FIRE & RESCUE SERVICES WORKING GROUP REPORT TO THE DISTRICT OF WEST VANCOUVER COUNCIL

April 2008

Respectfully submitted to West Vancouver District Council, April 3rd 2008 by the Fire & Rescue Services Working Group,

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- Deputy Chief Gordie McLennan and Fire & Rescue Department Administrative Assistant Christa Rutherford for preparing the notes of our meetings.

ACRONYMS:

FRSWG	Fire and Rescue Services Working Group
WVFR	West Vancouver Fire & Rescue Services Department
NFPA	National Fire Protection Association
F&R	Fire and Rescue
PEP	Provincial Emergency Program
OCP	Official Community Plan
BCAS	BC Ambulance Service
E-COMM	Emergency Communications for Southwest BC radio system
NSEMO	North Shore Emergency Management Office
USAR	Urban Search and Rescue
VANOC	Vancouver Olympic Committee
DRR	Disaster Response Route

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1. INTRODUCTION

In November 2007 West Vancouver Council proclaimed a Fire & Rescue Services Working Group (FRSWG) made up of seven members of the community and a member of the firefighters' union. Attachment A lists the members of the FRSWG as well as staff and Council liaisons.

The working group's Terms of Reference (Attachment B) state that the purpose of the working group is to examine long-term options for the delivery of fire and rescue services in the District of West Vancouver. The working group was also encouraged to examine current issues related to the provision of fire and rescue services in the District's proposed 2008 budget.

On 29 February 2008, the FRSWG submitted its Interim Report #1 to Council. The main focus of that report was to provide FRSWG's interim recommendations regarding the proposed 2008 Budget. This final report provides to District of West Vancouver Council a full summary of the FRSWG's comments and recommendations with respect to the delivery of fire and rescue services in the District of West Vancouver.

Recommendations are in blue and highlighted.

2. SUMMARY OF KEY BACKGROUND INFORMATION

The working group was provided an in depth tour of the four fire halls and has been provided an extensive compilation of background material. The latter is listed in Attachment C.

2.1 Review of Fire Industry Standards & Regulations

The FRSWG has discussed at length the standards and regulations applicable to the provision of fire protection services. These are:

The National Fire Protection Association (NFPA) provides standards applicable to "career fire departments". To achieve acceptable response times, these international peer-reviewed standards define a response time objective of eight minutes from a call being made to 911 to crews being on the scene 95 percent of the time.

NFPA standards call for a minimum of four firefighters on a fire truck.

WorkSafeBC Occupational Health & Safety Regulations require that firefighters cannot enter an oxygen deficient atmosphere (i.e. structure fire) until there are minimum of four firefighters on site: one must remain at the truck to operate the pump so that a minimum of two enter the structure with a charged water line and a fourth is required as back-up in voice contact with the interior crew.

2.2 Risk Assessment

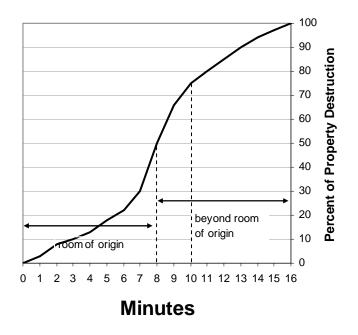
The FRSWG has discussed adherence to these standards and regulations in the context of three key questions:

- maintaining four firefighters per fire truck,
- maintaining the four existing fire halls
- the future addition of a fifth fire hall.

The FRSWG considered both quantitative and qualitative information in its risk assessment related to these three key questions. As a group made up of community volunteers, the FRSWG does not put itself forward as risk assessment or risk management professionals. However, we believe we have made reasonable risk assessments in the development of our recommendations. As well, the FRSWG was able to rely on the useful information and detailed risk analysis provided in the 2007 West Vancouver Fire/Rescue Fire Master Plan prepared by Dave Mitchell & Associates Ltd and various other studies conducted prior to 2007.

As a quantitative risk assessment the FRSWG examined the relationship between the cost of property fire damage and response time, taking into consideration the size range of homes in West Vancouver and replacement construction costs.

The following graph, from NFPA Standard 1710, demonstrates the rate at which a fire typically spreads beyond the room of origin. In the range of 7 to 9 minutes after ignition, a fire will rapidly accelerate and the percentage of property destruction increases dramatically.



Fire Propagation Curve

NFPA has investigated thousands of incidents across North America. The data generated provides empirical evidence that rapid and aggressive interior attack can substantially reduce the human and property losses associated with structural fires. Their findings indicate that if a fire goes beyond the room of origin, the rate of civilian deaths increases 8.5 fold, civilian injuries increase 3 fold, and dollar loss increases 7 fold (from NFPA Standard 1710,Table A.5.2.1.2.1).

The FRSWG explored the benefits of a quick response in the context of West Vancouver. For a 6000 square foot home the savings in replacement costs for reconstruction and contents as a result of a response time reduction from 10 minutes to 8 minutes are estimated at \$450,000. This is based on 25 percent less damage incurred. Rebuilding costs and content replacement costs were estimated at \$250/sq.ft and \$50/sq.ft., respectively.

Furthering this quantitative analysis requires quantification of other consequences of a structure fire. These include potential personal injury and/or fatalities. It can be deduced from Figure 1 that the risk of personal injuries and fatalities are likely correlated to F&R

response time. However, these consequences are difficult to quantify in the context of West Vancouver F&R services. In particular, the FRSWG felt it was highly inappropriate to attempt to place a dollar value on these consequences. An additional consequence that is likely correlated with response time is the potential loss of personal property which is of great value to homeowners but which can not be measured in dollars.

The FRSWG relied to a greater extent on qualitative risk assessment. This approach tends to consider risk to be proportional to the expected losses and therefore tends to assign greater consideration to more catastrophic outcomes, such as fatalities. Lesser time was spent trying to estimate the frequency of such severe events. As a result, the FRSWG's deliberations would be more accurately described as analysis in which plausible scenarios were considered without trying to estimate their probability of occurrence.

2.3 Aspects of West Vancouver that Affect the Cost of F&R Services

West Vancouver has some unique features that affect the cost of providing fire and rescue services. It is difficult to compare West Vancouver Fire & Rescue Service to that of other BC communities:

- West Vancouver's population is spread over a long narrow strip and building densities are low in many areas; however, there is a central core that has many high-density apartment structures (third largest concentration in Metro Vancouver) and seniors assisted living buildings.
- Housing is located at various elevation differences, from sea level up to 1200 ft.
- Some access is difficult due to the "country lane" style that is dictated by the topography.
- There are a significant number of high value homes.
- The Business District is spread into clusters and access is awkward.
- Ambulance and Hospital services are outside the community. This accentuates the urgency of providing emergency response and accounts for added WVFR time required while waiting for relief from Ambulance Services.

- The Trans Canada Highway runs through the length of West Vancouver. Because of heavy traffic volumes, accidents involving vehicles passing through the community are frequent. The annual traffic growth is of a greater proportion than the growth of the community that supports the service.
- Little or no industrial tax base (by design).

2.4 Services Provided by WVFR

WVFR currently provides the following "First Responder" Emergency Services:

- Structure Fires (residential, commercial, light industrial, and high rise)
- Alarms Ringing (Residential, Commercial, Light Industrial, and High Rise)
- Medical Aid calls (First Responder Level 3 which includes use of a defibrillator and pulse oximeters [monitors vital signs], spinal injury care, emergency childbirth)
- Motor vehicle accidents / fires
- High angle rescue (including tower cranes)
- Confined space rescue
- Swift water rescue (in particular the Capilano River)
- Wildland-urban interface fires (in conjunction with Parks Departments and within 1000 feet of a road)
- Wires down and/or power line fires
- Hazardous Materials Incidents (mutual aid agreement with North Van District F&R
- Public Service calls such as lift assistance for the elderly or infirmed, burst water pipes, investigations of substances in waterways or strange odours

The following table which summarizes WVFR emergency calls indicates that in most categories the numbers of calls per year is increasing.

West Vancouver Fire & Rescue Emergency Calls 2007 Year-End Report				
	2007	2004	2001	% Increase
Fire Calls	321	203	158	103%
Fires Requiring SCBA&RIT* to meet WorkSafeBC Regulation	29	32	29	0%
Medical Aid/Rescues	1728	1391	1213	42%
Motor Vehicle Accidents	353	353	235	50%
Hazardous Materials	69	36	81	-15%
Public Assistance	519	564	609	-15%
Alarm Activations	570	489	501	14%
Total	3589	3068	2826	27%

The Municipal Emergency Plan indicates that WVFR is also (or can expect to be) first responder to other potential emergencies:

- Natural Disasters and severe weather events such as wind storms, • landslides, earthquakes, and flooding.
- Man-made disasters such as train derailments, marine accidents, possible • terrorism incidents, and marine accidents
- Marine Rescue / Fires .

WVFR currently also provides the following non-emergency services:

- Fire Prevention:
 - Plan reviews
 - Inspections
 - **Public Education**
- Fire Investigations
- Community disaster planning
 - **Coordination of Emergency Preparedness**
 - Assist with preparation and integration of North Shore emergency plans

3. WV District 2008 OPERATING BUDGET RECOMMENDATIONS

This section provides the FRSWG's recommendations related to the 2008 District operating budget concerning the Fire & Rescue Department.

The Fire & Rescue Department was over budget in 2007 due to three main cost areas: overtime, training and fleet maintenance. Overtime shifts have been occurring at a high level due to above average incidence of long-term and short-term sickness, and a number of personnel off on WorkSafeBC claims due to workplace injuries.

3.1 Maintaining Four Existing Fire Halls

Temporary closure of one the existing four halls has been identified as a potential means of reducing WVFR overtime costs. **The FRSWG recommends against closing one of the four fire halls in order to limit overtime costs because of the negative impact on the level of service provided by WVFR.**

Closing a hall would exacerbate the already existing problem of not being able to provide fire services to some areas of West Vancouver within the response time standard recommended by the NFPA. It is also not clear how firefighters could be redeployed to facilitate a temporary hall closure. As such, taking this alternative may, by default, imply a permanent rather than temporary closure of one of the four halls.

In reaching this recommendation, the FRSWG reviewed the comprehensive response analysis and risk analysis documented in the 2007 Fire Master Plan. That analysis, which utilized detailed data from the Computer Aided Dispatch System, provided average emergency response data for 55 response zones in West Vancouver. That analysis indicated that while the large majority of calls occur east of 28th Street, and can be responded to within six minutes, there are areas, such as 28th Street west through Upper Caulfeild, the upper British Properties and areas north of Horseshoe Bay for which average response times are over 10 minutes and in some cases over 14 minutes. These average response times were significantly increased in modelling studies based on the combinations of three rather than four halls.

The FRSWG also considered the relationship between response time and property damage. The increased risk of injury, fatalities, and loss of personal property were also considered.

The FRSWG also considered the importance of response times for other key services provided by WVFR, particularly when responding to life-critical medical aid calls such as heart attacks.

3.2 Maintaining Four Firefighter per Fire Truck

The FRSWG has discussed at length the Council's decision taken in the fall of 2007 that directed the Fire Chief to deploy three person truck crews at Halls 2, 3 and 4 in order to limit overtime expenditures. The FRSWG understands that this action by Council, which was due to come into effect March 1st 2008, relates to the overrun of the 2007 WVFR budget, much of which was due to overtime expenses.

The FRSWG recommends that four firefighters per fire truck continue to be maintained for the following key reasons¹:

- Having only three firefighters arrive as first responders at a structure fire means there is potential for delays in undertaking the optimal method of fire and rescue response. As discussed in Section 2.1, WorkSafeBC regulations prohibit firefighters from entering an oxygen deficient atmosphere (i.e. structure fire) unless there is a minimum of four firefighters on-site.
- We acknowledge that the occurrences of structure fires are low in West Vancouver. However, in the event of a structure fire, the risk of injuries and/or fatalities and the amount of property damage would increase if firefighters were delayed in their ability to effectively respond. We are concerned about imposing these increased risks on the residents of West Vancouver.
- The WVFR's ability to effectively and efficiently provide some of its other emergency services could also be compromised if truck crews were reduced from four to three.

¹ Other reasons include: (1) It is standard practice in neighbouring communities and other urban centres to have four firefighters arrive as the first emergency responders and not meeting this standard practice could represent a potential liability to the District. (2) If the first firefighters on the scene of a fire were faced with the difficult situation of having to delay their response and did not follow the WorkSafeBC regulation, not only they but likely also the District would face WorkSafeBC sanctions.

FRSWG agrees that the WorkSafeBC regulation must be adhered to by WVFR and individual firefighters must comply with this regulation. Therefore this regulation is of particular importance to the issue of maintaining four per fire truck. As well, four firefighters per fire truck is the minimum recommended by NFPA.

The FRSWG's approach was to consider the potential consequences of having less than the minimum four firefighters at the site of a structural fire and reached its recommendation based on the following risk assessment. The estimate of the increased cost associated with delayed response discussed in Section 2.2 was considered as indicative of the potential monetary cost of delayed entry. However, to a greater extent the FRSWG relied on its discussion of potential structure fire scenarios. One scenario that was considered was the prospect of firefighters being delayed from entering a burning structure to save people. FRSWG notes that this delay may be minimal if two fire trucks are able to arrive concurrently but conceivably this delay could be 8+ minutes depending on the availability of a second truck which is affected by distance, driving conditions, concurrent emergencies and other factors. The imposition of increased risk of harm [attributable to less than four on the first responding fire truck] was considered unacceptable. The negative impact and moral dilemma imposed on the firefighters involved was also considered unacceptable.

A second, less severe scenario but one which might be indicative of a more common occurrence is the scenario of a stove top grease fire. In this case, no delay in entry would enable the firefighters to quickly extinguish such a small fire. On the other hand, a delayed in entry as dictated by the WorkeSafeBC regulations might mean tens of thousands of dollars of smoke damage.

3.3 Hiring of Additional Firefighters

The FRSWG supports the hiring of additional firefighters if funding can be made available in the 2008 budget. This is based on the understanding that:

- a) If the Fire Chief could hire additional firefighters and if agreement could be reached with the firefighters' union regarding enhanced scheduling flexibility, overtime costs should be significantly reduced.
- b) Even if the higher amount of sick leave experienced recently is an aberration, and it is reasonable to expect that sick leave will return to normal levels in future years, additional firefighters will be fully utilized.

Furthermore, the FRSWG recommends hiring 4 firefighters in 2008.

This is based on the following analysis. Currently there are 88 firefighters employed to staff the existing halls where there is a need for 92 firefighters. Staffing of West Vancouver's four halls requires two platoons, or shifts per day. For 24/7 coverage four platoons are required. Each platoon requires 18 firefighters. The Ambleside hall is staffed with six firefighters and the outer 3 fire halls are staffed with four. Ambleside operates one engine with a crew of four and a crew of two firefighters staff either the ladder truck or the rescue truck. The other three halls have one engine each.

The total shifts on the job are $18 \times 2 \times 365.25$ days/year = 13,149 shifts per year. Based on four platoons of 18 firefighters this equates to 183 shifts per year per firefighter. However, the effective shifts per year per person must be reduced to account for a number of factors. As shown in the following table, based on WVFR data these factors equate to 40 shifts per firefighter per year. As such the effective number of shifts covered per year per firefighter is 183 - 40 = 143. To cover 13,149 shifts at 143 shifts per firefighter requires 92 firefighters.

Average # Shifts missed Annually per Firefighter	#Shifts
Annual Vacation plus Stat Holidays	25.4
Average Sick Time	7.6
WorkSafeBC Leave	3.6
Long Service Leave	0.8
Training	0.2
Other	2.4
TOTAL	40

This analysis corroborates information provided by the Fire Chief which indicates that hiring additional firefighters could be a cost-effective means of reducing the annual overtime expenditure. Fire Chief Oates has estimated that hiring 3 additional firefighters could reduce the number of overtime shifts by 321 compared to the 2007 total number of overtime shifts of 713. The cost of three additional firefighters was estimated at \$190,000 per year (including 26 percent for benefits) compared to a potential overtime

saving of \$227,000 per year. The estimated cost associated with adding four firefighters is \$252,000 compared to a potential overtime cost saving of \$280,000.

3.4 Scheduling Flexibility

Hand in hand with our above support for hiring additional firefighters, the FRSWG requests that the parties involved make best efforts to increase staffing flexibility to enable Fire Chief Oates to better manage overtime costs.

3.5 Performance Measure

The FRSWG recommends that a performance measure be developed and agreed to between the Fire Chief and Council related to achieving a measurable reduction of overtime in the nine months after the hiring of four new firefighters. The hiring of two additional firefighters in 2009 should be contingent on achieving this measured reduction in overtime.

3.6 Expeditious Access to Medical Treatments

The following table summarizes the replacement shifts that were required because of absenteeism in 2007.

Reason for Absence	#Shifts	%	
Vacation	2,328	63.5	
Sick leave	699	19	
WorksafeBC injuries	334	9	
Long service leave*	69	2	
Training	22	.5	
Other	215.5	6	
Total # of firefighter replacement shifts	3,667.5	100%	
* LSL of 16 days is earned after 20 years of service and every five years after that. LSL has to be taken within the applicable five year period or a firefighter loses it.			

This data indicates that currently 28 percent are attributable to sick leave and WorkSafeBC work-related injuries.

The extent of some of these leaves could be reduced if firefighters had quicker access to medical diagnostics and treatments via private health care providers. It is expected this would reduce the amount of overtime required to cover their missed shifts. FRSWG understands that other employers utilize this option in order to see an earlier return to work by employees with physically demanding jobs.

FRSWG recommends that the Fire Chief conduct an analysis to estimate the overtime requirements after the hiring of new firefighters and compare the reduction in overtime costs to the cost of providing expedited private health care. If cost savings are identified, a recommendation should be taken to Council.

The FRSWG recommends that if such a program were implemented, it should include assessment on a case by case basis based on criteria developed by the Fire Chief in consultation with the firefighters and Council.

3.7 Increased Fees and Permits related to Fire and Rescue Services Within the FRSWG there is a range of views with respect to the philosophical/policy question of increasing service fees and the cost of permits to generate additional revenues versus increasing taxes to cover costs. One key advantage of the latter approach is that the cost of providing services is allocated based on assessed value which is assumed to align with the ability to pay.

The FRSWG has reviewed the range of current permits and service fees in Schedule 7 – Fire and Rescue Permits and Services Fees and Charges Bylaw No. 4414,2005, Amendment Bylaw No. 4537,2007. The FRSWG is concerned about those which represent an inappropriate disincentive to citizens. One example is the annual permit fee attached to having a residential fire alarm system since these systems help to save lives and reduce fire damage. Another example is the false alarm fee as it is currently structured because there is the concern that it encourages home owners, business owners or apartment managers to turn-off their alarm systems. The FRSWG recommends that service fees permits be eliminated if the expected revenues are modest relative to their associated administrative cost and 'hassle factor'.

The FRSWG acknowledges that the proposed auto extrication fee is based on the fact that WVFR responds to many incidents on the major thoroughfares involving traffic that is passing through the community, traffic resulting from the BC Ferry facility, and possibly highway incidents beyond municipal boundaries on the Sea to Sky Highway. However, the design of this fee is problematic in terms of public perception and the challenge of collecting such a fee from ICBC. In addition, it would be difficult to limit it to accidents on the provincial roads that pass through West Vancouver. **However, some type of fee to recover some of the costs associated with the extraordinary amount of highway through-traffic is worth further investigation. For example, Council could seek reimbursement by the Provincial Emergency Program (PEP) similar to what is provided to rural communities.**

3.8 Potential Additional Revenues

The FRSWG has identified some other potential revenues that Council may wish to consider:

i) Seek from the provincial government a portion of the new carbon tax based on vehicle miles driven on either provincial roads that pass through West Vancouver or vehicle miles driven throughout West Vancouver. This revenue could be put towards fuel-efficiency investments by the District such as advancing the replacement of fleet vehicles with more fuel efficient models.

ii) Extend the fee for a WVFR fire-safety building plan review to include a greater number of large homes. Currently building plans for homes over 6000 square feet are reviewed by Fire Prevention. It may be possible to expand this program to include new homes over about 4000 square feet. This is a win-win opportunity in that the fire department provides home owners with valuable information regarding their home building project from a fire safety perspective. In turn, WVFR would have additional information regarding these large homes that could increase firefighter safety in the event of a fire; such as floor plan information, potential hazards, and the locations of features such as indoor pools that firefighters might not see in a smoke filled house.

iii) Introduce a fee to be collected from developers for every new structure built in

West Vancouver. These funds could go into a capital fund to reflect the potential increase in responses to that structure, the potential extra time spent inspecting it annually if required and to pay for any specialized equipment the WVFR may need to purchase in order to effectively deal with an incident at that structure. This should be particularly applicable to structures that will be built in areas that stretch the capabilities of the current Fire and Rescue facilities.

4. Capital Budget – Fire Hall Infrastructure

This section discusses current and future capital budget issues related to fire hall infrastructure.

4.1 Suitable Co-Ed Facilities at Hall 4

The FRSWG believes that suitable co-ed facilities are highly indicative of the level of support in our Community for inclusive hiring practices. On our February 13th tour of the fire halls, the FRSWG found that Hall #4 lacks suitable co-ed facilities for our West Vancouver firefighters. The FRSWG understands that the 2008 Capital Budget includes funds to initiate renovations at Hall 4 in order to address the lack of co-ed facilities. The FRSWG strongly recommends that the balance of funds required for this project be secured in the 2009 Capital Budget to avoid its deferral.

4.2 Seismic Upgrades

There is a requirement for seismic upgrading at Halls number 1, 3 & 4. In 1995 Fire Halls #1, #3 and #4 were inspected and analyzed by the Iredale Partnership Architects/Engineers to determine their ability to resist current seismic loading specified by the B.C. Building Code. In 1999 CWMM Consulting Engineers assessed the seismic upgrade requirements of the apparatus bays at Hall #1 and Jones, Kwong, Kishi Consulting Engineers assessed the seismic upgrade requirements at Hall #4.

Fire Hall #1 requires the retrofit of new foundations, steel bracing and roof diaphragm reinforcing at the apparatus floor/office/dormitory structure and at the hose tower. In 1995 the estimated cost was \$421,000. This work would only upgrade 50 percent of the facility.

Fire Hall #3 requires the retrofit of new foundations and steel bracing at the hose tower structure, and strengthening of the roof diaphragm over the apparatus floor. In 1995 the estimated cost was \$121,000.

Fire Hall #4 requires the retrofit of new steel bracing at the existing skylite gaps in the roof diaphragm. In 1995 the estimated cost was \$35,000.

The following table summarizes the 1995 cost estimates for seismic upgrades at Halls #1, #3 and #4 and applies Statistics Canada non-residential construction price index² which indicates that prices have increased by 60 percent between 1995 and 2007. This provides an indication of what these same projects might cost today.

Seismic Upgrades	1995 Cost Estimate	Estimate Escalated to 2007 prices
Hall #1	\$421,000	\$673,600
Hall #3	\$121,000	\$193,600
Hall #4	\$35,000	\$56,000
Total	\$577,000	\$923,200

The FRSWG recommends that capital budget allowances be made to initiate a phased implementation of this seismic upgrade work. If there is planning for any structural work to take place it should include the seismic work as part of the package. This requirement should be part of the upgrade planned for Hall #4.

² Current update of Statistic Canada Table 327-0039: Price indexes of non-residential building construction; institutional structures; based on seven city composite price data.

4.3 New Hall #5

Future residential growth above the Upper Levels Highway is expected to be the main determinant of the need for a fifth fire hall in that area. The need to respond to highway accidents due to the high volume of highway and ferry through traffic dictates that the future new hall must have easy highway access.

Establishing a new Fire Hall will have a large impact on future budgets. The FRSWG recommends:

- Potential property sites should be under immediate investigation.
- Consideration should be given to requiring the residential developer to dedicate an appropriate site for a new fire hall. This would be similar to the requirement made of developers to dedicate land for future schools, parks, and other community use.
- Since future developments above the Upper Levels Highway will make contributions to the new West Vancouver Amenity Contribution Fund, a portion of these funds should be allocated to the capital cost of building the fifth fire hall. Alternatively, funds to build the fifth fire hall should be provided by the developer or developers. The amount contributed per residential unit should be proportional to the number of units that would be serviced by WVFR and pro-rated based on the value of the units. The number of proposed future units would be estimated based on the density rates established in the OCP. Existing units would be exempt.
- In addition, the Provincial Government & BC Ferries should be requested to contribute funds towards the Fifth Fire Hall since many of the incidents that hall would respond to would involve highway and ferry traffic passing through West Vancouver as opposed to traffic generated from within West Vancouver.

4.4 Combined Public Safety Building(s)

Any study that is being initiated for a new Police Services Building should look at the possible advantages in building a combined service facility that would include **both Fire and Police**. The location would probably be more critical to the Fire Department so it is important that they be involved at the outset.

5. Dispatch Services

To increase interoperability with Police and BC Ambulance Services and other regional emergency agencies the FRSWG recommends that the District project the future capital expenditures necessary to bring the WVFR into the Emergency Communications for Southwest BC radio system (E-Comm). Having the fire department on the E-Comm system allows Police, Fire and Ambulance to communicate freely at all nature of emergency events ranging from a routine motor vehicle accident to a large scale disaster.

The FRSWG recommends that consideration be given to broadening the evaluation of E-Comm into a business case analysis of dispatch centre alternatives including the option of bringing dispatch back into WVFR. The business case would identify the alternatives and assess their cost effectiveness including the potential for revenue generation. The business case would also identify other key decision factors to apply in the evaluation of alternatives such as impact on response time and synergies with disaster planning.

6. Fire & Rescue Vehicles

This section provides recommendations concerning the WVFR vehicle fleet, fuelling facilities and fuel consumption.

6.1 Vehicle Investments

The following table summarizes the current fleet of Fire & Rescue Vehicles.

Hall	Year	Unit Type	Unit # Make/description	Lifespan
1	2005	Pumper	(#44) Spartan/Smeal	15 years
				(plus another 5
				years as a reserve)
1	2005	Rescue	(#40) Spartan/SVI	15 years
		Vehicle		
1	2000	Aerial Platform	(#41) Smeal/Spartan	20 years
1	2007	Command	(#32)Suburban	8 years
		Unit		
2	2000	Pumper	(#45) Smeal/ Spartan	15 years
3	1995	Pumper	(#31) Mac Anderson	15 years
4	2000	Quint Pumper	(#48) Spartan/Smeal pumper	15 years
			with limited reach aerial	
Floater /	1990	Pumper	Reserve Unit #1 – (#33) Simon	15 years plus 5
reserve			Duplex	years as a reserve
Floater /	1986	Pumper	Reserve Unit #2 – (#43)	Currently about 21
reserve				years old

The 2008 cost of a pumper is approximately \$650,000. In 2000, the Quint cost about \$800,000 and the aerial platform cost about \$1.1 million.

The Quint & the Aerial platform unit both require major ladder / hydraulic system recertification every 5 years as per NFPA 1710. Recently this cost \$55,000 to complete the inspection on the two units. This was not allowed for in the operating budget.

The Operating Budget also doesn't allow for big ticket item repairs:

- If a fire pump fails, replacement can cost \$30,000.
- Engines appear to run the full replacement cycle, however the automatic transmissions do need replacement from time to time.

Pumpers are removed from front line service after 15 years, then they see about 5 years afterwards as a reserve. The current process is to always assign the newest unit to Hall #1 as it is responsible for 75 percent of the calls. The replaced unit from Hall #1 is then re-assigned to another Hall. The trade-in vehicle then becomes one of the two reserve trucks.

When the new pumper ordered in 2007 arrives later this year all fire halls will have up-todate equipment with the oldest front-line units being the pumper, Quint and aerial platform purchased in 2000. However, one of the reserve pumpers will be 20 years old in 2010 and the other in 2015.

Chief Oates proposes to replace the Quint with a conventional pumper when it meets the 15 year replacement criteria in 2015. In part this is because it is difficult to make tight turns with the Quint which makes it unsuitable for relocation to either Hall #2 (Horseshoe Bay) or Hall #3 (Lower Caufeild).

The Five Year Capital Plan shows place holders for future vehicle replacements. However, the Director of Finance has indicated that under the current replacement system it is difficult to budget \$650,000 (minimum) in any one year whenever a new truck is required. This eventually will be compounded when three units purchased in 2000 will all need replacement at about the same time.

The pumper trucks weigh between 10,200 and 15,860 kg which is less than the applicable legal total weight requirement of 18,200 kg. At 20,850 kg the Quint pumper exceeds this legal weight by 2,650 kg or 14 percent. At its weight of 34,250 kg, the Aerial Platform truck exceeds by 31 percent its legal total weight of 26,100.

Overweight fire apparatus require a special permit from Ministry of Transportation. However, according to West Vancouver's Engineering Department Operational Guidelines, there are weight restrictions on five West Vancouver bridges which impact the deployment of WVFR fire trucks. As well, both the Aerial Platform and the Quint are not allowed on the Lions Gate Bridge.

The underpass at the north end of the Lions Gate Bridge is too low for the aerial platform truck to pass underneath.

The majority of current calls are medical aid calls which could be served with a lighter response vehicle. Since all new construction in the British Pacific Properties requires sprinkler systems, even in single family dwellings, medical aid is likely to become an increasing percentage of WVFR responses.

The Working Group recommendations concerning vehicle investments are:

- Since retiring the 1990 vintage spare pumper in 2010 would result in a 2000 vintage pumper being prematurely relegated to being a reserve, and since there are two spares, the recommended plan is to run the spare unit longer and only order a new truck when one of the spares appears to be failing. There would still be one spare truck while the new unit is being ordered and delivered.
- The extensive re-certification required every five years for the two ladder units suggests the Operating Budget needs an allowance of at least \$55,000 every 5 years when this work is scheduled. The next occurrence is 2012.
- It is also recommended that the annual maintenance budget include an appropriate reserve that would allow for the likelihood of major repairs being required such as a pump or transmission replacement.
- The West Vancouver Engineering Department needs to work jointly with WVFR on a priority plan for upgrading bridges that currently have weight restrictions so they at least do not impede the routing of the typical pumper truck.
- Incorporate a lighter response vehicle into the planning of the future fifth hall to complement a pumper at that location.
- Future new vehicle purchases should include electronic data recorders, similar to those operating in most major trucking fleets.
- Currently the ten small vehicles in the fire department fleet are replaced every eight years. Consideration should be given to extending the cycle providing higher maintenance doesn't become an issue.

6.2 Fire Department Vehicle Fuel Facilities

Currently three halls (1, 2 & 3) have fuel facilities for re-fuelling the trucks. Hall #2 has the newest system with an above ground Enviro tank. The other two halls have steel underground tanks (two for diesel, one for gasoline) that have the potential to leak which

would create soil and ground water contamination problems. The Fire Finance Officer has well established Risk Management processes in place to control both the inventory and arranges annual tank tightness testing on the three underground tanks.

The FRSWG investigated the option of WVFR refuelling at Municipal Yard. However, two significant drawbacks have been identified:

- The truck fuel in at the Municipal Yard is bio-diesel. Vehicle start-up problems are associated with this fuel. Thus the Fire Chief has recommended against this source unless fuel quality issues can be resolved.
- The time required to travel to the Maintenance Yard for refuelling would negatively impact the availability of fire trucks to respond to calls.

6.3

6.4 Fuel consumption

There currently is an "Anti-idling program" in place which means F & R vehicles minimize any idling time during start-up, waiting at a response scene and returning to the hall at lower speeds to reduce the final engine cooling off time. Data downloaded from the truck's onboard engine electronics system can assist in monitoring this program. Driver training is available that would reduce fuel consumption. This training is available through the local engine manufacturer's staff and is easily implemented when new equipment is purchased so could become part of the vehicle's commissioning process.

The FRSWG's recommendations concerning fuel facilities and fuel use are: Council should seek subject area expert advice to determine how urgently the three underground tanks should be replaced and allocate capital funds on that basis.

- Vehicle fuel efficiency should be considered in all new vehicle purchases.
- WVFR should investigate driver training programs to improve fuel consumption.

7. SERVICE EXPECTATIONS – LONGER TERM

7.1 Changing Demographics

A large proportion of West Vancouver residents are seniors and the average age of residents is increasing. One implication is that it can be expected that medical aid calls, such as heart attacks will increase over time.

A related demographic change is the migration from single family homes to high rise apartments and multi-family dwellings. West Vancouver has one of the highest densities of high rise apartments in the Greater Vancouver area. Specific plans are required to ensure that multi storey apartment complexes can be evacuated efficiently in an emergency, under conditions where elevators cannot be employed. This emphasizes the importance of maintaining an efficient, physically fit and versatile F&R Department.

As well, the size of private homes is expanding. Smaller older homes are replaced with much larger new homes. Many new housing developments include homes which are amongst the most expensive in the country. Sprinkler systems have been required in all new single family homes in West Vancouver for many years, thus many homes include this feature. Sprinklers systems are normally expected to reduce the extent of damage caused by structure fires. However given the potential for system malfunction, the possibility of fires occurring in large new homes is not completely eliminated. There remains a long term need for effective fire response throughout West Vancouver.

7.2 Coordination of WVFR and B.C. Ambulance

The West Vancouver Fire Department has a proud history of attending to fire and other emergencies and being devoted to saving lives and property. Similarly, the ambulance service dates back to the origins of West Vancouver, and subsequently becoming part of the provincial government's comprehensive Provincial Ambulance Service. A telephone call to either the Fire Department or the Ambulance service always produced an immediate response.

The current operation of two separate first-responder groups (WVFR and BCAS), under the 911 Service, requires clear definition of the broad range of potential emergencies,

the establishment of priorities for answering emergency calls and tactical plans that are clear to both parties so that an immediate, effective response is enabled in all situations.

During our review of WVFR, the subject of B.C. Ambulance and the ever increasing demands for WVFR medical assistance was discussed. It became apparent that from 2003 to 2007, the annual number of requests for WVFR medical assistance from the 911 Service has increased from 1006 to 1728. However the criteria for assigning calls to fire departments have been in a state of flux.

The FRSWG recommends that co-ordination between the 911 Service dispatch operation, B.C. Ambulance and WVFR needs further development and refinement in order to ensure that requirements from citizens for medical aid services now and in the future are optimally met.

For example, the new computer aided dispatch system being initiated for 911 Service should help to clarify and expedite requests for medical assistance. However, the FRSWG encourages the WVFR to continue to explore opportunities to better coordinate their operation and enhance their working relationship with BC Ambulance. The citizens of West Vancouver are reliant on WVFR as the front line interface with this provincial agency both day to day and if a catastrophe should occur.

7.3 Scope of Services Provided by WVFR

The FRSWG has reviewed the range of services provided by the WVFR which is summarized in Section 2.4. None of these emergency services were identified as ones which could be abandoned to reduce F&R costs. The non-emergencies services are also important for reducing the number of fires. Disaster planning is also of significant importance, particularly in a seismically active area.

The broad range of services has implications for equipment requirements and in particular training requirements. The latter is discussed in Section 8.

On-going assessment of opportunities for utilizing mutual aid agreements with North Vancouver is important in order to manage the cost of providing specialty services. This is discussed further in Section 7.6.

7.4 Emergency Preparedness

Through the Deputy Fire Chief, the fire department is responsible for coordinating the District's Emergency Preparedness with the North Shore Emergency Management Office (NSEMO).

The FRSWG recommends that the fire department work with the NSEMO and other emergency agencies on the north shore to develop an Urban Search and Rescue (USAR) Team that could be deployed if the north shore became isolated during a major disaster.

7.5 2010 Winter Olympics

The Winter Olympics and events leading up to the Olympics will require additional WVFR responses to the Cypress Bowl venue and potentially more highway incidents with the large number of buses and other VANOC vehicles traveling the Sea to Sky highway during event times.

The FRSWG recommends that the District seek funding from VANOC for the provision of emergency services with possible retention of equipment / facilities after the Olympics.

7.6 North Shore Shared Services

The North Shore fire departments currently share services such as Mutual Aid, dispatch, new firefighter recruitment and emergency vehicle operator training. In particular, the District of North Vancouver Fire Department and WVFR have agreed to continue to look at opportunities to share the provision of services where potential cost savings are identified. For example, additional savings may be possible from such initiatives as the purchasing of uniforms, equipment, apparatus and other common area of purchases.

The FRSWG recommends that, where practical, that WVFR continue to look for and take advantage of efficiencies such as sharing specialized services with the other North Shore F&R Departments.

7.7 West Vancouver Fire & Rescue Marine Capabilities

The FRSWG has discussed the question of re-instating some level of marine capability within the WVFR to deal with waterfront emergencies.

West Vancouver is a waterfront community with 34 kilometres of foreshore which includes:

- a major bridge crossing Burrard Inlet
- a major river that is used by numerous fishers and kayakers
- 7 sailing / kayak clubs, yacht clubs, and marinas including boat rentals and refuelling docks
- numerous public access beaches
- a major BC Ferry Terminal
- numerous waterfront homes with difficult street access
- Eagle Island, a residential island with no road access, but numerous waterfront homes
- SCUBA diving locations at Whytecliff Park
- 4 Marine Muster Zones that are part of the DRR (Disaster Response Route) for Metro Vancouver, which are designed to assist in moving resources (first responders and equipment) during a large scale disaster.

In years past, all West Vancouver Fire Stations (with the exception of # 4 - British Properties) had Zodiac inflatable boats, which provided rudimentary marine rescue capability. These boats were stored on trailers at the stations, then towed by fire apparatus to the waterfront and carried by hand to the shoreline. The boats were taken out of service due to their age and limited capabilities, but they were never replaced with new equipment.

Currently the WVFR has no marine fire or rescue response capability. The closest fire vessel to West Vancouver is stationed at the foot of Lonsdale Ave in North Vancouver, and the closest Coast Guard station is in Kitsilano in Vancouver. Their response times depend on where they are when called upon.

The issue has been the high cost of owning and maintaining a boat plus training to provide marine fire & rescue services along the waterfront areas of West Vancouver.

Development of a marine response action plan is warranted. Detailed analysis should be done to determine what type of marine response vessel is suitable for the various functions it would be required to provide, including ferrying equipment, fire fighting, and rescue. Other options to meet a similar goal need to be identified and assessed.

Some other options discussed by the Working Group were to utilize other outside resources in addition to the Coast Guard and the North Vancouver fire vessel. These include:

- The fire vessels in Vancouver Harbour that could be utilized at an hourly charge out rate.
- The North shore Lifeboat Volunteer Society
 - This Society has a vessel at the WVYC at Fisherman's Cove and a second vessel at Deep Cove. They have 50 volunteers. They are currently fundraising for a replacement vessel expected to cost \$400,000.
- Vancouver Harbour has a patrol vessel
- Vancouver Police has a marine vessel
- Vessels within West Vancouver or nearby which could be utilized on a "Contingency Plan" call out basis. These might include:
 - The five water taxis operating out of Horseshoe Bay
 - The towboat and barge operating out of Horseshoe Bay that services the non-road access areas along the coast.
 - Timac launch services in Vancouver Harbour which provides water taxi services to vessels at anchor in English Bay. They also operate small tugs and barges capable of transporting vehicles. They could provide a quick run to Dundarave pier in order to expedite a response along the south shore.
- Any marina fire will have an oil spill and the associated clean-up. Burrard Clean is the BC West Coast Oil Spill Contractor; they also have vessels and small contracted support vessels available as an "On call basis."

Any marine response along the coastline of West Vancouver is difficult. Because West Vancouver is a long narrow community, there would be the difficult question of where best to locate a multi-purpose response vessel. Requested funding for this project was previously deferred.

Ultimately the costs and benefits of providing marine fire and rescue capability will need to be ranked against other public safety funding priorities that are under consideration.

The FRWSG recommends that the merits of a joint funding arrangement with other municipal departments like West Vancouver Police Department and West Vancouver Parks be investigated. In this case, the various supply options would need to be assessed against the needs and objectives of each department involved in the joint arrangement.

Regarding a related issue, the marinas in Horseshoe Bay, Sunset Beach and Fisherman's Cove currently appear to have minimal on-site fire protection. In areas where there are no fixed water lines, fire hose lines would need to be laid by hand to fight a boat fire. Once charged, the weight of the fire hose could make floats unstable and therefore dangerous to gear-laden firefighters.

The FRSWG recommends that West Vancouver marinas be encouraged to review their fire protection on their docks and floats. When upgrading their facilities they should be required to upgrade their fire protection systems as is required of other businesses in the community.

8. Training Requirements

Firefighters must stay trained and knowledgeable with respect to each of the services they provide. This requires time and funding. As is common with smaller departments, cross-trained members are able to provide efficient and effective response to the wide variety of emergencies from each of the District's fire halls.

WVFR utilizes a "Peer Trainer" format, by which a limited number of firefighters (usually 2 per shift) become certified trainers in a given discipline and then train the rest of their respective shifts while on-duty. This method is widely used by fire departments as a cost-effective method of securing current training. However, funding is required for these members to be trained up to the level of instructor.

Sometimes lecturers are brought in to teach at the fire stations. For example BC Hydro provides a lecture to the on-duty crews about electrical safety and hazard mitigation. In these cases, funding is required to pay for the instructor and/or course materials.

The Training Budget for WVFR has been traditionally low, but has been increased somewhat in the last few years. The consequences can be severe should firefighters not receive the technical training and updates they require.

Training programs are scheduled to be held on-duty whenever possible. Occasionally training contributes to overtime costs because when firefighters are required to attend specialized training sessions while off-duty they are paid time and a half.

The FRSWG recommends that the WVFR investigate opportunities to use computer based training. This could potentially increase the efficiency of the firefighter training process and its related documentation requirements.

As well, the FRSWG encourages the WVFR to take full advantage of the training facilities in Hall No. 2 to conduct more training "on shift". This could potentially reduce some of the need for overtime to accomplish training requirements.

The FRSWG appreciates that fire suppression practice is of particular importance. It has been reported that water supply problems limit the use of the current fire training area near the Municipal works yard. The FRSWG recommends that the District investigate alternative fire training areas.

9. WVFR Contribution to West Vancouver

This report to Council has made a number of recommendations in support of providing adequate resources to enable the WVFR to meet fire suppression standards. However, there are not a high number of structure fires annually in West Vancouver. Subsequently, this final section is intended to summarize the FRSWG's assessment of the value of the WVFR to our community. It may address various perceptions regarding the value provided by the WVFR given that the number of fires is low but their budget is a significant portion of the District's operating and capital expenditure.

The WVFR provides the community with a safe environment for its residents and visitors, and it provides a feeling of this safety as well. This latter point is important. The

value of the fire department is not just in the number of emergencies they effectively attend to but their presence allows citizens to perceive they are safe: that if they or their loved ones have the misfortune of a fire in their home or suffer a life threatening medical emergency, that there will be an immediate and effective response. The real and perceived security provided by fire services makes them a necessary and valued part of a strong society. What the WVFR provides all the time but goes unnoticed most of the time is this sense of safety. This is an important contribution to our community and it is present because of the services the WVFR is able to provide 24 hours a day, 365 days a year.

As discussed, the WVFR provides many emergencies services. All citizens will have varying expectations as to whether they as individuals would ever have need of those services. For example, almost all citizens would never need to be rescued from the cliffs in Lighthouse Park or from the swift waters of the Capilano River. However, a neighbour or grandchild might.

Given the frequency of emergency calls, firefighters may often have on-duty shifts without significant emergencies to deal with. Some may perceive that this means they are not kept busy. A look at the training requirements and re-certification requirements discussed above may give some indication of the level of effort and commitment required to be firefighters. Also, most take the flexibility of a daily schedule for granted. By comparison, the firefighters' regimen is to be constantly availability over a 10 or 14 hour shift to be able to immediately respond to an alarm and be underway to an emergency in less than a minute.

In addition to emergency calls WVFR crews respond to many non-emergency requests for help. Many of these are of significant value to West Vancouver's seniors. These include public service calls such as:

- lift assistance frequently WVFR personnel help elderly or infirm persons who have suffered a fall in their homes or elsewhere
- furnace / hot water tank problems; alarm problems; burst water pipes or heavy rains causing flooding, etc
- investigations such as locating a strange odour in a home which can often be related to a potentially dangerous situations

- Environmental threats such as the investigation of a substance in a local creek
- Public education such as information displays at community events, information sessions, fire hall tours for school classes and the highly regarded Cap Holly show which for years has effectively conveyed the message of fire safety to West Vancouver's children.

Another item to consider when discussing the WVFR's involvement in the community is the amount of off-duty volunteer work that WVFR personnel do, both in West Vancouver and in their home towns. The West Vancouver Fire Fighters Charitable Society holds many different fundraisers to raise money which is donated to a wide variety of charitable organizations in the community. The annual "Pipes by the Sea" Pipe Band Festival at Ambleside Park has become the Society's single largest fundraising event. As well, the annual West Vancouver Fire Fighters' Carwash for BC Children's Hospital has made the Society that hospital's largest non-corporate donor.

10. CONCLUDING COMMENTS

In summary, West Vancouver's Fire and Rescue Services is doing an exemplary job of meeting the community's needs and expectations. Any depletion of the services they currently provide would not be in the best interest of the community.

The FRSWG encourages Council and staff's continuing efforts to develop, in collaboration with WVFR, a longer term outlook (5-10 years) regarding fire and rescue service requirements and their associated operations and capital budget requirements.

This report has summarized a number of future costs associated with providing fire and rescue services. Some of these are one-time expenditures and some are costs that are cyclical. There is also the likelihood of unplanned costs which are difficult to predict.

FRSWG recommends that the budget planning process accommodate predicted one time and cyclical costs by annual additions to a reserve account. As well, the FRSWG recommends that the budget process include reserve funds to cover unplanned expenditures. The Work Group encourages the on-going relationship building between WVFR management, the Firefighters' union membership, Council and staff. This is of fundamental importance to successfully meeting current and future fiscal challenges. This will also enable ongoing opportunities to enhance the valuable contribution of the Fire & Rescue Department and its personnel.

The FRSWG commends Council on its public consultation initiatives with respect to the 2008 budget. The FRSWG encourages increased dialogue with the citizens of West Vancouver regarding the longer term outlook for the cost of providing fire and rescue services but also increased communications regarding the value of these services to our community.

Thank you for this opportunity to provide input to such an important aspect of the safety and well-being of our community.

The Fire & Rescue Services Work Group

ATTACHMENT A

Members of the 2008 Fire & Rescue Services Working Group

Dorell Carlson (Chair) John Adams (Vice-Chair) Lionel Funt David Liddell Bruce McArthur Steve Serbic David Stephenson Jay Brownlee (W.V. Firefighter's Union member)

Council Representative: Councillor John Clark Staff Liaison: Fire Chief Jeff Oates

Alternates:

Gord Howard (W.V. Firefighter's Union member) Deputy Chief Gordie McLennan

ATTACHMENT B

District of West Vancouver

Fire & Rescue Services Review Working Group Terms of Reference

1.0 Purpose

The purpose of this working group is to examine long term options for the delivery of fire and rescue services in the District of West Vancouver.

2.0 Duties

The members of the working group will review the current service delivery model (including studies completed on resource capacity and hall location), the Fire Master Plan, anticipated demographic changes and development to identify long term options for Council's consideration.

3.0 Origin of Work/Project Background

At the request of Council, the Fire & Rescue Services Review Working Group will work with citizen representatives, staff, and the fire union to examine long term options for service delivery.

4.0 Composition

4.1 Community Representation:

The Working Group will consist of:

- One member of the Fire Union;
- Four citizen representatives (to represent each of the four fire hall locations)
- Two citizen at large representatives
- One business representative.
- **4.2 Council Representative:** One member of Council.
- **4.3 Staff Liaison:** Fire Chief (to facilitate and support the work of the working group)

5.0 Term, Significant Milestones and Desired Outcome

The term for the Working Group is six months from November 15, 2007, with an interim report to be provided to Council by the end of January 2008.

6.0 Meeting Schedule

To be determined by the group.

7.0 Task Groups

Task groups or sub-groups may be formed to focus on particular issues.

8.0 Decision Making Approach

Decisions will be made through consensus and may require a vote.

9.0 Support/Professional Services Utilized

Staff support from the Fire Department and/or the Finance and Administration areas will be involved as required.

10.0 Approved Budget

Funds not to exceed \$20,000 may be allocated from the District's operating reserves to be expended for consultants and special studies.

APPROVAL DATE: November 7, 2007

NOTE:

- 1) The Fire & Rescue Services Review Working Group was established by the Community Engagement Committee at its November 7, 2007 meeting.
- 2) The draft Terms of Reference were considered by the Community Engagement Committee at its November 7, 2007 meeting, and following revisions, were approved at the same meeting.

ATTACHMENT C

List of Resource Materials Provided to the FRSWG

- District of West Vancouver Guidelines for Working Groups
- District of West Vancouver Community Engagement Policy
- January 2008 Fire Department Overview prepared by Chief Oates
- 2007 Fire Master Plan
- West Vancouver District 2008 Budget
- 2003-2006 Collective Agreement between the Corporation of the District of West Vancouver and the West Vancouver Professional Firefighters' Union Local 1525, I.A.F.F.
- Fire Department Act [RSBC 1996] Chapter 143
- 2001 Sommers Report; Fire Station and Resource Deployment Options Development for the West Vancouver Fire Department
- WorkSafeBC Regulations that concern Firefighter Entry into Structure Fires
- NFPA Standard 1710 Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments
- 1981 Fire Station Location Study Technical Committee Report, Corporation of the District of West Vancouver
- 1994 Fire Station Location Study, District of West Vancouver
- West Vancouver Fire & Rescue 2000-2002 Strategic Plan