in June 2009 is a comprehensive document developed by EMBC. The RRSPG outlines best practices and safety-focused guidelines. These guidelines are intended to ensure agencies providing road rescue services, but which are not under the authority of an established fire

department, are aware of and understand the risks and responsibilities that come with the provision of the service.

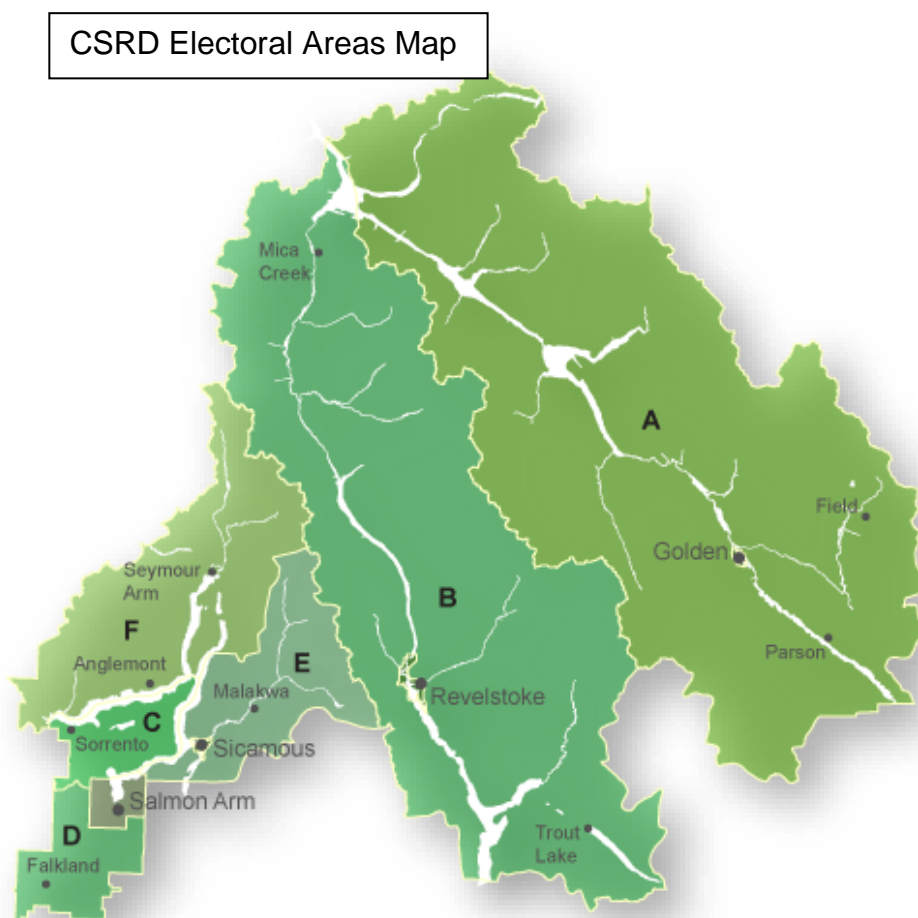
In the CSRD, when a motor vehicle accident occurs within the municipal boundaries of the City of Salmon Arm or the District of Sicamous, the local fire department will be dispatched to support the road rescue service provider by providing standby fire suppression resources and additional personnel.

The costs associated with the response by a fire department, under such circumstances, is borne by the AHJ for the fire department.

The provision of fire suppression resources to incidents, which constitute an “out-of-jurisdiction response,” will not automatically be approved by EMBC for reimbursement. The issuance of an EMBC emergency response task number will be dependent on the facts and the circumstances. The key qualifier for reimbursement is where the fire suppression equipment and personnel are required to protect response personnel and subjects involved in the incident where there is an actual or imminent threat to life due to fire.

A principle of any life-threatening injury is defined as the “Golden Hour.” Victims suffering serious injuries in a motor vehicle accident have higher survival outcomes when they are extricated and receive appropriate medical attention within one hour of being injured.

The CSRD covers a large area which is sparsely populated with mountains, lakes, and streams and with seasonal population fluctuations. As in all reactive emergency services, response times to a Motor Vehicle Incident (MVI) are crucial in saving lives, but it is not practical to provide any emergency service equally and consistently within the CSRD. CSRD has developed the fire service within its jurisdiction and has undertaken this study to understand how it can support road rescue.



The question of whose responsibility it is to provide road rescue remains to be answered.

Any consideration by the CSRD to allow their fire department apparatus and personnel to respond to incidents outside of the defined service area of the fire department will require a policy of the CSRD Board of Directors unless a mutual aid agreement, an automatic aid agreement or some other regional assistance policy is in place. Establishing a new service in the CSRD will require amendments to Bylaw No. 5587. It is important to note that the authority to allow a CSRD Fire Department to provide road rescue service outside its' designated fire service area boundary can be achieved through a CSRD policy and that it does not require the creation of a specific area of the regional district or the need for electorate assent procedures to be implemented, as the Regional District has the authority to create such enabling policy as noted in paragraph 22 of Bylaw No. 5587.

4.0 TRENDS IN ROAD RESCUE DELIVERY

While Road Rescue services continue to vary across BC the trend across the country is for these services to be included within the mandate of organized fire departments. Vehicle rescue has become increasingly technical due to the advances in safety systems, fuel systems, and the design of vehicles. Providers are having to be proactive in both maintaining their skills and learning, to be competent and ensure safety for themselves and victims.

As jobs become more technical the trend is for services to become specialized. This helps to ensure competency and practices and has contributed to the development of special teams and equipment for this purpose. Organized fire departments tend to incorporate this within their existing service mandate. The skills and equipment for road rescue differ from that of search and rescue, or other technical rescues sufficiently enough to require specialized training and support.



From discussions we had with the two rescue societies it would appear they train continuously incorporating new techniques and new vehicle technology.

As detailed in section 7 of this report, response data shows where incidents have occurred. This is another benchmark that should be reviewed annually looking for trends in the frequency of MVA's which could indicate there may be road design flaws or enforcement issues.

5.0 OCCUPATIONAL HEALTH AND SAFETY

EMBC has done a commendable job of documenting the various key aspects of introducing and maintaining a road rescue service that is designed to ensure the safety of all road rescue responders who register with the BC Road Rescue program. The Road Rescue Safety Program Guide is extensive and comprehensive and is designed to contribute to the safety of other people on-scene at incidents that road rescue service providers attend.

The municipal fire service agencies who provide out-of-jurisdiction road rescue services are governed by the OG's that their AHJ have approved for this service. The provincial guide provides road rescue societies, such as the Salmon Arm Rescue Unit and the Eagle Valley Rescue Society, provides clear direction to their members who deliver road rescue services so, they understand and are compliant with WorkSafeBC regulations.

As noted previously, when road rescue service is being provided out-of-jurisdiction the Province through EMBC provides responders with injury, disability, accidental death, and liability coverage through the assignment of an EMBC Task Number. Each incident that road rescue responders are called to requires a specific EMBC Task Number.

For fire departments delivering road rescue service within their defined fire protection boundaries, the coverage for injury, disability, accidental death, and liability is provided by the AHJ responsible for the fire department.

Through telephone interviews with the representatives of the various road rescue service providers, it was confirmed that they have procedures ensuring compliance with the WorkSafeBC Occupational Health and Safety Regulation. The two societies who provide Road Rescue in the CSRD, review safety issues at their management meetings, while the fire departments have either safety committees or a health and safety representative appointed by the Fire Chief as required by WorkSafeBC.

Record-keeping is essential concerning all safety-related issues. Confirmation was provided that all agencies understand the requirements in this regard, particularly as they relate to injuries, training, near-misses and the need for appropriate and relative operational guidelines.

One aspect of health and safety that is important to those who provide road rescue services is to have a robust critical incident stress debriefing program. The need to identify the possibility of post-traumatic stress disorder (PTSD) through knowledge of the signs and symptoms is understood. All agencies have a guideline to conduct debriefing sessions after significant events and are aware of the counseling services available through WorkSafeBC when required.

6.0 ROAD RESCUE SERVICES IN THE CSRD

The delivery of road rescue services in the CSRD reflects a model that is in place in most parts of the Province of British Columbia with a few unique components.

The following CSRD agencies are registered with EMBC provide road services to the rural areas:

- Golden Fire Rescue
- Revelstoke Fire Rescue Services
- Eagle Valley Rescue Society
- Salmon Arm Rescue Unit

Other parts of the CSRD are serviced by the following CSRD-based road rescue agencies which are not registered with EMBC

- Field Fire and Rescue operates under an agreement with Parks Canada and is responsible for the Yoho National Park will provide service outside of the park boundaries upon request
- BC Hydro Mica Dam Fire Department will and has provided service outside of its' defined fire protection boundary under extraordinary circumstances only.

The following agencies, from outside of the CSRD, have agreed to provide road rescue services within designated areas of the CSRD:

- Vernon Fire Rescue Service provides service along Highway 97 in the Falkland area of Electoral Area D.
- Chase Fire Rescue provides service along the western stretches of the Trans-Canada Highway, within CSRD Electoral Area C, and to the north side of Shuswap Lake area of Electoral Area F as far as Seymour Arm.

It is unusual for communities such as Salmon Arm and Sicamous, with established and mature fire departments, not to provide road rescue services within the boundaries of their fire protection districts. In conversation with the Fire Chiefs of those communities, the long-established relationships with the road rescue societies, who service the areas within their municipal boundaries, are solid and there is no suggestion of any recommended change to the current arrangements. The societies respond to these incidents under an EMBC emergency response task number through which they can obtain reimbursement for the services rendered.

The Salmon Arm Rescue Unit and the Eagle Valley Rescue Society currently provide service to large parts of the CSRD's Electoral Areas C, E, and F.

Another reality of the history of road rescue service in the CSRD which is not unlike other regional districts, is the demise of road rescue service societies. Not many years ago

EMBC reported there were 23 societies providing road and other types of rescue services operating in the province. Today EMBC is aware of only eight societies, now dedicated to the provision of road rescue services.

In the CSRD the disbanding of the Falkland Road Rescue Society and the merging of the Chase Firefighters Association into the Chase Fire Rescue are examples of the changes that have occurred.

As discussed in a later section of this report, it is solely the decision of the CSRD whether they wish to request fire departments, operating under their oversight, to undertake the necessary training and commitment to deliver road rescue service.

Analysis of the delivery of road rescue services within the CSRD indicates that service is being provided upon request and there have been no recorded instances where a request for road rescue service has been denied.



It is recognized that in two areas of the regional district, road rescue service is being provided by two municipalities located in neighbouring regional districts. The arrangements with the City of Vernon and the Village of Chase have been reviewed, and it is noted that in both cases, the CSRD is neither funding nor liable for these services. The CSRD appreciates the service these municipalities provide, but the CSRD may withdraw its consent for the provision of road rescue service by either municipality at any time.

We believe that the arrangements with these two municipalities constitutes an acknowledgment by the CSRD of the importance and the need for road rescue service in two areas. The areas are the Falkland area of Electoral Area D and, in the western extremities of Electoral Area C and along the north side of Shuswap Lake in parts of Electoral Area F. Both arrangements were made to provide the service in the areas that road rescue was previously provided by the Falkland Road Rescue Society and the Chase Firefighters Association.

It is also noted that the CSRD has recognized the importance of road rescue services through the Grant-in-Aid funding support it has provided on an annual basis to the Eagle Valley Rescue Society.

7.0 ROAD RESCUE SERVICE IN THE CSRD – EVENT & RESPONSE ANALYSIS

From November 2016 until October 2017, 230 calls for service within the CSRD were analyzed as a part of the study. Seventy-nine (79) of the events did not have a unit arrive leaving 151 events with response times.

Of the 79 calls where no unit arrived, 69 were canceled before a unit left their station. Another ten calls were canceled while units were en route. This can be explained by realizing that often police or BCAS may arrive and determine there is no entrapment and the injuries are not life-threatening so the road rescue services are canceled.

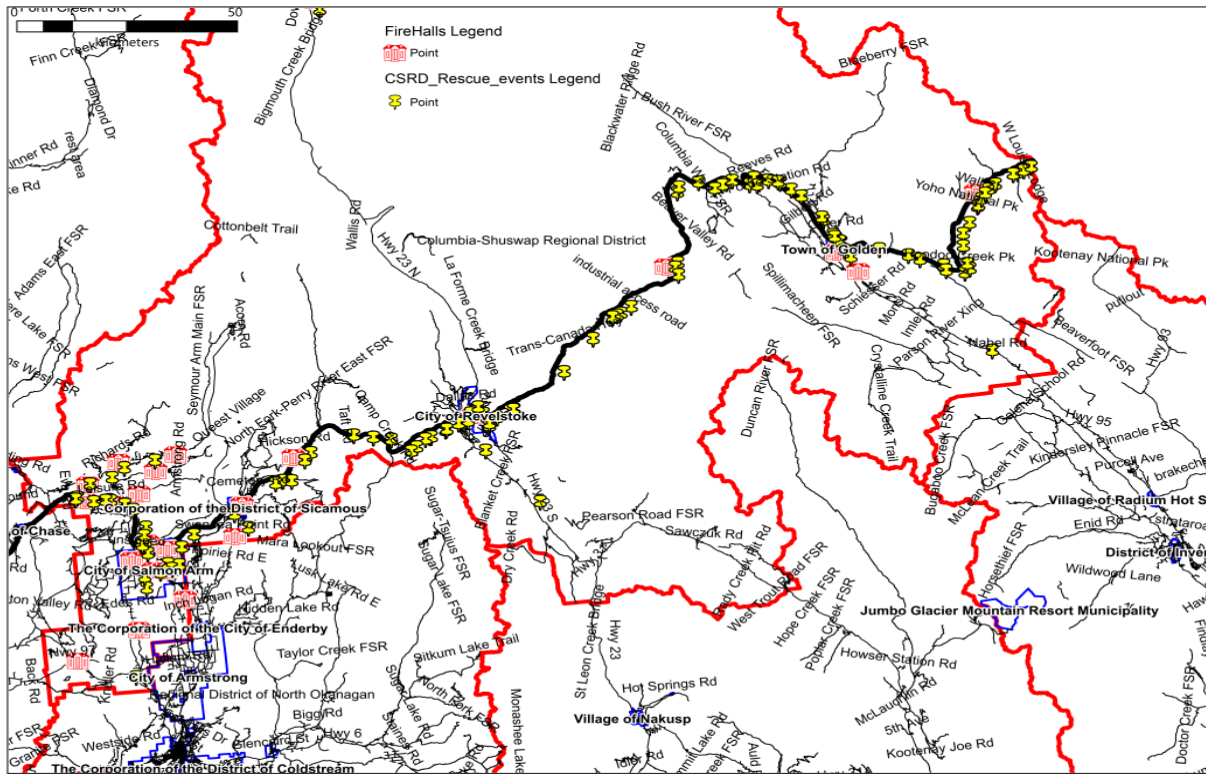
People calling into 9-1-1 see a serious accident and assume there are injuries with possibly people trapped. The 9-1-1 call taker has to assume the information from the caller is accurate and dispatch the appropriate agencies.

Dispatched Events	Number
Event canceled – no response	69
Event canceled en route	10
On scene before complete	151
Total	230

The events include only those cases where Surrey Fire dispatched the call. We are aware the other events may have been dispatched by Kamloops Fire, Vernon Fire or directly by BC Ambulance dispatch to one of the rescue societies. This creates challenges in terms of maintaining event records and is discussed later in the report around dispatch. The map shows that the concentration of events is along the Trans-Canada highway and within the towns along it.

In the process of getting information on where incidents in the CSRD have occurred, FireWise learned that when a call comes directly to the BCAS 9-1-1 dispatch centre for a MVA with possible entrapment, the 9-1-1 call takers often must guess which agency should be sent. This is a significant contributing factor to the dispatch process being delayed and the appropriate road rescue agencies being sent. If a rescue agency is not registered with EMBC or, BCAS is not aware of where the service road rescue agency operates, dispatching delays can occur while BCAS contacts regional fire dispatch centres for assistance. In some situations, BCAS, the police and fire service could arrive but then need to wait for a road rescue crew to arrive.

Figure 1 Map of CSRD Marking Road Rescue Incidents



Figures 2 and 3 provide a look at the patterns of the events indicating that they concentrate around high traffic times and weekends as expected.

Figure 2 Road Rescue Events Count by Time Period

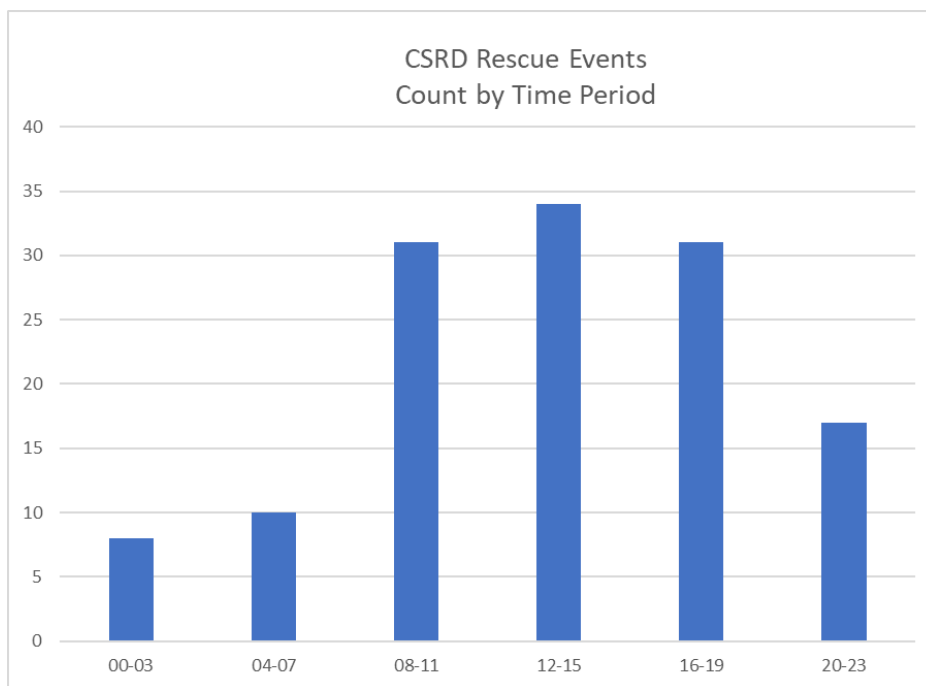
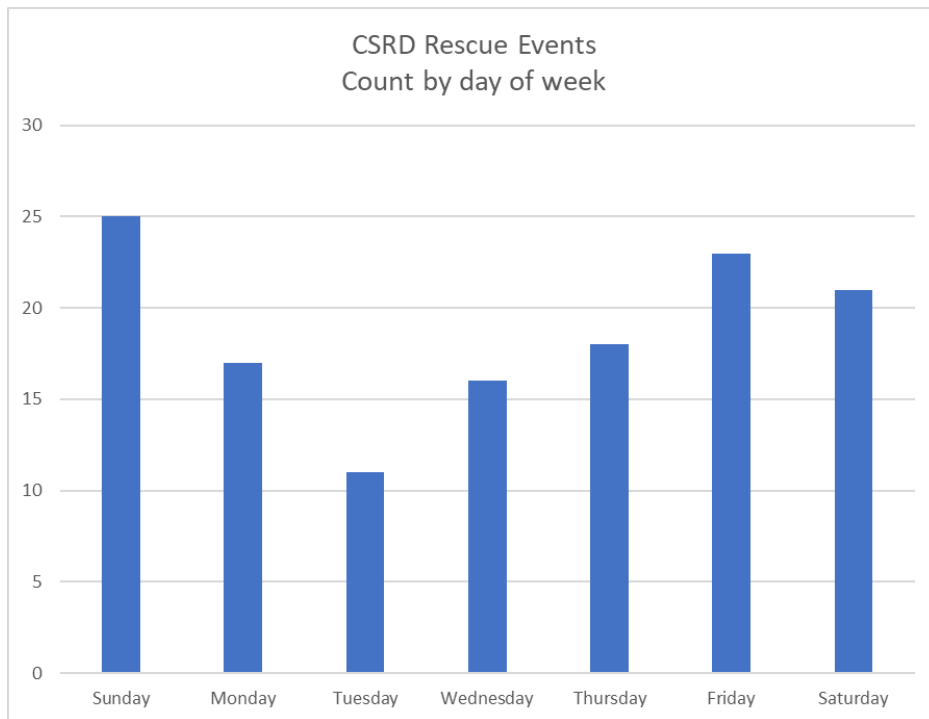
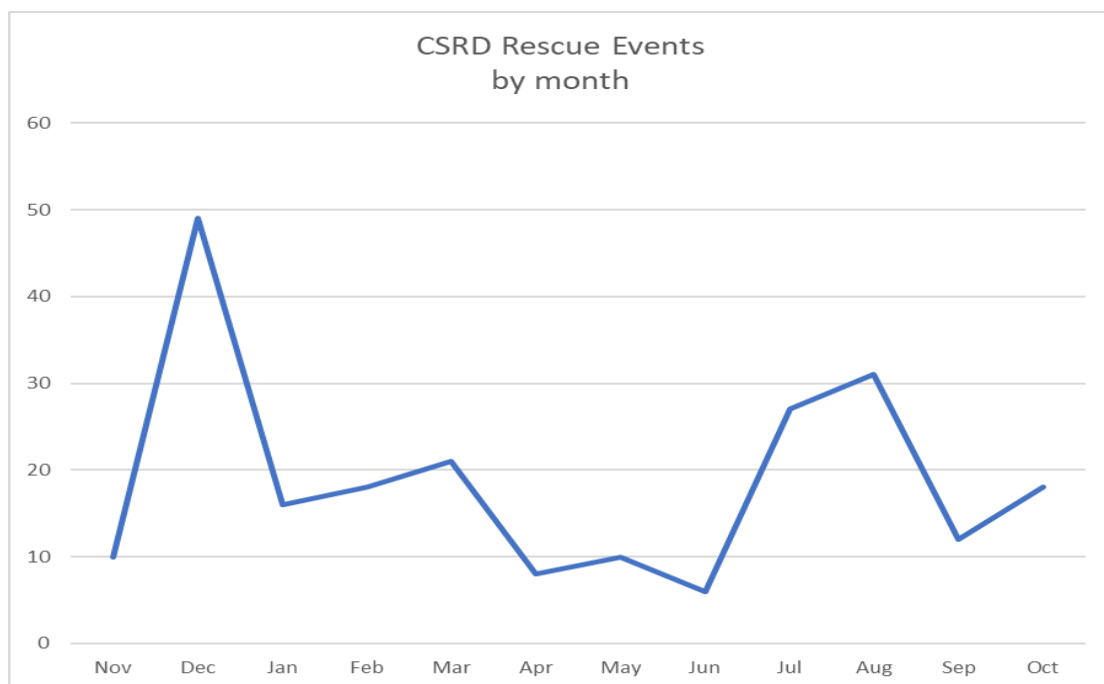


Figure 3 Road Rescue Events Count by Day of the Week



Figures 2 and 3 show road rescue incidents are most likely to occur between noon and 3:00 pm on Sundays or Fridays in the months of November through February with another spike in the summer from June to September. There is a seasonal variation of calls (Figure 4) which shows that a combination of weather and seasonal travel contributes to increased road rescue incidents which has the potential to stretch resources.

Figure 4 Rescue Events by Month



Time Performance Analysis

For the 151 events that reached scene we looked at the elapsed time performance as shown in the table below.

	Turnout	Travel	Response	Trip	Call Processing
Average (230 calls – 79 no arrival at MVA)	0:05:26	0:20:40	0:30:38	1:14:22	0:04:32
90th percentile	0:14:02	0:41:17	0:52:04	2:41:44	0:11:57

Definition of times included for an event are:

Turnout – Time from when Road Rescue Service is called, and first unit rescue unit is enroute to the scene

Travel – Travel time for first rescue unit to arrive at the event

Response – Total time from when 9-1-1 call is received to first road rescue unit arrived at the event

Trip – Overall duration of event from when dispatched until road rescue unit is available

In emergency services, response times are an important performance measuring tool. For example, response standards look at how often a career fire department is able to reach the scene of a fire in under ten minutes. If the fire department can meet that response time standard 90% of the time, then it has met its response time target. If the fire department cannot meet the standard, then new building restrictions come into play. BCAS has response time targets for its ambulance in municipal areas.

By analyzing response data regularly, the AHJ can get a picture of how the service is performing. If the average call response figures are used, one could say the service is performing quite well. When you look at the 90th percentile however, you will note that 90% of the time it takes almost 12 minutes for a road rescue unit to be called. This could be because callers to 9-1-1 do not know precisely where they are, and dispatchers have to quiz them over the telephone to get accurate incident location information. As improvements are made to cell phone technology this issue will get better.

As dispatch centres throughout the province embrace technological advances such as Automatic Vehicle Location (AVL) services it will become easier to identify which rescue unit is nearest the incident. Having AVL is a long-term enhancement that will require additional expense for the AHJ requiring additional equipment on each emergency vehicle and expensive technological upgrades to equipment in the dispatch centres.

It is evident that there are significant variations in performance in most times and opportunities for improvement exist. Figure 5 shows the distribution of response times for the events. Those beyond the 90th percentile when looked at in detail highlight issues with record keeping and dispatch procedure for example. Managing these exceptions

properly has the potential to engender continuous improvement and set realistic benchmarks for performance.

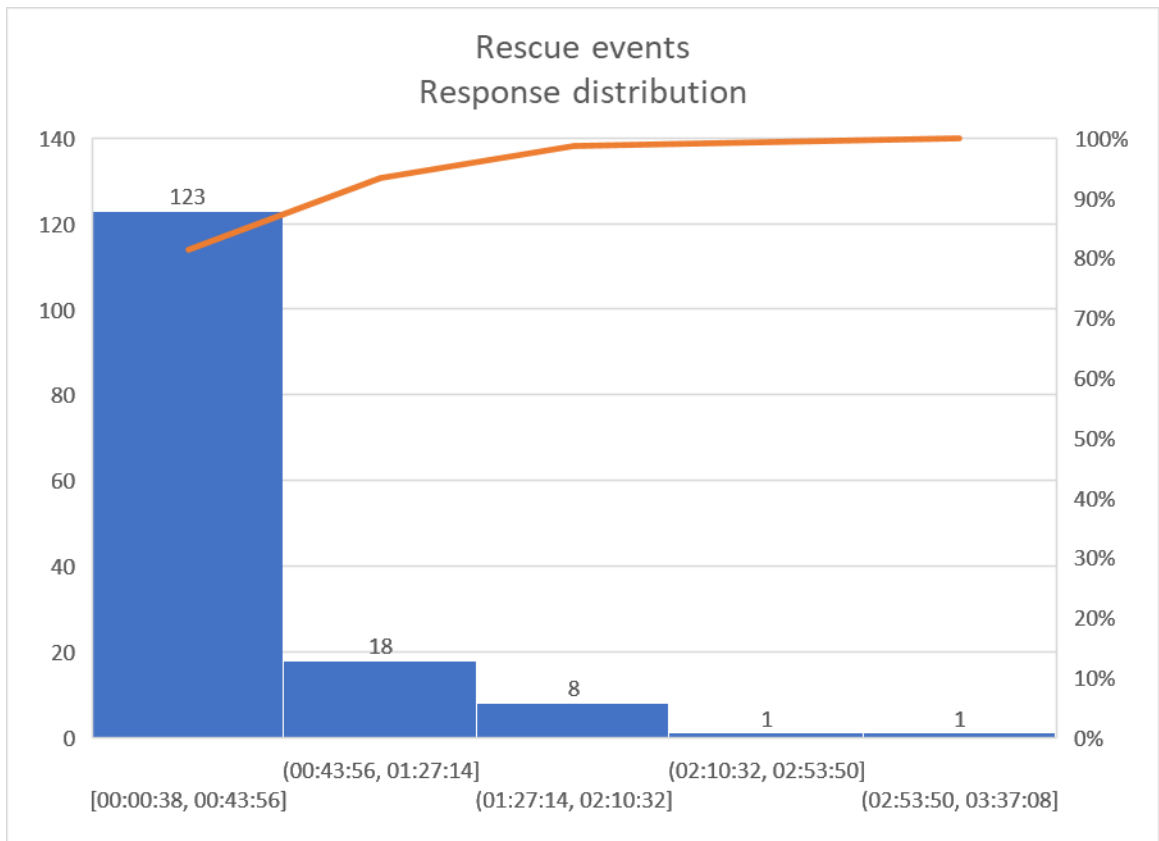


Figure 5 Road Rescue Events Response Distribution

8.0 REGIONAL DISTRICT COMPARISON

A survey of the following Regional Districts was completed:

<u>Regional District</u>	# of Regional District Fire Departments (# providing Road Rescue Service)	Population (2016 Census)	Size of Regional District in Sq. Km	Communities in RD with populations over 5,000
Thompson-Nicola Regional District	3 (0)	132663	44449	Kamloops Merritt
Regional District of East Kootenay	8 (2)	60439	27542	Cranbrook Fernie Kimberley
Regional District of Bulkley-Nechako	4 (1)	37896	73361	Smithers
Regional District of Kootenay Boundary	8 (2)	31447	8085	Trail
Columbia Shuswap Regional District	13 (0)	51366	28929	Revelstoke Salmon Arm

Attempts to connect with the following Regional Districts were unsuccessful in obtaining specific details of their involvement in providing road rescue services.

<u>Regional District</u>	# of Regional District Fire Departments (# providing Road Rescue Service unknown)	Population (2016 Census)	Size of Regional District in Sq. Km	Communities in RD with populations over 5,000
Cariboo Regional District	14	61988	80610	Quesnel Williams Lake
Regional District of Fraser-Fort George	13	94506	50676	Prince George
Regional District of Central Kootenay	12	59517	22095	Castlegar Creston Nelson

The feedback we received suggested that provision of road rescue service is provided in a manner that is similar to what is occurring within the CSRD. The main difference is, in three of the four regional districts that shared information, it is the regional district fire departments that are providing road rescue services.

The ability to provide meaningful benchmarking for this report proved challenging as the spokespersons for the various regional districts we connected with did not know the

history or the rationale behind the decision that road rescue service would be undertaken by regional district fire departments.

It was confirmed that each of the regional districts contacted provide financial support to road rescue societies and search and rescue organizations that provide road rescue. This is done through Grants-in-Aid in the same way that the CSRD supports the Eagle Valley Rescue Society. FireWise has recently learned that this may create a problem for Road Rescue Societies with EMBC and prevent the Society from obtaining a task number. This is based on an interpretation of EMBC Policy 2.07, that an agreement between the Society and a defined fire protection service area exists making the Road Rescue Society no longer eligible to receive an EMBC Task number.

It was also a challenge to determine what the cost is to provide road rescue services by regional district-funded fire departments because analytics have not been tracked for this service. Once the decision is made for road rescue service to be a service provided by a regional district fire department, the capital costs and costs to maintain the specialized equipment, to maintain the training and the compensation of the volunteer firefighters becomes part of the operating budget for the department.

FireWise asked the spokespersons, for the other regional districts, if road rescue services was ever a topic of discussion with their elected and appointed officials. The feedback indicated that the new remuneration rates introduced by EMBC for out-of-jurisdiction responses was seen as an improvement in recognizing the value of the service being provided and that was appreciated.

A challenge in most of the regional districts contacted is the inconsistent approach to dispatching. Where a fire department is being dispatched, the response request is routed through the 9-1-1 dispatch centre for the fire department. However, when a road rescue society in the CSRD is dispatched the request comes from the BC Ambulance Service. When a road rescue is requested from a search and rescue society that provides road rescue, the call is made by the police force responsible for the area in question. The difference being a specific Road Rescue Society as opposed to Search and Rescue Society that also provides road rescue. The dispatching solution to ensure the appropriate agency is requested to attend an incident expeditiously is beyond the scope of this report.

9.0 CSRD RISK ASSESSMENT

Risk assessment is a critical component of any feasibility study. There are several considerations that require analysis when road rescue service is the subject of a study.

One of the prime considerations is identifying the various risks when assessing the impact of the CSRD taking a more direct involvement in the delivery of the service.

The first obvious risks are for the first responders who arrive to assist at an accident scene. Awareness of hazards that could cause harm to the responders and others on the scene must be part of the responders training. Team leaders must be prepared to complete a scene assessment. This is a fundamental requirement and the actions one would expect that individual to follow must be laid out in the procedures developed by the agency responsible for providing the road rescue service. The procedures must be designed to mitigate threats to the first responders and for the safety of all those on scene, including victims.

In addition to the on-scene risk assessment, it is recommended that a general risk assessment, pertaining to issues which are linked to the provision of road rescue services, be conducted by the AHJ, to review risks that could affect the sustainable operational readiness of the road rescue service provider. These risks include the stability of rescue societies. Does the sustainability of the society depend on current leadership? Is funding consistent and where does it primarily come from? Is the equipment well maintained and adequate?

Risk assessment of the ability to deliver road rescue service consistently is fundamental. Factors such as having sufficient and adequately trained personnel available to respond 24/7. Are the qualifications and experience of the team leaders adequate? Are there training records of members? Are maintenance records of the apparatus and equipment kept? Does the agency have appropriate insurance coverages to address worker injuries and potential liability? These are examples of risks that should be considered.

In those instances where the road rescue service is being provided by a fire department, it is reasonable to assume that these issues have already been addressed within the scope of current services being provided by the fire department.

When the service is being provided by a registered society, the AHJ is the society's board of directors. Issues relating to general risk assessment rest with those individuals and they need to be aware of what risks are in play and what steps they can take to ensure they are protected from personal responsibility if the society is cited by WorkSafeBC or if any aspect of the society's operation comes into question.

Once registered with EMBC, if the road rescue society has chosen to be a part of the BC Road Rescue Program, there is no ongoing monitoring or audit of the society's structure and activities to ensure there are no predictable risks evident. Basic requirements such as Directors and Officers Liability insurance, financial reporting practices, appropriate

policies to guide the members in adopting and following a code of conduct plus WorkSafeBC compliant record-keeping are examples of responsibilities that perhaps not all societies are aware of.

It should be noted however that conversations FireWise had with leaders of the Eagle Valley Rescue Society and the Salmon Arm Rescue Unit indicates they are well-organized and have completed risk assessments within the realm of their agency's operations.

The reason for including this commentary in the report is that the CSRD may wish to consider providing the road rescue societies with an offer of management oversight to ensure the sustainability of the societies as they continue to provide a valued service to the taxpayers, residents, and visitors to the regional district. Such oversight might include an offer to provide training in subjects such as incident command currently not included in the societies' training program.

When exploring risks, it is reasonable and desirable to strive for a consistent level of service for road rescue across the whole regional district.

The term "level of service" has become very familiar to most AHJs in British Columbia as it was a key element within the Structure Firefighters Competency and Training Playbook developed by the British Columbia Office of the Fire Commissioner.

"What is an acceptable level of road rescue service in the CSRD?"

The terms "level of service" or "service level" are mentioned throughout this report. In the context of risk assessment, it is important to acknowledge that there is no "rule of thumb" or "best practice" concerning response times for

a road rescue service provider. Every incident is different but the sense of urgency by first responders is consistent throughout.

EMBC refers to a reasonable time frame when addressing response times. To define "reasonable time frame" in minutes is deemed impossible to set and so it is up to the AHJ to determine what it judges to be appropriate in this regard. Some service providers establish what is often referred to as a "chute time" for their agency. A definition of "Chute time" is the length of time from when a call is dispatched, until the time when an emergency vehicle begins continuous travel to a call. Volunteer-staffed first responder emergency services have little control over "chute time" because the volunteers must get to the rescue station to respond. By comparison, a career fire department has staff in the fire station ready to respond.

The question for the CSRD is, considering the current service delivery model, what is an acceptable level of service, (response time, responder safety, specialized training) for road rescue in the CSRD.

It is important that regardless of the structure of the road rescue service provider that the AHJ has policy in place addressing such topics as:

- the training competencies they require their road rescue service providers to have attained
- demonstrated evidence that all occupational health and safety risks have been addressed
- expectations of the AHJ in the event of conflicting priorities where an emergency incident occurs within a fire department's fire protection area at the same time as a request to attend an "out-of-jurisdiction" motor vehicle incident with confirmed entrapment is received.

These examples suggest some of the policies the AHJ should have in place to ensure that the agency delivering the service is provided with adequate direction from the AHJ and that expectations of the AHJ are reasonable.

To assess some of the risks described, FireWise completed interviews with senior members of the two road rescue societies operating within the CSRD. In both cases, the societies appear to have good structure, many years of experience, a solid core of dedicated members, well-organized training programs and a good record of providing dependable service. Both organizations enjoy the respect and support of the fire chiefs in the communities where they are based.

As alluded to previously, it is suggested that representatives of the CSRD form a liaison with the current road rescue service providers. The purpose of the liaison would be to provide support, to address issues facing the agencies that may impact the regional district and to demonstrate that the CSRD is aware of the value of the service being provided within its' boundaries to its' residents and visitors.

A couple of examples of how CSRD may be able to offer important guidance and awareness would be to provide the Salmon Arm Rescue Unit with details of the CSRD Grant-in-Aid program, a financial benefit that the Eagle Valley Rescue Society has enjoyed for many years.

The other example would be to reach out to the leadership of the Field Fire and Rescue Department Society to discuss whether they should consider registering with EMBC so that they might enjoy the remuneration and insurance coverages available when they leave the confines of Yoho National Park as they often do. The contract between the Field Fire and Rescue Department Society and Parks Canada does not appear to address this issue, and it is recommended that the CSRD demonstrate leadership by raising the matter and discussing the implications with the Fire Chief of Field Fire and Rescue.

10.0 FEASIBILITY OF CSRD ROAD RESCUE SERVICE

10.1 Overview

The provision of road rescue services is accepted by many jurisdictions across Canada as a part of their commitment to local public fire and life safety and as a service included in the provision of protective services.

As previously mentioned, the question of who has responsibility for road rescue has not been determined. Why would the CSRD consider road rescue service options within its jurisdiction? The answer would be to demonstrate that the CSRD regularly reviews where there may be real or perceived service gaps with respect to public safety and that they are committed to seeking solutions to such issues. The current road rescue services being delivered in parts of the regional district may not be as adequate as would be desired from reliability and timely response perspectives. To chose to have select CSRD fire departments equipped and trained to provide such service would certainly address such a service gap in the absence of any other viable or available solution.

Such action on the part of the CSRD would improve response times for road rescue services and avoid the current dependence on services from jurisdictions outside of the CSRD. Allowing firefighters in some existing departments to provide road rescue service will show that public safety is a priority to the CSRD and provide the residents and visitors with a sense of security while travelling in the regional district.

Additionally, allowing firefighters to provide this vital service will reduce their frustration, as first responders waiting for another emergency service to respond. It is important for the CSRD to be aware that having their firefighters standing by in situations, which can often have life or death implications, and not being empowered or equipped to act, may create stressful repercussions on those CSRD firefighters. Also, recognizing the value of firefighters learning new skills will aid in recruitment and retention as most volunteers join a volunteer fire department for altruistic reasons and want to be able to help people thereby attaining self actualization.

Before discussing the feasibility of the CSRD considering additional involvement in providing road rescue services, we understand that many small fire departments cannot provide the same services as other fire departments. Community demographics, seasonal population, the number of volunteer firefighters, the tax base, budgets, the demand for the service and the analysis of the return on investment to provide the service, are just some factors preventing a small rural fire department from providing anything more than basic firefighting. Many fire departments are considered all hazard mitigation experts. In rural communities, this expectation is not reasonable, so other emergency responding agencies must provide the mitigation expertise.

A fire department should equip and train for what is most likely to occur but not ignore a worst-case scenario. Motor vehicle accidents are common occurrences and is a service provided by most fire departments. By comparison, a serious hazardous material incident is not a common occurrence, so most fire departments have chosen to provide a hazardous material (hazmat) response at an “awareness” level and call in outside agencies including private contractors to mitigate the incident. Hazmat incidents are often not life threatening and quickly stabilized with considerable time to think things through. A MVA may could be life threatening and as stated elsewhere in this report, patients need to get to appropriate medical treatment facilities quickly.

The level of service that an AHJ may wish to have their fire department provide when considering road rescue can vary from “no service” to “complex vehicle and machinery extrication incidents.” Decision-makers contemplating the introduction of a new emergency response service, such as road rescue, must determine the cost implications of purchasing the appropriate components of the rescue equipment required to deliver the desired level of service and that they are confident that sufficient trained staff can be recruited.

Decision-makers must also research the anticipated costs, so they can be thoroughly evaluated. Will the service add value? Will it be understood in the communities where the primary responsibility of the fire department is to provide fire suppression services? Assurances are required that the introduction of a new service will enhance the value of the fire department, increase public safety and not compromise the safety of the volunteer firefighters in any way.

The requirements for registration with EMBC must be evaluated if the decision is made to ask a fire department or a group of fire departments to form a road rescue team.

If another road rescue service option was to be introduced to replace the service currently being provided in Electoral Areas C, D, and F, by the two municipal fire departments from outside the CSRD, the Salmon Arm Rescue Unit (SARU) could be looked upon to provide supplementary road rescue service. The discussions FireWise had with a representative of the SARU suggested they would be supportive of such an approach. FireWise believes it would be prudent for the CSRD to ensure that any conversation around the introduction of road rescue services include a transparent and open exchange of information with the SARU.

The introduction of additional road rescue response capabilities within select CSRD fire departments should be viewed as complementing the current road rescue service structure. The CSRD has been well-served and well represented by the two road rescue societies, and it is recommended that any decisions made by the CSRD should be designed to enhance the current services provided by these societies and not to replace them.

If a decision is made for certain CSRD fire departments to provide road rescue, it will be a relatively straightforward process to accomplish the goal in the existing well organized and well-managed structure of CSRD fire departments.

10.2 Prime Considerations

To fully analyze the pros and cons of authorizing one or more of their fire departments to start delivering road rescue services, some questions need to be addressed:

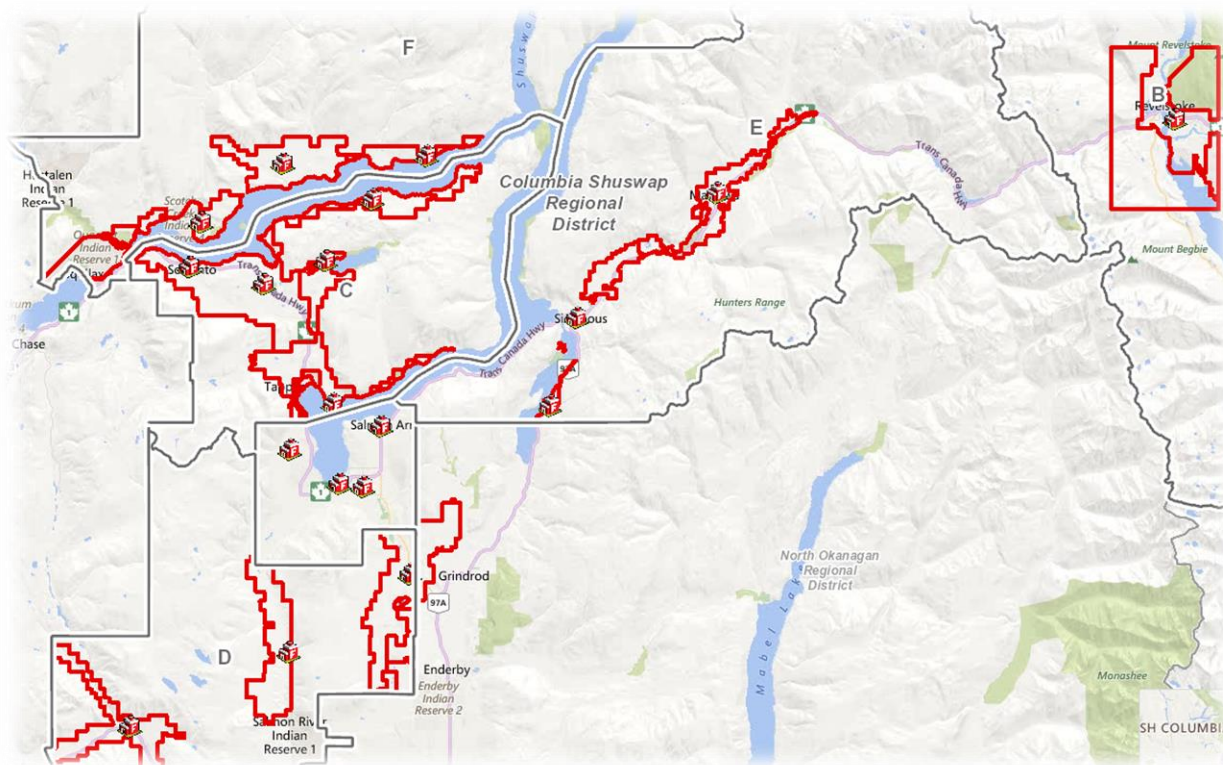
10.2 .1 Service Gap Analysis

If a person looks at a map of the CSRD such as in Figure 1 in this report, or the snippet below showing some of the CSRD fire service areas, it is easy to see where service gaps exist.

For example, it is approximately 148 kilometers from Revelstoke to Golden through the Roger's Pass. MVA's happen along this stretch of road frequently. Road rescue services are provided by the City of Revelstoke Fire Rescue for 74 kilometers from the west and the Town of Golden Fire Rescue Service provides the service for the east half of the Roger's Pass. Figure 1 provides detail of where accidents have occurred and it is easy to figure out which rescue service would have responded and how long it might have taken to arrive. That could be seen as a service gap. Likewise, MVA's have occurred on the shore roads around Shuswap Lake considerable distance from Salmon Arm or Chase where road rescue units are based. This is also easy to identify as a service gap.

However, people must understand and appreciate the risk they are taking when they venture away from metropolitan areas. The services they expect to receive in a city are not going to be the same in rural British Columbia. The public must take responsibility for their safety and consider the risk of getting in an accident when travelling on rural roads.

The apparent service gap example in the Roger's Pass is not easy to improve and it is a risk people seem willing to accept. Conversely, other service gaps in the CSRD have options to consider on how to enhance the service that are more practical.



As seen on the map above, there are several established volunteer fire departments in the CSR. These fire departments are often called to an MVA in their response areas. Volunteer firefighters who are frontline first responders within the CSR have expressed concerns regarding response times from some of the current service providers. These concerns are confirmed by the travel times from the rescue service to the incident. The volunteer firefighters are highly motivated but are frustrated by not having the tools and equipment required to save lives in some situations. Their prime motivation is to help people.

“ Road Rescue service gaps do exist in the CSR ”

It seems logical therefore, that one way to address the service gaps would be to have the fire departments complement the existing road rescue groups by taking basic auto extrication training and acquire basic tools.

Volunteer firefighters in some CSR departments would like the CSR to consider empowering their fire departments to provide the service. It was brought to our attention that some taxpayers expressed surprise that road rescue service is being provided by agencies based outside the CSR. In some areas of the CSR, this makes sense from a public safety perspective. Having firefighters trained and equipped to do basic auto extrication would allow them to be more effective at motor vehicle accidents when lives are at risk. Having firefighters trained in auto extrication principles to a basic level will prevent them from being injured when they attempt to extricate people from modern vehicles including transport trucks.

Other situations that have occurred show the vulnerability of the service. In 2013 the Revelstoke Fire Rescue’s Rescue truck was severely damaged in a motor

vehicle incident jeopardizing their ability to provide out-of-jurisdiction road rescue during the time it took to secure a replacement vehicle. Having additional resources to call upon in such situations is a contingency that is worthy of consideration.

A review of the CSRD fire service completed in 2009 raised the question of expanding the services provided by the fire departments to include road rescue. The question that was raised in the 2009 review has been discussed but no action taken on adding the service to CSRD departments willing to expand the service they provide.

The demise of the Falkland Road Rescue Society, Chase Volunteer Firefighters Association, and the opting out of road rescue service by the Golden District Search and Rescue Society raised the issue of sustainability and posed the question, who has responsibility to provide the service? The issue has caught the attention of the CSRD administration and elected officials.

10.2.2 Availability of Service

The answer to this question is “yes,” the service is available. The next question is *“from where and how long will they take to get here?”*

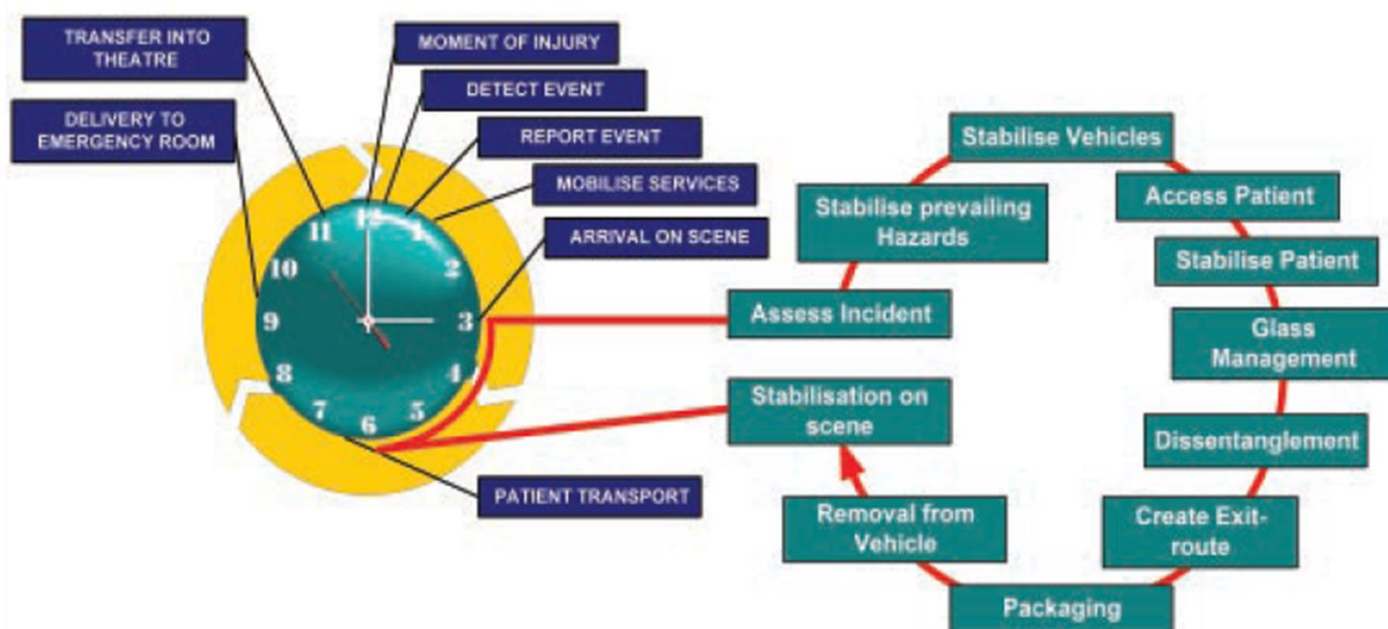
This report has outlined in the section headed “Road Rescue Services in the Columbia Shuswap Regional District” when auto extrication of injured people from vehicles involved in an accident, within the CSRD, one of the eight agencies providing road rescue within the CSRD will be dispatched to attend.

It is believed that in the recent history of road rescue service in the CSRD, a road rescue agency has always responded and there is no record of no agency attending. This seems to be an important point of discussion. The service is available but are there options on how to improve or enhance it?



10.2.3 Adequacy of Service

The opinion of some taxpayers in the CSRD is not that the current service is inadequate but that the ability of some of the current service providers to respond promptly is in question. This feedback was received from reading previous reports, talking to key contacts and from information provided by CSRD fire department personnel. Arrival time of trained and equipped rescue crews appears to be the only issue regarding the adequacy of the service. In any type of accident where someone is injured, getting appropriate medical attention to the victim is critical in saving lives. Some of the lessons from the Korean and Vietnam wars were applied to auto extrication in the seventies and eighties. The most important lesson perhaps, is the “Golden Hour” principle.



The Golden Hour

The concept of the ‘Golden Hour’ was originally promoted by an American medic, Dr. R. Adams Cowley, first in his capacity as a military surgeon and later as head of the University of Maryland Shock Trauma Centre. The data initially used to motivate the concept may have been derived from data collected by the French armed forces during the First World War. The R Adams Cowley Shock Trauma Centre section of the University of Maryland Medical Centre website quotes Cowley as saying, “There is a Golden Hour between life and death. If you are critically injured, you have less than 60 minutes to survive. You might not die right then; it may be three days or two weeks later, but something has happened in your body that is irreparable.”

As previously discussed under the Risk Assessment section of the report, the term “level of service” for fire departments was introduced to a broader audience of AHJs in September 2014 as a component of the Structure Firefighters Competency and Training Playbook (“Playbook”)

The Playbook does not include any reference to road rescue, so determination of a level of service for this service remains at the discretion of the AHJ, if they have approved the service to be delivered by a fire department.

Standards for the road rescue services provided by fire departments within the CSRD do not appear to have been established at this time as FireWise was unable to find any definition or supporting policy of the relative AHJs stating the level that is acceptable to them. It is the responsibility of the AHJ, as noted in the Playbook, to determine service levels for all services provided by their fire departments.

It is evident that the CSRD is aware of their responsibilities to establish a level of service for their fire departments. CSRD Policy No. W-12 has established a level of service for CSRD fire departments to provide concerning fire suppression. The CSRD has declared in this policy that it strives to have all fire service members trained and competent to an Interior Operations service level.

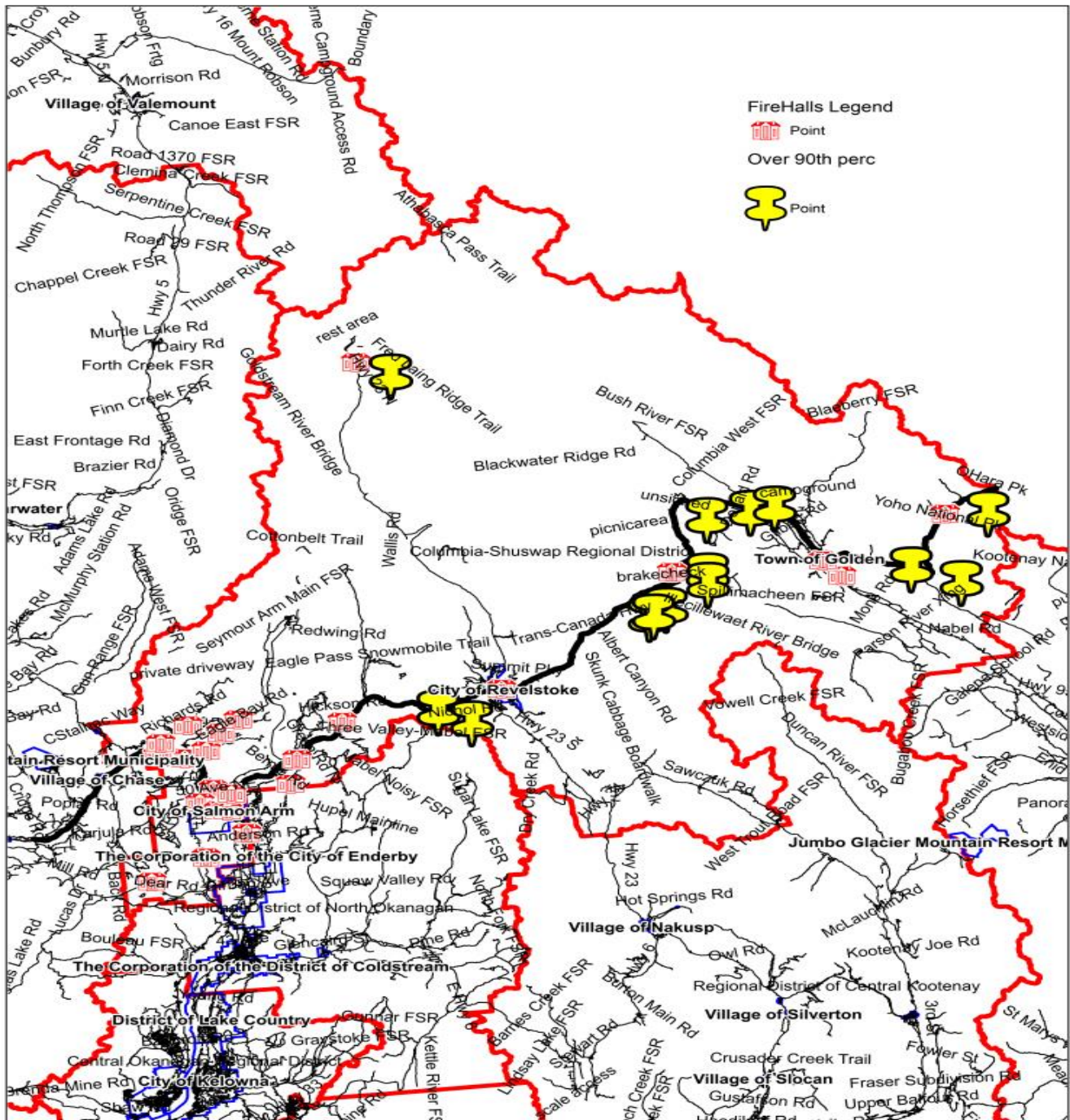
It is suggested that should the CSRD proceed to introduce road rescue as a service that they link their level of service to ensuring their firefighters are trained to the competencies outline in NFPA 1670 Technician Level 1 (Auto component).

Many of the competencies CSRD firefighters must have to meet the declared level of service for interior operations would apply to auto extrication or other type of rescue. Some of the competencies would be size-up, establishing command, developing an incident action plan, safety, rehab, debrief plus many more.

Figure 6 on the following page shows those events where the response time exceeded the 90th percentile. The locations suggest that a combination of factors contributed to these responses.



Figure 6 Road Rescue Events Over the 90th Percentile



10.2.4 Support for the Service

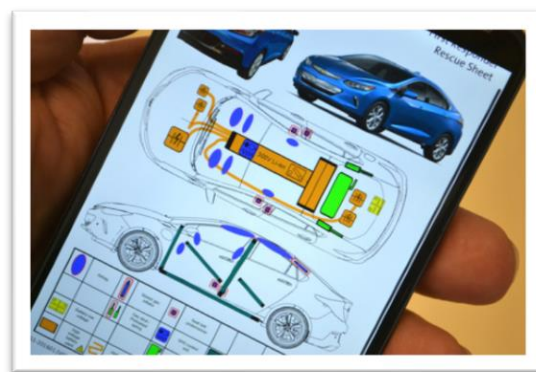
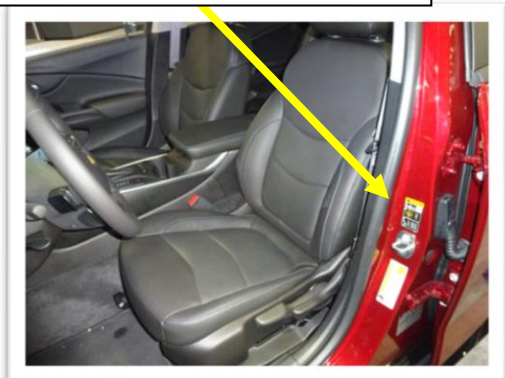
Currently, volunteer firefighters in the CSRD regularly respond to motor vehicle incidents that occur within their defined fire protection districts. They are often the first on scene but are limited by their mandate as to what they can do to assist victims of motor vehicle incidents. It has been reported to FireWise during our research that many of the firefighters feel frustrated that they are unable to assist in the extrication of trapped occupants beyond assuring that “help is on the way.”

CSRD firefighters routinely take action at scenes to mitigate the threat of fire, identify the presence of potentially hazardous materials or, provide emergency scene traffic control to protect their personnel and other on-scene first responders. Their training and OG’s prevent them from doing much more due to lack of training and equipment. Auto extrication can be dangerous to both the victim and the rescuer with the advanced technology in vehicles. Giving firefighters who arrive at a MVA knowledge of vehicles and the technology of that vehicle will prevent injury to the rescuers, ambulance personnel, victims and firefighters. We live in a technological advanced society. Firefighters, particularly the millennials embrace technology. One of the recent advancements in auto extrication technology is the addition of QR Codes on vehicles that can be scanned, and important vehicle information displayed on a phone or tablet. This information should be used to develop and incident action plan to prevent the deployment of secondary restraint systems (airbags) or cutting high voltage cables in hybrid and electric vehicles.

WorkSafeBC require all workers, including volunteer firefighters to do a job hazard analysis. Without some knowledge of the complexities of modern vehicles, firefighters could inadvertently be injured by not having enough information to adequately analyze the hazards at a MVA. Having basic information in the hands of firefighters will improve safety and support other rescue agencies building mutual respect and confidence in the process.

The inability to provide a basic extrication service is a cause for volunteer firefighters to feel ineffective, undervalued and responsible for a delay in those who are injured receiving timely medical intervention. This

QR Code on door post and display on smart phone



sentiment was communicated to us during the interviews with some fire department members.

The survey conducted with the CSRD fire departments indicated some departments have personnel, in sufficient numbers, who are interested and willing to take on the provision of road rescue services.

Comments were made referencing time delays and inadequate staffing by current road rescue service providers. For example, one CSRD department indicated on one incident it took the responding road rescue agency ninety minutes to arrive on scene. Other examples were that the road rescue service provider had arrived with only 2 or 3 personnel.

Some of the respondents indicated that the introduction of new services such as vehicle rescue would assist them with their recruitment and retention of volunteer firefighters. This topic is more fully discussed later in the report.

It was also mentioned that the equipment previously owned by the Falkland Road Rescue Society has been purchased by a CSRD fire department and that residents of that community have questioned firefighters why the equipment has not been put back into service by their community fire department.

The CSRD fire departments are in a position to support and enhance the existing service. Allowing those who choose to be involved should be allowed to do so if only to provide a safer work environment for the firefighters.

At a minimum, vehicle technology training should be provided to all CSRD firefighters as a work place safety initiative.

10.2.5 CSRD Benefit Analysis

The primary benefit to the taxpayers of the CSRD would be improved response times by road rescue crews to motor vehicle incidents in certain parts of the regional district where past experiences resulted in lengthy delays.

As referred to previously, one of the other major benefits of introducing a new service, such as vehicle rescue, would be the value it has in assisting CSRD fire departments in the recruitment and retention of their volunteer firefighters.

The recruitment and retention of volunteer firefighters is an issue for many fire departments across North America, and smaller communities especially have difficulty because the pool of potential recruits is not as large.

The introduction of the new service is not the be-all-end-all for recruitment and retention as there will continue to be barriers which are beyond the ability of the fire department and the AHJ to overcome. Some of these barriers are family-related, some are work-related. Others relate to the time commitment and competing interests and some are a result of aptitude and attitude to fit the demands of being a member.

It is evident that the CSRD is making a significant investment in equipping and training their firefighters. It is obvious that they have understood that while recruiting volunteers is essential, retaining volunteers can also present a significant challenge. The labour that volunteers provide to the community through their fire department is a gift and it is important that every strategy and idea on how to retain volunteers should be explored to keep CSRD fire departments sustainable.

It has been stated that the most successful fire departments are those willing to adapt to the realities of a new kind of volunteer and evolving expectations about volunteering. Examination of successful fire departments with members who serve many years has shown that the provision of a structured, certified, and challenging training program is a key element of successful retention strategies. A well-planned, consistent training program demonstrates that the time volunteers invest in the department is highly valued.

Providing training for new recruits skills maintenance of veteran firefighters is demanding both of time and financial resources. The CSRD has recognized this and has put in place the appropriate human resources and financial resources to reflect how important the training of firefighters is. The investment in the training of volunteer firefighters also reflects the high standards of risk management set by the CSRD to ensure the health and welfare of the volunteer firefighters. Having a stable work force is critical to achieve the service deliverables that the CSRD wishes to provide and to ensure they meet the declared Level of Service.

Another recognized strategy for both recruitment and retention is to offer to provide new skills to the volunteer firefighters. The ability to provide an enhanced list of service deliverables, at a modest cost to the taxpayers, by introducing a new service can bring more value to the regions served by the fire departments.

Road rescue is such a service. There are many fire departments around the province who provide this service, because their AHJs have seen the importance of providing this potentially life-saving service. When a serious motor vehicle incident occurs both the CSRD's taxpayers and their visitors expect that road rescue service will be provided in a timely and professional manner. As previously mentioned, changes that have occurred in the manufacture of vehicles, require



trained, knowledgeable personnel to take charge when a motor vehicle incident occurs with entrapment. The introduction of electric and hybrid vehicles, the inherent danger of undeployed air-bags and the exposures that can occur from injuries sustained by trapped vehicle occupants requires careful scene management by qualified emergency responders.

A challenge that occurs is well-meaning citizens who arrive on scene, may put themselves at significant personal risk if they take matters into their own hands without the knowledge of the hazards that may be present. Having a trained firefighter on scene may prevent adding to the victim count by establishing a safe zone on the scene and helping other authorities on scene keep everyone safe from harm.

10.2.6. Road Rescue Service and Liability

FireWise cannot provide a legal opinion but it does recommend that legal counsel be consulted whenever a new service is being introduced for a fire department to deliver as good risk management.

While the CSRD is not currently directly funding the provision of road rescue services, their actions in some ways may suggest they have an interest in ensuring a viable road rescue service is being provided in all parts of their regional district.

As mentioned previously in the risk assessment section of the report, the provision of grants-in-aid to emergency service providers and the engagement with the City of Vernon and Village of Chase are examples of where the CSRD has been actively involved.

Legal opinions may suggest that an unacceptable risk exists and that those risks may have legal implications to stakeholders associated with any motor vehicle incident to which a road rescue service provider responds. Having an area of the regional district underserved by virtue of its location from the base of a road rescue service provider or having service provided by agencies managed by AHJs that fall outside the CSRD may constitute an unacceptable risk. An example would be where those agencies may not be able to respond due to conflicting interests in their jurisdictions. A structure fire in Chase may not allow Chase Fire Rescue to respond to a rollover motor vehicle incident with trapped occupants in Anglemont.

Motor vehicle incidents can certainly present a hazard and the delayed response of an agency, with the capacity to mitigate the impact of the hazard must be assessed as to whether such a situation is acceptable or unacceptable for the CSRD in terms of life safety.

Additionally, while attending out-of-jurisdiction incidents the insurance coverages provided under the EMBC task number cover most of the key aspects, it is unclear

whether indemnification is automatically in place for fire departments providing service outside of their defined boundaries without clear policies of the AHJ granting authority and fire department OG's for out-of-district response.

10.2.7 Other Risk Factors

Most of the discussion on risk appears previously in the report. There are a few other considerations for the CSRD to think about.

Firstly, as has been seen with the examples previously cited with respect to Falkland and Chase, the leadership and recruitment and retention history of road rescue societies providing road rescue service must be considered to determine if they are sustainable. A drop in the number of calls, impacts members interest in maintaining their skills through training which can lead to members resigning and investing their disposable volunteer time elsewhere.

Not having a reliable funding source for road rescue societies could be detrimental to their survival although that does not appear to be an issue in the CSRD at this time. Fund raising activities put demands on volunteers and having people who are capable and experienced in fund raising is important for societies. New government reporting rules for registered societies requires administrative support which can be a challenge in some situations.

Secondly, it must be respected that some volunteer firefighters join the fire service to provide fire suppression services only. They wish to help their neighbours when a fire occurs. They do not wish to deal with situations which often result in post traumatic stress. They will accept the stress brought upon by fire but do not wish to increase the percentage of calls where images of badly injured individuals, particularly children, will impact their day-to-day lives. The risk would be the loss of valuable firefighters if a department took on the added responsibility for road rescue and insisted that all members of the department must take the required training and be prepared to respond to road rescue calls. It is recommended that if road rescue is deemed viable for a CSRD fire department to deliver, the choice be given to the current firefighters to opt out of being trained to deliver such a service.

Respect and appreciation of current road rescue societies may be in the minds of some firefighters and they do not want to jeopardize the good working relationship they have with existing groups. It was expressed to us that the fire departments do not want to be viewed as wanting to take over the service, just support it and enhance it where opportunities may exist.

Many volunteer fire departments have gone through a similar dilemma when they chose to engage in providing a medical first response service. Members of the fire departments who did not wish to commit to the additional training or to increase

their time commitment to the fire department elect to not participate in the new service. First medical response does have specific training and licencing requirements with regular recertification. First medical response certainly adds to the call volume of a fire department and there are no cost recovery opportunities, so it is not recommended for the CSRD to take on that additional service. Pre-hospital care is a provincially mandated service of the BCAS unlike road rescue which is not.

10.3 Governance and Authority Implications

Throughout this report it has been stated that there is currently no provincial legislation, nor are there any related provincial regulations that directly address the matter of who has responsibility for road rescue services

The Emergency Program Act defines an "emergency" as *"a present or imminent event or circumstance that is caused by accident, fire, explosion, technical failure or the forces of nature, and requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of a person or to limit damage to property."*

This reference is too broad to draw the conclusion or to raise the expectation that the Province through EMBC has assumed responsibility to provide oversight for the provision of road rescue services. Through the development of policy, the Province has established a process to provide financial reimbursement and injury, disability, accidental death, and liability coverage to agencies who have registered to deliver out-of-jurisdiction responses. Agencies engaged in providing road rescue services are responsible for ensuring that their AHJ has provided them, by means of a Bylaw, the authority to provide the services and through Policy to define a level of service.

The starting point in a feasibility study is to examine the bylaws, policies and records of the AHJ to determine if any agency under the auspices of the AHJ has the authority to provide road rescue services or, as it is sometimes referred to, Highway Rescue services.

In the case of the CSRD there is currently no agency operating as a department of the CSRD that is sanctioned through policy or funding to deliver road rescue service other than by grants-in-aid.

While the CSRD is under no obligation to undertake the provision of road rescue service, the fact is that road rescue services are being provided within the CSRD. Despite having no direct cost to the CSRD, there is an implied expectation on the part of the taxpayers that in the event that a current service provider is unable to continue to provide the service, that the CSRD will take the necessary actions to ensure the service is available. In the last ten years, three service providers in the CSRD ceased operations and fire departments have filled in the service gap. In

two of these circumstances the CSRD made arrangements with fire departments outside of the CSRD (Vernon and Chase) and in the third, the Town of Golden Fire Rescue added the service. The implied expectation of road rescue services being available resulted in the CSRD taking affirmative action in the matter ensuring reasonable level of public safety.

The resolution passed by the Board of Directors on October 13, 2013 provides consent to the City of Vernon to provide road rescue service within the jurisdiction of the CSRD. It should be noted that the service being provided by Vernon Fire Rescue Services will be at no cost to the CSRD, may be canceled at any time and that the City of Vernon will indemnify and hold harmless the CSRD.

A similar resolution had been passed in April 2010 when the Village of Chase assumed responsibility to continue to provide the service previously provided by the Chase Firefighters Association.

Although no cost analysis was done, it is possible that the Vernon and the Village of Chase taxpayers are subsidizing road rescue in the CSRD. Even if these two fire departments do get reimbursed by EMBC for cost recovery, they do not get any funding through the rate structure process for capital costs.

The CSRD does have Board policies relating to the delivery of highway rescue services.

The CSRD has declared through Policy No. A-52, dated February 1996, that volunteer fire departments under the auspices of the CSRD shall not be granted the authority to provide "highway rescue" services.

The CSRD has also determined through Policy A-53, dated February 1996 that they will offer encouragement and any available support for the provision of "highway rescue" under the auspices of an independent, non-profit society.

The CSRD is a regional district as defined by Part 6 of the Local Government Act from which it derives authority to deliver specified services as determined by its elected Directors. The CSRD Board of Directors have chosen to exercise their discretionary powers to establish and maintain fire departments providing fire protection to parts of the CSRD not covered by the municipal fire departments.

In addition to the policies, referred to above, the CSRD through Bylaw No. 5587 has stated that the authorized service, that their fire departments shall provide, shall be fire suppression and all related, ancillary or necessary services in connection therewith, including suppression of Interface Fires.

It is noted however that under Paragraph 22 of Bylaw No. 5587, the Area Directors of the CSRD may, by separate Bylaw, approve the provision of such other services, including rescue, by one or more Fire Departments, on the recommendation of the CSRD Fire Services Coordinator.

It appears that the reference to these sections of Bylaw No. 5587 outlines the steps that the CSRD should follow if the introduction of road rescue services, for one or more of their fire departments, was deemed to be in the best interest of public safety in the CSRD.

The authority to amend the services delivered by CSRD fire departments lies solely in the hands of the CSRD's elected officials.

10.4 Operational Structure Options

There appears to be only two choices concerning the operational structure that can deliver road rescue.

One is to have the AHJ, in this case the CSRD, provide direction to one or more of their volunteer fire departments to be equipped and trained to deliver the service. The other is to find a group of community-minded residents who would be willing to form a registered society to provide road rescue services within a specified service area of the CSRD.

This report will limit discussion to the first of these two options as that option seems to make the most sense for the CSRD to consider.

When the feasibility of adding services to the fire departments operating under the administration of the CSRD is considered, it is important to do so in the context of the obligation to meet a duty of care and simultaneously, a corresponding standard of care.

Currently the CSRD fire departments owe a duty of care to those within their defined service area. In plain terms, this means that the CSRD must take reasonable steps to equip and train its fire department and that the firefighters must take reasonable measures when implementing their activities, which are currently limited to fire suppression as outlined above.

The standard of care is measured against what is reasonable in the circumstances based upon standards of training and available resources. On the provision of road rescue services, this may allow for greater risks to be taken, but it will also require heightened vigilance. Any change to the services provided by a fire department will require careful consideration of both the duty of care and standard of care implications.

If the CSRD determines that there are areas of the regional district that may be underserved with respect to road rescue services, or areas that they feel should be serviced by agencies based within the regional district, the impact on current fire departments is obviously a primary concern.

The current members of the fire departments, from where it makes the logical sense to develop a road rescue team, should be given the opportunity to become

a road rescue team member but their continuing membership in their current fire department should not be contingent upon them doing so.

If a new service is instituted in certain CSRD fire departments, the job profile of a volunteer firefighter job profile should be included so they can decide at that time if they wish to join. Regardless if a new service is implemented, the opinions of the current experienced and dedicated firefighters should be respected. Recognition of their continuing value to the fire department should be acknowledged including those who may decide not to “sign-up” for training in the new service.

10.5 Administrative Requirements

The primary responsibility from an administrative support perspective would be to ensure records are maintained in a similar manner to how they are kept for fire departments.

Personnel records, training records, incident reports, occupational health and safety documents, paid-on-call related data, operational guidelines, equipment service records, report compilation, personnel management and correspondence are some of the aspects of administrative support that are already in place for a fire department. To add a new service would have limited impact to the work-load.

If not already in place, a robust records management system is recommended to keep all the pertinent records, including those outlined above. It is further recommended that the administrative support be provided by the CSRD and that the volunteer firefighters focus on keeping their fire departments operationally ready.

An annual report from all service providers should be received by the Protective Services department of the CSRD so the matter of road rescue can be analyzed regularly looking trends and methods for continuous improvement.

10.6 Financial Issues

There are many options available to the CSRD if they choose to expand the services provided by some of their fire departments. Before identifying the specific budget line items, consideration must be given to the type of rescue truck or apparatus to carry the necessary road rescue equipment. It would be assumed that when the service is introduced, a vehicle within the fleet of apparatus owned by the AHJ could be identified to be a rescue unit. Alternatively, many fire departments have rescue engines that carry basic rescue tools, those being hydraulic spreaders, cutters, chains and perhaps low-pressure air bags.

The initial purchase of equipment should be appropriate for the level of service that the fire department, as a first response unit to a motor vehicle incident, is authorized to provide. Based on what is the most likely scenario to occur, the past experience of the fire department responding to motor vehicle incidents inside their current response boundaries should help in this regard, the equipment purchased should fit within one or two re-configured compartments of an existing apparatus. Having one multi-purpose fire/rescue unit arrive at a MVA is a common practice. The multi-purpose unit should be able take care of the threat of fire providing some protection to personnel at the scene.

FireWise contacted two rescue tool suppliers and both suggested a basic tool package with some firefighter training, included in the pricing. Both felt that the proposed approach would be appropriate for a new road rescue team. Both vendors indicated that the equipment and training required to allow firefighters to provide a basic road rescue service, will necessitate an initial investment of approximately \$35,000.00 per department or per road rescue team. Such a budget should provide the team with an initial supply of cribbing and stabilization tools, a battery-powered combi tool (spreader/cutter), two batteries to power the tool and a full days training for 10/12 firefighters. Training would be initially provided by the vendor selling the tools. The vendors assume that the firefighters will have already been trained in scene assessment from a fire and hazard control perspective. The costs outlined above do not include the minimal alterations required to allow a piece of existing fire apparatus to carry the road rescue equipment, nor do they include the costs to compensate the paid-on-call firefighters for the training.



Many rescue units have been originated from a general-purpose utility truck providing a solution for the space necessary for road rescue equipment and accommodation for a team of four firefighters.

Sources that may be looked at to assist with this expense are discussed later in the report under the cost-recovery considerations.

The financial implications of undertaking the provision of road rescue are closely aligned to the current budgets of the fire departments.

Key line items that would be impacted are as follows:

Enhancements to Personal Protective Equipment.

It is expected that the fire department might have all the appropriate items to ensure the personal safety of their firefighters during a road rescue incident. An operation guideline should provide details of the policy and procedures to be followed. The EMBC operational guideline suggests that at a minimum, the personal protective equipment for road rescue will consist of helmet with face shield/approved eye protection, Nomex or similar material coveralls, and rescue approved boots and gloves.

Training

Training is discussed later in the report, but the costs associated with the specialized training required to provide firefighters with the required competencies would be less than those that would be incurred to acquire fire suppression skills. This is because many of the same competencies will be used in the new service.

Firefighter Compensation

The anticipated increase in costs associated with the rates outlined in CSRD Policy No. F-12 would be modest as it is anticipated that the call outs for road rescue would be unlikely to exceed one per quarter based on the statistical information made available to FireWise in the areas of the CSRD where introduction of road rescue service is most likely.

Out-of-Jurisdiction Call-outs

It is recommended that if a decision is made to enter the “road rescue service” as an employer, the CSRD register the chosen fire departments with EMBC. The rationale for doing so is referred to earlier in the report.

The CSRD would be eligible for provincial reimbursement only for call-outs which require the CSRD fire department to travel outside its’ established fire service area. There is no eligibility under the current EMBC structure and policy to access provincial reimbursement for call-outs to provide road rescue within a CSRD fire department’s established fire service area. At the present time, the province **will** reimburse road rescue providers, including road rescue societies, registered with EMBC, who respond to road rescue incidents within the defined service areas of CSRD fire departments.

The ability to respond to out-of-jurisdiction call-outs will allow the CSRD to submit a claim for reimbursement at the rates outlined in the following link:

https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/policies/inter-agency_working_group_report_reimbursement_rates_2016.pdf

The current all-found rate for a rescue vehicle responding under an EMBC Task Number, with a maximum of four rescue team members, is \$300.00 per hour.

CSRD Administrative Costs

Direct costs to the CSRD, outside those discussed above are estimated to be minimal.

As indicated previously the increase in call-outs will be minimal and the cost-recovery process for calls out-of-jurisdiction is deemed reasonable for the service being provided.

One aspect that the CSRD may wish to explore is any increase in insurance premiums related to adding road-rescue to the services provided by the CSRD. The comprehensive liability insurance coverage considerations and the vehicle insurance for responding out of defined fire protection boundaries are worthy of investigating as are any WorkSafeBC cost implications for providing the service inside current fire protection districts.

It is the experience of the FireWise team that it is unlikely that insurance costs will change but it is recommended that the CSRD's insurance broker be made aware of any change to the services being provided.

Financial Responsibility of the CSRD

Regional District Boards have been elected by the taxpayers to manage their tax dollars in the most cost-effective manner. The Directors and the CSRD Administration have the responsibility to compare the actual performance of the services they provide with the potential performance of their service providers. Fire departments are expensive to establish and maintain so occasionally a review needs to be done to ensure the service offered is performing at a reasonable level for the money spent before the introduction of any additional services is evaluated.

There is little argument that the current staffing model of the CSRD fire departments is within the financial capacity of the taxpayer. When looking at performance measures, the CSRD fire departments of today provide excellent value to the taxpayer. However, in terms of equity, do the taxpayers assume their local CSRD fire department can provide auto extrication and that they believe they are already invested in the provision of this service through the payment of their taxes?

In addition, consideration must be given to whether the introduction of any additional services being provided by a fire department will be seen as an effective risk management strategy and whether the CSRD administration can provide the necessary oversight.

FireWise believes that the CSRD has the capacity both financial and structurally to introduce road rescue services, in some form.

10.7 Training Demands

The CSRD has an extensive and impressive manual of Standard Operating Guidelines. Section 3 of that manual is dedicated to Fire Service Training Standards.

The manual indicates that the fire department will train all fire department members on a regular basis to applicable Provincial standards. The manual also defines what those standards are.

When submitting a registration request to EMBC to become a part of the BC Road Rescue program the following question is asked: *“Does your organization’s training meet the intent of the current NFPA standards on operations and training for technical rescue incidents?”*

Any amendments to the CSRD Standard Operating Guidelines manual should be straightforward.

The EMBC Road Rescue Safety Program Guide is an excellent source of information on all aspects of road rescue, particularly in the operational guidelines they have established. The EMBC standard for training to the Operations Level refers to Chapter 8 Vehicle Search and Rescue of NFPA 1670, Standard on Operations and Training for Technical Search and Rescue Incidents, specifically the section dealing with Vehicle Extrication. This standard identifies and establishes levels of functional capability for efficiently and effectively conducting operations at technical road rescue incidents while minimizing threats to rescuers.

For the CSRD to contemplate becoming a road rescue service provider, the content of NFPA 1670 outlines some of the decisions that must be made with respect to the level of service they may wish their fire departments to provide. FireWise suggests that the goal of NFPA 1670 is to outline how to manage an incident efficiently and effectively, to maximize personal safety, and to bring about the successful rescue of victims and the eventual termination of the incident.

EMBC also recommends that the road rescue training described above be complemented with Hazardous Materials training to the Awareness Level, training that some CSRD firefighters already have.

In discussion with the current road rescue service providers operating within the CSRD, they have indicated that they subscribe to the EMBC requirement outlined above. Specifically, their training programs align with NFPA 1006 which is the Standard for Technical Rescue Personnel Professional Qualifications. This standard identifies the minimum job performance requirements (JPRs) for fire service and other emergency response personnel who perform technical rescue operations. Chapter 8 of this standard addresses Vehicle Rescue.

The CSRD Fire Departments have a well organized and focused training program and if the decision is made to add road rescue to the services some of them provide, the CSRD should modify its' established policy and training standards to reflect the level of service they have chosen to deliver.

Access to accredited training should not present a challenge. There are several respected training sources in the province of British Columbia. These include the Justice Institute of British Columbia, the College of the Rockies, as well as several well-established vendors who, in addition to selling vehicle rescue equipment, provide excellent training programs which meet the relative NFPA Standards.

Consideration should also be given to having joint training sessions with the two road rescue societies operating within the CSRD. These agencies have many years of experience and lessons could certainly be learned for those entering the field of road rescue.

10.8 Cost Recovery Options

As discussed earlier the decision for a CSRD department to offer road rescue services is discretionary. There is no automatic funding agency who will provide financial assistance to purchase the equipment required to effectively and efficiently deliver the service.

The federal government cancelled the Joint Emergency Preparedness Program (JEPP) a number of years ago and has not replaced it with any alternate sources of funding.

Registered societies in BC, who offer road rescue service, may be eligible for government community gaming grants to support their programs and services. A review of the gaming grants paid to community organizations in the last fiscal year identifies a number of rescue-related organizations who have been successful with their applications.

The representatives of the CSRD road rescue societies spoke highly of the program and the benefits provided by gaming grants.

If the CSRD has access to someone with grant-writing skills, there may be an avenue they could explore on behalf of registered societies to access the equipment required to establish a road rescue program.

Where it is determined that the initial cost of purchasing road rescue equipment will put undue budgetary pressure on the fire departments, many road rescue services have been established as a result of community fund-raising efforts. These efforts are often driven by the volunteer firefighters who wish to provide the service. Such initiatives frequently have attracted support from community service clubs and businesses who value the fire department and wish to show their support. Community events of this nature have proven to have the added benefit of being unofficial recruitment opportunities.

FireWise has reviewed the list of grants-in-aid distributed by the CSRD in the past year and has reviewed CSRD Policy F-30 – Electoral Area Grants in Aid. It is unsure if this mechanism can be used to assist in the purchase of the road rescue equipment. Many emergency response organizations, search & rescue, first responder & fire departments have benefited from this program but, recently strict and narrow interpretation of EMBC Policy 2.07 has jeopardized this source of funding for Road Rescue Societies.

FireWise is aware that the CSRD was able to fund the introduction of Structure Protection Unit trailers without impacting their fire department budgets and such out-of-the-box thinking may assist in seeking options to assist in covering the cost of road rescue equipment.

The issue of cost recovery for agencies providing road rescue services has been a point of discussion and debate for many years.

In eight Canadian jurisdictions (province/territory) vehicle insurance companies are billed in at least some circumstances for road rescue services. For example, service providers in Saskatchewan may bill Saskatchewan Government Insurance (SGI) for all vehicle fires, and road rescue calls whether inside or outside the established fire protection boundaries if the service is being provided by a fire department. In Ontario, the Ministry of Transportation reimburses fire departments for road rescue calls on provincial highways. Insurance companies of vehicle owners are billed directly for extrication service in four provinces.

In British Columbia some agencies can charge ICBC for services rendered in connection with motor vehicle incidents. These are the same incidents that fire departments respond to within their fire protection districts.

Police can assess a fee for providing ICBC with copies of their motor vehicle incident reports.

The British Columbia Ambulance Service bills the patient, not the insurer for services they provide to victims of accidents, and the patient then gives the bill to the insurance claims office as part of their claim. It is understood that ICBC and BCAS have developed a cooperative agreement whereby BCAS provides periodic reports of billings to ICBC so that they may check their files to ensure payment has been made.

Towing Companies are at a distinct advantage when dealing with billings to ICBC; they can hold the vehicle as collateral until their fees have been settled.

Road rescue service providers in British Columbia have no access to a cost recovery process through ICBC. Ironically ICBC will pay invoices received in connection with out-of-province motor vehicle incidents where an ICBC insured party has incurred costs assessed by a road rescue service provider in that province or territory. This is not an option in our province.

Proposals for introducing a cost-recovery process within BC have been developed, but at the current time, neither the Province of British Columbia nor ICBC have initiated any changes to legislation, regulation or policy that would adopt such a proposal.

In the opinion of FireWise, the efforts of local governments to come together under the auspices of the Union of British Columbia Municipalities should be renewed to bring the matter to the attention of government.

11.0 CONCLUSIONS

This report has been designed with two primary goals in mind.

It has tried to provide an overview of today's road rescue program in British Columbia and more importantly, the structure of the road rescue service within the CSRD. One outcome of this effort has been to provide a benchmark for response times. This benchmark can be used as a performance measuring tool for continuous improvement and to assess the effectiveness of the service delivery model.

Secondly, the report has attempted to lay out the many and varied implications that the CSRD must consider if it chooses to enhance the services provided by volunteer firefighters in the regional district through the introduction of road rescue service.

To determine whether to add road rescue to the services provided requires careful evaluation of the risks by adding this service. Providing a higher level of public safety would be the highest benefit and would likely offset any perceived risk.

Our experience in matters like road rescue is that the public lacks understanding on how complex the issue is. When we have had opportunity to discuss the issue with people, they assume someone is providing this service but do not know for sure who that is. This lack of understanding is complicated by the universality of 9-1-1. Police and ambulance are provincially mandated and funded services. Fire departments are a local government service supported financially by taxpayers who have given authority to the local government to provide that service. They operate in defined service areas and have been criticized for refusing to leave the defined service area. Calling 9-1-1 outside of a fire department service area does not mean a fire department will attend like the police and ambulance. During some conversations with people they express surprise that fire departments do provide road rescue and have the mistaken understanding that they are an all hazard service provider.

As the Russian playwright Anton Chekhov put it, *“never put a gun on the wall in the second act of a play without using it by the end of the third - for the audience will be expecting gunshots.”*

Perhaps this same principle applies when a fire department is established. What does the public expect the fire department to do?

The CSRD has been prudent in not taking on this additional service. The CSRD elected officials and management team are responsible to manage the services they provide both mandated and optional. Taking on an additional service like road rescue will have consequences and it is hoped this report will provide more information on ensuring there is a sustainable level of public safety in the CSRD.

The following pages provide a SWOT and PEST analysis on the issue.



11.0.1 SWOT Analysis:

	FUNDAMENTAL	ROAD RESCUE RELATED
Strengths	<ul style="list-style-type: none"> The CSRD has strong and experienced management in their Protective Services Department The CSRD has a well-established fire service supported by a robust training program 	<ul style="list-style-type: none"> The elected officials and senior management have access to knowledge and experience in delivering road rescue services. The mechanism and structure to provide the service is in place
Weaknesses	<ul style="list-style-type: none"> Reliance on current service providers based outside the regional district Very limited number of trained firefighters to deliver service 	<ul style="list-style-type: none"> Timeliness of responses is unpredictable Need to evaluate, select and train volunteer firefighters
Opportunities	<ul style="list-style-type: none"> Recruitment and Retention of Firefighters To improve level of service in parts of the regional district 	<ul style="list-style-type: none"> Firefighters are keen to learn new skills Current arrangements in Falkland and North Shore of Shuswap Lake areas not ideal
Threats	<ul style="list-style-type: none"> Current service providers elect to discontinue service Volunteer firefighters leave departments Volunteer firefighters might consider the introduction of road rescue as a first step to adding more services, such as first response medical aid. 	<ul style="list-style-type: none"> Vernon and Chase may choose to discontinue current arrangements. Road rescue societies are forced to disband. Firefighters who do not wish to participate in road rescue skills training may chose to retire. In conversations with stakeholders no expression of interest to be involved in providing medical aid was expressed

11.0.2 PEST Analysis

	ROAD RESCUE RELATED
Political	<ul style="list-style-type: none"> • The Board of Directors must be fully aware of the implications of taking on a new service. • They must understand the service under consideration is road rescue not patient care. • They must be convinced that the introduction of road rescue serves the best interests of the regional district as a whole
Economic	<ul style="list-style-type: none"> • The cost of introducing the service is reasonable. • Once the initial cost of equipment is determined and approved, the year-to-year operational costs are modest. • Planning to replace equipment and to configure new apparatus can be strategically incorporated with the current long-term capital cost plans for the CSRD fire service
Socio-Cultural	<ul style="list-style-type: none"> • The residents, taxpayers and visitors have expectations of road rescue service being provided in a timely manner. • The early intervention to provide medical treatment to occupants of motor-vehicle incidents is the objective of road rescue service as long as it is accomplished in a manner that is safe for all persons on scene.
Technological	<ul style="list-style-type: none"> • The management of the protective services team have the ability and knowledge to select the most appropriate equipment for the level of service chosen by the CSRD. • The support for servicing the equipment and the availability of accredited training are primary considerations and must be costed in evaluating the most appropriate equipment. • There is a need to review the dispatching procedures relating to road rescue calls as there are currently some inconsistencies being experienced as to dispatchers selecting the closest agency to the incident.

1. Determining the appropriate Level of Service

The CSRD's decision in this regard should be based upon the same criteria as they considered when establishing the level of service for fire suppression.

Issues such as input from the management and current leadership of the CSRD fire departments, the availability of firefighters to provide the service and their ability to respond. The ability of the CSRD to financially support its fire department to enable it to meet all applicable training, safety and operational requirements for the chosen Service Level and the assessment of the communities under consideration in terms of demographics, risks, travel distances, fire hall locations and apparatus.

2. Where and when to introduce the service

The focus throughout this report has been to look at the relationship between the CSRD and the current delivery of road rescue services throughout the regional district.

As has been identified, the provision of road rescue service is a time sensitive issue and when an AHJ identifies parts of its jurisdiction that are not receiving a reasonable level of service as compared to other areas, it requires assessment to determine if the service can be improved and if it can, what service delivery model makes the most sense.

Once gaps are identified the risk assessment analysis must occur and the various cost implications evaluated.

In the opinion of FireWise, the CSRD should explore the opportunity to develop road rescue teams in the Falkland area, using the resources of the Falkland Volunteer Fire Department and in the Celista area using the resources of the Celista, Scotch Creek/Lee Creek and Anglemont Volunteer Fire Departments.

Before any decision is undertaken on whether road rescue should be provided by CSRD fire departments where service gaps exist, the CSRD should consult with taxpayers plus other stakeholders to ensure that the reason for the initiative is fully explained and understood. The primary reason is to upgrade public safety in the areas where service gaps have been identified.

From the research completed by FireWise it is clear that other CSRD fire departments are keen to become involved in road rescue, particularly in the Shuswap sub-region. It is important that any actions taken by the CSRD are not at the expense of current viable and well-established agencies but by entering the arena of providing road rescue service the CSRD is mitigating some of the risks that have been documented previously in the report.

11.1 Recommendation

The CSRD should enable those fire departments within the regional district who are willing to provide road rescue services to indeed provide the service in support of emergency services and to improve the safety of the public and firefighters.

As stated above the opinion of FireWise suggesting the development of road rescue teams in the Falkland area, using the resources of the Falkland Volunteer Fire Department and in the Celista area using the resources of the Celista, Scotch

Creek/Lee Creek and Anglemont Volunteer Fire Departments would be a logical first step to ensure a reasonable level of road rescue is provided.

12.0 SUMMARY

Providing road rescue in the CSRD is challenging. This is due to the terrain of the CSRD which has large mountains, beautiful large lakes but a relatively small population that is located predominantly in small communities throughout the district. Many of the small communities have major seasonal population variances compounding the issue at times throughout the year.

Incidents requiring road rescue as defined in this report, occur throughout the year. The peak time for a MVA is from November until the end of January with another spike occurring in the summer. The frequency of road rescue incidents occurs along the Trans Canada Highway with most those in the Roger's Pass where there are very few emergency services. More specifically, some of these incidents occur in one of the National Parks which raise another jurisdictional issue.

The first question asked is "who has responsibility for road rescue." EMBC has taken limited interest in the greater issue of rescue of people from all types of life threatening issues including road rescue. The CSRD also taken some interest to ensure the service is available and has contributed financially by a grant in aid to support one society providing the service.

In many communities, fire departments provide road rescue and it has become an accepted best practice. CSRD is an exception to what is expected of fire departments elsewhere. By enabling some fire departments in the CSRD to provide even basic road rescue services, public safety would be improved.

It is hoped that this report provides enough information for the CSRD to consider the recommendation made on how to enhance the service and keep it sustainable.

It has been a privilege to provide this report for the CSRD.

Respectfully,

Dave Ferguson

Dan Bishop

13.0 GLOSSARY

AHJ -	Authority Having Jurisdiction
AVL -	Automatic Vehicle Locator
BCAS -	British Columbia Ambulance Service
CSRD -	Columbia Shuswap Regional District
EMBC -	Emergency Management BC formerly known as the Provincial Emergency Program or PEP
JEPP -	Joint Emergency Preparedness Program
MVA/MVI -	Motor Vehicle Accident or Motor Vehicle Incident
OG -	Operating Guideline
Playbook -	Structure Firefighters Competency and Training Playbook (“Playbook”)
PTSD -	Post Traumatic Stress Disorder
RRSPG -	Road Rescue Safety Program Guide
SARU -	Salmon Arm Rescue Unit
SGI -	Saskatchewan Government Insurance

Costs for Vehicle Extrication Program

Year 1

Area F	
Equipment	\$59,040.00
Training	\$8,200.00
Operational	\$16,480.00
Feasibility repayment	\$40,000.00
GRAND TOTAL	\$123,720.00

Area G and Eagle Bay	
Equipment	\$59,040.00
Training	\$8,200.00
Operational	\$27,400.00
Feasibility repayment	\$40,000.00
GRAND TOTAL	\$134,640.00

Falkland	
Equipment	\$59,040.00
Training	\$8,200.00
Operational	\$11,020.00
Feasibility repayment	\$40,000.00
GRAND TOTAL	\$118,260.00

Year 2 & 3

Area F	
Equipment	\$20,000.00
Training	\$8,200.00
Operational	\$16,480.00
GRAND TOTAL	\$44,680.00

Area G and Eagle Bay	
Equipment	\$20,000.00
Training	\$8,200.00
Operational	\$27,400.00
GRAND TOTAL	\$55,600.00

Falkland	
Equipment	\$20,000.00
Training	\$8,200.00
Operational	\$11,020.00
GRAND TOTAL	\$39,220.00