



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

THIS PAGE INTENTIONALLY LEFT BLANK

Table of Contents

1. EXECUTIVE SUMMARY	1
2. SUMMARY OF RECOMMENDATIONS	5
2.1 RECOMMENDATIONS	5
3. SCOPE OF WORK	8
4. PROJECT METHODOLOGY	9
4.1 PHASE 1 – PROJECT KICK-OFF AND BACKGROUND REVIEW	9
4.2 PHASE 2 – CONSULTATIONS AND BENCHMARK SURVEY	9
4.3 PHASE 3 – DEVELOPMENT OF OPTIONS AND DRAFT REPORT	10
4.4 PHASE 4 – DEVELOPMENT AND PRESENTATION OF THE FINAL REPORT.....	10
5. CURRENT STATE	11
5.1 PROVINCIAL POLICY FRAMEWORK	11
5.2 ANTICIPATED CHANGES	12
5.3 CURRENT CSRD APPROACH.....	13
5.4 FIRE SERVICE AREAS	15
5.5 PREVIOUS STUDY	17
6. EXISTING SERVICE PROVIDERS	19
6.1 EAGLE VALLEY RESCUE SOCIETY	20
6.2 SALMON ARM RESCUE UNIT SOCIETY.....	21
6.3 CHASE FIRE RESCUE DEPARTMENT	23
6.4 VERNON FIRE RESCUE SERVICES.....	24
6.5 RECOMMENDATIONS	25
7. OTHER REGIONAL DISTRICTS	26
7.1 BENCHMARK SURVEY	26
7.2 SUMMARY	26
7.2.1 TNRD.....	26
7.2.2 KBRD	27
7.2.3 RDEK.....	27
7.3 BENCHMARK SURVEY FINDINGS	28
7.4 RECOMMENDATIONS	30
8. OPTIONS FOR CSRD SERVICE PROVISION	31
8.1 LEGAL AND REGULATORY ISSUES	31
8.2 RECOMMENDATIONS	32
8.3 POTENTIAL PROVIDERS AND SERVICE AREAS.....	33
8.4 FALKLAND (ELECTORAL AREA D)	34
8.4.1 Facility and Equipment.....	34
8.4.2 Response and Training.....	35
8.5 RECOMMENDATIONS	36

8.6	CHASE FIRE RESCUE RESPONSE AREAS.....	36
8.6.1	<i>Shuswap Lake North Shore (Electoral Area F)</i>	37
8.6.2	<i>Scotch Creek</i>	37
8.6.3	<i>Celista</i>	38
8.6.4	<i>Anglemont</i>	40
8.7	SHUSWAP NORTH SHORE SUMMARY	42
8.8	RECOMMENDATIONS	42
8.9	ELECTORAL AREAS G AND C (BLIND BAY, EAGLE BAY AND WHITE LAKE).....	43
8.9.1	<i>Shuswap Volunteer Fire Department</i>	43
8.10	RECOMMENDATIONS	45
8.11	EQUIPMENT REQUIREMENTS	48
8.12	RECOMMENDATIONS	50
8.13	TRAINING	50
8.14	RECOMMENDATIONS	52
8.15	FINANCIAL	53
8.16	RECOMMENDATIONS	55
9.	OCCUPATIONAL HEALTH AND SAFETY ISSUES.....	57
9.1	RECOMMENDATIONS	57
APPENDIX 1:	BENCHMARK SURVEY RESULTS	59
APPENDIX 2:	TRAINING STANDARDS	71
APPENDIX 3:	VEHICLE RESCUE EQUIPMENT LIST	72
APPENDIX 4:	ROAD AND MEDICAL RESCUE POLICY.....	74

THIS PAGE INTENTIONALLY LEFT BLANK

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.
--------------------------	---

Recommendation #2	Schedule regular meetings with the SARU to discuss mutual interests and concerns.
--------------------------	---

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.
--------------------------	--

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

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).
--------------------------	---

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

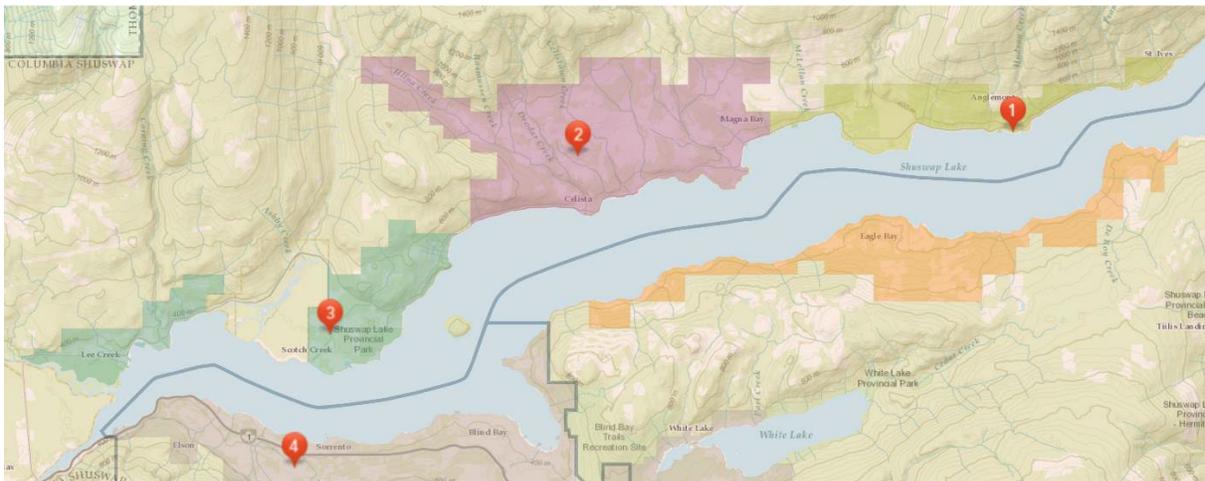


Figure 2: Fire Department Service Areas. Halls: 1=Anglemont, 2=Celista, 3=Scotch Creek.

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

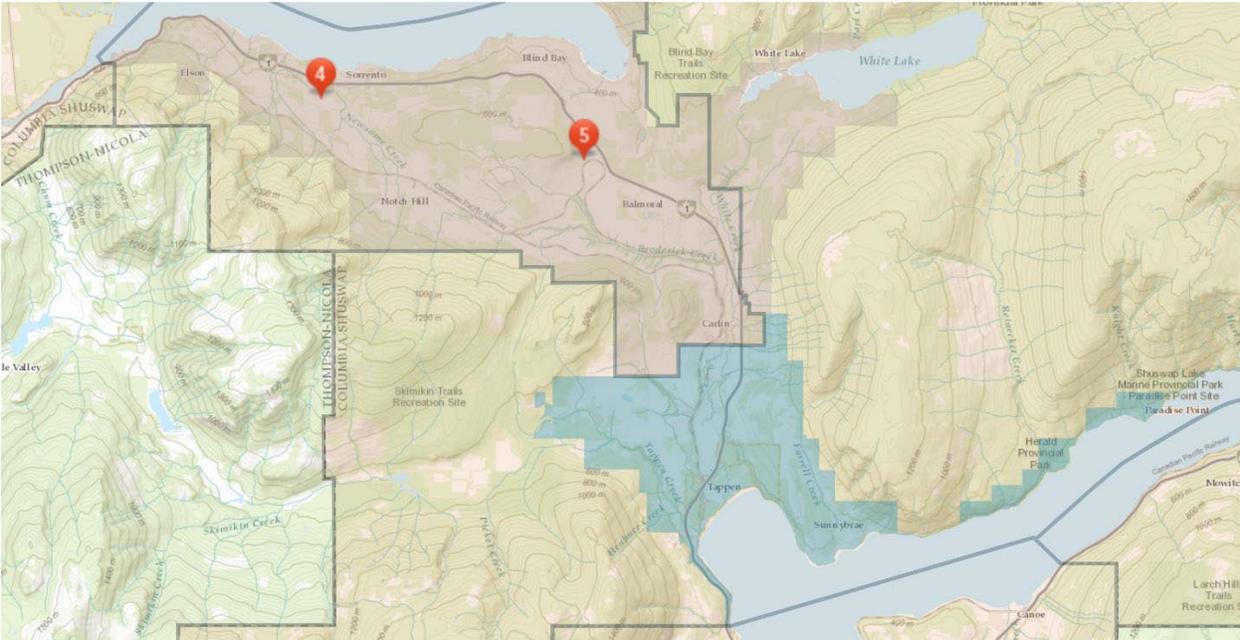


Figure 3: Fire Department Service Area: 4=Shuswap Hall 1, 5=Shuswap Hall 2.

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.

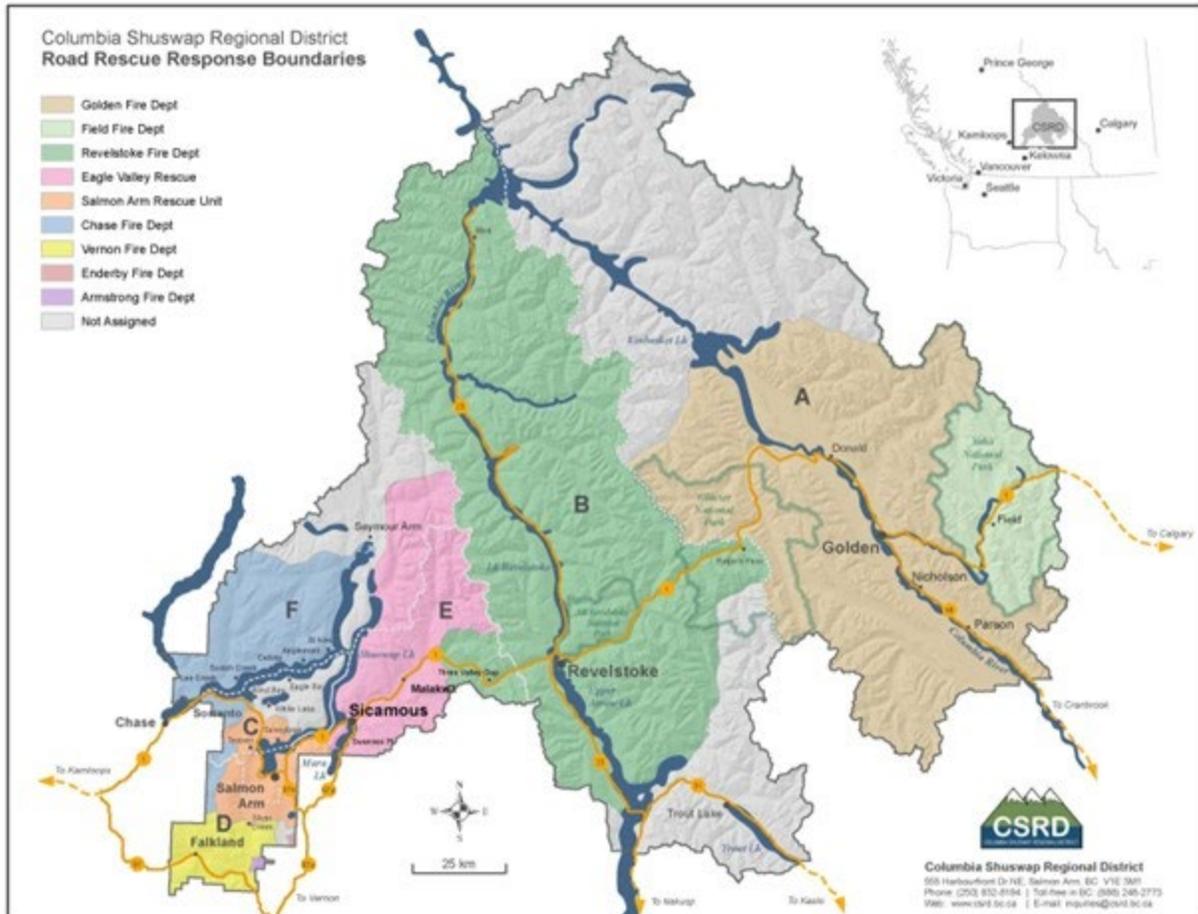


Figure 5: Road Rescue Response Boundaries¹⁵

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, Celistia, 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.
--------------------------	---

Recommendation #2	Schedule regular meetings with the SARU to discuss mutual interests and concerns.
--------------------------	---

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	<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).
--------------------------	---

Recommendation #7	<p>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.</p>
--------------------------	--

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.

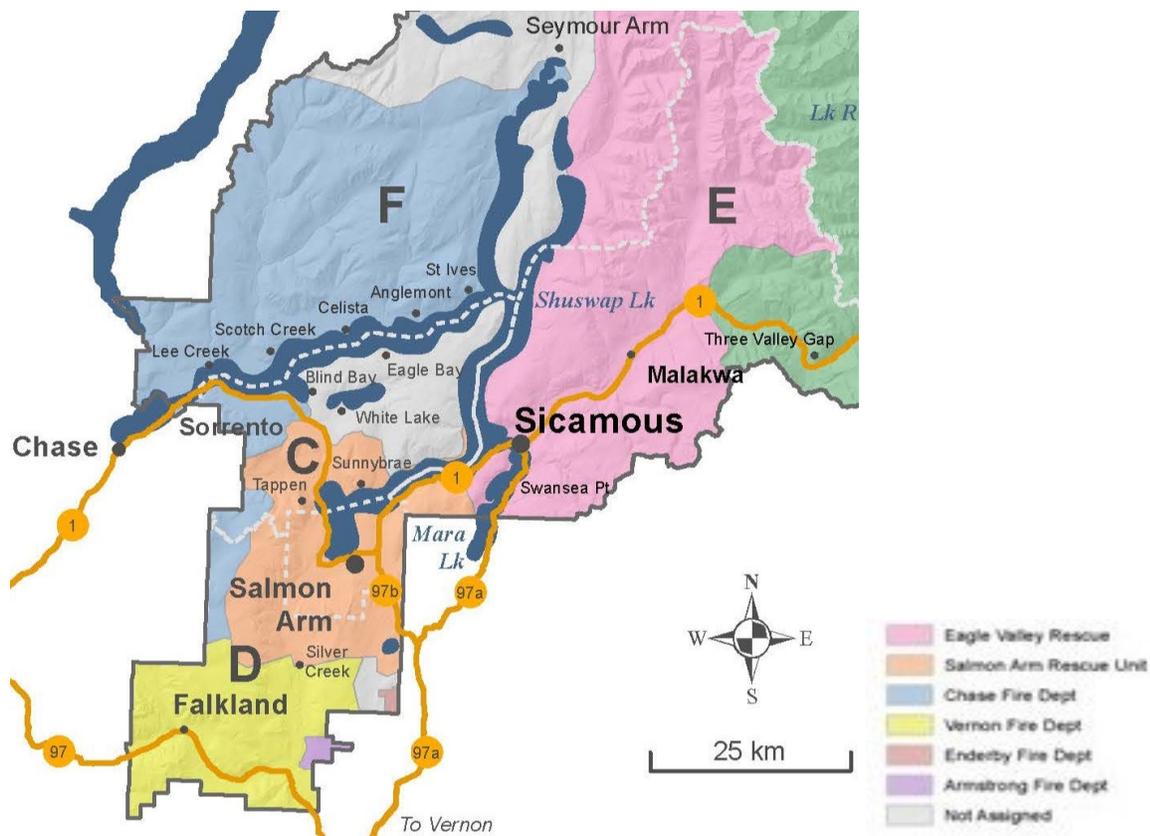


Figure 9: Overview of Current Road Rescue Response areas

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”

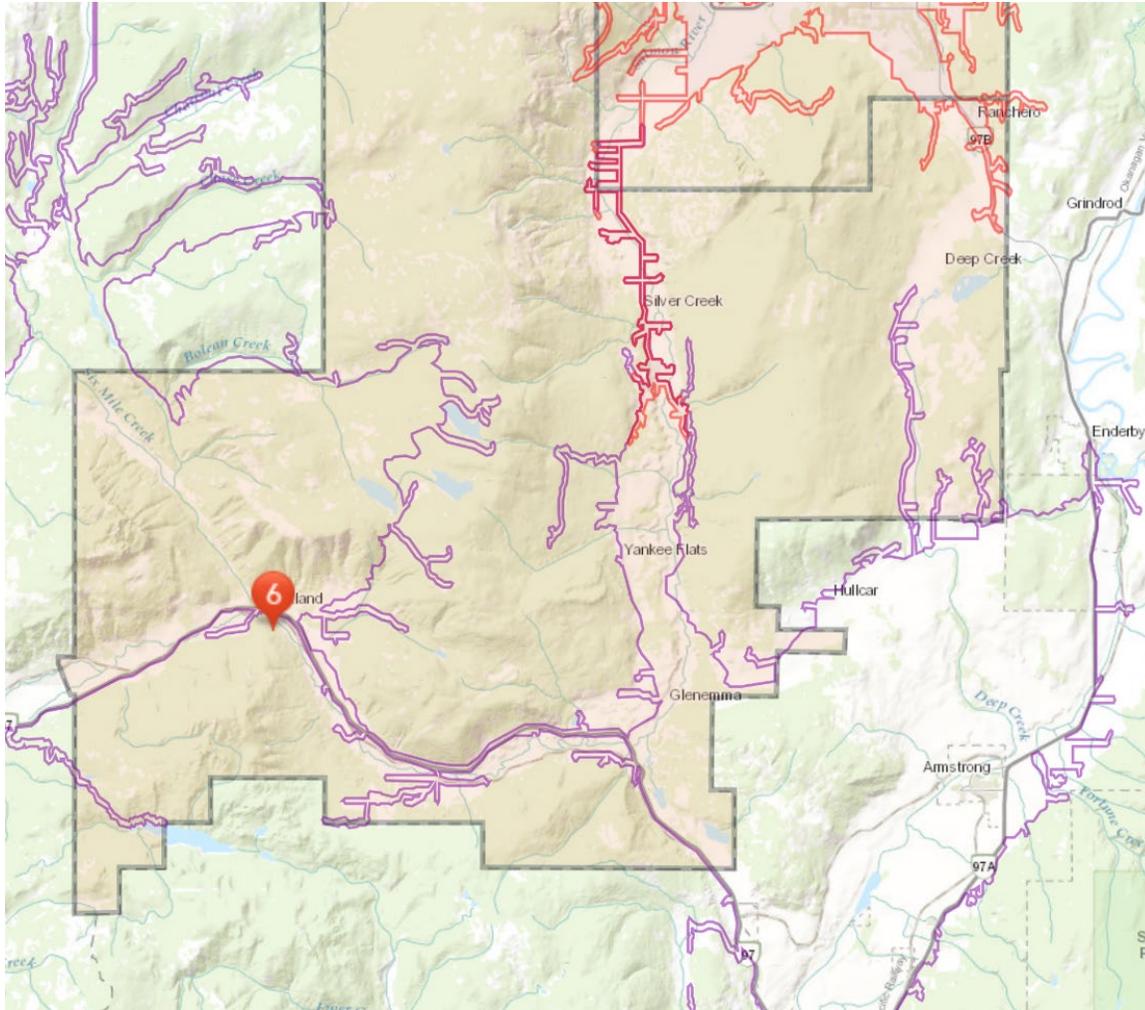


Figure 11: Potential response boundary plus 30 Minute Estimated Drive Times: Purple Polygon from 6 (Falkland); Red Polygon is from Shuswap Hall 2.

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.

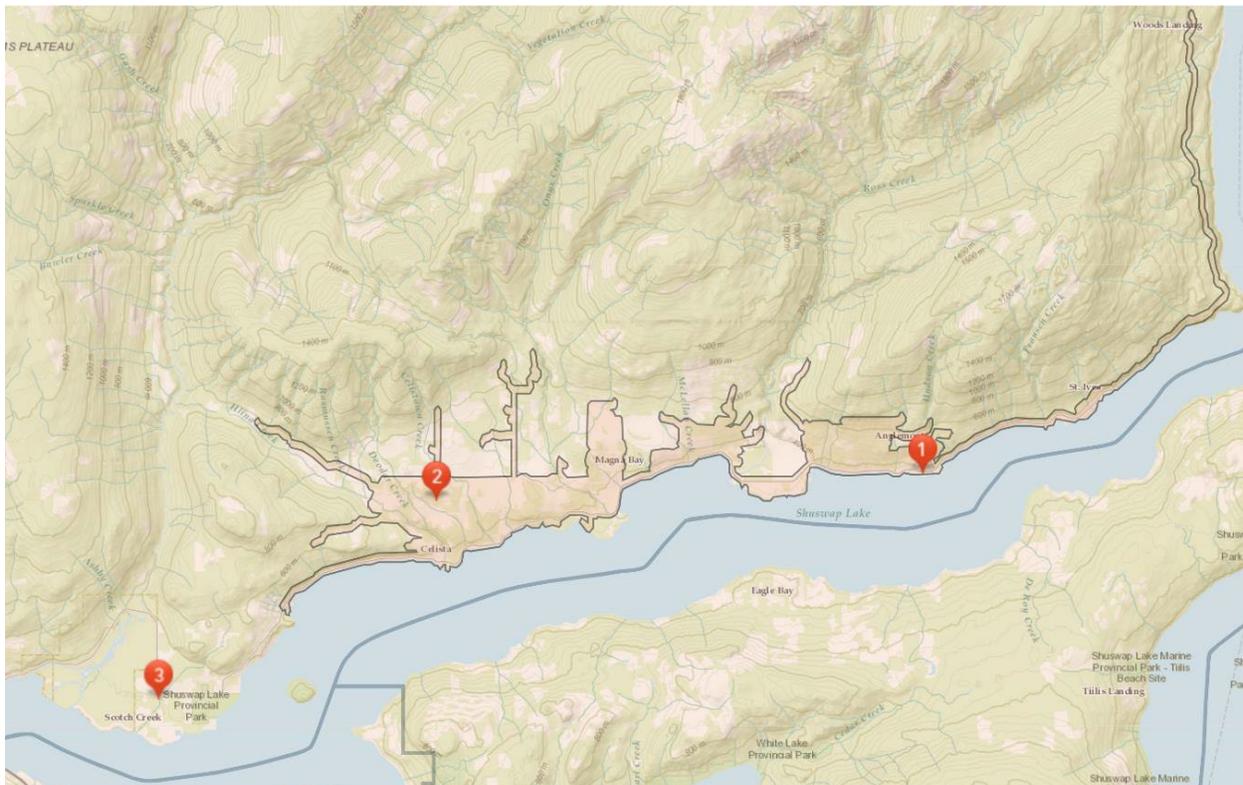


Figure 14: 30 Minute Estimated Drive Time: Black Polygon from 1= Anglemont.

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

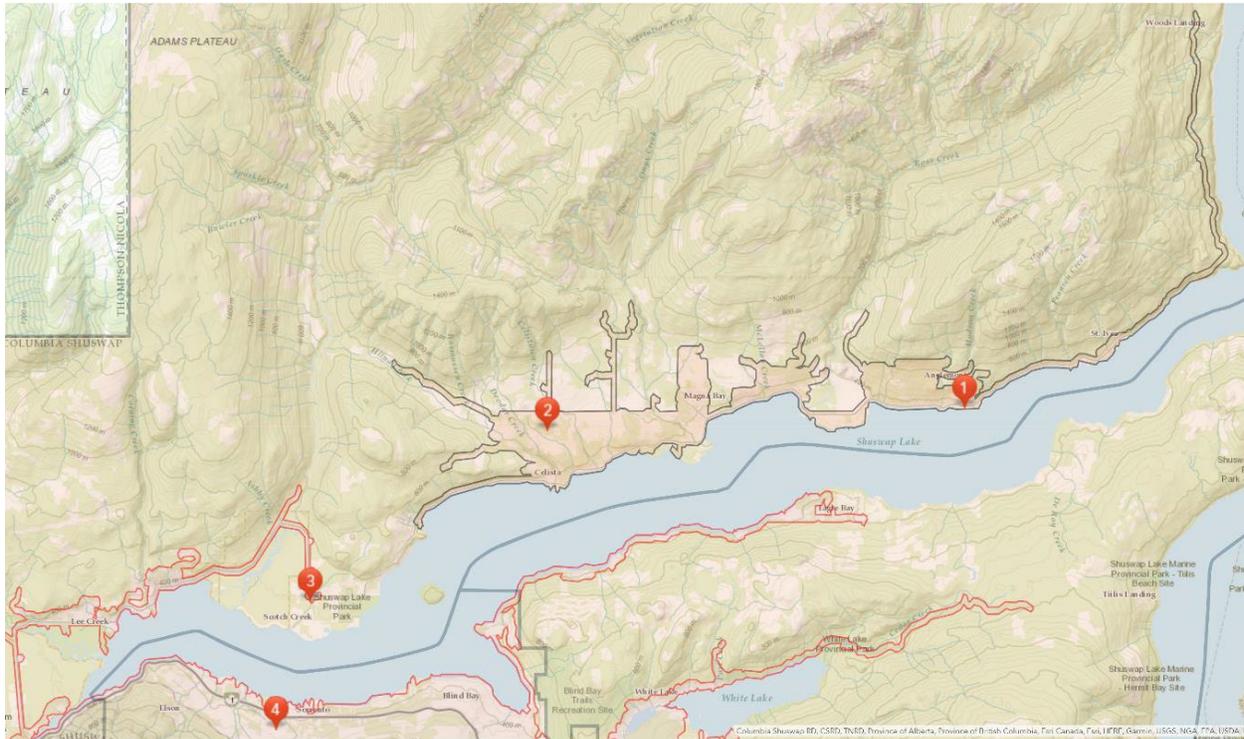


Figure 15: 30 Minute Estimated Drive Times: Black Polygon from 1= Anglemont; Red Polygon from Shuswap Hall 2.

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.

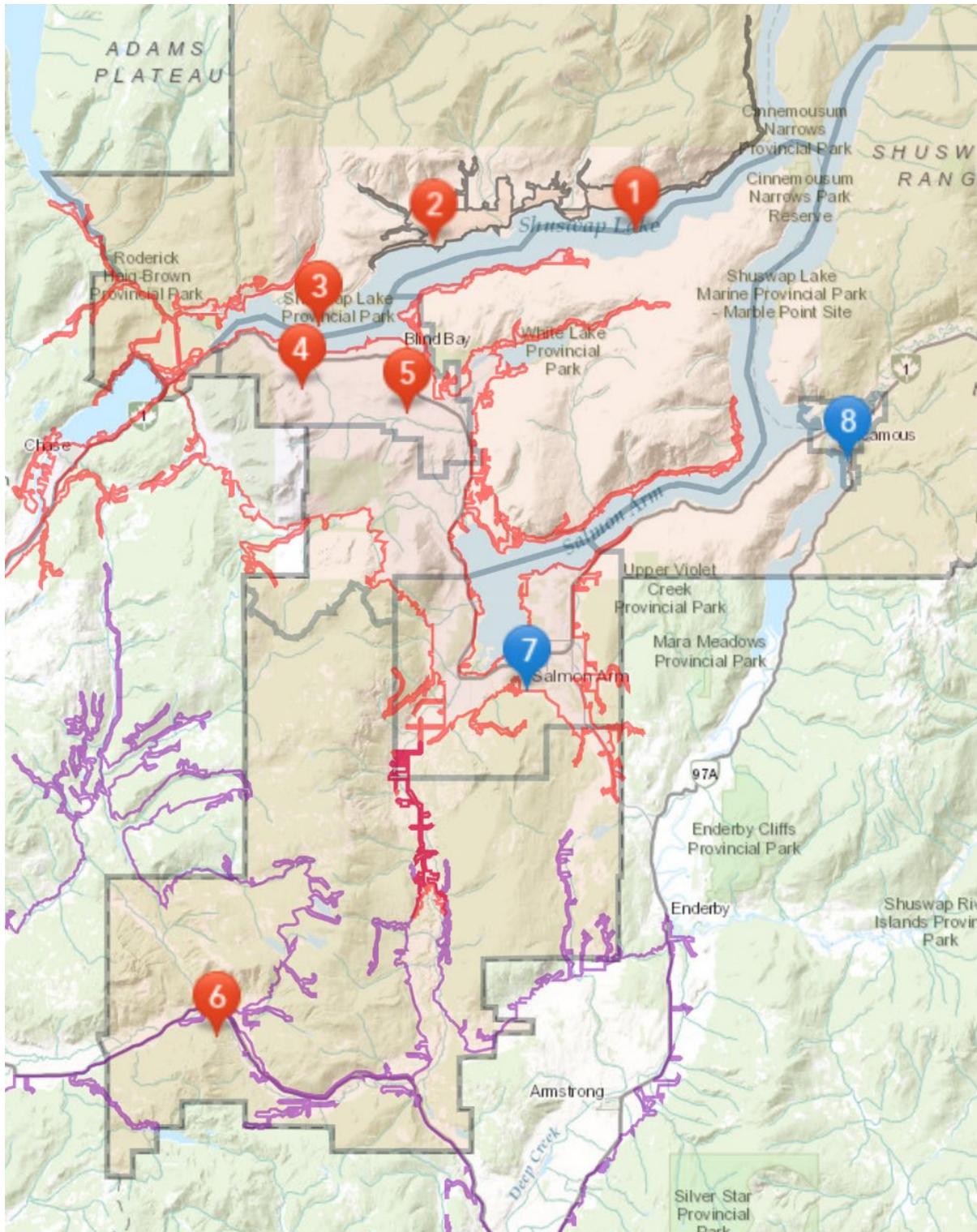


Figure 18: Overall Coverage plus 30 Minute Estimated Drive Times: from 1= Anglemont; Red Polygon from 5= Shuswap Hall 2, Purple Polygon from 6, Falkland.

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.

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 to 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 turn 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