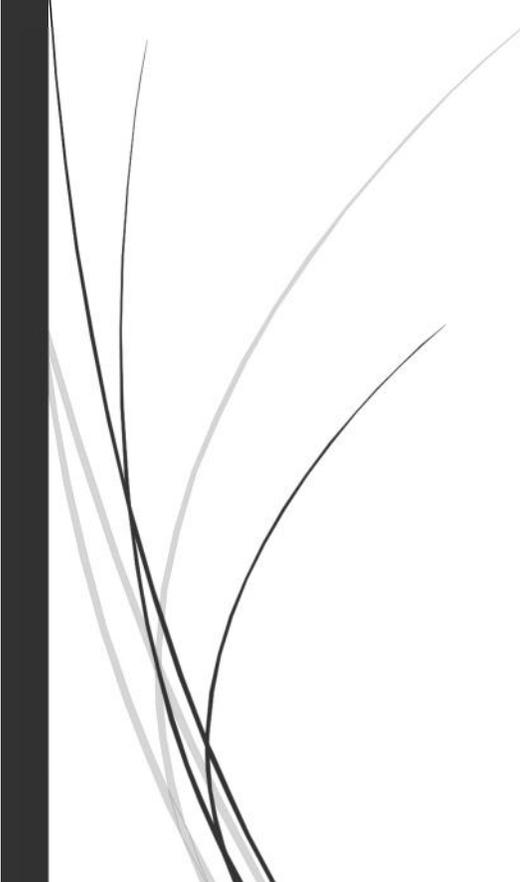




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# Spences Bridge Improvement District Sustainability Assessment



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# Spences Bridge Improvement District Sustainability Assessment

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## Spences Bridge Improvement District Sustainability Assessment

### 1. Preamble

The Provincial Ministry of Municipal Affairs and Housing, represented by the Inspector of Municipalities has engaged the services of Fred Banham & Associates to help stabilize Spences Bridge Improvement District operations during the recent period of transition and to act as a technical fact finder to assist with identifying options for decision makers to make informed service choices in moving forward with responsible service delivery.

This report is a result of fact finding review of the Spences Bridge Improvement District operations through the summer of 2017. The report is released to the Spences Bridge Improvement District, the Inspector of Municipalities and the public in consideration of the Improvement District's current and future service delivery considerations. Suggestions in this report are advice from the author and may or may not be embraced by decision makers.

## Spences Bridge Improvement District Sustainability Assessment

### 2. Executive Summary

To be sustainable over the long-term, the Spences Bridge Improvement District needs significant investment in resources and committed leadership. The Improvement District, as the governance body responsible for the services of 'Street Lighting' and 'Fire Protection' can continue to be sustainable with focused consideration of the service area's ability to support priority needs and as long as the elected Board of Trustees recognize their elected role as corporate leadership in the delivery of the two defined services. The street light service provided by the Improvement District is meeting the needs of the community and will continue to operate sustainably without much in the way of additional resources or additional Improvement District leadership.

Alternatively, the fire protection service is not sustainable in its present form and is in desperate need of both resources and directed leadership. The immediate resources required to have a fully functioning fire protection service are, volunteer members, financial resources for training, equipment that is current and for administrative support to create policy, track and

## Spences Bridge Improvement District Sustainability Assessment

record operations. Without Improvement District attention to governance and dedication of resources to these matters, the Spences Bridge Volunteer Fire Department (SBVFD) cannot meet the minimum standards required to deliver a fire response in the Province of BC as determined by the Province's *Fire Services Act* Structural Firefighters Competency and Training 'PlayBook'. Despite any potential governance considerations, the options for the longer-term future of fire response are clear, either commit to bringing the fire response service up to a minimum standard or stop delivering the service.

To overcome these challenges, it is suggested that the SBID needs to begin to look at what they can do as a Board to open dialog and facilitate change. There are a number of short-term suggestions that can be addressed by the SBID that will assist in the decision making required to meet the long-term challenges of administering public services:

- ) SBID Board of Trustees adopt by bylaw, a five-year SBID service management 'Master Plan' that identifies service level standards, funding requirements to meet the defined service levels, capital asset replacement program and to adopt an annual review process to keep the five-year plan current on an ongoing basis;
- ) The SBID Board update the SBID Fire Service Bylaw 124 – 1994 to clearly define what the Spences Bridge fire protection service is going to be and who is delegated to deliver the service;
- ) Support the SBVFD in reviewing the 2017 Spence Bridge Volunteer Fire Department Review report and aiding the department in addressing the deficiencies leading to a 'PlayBook' standard of operation;
- ) Initiate discussions leading to negotiation of a multi year service agreement with the Cooks Ferry Band in an effort to provide definition and commitment for service provision;
- ) Review procedures, delegated responsibilities, bylaws and elections policies;
- ) Circulate a request for proposal leading to a long-term agreement with a local Spences Bridge community organization to operate and maintain the SBID lands and administration building.

To transfer the fire protection service to another governance agency (an agency other than the Improvement District) may provide a more stable governance platform by being at arm's length from the direct community, but the operational issues will continue to be a challenge. The defining factor is the taxing service area appears to be at its maximum and will not change without community will. Without new tax assessment to help share the cost of moving the fire service toward a minimum standard maintaining the service at an acceptable level is doubtful. Whomever is responsible as the governing authority will be faced with the same challenges in moving the Spences Bridge 'fire protection service' toward meeting the minimum 2017 BC *Fire Services Act* standards of practice.

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Given the Improvement District's tax base (\$10.4M), the total number of fire calls in the past four years (111) and the number of first medical responder calls in the past four years (69), one suggested possibility is for Spences Bridge Improvement District redefine it's 'fire protection service' as only providing first medical responder service (FMRs) and to not attempt at all, in trying to provide the delivery of fire response service. The financial and liability obligations may be too great for the SBID tax base to sustainably manage even with revenue from Cooks Ferry Indian Band fee for service contract to continue to provide fire response.

### 3. Spences Bridge Improvement District - Background



#### 3.1. Community of Spences Bridge

The unincorporated community of Spences Bridge located in BC's southern interior on the banks of the Thompson River, 44 km south of Ashcroft and 35 km north east of Lytton.

The community has a number of geographic, social and cultural divides. Geographically, the Thompson River divides the community into the north-west and south-east banks, as well, both the Canadian Pacific Railroad (SE side of the Thompson) and Canadian National Railroad (NW side of the Thompson) create a developed physical divide between the two sides of the community. With the removal of the 'Spences Bridge' structure in 2015, there is now only the new Trans-Canada Highway bridge, located two kilometers west of the main community infrastructure, to provide access across these physical barriers and linking the two sides of the community.

Additionally, the physical community design is an unorganized mix of private titled lands, First Nations Indian Reserve lands and Crown lands. This leads to gaps in servicing and the need for service agreements amongst those authorities providing services and those individuals receiving services.

Demographically, there is a significant aging population with access to limited financial resources. These fiscal realities are defining factors in any future service delivery decisions in Spences Bridge. There is a community ethos of "we can do this ourselves" where community members rally to help each other voluntarily, yet look to 'government' to fill the financial gaps where the local community cannot support the service demands. As time passes the

## Spences Bridge Improvement District Sustainability Assessment

community is not been able to keep pace with the level of service they would like to have, and governments can only provide what the community can support.

Canada Census 2016 Profile provides the following community statistical data:

2016 Census	Population	Average Age	Dwellings
Total	99		70
0 to 14 years	9	9.5%	
15 to 64 years	49	49.2%	
65 years & over	39	39.7%	
85 years & over	2	1.6%	
Average age of the population		57 yrs.	
Median age of the population		62.2 yrs.	

There is a significant First Nations population within and immediately adjacent to the community. The Cooks Ferry Indian Band has six parcels of designated Indian Reserve lands within and directly next to Spences Bridge Improvement District boundaries. Because of the neighbouring proximity, the Cooks Ferry Indian Band contracts the SBID to provide fire protection service on reserve lands.

The Spences Bridge economy is based upon agriculture and tourism. There is very little other commerce, industry or government services located within the defined boundaries of the Spences Bridge Improvement District.

### 3.2. Spences Bridge Improvement District

The Spences Bridge Improvement District (SBID) is the legal, corporate and financial authority to provide fire protection and street light services in the unincorporated community of Spences Bridge. The legal authority designated by the Province, originally came from *Water Act* statutes (now the *Water Sustainability Act*) and as a local services provider the *Local Government Act*, other Provincial Acts also give legislated powers and authorities.

The corporate authority establishing the Improvement District comes from the Spences Bridge Waterworks Improvement District letters patent created under the B.C. *Water Act*, June 21<sup>st</sup>, 1957 with the sole purpose to operate and maintain waterworks for the specified service area within the community of Spences Bridge. Over the years the SBID has gone through a number of amendments to its original mandate:

<u>Year</u>	<u>SBID Mandate &amp; Changes</u>
1957	Waterworks service established
1961	Fire protection service established
1963	Street lighting service established

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1966	Garbage dump operations established
2001	Garbage dump service removed
2007	Waterworks service removed

Currently the SBID's mandate is 'fire protection' and 'street lighting'.

### Spences Bridge Improvement District Relationship Flow Chart



The SBID is responsible for governance including legislated direction, policy approval, acting as the legal entity, corporate record keeping, financial management and tax requisition.

The street light service is funded by the SBID and operated by BC Hydro as a fee for service.

The fire protection service is operated by the Spences Bridge Volunteer Fire Department (SBVFD) under the leadership of a Fire Chief selected by vote of the fire department members and appointed to the position of Fire Chief by resolution of the SBID. All fire protection services are the responsibility of the Fire Chief who is responsible to report to the SBID as the corporate and funding authority.

All volunteer members of the SBVFD report to the Fire Chief and perform duties of the fire department under the Fire Chief's authority. The Fire Chief may from time to time delegate specific responsibilities to other members of the department but ultimately the Fire Chief has control and final say on all matters relating to fire protection service as defined by the SBID bylaws.

The primary responsibility of the Fire Chief is to manage the volunteers and to oversee the operations of the fire department. In Spences Bridge the fire service operations include the fire

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truck, first medical responder vehicle, all firefighting gear/equipment, fire hall, the lands the fire hall is located on and auxiliary building on the land, including the fire training center.

The SBVFD provide fire protection to a total of 166 property addresses, 22 SBID addresses on the south side of the Thompson River, 102 addresses on the north side of the Thompson River and in addition the SBVFD deliver fire service under contract to 42 property addresses on Indian Reserve lands as well as to the TNRD waste transfer site.

Fire Service overview, refers to the 2017 Spences Bridge Volunteer Fire Department Review conducted by Dave Mitchell and Associates Ltd. (report attached). The report identifies attention and financial investment needs to be directed toward the Spences Bridge fire service to bring the service in line to meet a minimum fire service standard:

- ) Volunteer firefighter and first responder personnel are: a) aging; and b) dwindling in numbers to the point that it is difficult to predict a callout response at any given time. Volunteer recruitment is critical to ongoing fire service.
- ) New BC *Fire Services Act* minimum standards of training as identified in the Structural Firefighters Competency and Training 'PlayBook'.
- ) Fire apparatus is 26 years old and will no longer be eligible for annual recertification by the age of 30. A replacement fire apparatus is required within three years.

Fire service leadership needs support and succession planning to allow for seamless transition at key fire service leadership positions, i.e. Fire Chief, Deputy Fire Chief and Captains.

The SBID is the local service taxing authority to financially fund these two mandated services. There are 121 contributing tax property folios located within the defined service area with a 2016 total assessed value of \$10,451,951 for taxing purposes (\$2,755,851 land value and \$7,696,100 improvements value).

Service costs for street lighting are paid for from revenue generated from taxation from the defined SBID service area only. The annual cost is around \$7,500 annually and the annual residential tax requisition is about \$0.71/1000.

Service Costs for fire protection are paid for from revenue generated from taxation and revenue funding from a fire protection service agreement with the Cooks Ferry Indian Band. There is also a fire service agreement with the Thompson Nicola Regional District, but this agreement only pays for service when service is provided. The annual cost is around \$40,000 (including a contribution to reserve account) annually and the annual residential tax requisition is about \$3.85/1000 and the Cook Ferry Band contract has been contributing around \$13,000 annually.

The SBID is governed by a Board of three Trustees, elected from the service area. Unique to this improvement district voting, is the eligibility rule to qualify to run as a trustee or vote as an improvement district elector, you must prove land ownership within the boundaries of the

## Spences Bridge Improvement District Sustainability Assessment

defined area of the SBID. As well, there is another unique voting rule where a landowner may assign voting privileges to another individual to act as the property's agent. Due to a number of these voting anomalies, as compared with other municipal or provincial voting rules, this has given rise to some community misunderstanding and distrust in the election process.

The Letters Patent require that the Board of Trustees host an annual general meeting each year between January 1<sup>st</sup> and May 1<sup>st</sup>. This meeting is to report out on the SBID activities, report out on SBID finances, to define the trustee remuneration for the following year, to elect a trustee member for those who's term expired and to appoint an auditor for the ensuing year.

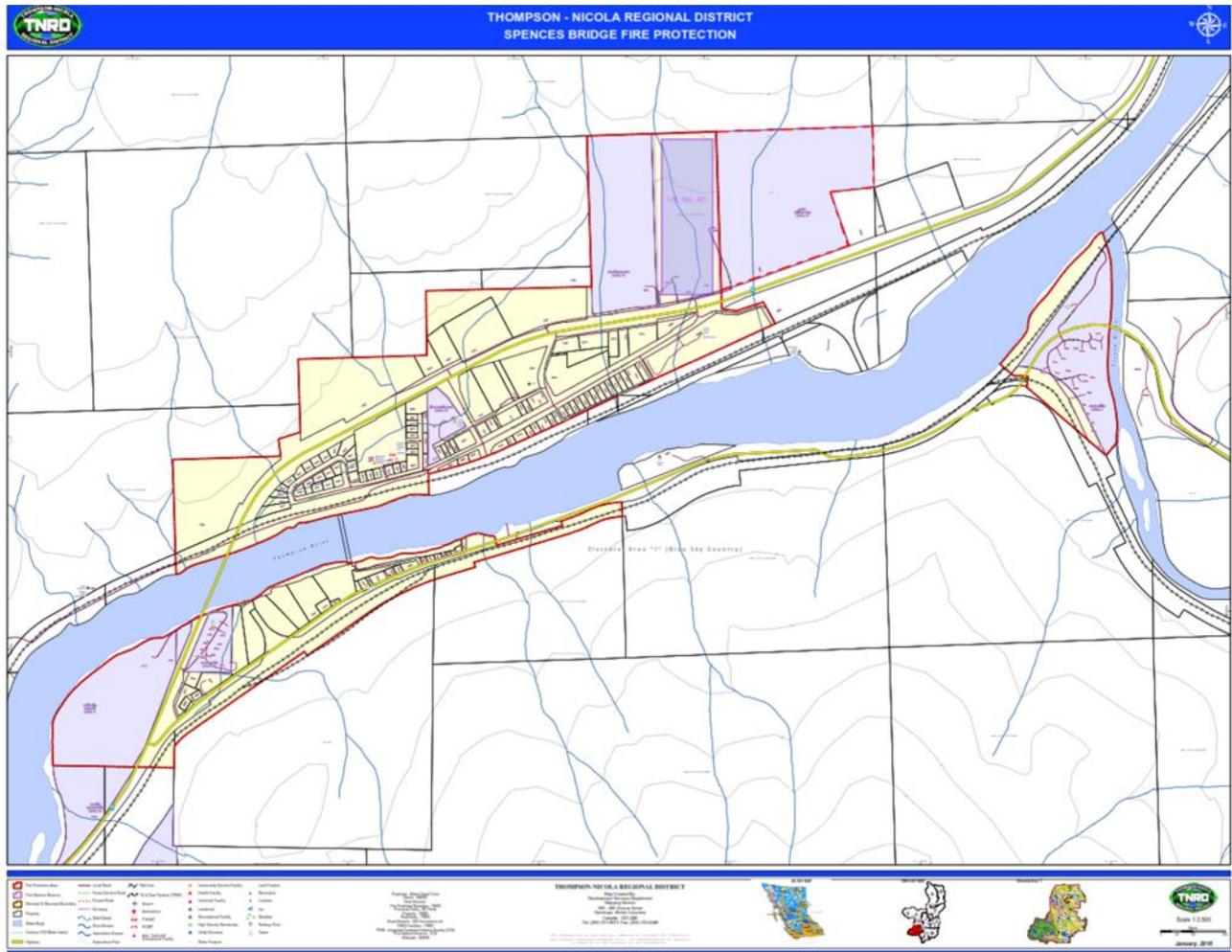
The SBID enacts bylaws to provide corporate direction and the establishment of authority. SBID Bylaw 124, 1994 established the 'fire protection service' and delegates the authority to the Spences Bridge Volunteer Fire Department lead by the Fire Chief to deliver the service of fire protection including all fire protection activities, assistance response and such other activities as approved by the SBID including, but not limited to:

- Z first response to medical emergencies,
- Z rescue operations,
- Z mutual aid to other fire services,
- Z response to hazardous material incidents, and
- Z public service

The Bylaw delegates the authority to the appointed Fire Chief of the Spences Bridge Volunteer Fire Department.

Street lighting has no delegation bylaw and is simply a matter of bill paying to BC Hydro, who provide the electricity, maintain the light fixtures and run the street light operation.

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### 3.3. Financial facts

The Spences Bridge Improvement District is funded by taxation from properties and improvements located within the defined boundaries of the Spences Bridge Improvement District. As well, the SBVFD provide fire protection service outside of the defined SBID service area boundaries through two, fee for service contracts. One contract with the Cooks Ferry Indian Band for fire protection to 42 structure addresses located on IR#1, IR #4, IR#4B, IR#4C, IR#16, IR#17 and IR#19. This contract contributes annually to the fire protection service. The second fire service contract is with the Thompson Nicola Regional District for fire protection at the Spences Bridge waste transfer site and pays for service only if service is provided.

There are 121 contributing tax property folios (including 70 dwellings) located within the defined service area with a 2016 assessed value of \$2,755,851 for land and \$7,696,100 for improvements, combining for a total assessed value of \$10,451,951 for taxing purposes. In 2017, \$54,750.00 was collected from taxation calculating to approximately \$5.23 per \$1000

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dollars of assessed value per property to pay for SBID administration, street lights and fire protection.

<b>SBID Tax Revenue 2013- 2017</b>		
2017	\$54,750	\$5.23/1000
2016	\$57,370	\$5.49/1000
2015	\$60,170	\$5.76/1000
2014	\$60,170	\$5.76/1000
2013	\$60,170	\$5.76/1000

SBID Operations are financially divided into three sections Administration, Street Lights and Fire Protection. The 2016 financial statement show the SBID revenues and expenses:

1. Administration  
Costing the tax base  
\$2.22/1000 assessment.  
In 2016 other income was realized from rental income by hosting the post office facility. This no longer exists.

<b>Spences Bridge Improvement District</b>				
<b>Schedule 1 - Statement of Operations</b>				
<b>Administration</b>				
<b>(Unaudited)</b>				
<b>For the year ended December 31</b>	<b>Financial Plan</b>	<b>2016</b>	<b>2015</b>	
<b>Revenue</b>				
Other income	\$ 2,000	\$ 1,244	\$ 2,975	
Amortization of deferred capital contributions	-	273	274	
	2,000	1,517	3,249	
<b>Expenses</b>				
Audit and legal	9,000	6,163	8,133	
Insurance and licences	3,500	3,380	3,144	
Office supplies and expenses	700	449	772	
Trustee fees	6,500	6,300	6,466	
Wages and benefits	5,600	4,639	4,368	
	25,300	20,931	22,883	
<b>Annual deficit</b>	\$ (23,300)	\$ (19,414)	\$ (19,634)	

### **Spences Bridge Improvement District** **Schedule 3 - Statement of Operations** **Street Lighting** **(Unaudited)**

<b>For the year ended December 31</b>	<b>Financial Plan</b>	<b>2016</b>	<b>2015</b>	
<b>Revenue</b>				
Government grants	\$ 7,000	\$ 7,000	\$ 6,500	
<b>Expenses</b>				
Street lighting	7,000	6,752	5,505	
<b>Annual surplus</b>	\$ -	\$ 248	\$ 995	

## 2. Street Lighting

Costing the tax base \$0.71/1000 assessment.

Street Light operations are funded completely from tax revenue.

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### 3. Fire Protection

Costing the tax base  
\$3.85/1000 assessment.

Fire protection receives  
revenue from contracted  
service to CFB of \$14,000 in  
2016.

A significant in-kind value is  
undocumented in keeping the  
fire department, its  
equipment and facilities  
operable.

### Spences Bridge Improvement District Schedule 2 - Statement of Operations Fire Protection (Unaudited)

For the year ended December 31	Financial Plan	2016	2015
<b>Revenue</b>			
Donations	\$ -	\$ -	\$ 62
Fire protection	14,000	14,031	15,000
Government grants	50,370	50,370	53,670
	<u>64,370</u>	<u>64,401</u>	<u>68,732</u>
<b>Expenses</b>			
Amortization	-	16,705	15,480
Dues and fees	-	140	728
First responders	-	3,304	240
Repairs and maintenance	3,000	3,428	3,978
Supplies	1,170	1,639	1,839
Training	2,000	1,403	760
Uniforms	3,000	2,355	3,174
Utilities	9,500	13,943	14,556
Vehicle	2,400	2,935	3,019
	<u>21,070</u>	<u>45,852</u>	<u>43,774</u>
<b>Annual surplus</b>	<b>\$ 43,300</b>	<b>\$ 18,549</b>	<b>\$ 24,958</b>

The SBID 2017 operating budget funds three components of the SBID operations:

1. Governance and Administration,
2. Street Lighting,
3. Fire Protection.

Costing the tax base a total of  
\$5.23/1000 assessment.  
78% of SBID revenues comes from  
taxation. 19% from CFB fire service  
contract and 3% rental income.  
56% of spending is related to fire with  
contribution to reserves  
(42% is direct fire spending and 14% is  
budgeted reserve contribution). 33% of  
spending is administration  
(administration is apportioned 84% to fire  
and 16% to street lights).  
10% of total spending is street lights.  
CFB fire service contract contributes  
directly to fire expenditures and  
attributes 23% of the fire budget.

SPENCES BRIDGE IMPROVEMENT DISTRICT	
PO Box 22 Spences Bridge, BC V0K 2L0	
<u>2017 OPERATING BUDGET – FIRE PROTECTION AND STREET LIGHTING</u>	
<b>REVENUE</b>	
Operating Tax Advance for Street Lighting	\$7,500.00
Rent	2,000.00
Fire Protection Agreement Levies	15,000.00
Operating Tax Advance for Fire Protection	47,250.00
<b>TOTAL REVENUE</b>	<b>71,750.00</b>
<b>EXPENDITURES</b>	
Salaries and Wages	6,700.00
Utilities	8,500.00
Street Lighting	7,500.00
Audit and Legal	6,000.00
Insurance	3,800.00
ICBC	2,550.00
Trustees' Fees	6,500.00
Office Supplies	1,000.00
Fire Department Communications	2,500.00
Repairs and Maintenance	3,000.00
Firefighting Training	4,200.00
Firefighting Equipment	9,500.00
Transfer to Renewal Reserve Fund	10,000.00
<b>TOTAL EXPENDITURES</b>	<b>71,750.00</b>
<b>TAX LEVIES REQUIRED FOR 2017</b>	
STREET LIGHTING	7,500.00
FIRE PROTECTION	<u>47,250.00</u>
<b>TOTAL</b>	<b><u>54,750.00</u></b>

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The 2016 financial statement demonstrates the SBID in a positive financial condition with a yearend accumulated surplus balance of \$297,413.

The accumulated surplus funds have been collected over the years from a combination of annual budgeted amounts and unspent operating dollars.

While there is no reserve fund bylaw on record defining how the accumulated surpluses can be spent, the common thought is that these accumulated reserve funds are intended for replacement of aging and outdated fire apparatus.

### Spences Bridge Improvement District Statement of Financial Position (Unaudited)

As at December 31	2016	2015
<b>Financial Assets</b>		
Cash	\$ 17,432	\$ 30,861
Temporary investments (Note 2)	114,410	113,931
Accounts receivable	2,726	2,150
	<u>134,568</u>	<u>146,942</u>
<b>Liabilities</b>		
Accounts payable and accrued liabilities	7,861	8,782
Deferred capital contributions (Note 3)	4,616	4,889
Deferred revenue	3,427	3,750
	<u>15,904</u>	<u>17,421</u>
<b>Net financial assets</b>	<u>118,664</u>	<u>129,521</u>
<b>Non-Financial Assets</b>		
Prepaid expenses	3,883	3,865
Tangible capital assets (Note 4)	174,866	164,644
	<u>178,749</u>	<u>168,509</u>
<b>Accumulated Surplus (Note 6)</b>	<u>\$ 297,413</u>	<u>\$ 298,030</u>

#### 4. Spences Bridge Improvement District Considerations – Short Term (addressable) Options.



##### 4.1. Governance

The SBID Board of Trustees needs to continually and consistently focus on the primary responsibilities of the Spences Bridge Improvement District. Their jurisdiction and authority is as the corporate, legislative and policy provider to their two mandated public services. The

## Spences Bridge Improvement District Sustainability Assessment

board also needs to delegate the responsibility of service delivery and operations to the appropriate bodies.

1. *The provision of fire protection, the acquisition, maintenance and operation of works buildings and equipment for that purpose and all things incidental thereto;*
2. *The provision of street lighting and all things incidental thereto.*

The ONLY job task of the Board of Trustees is, to provide broad leadership in planning for service needs and to approve budget allocations and limitations within the means of the Board.

### Administration and the SBID Board of Trustees:

The Board has recently made some notable progress toward stability. In July a by-election was held to replace two vacant Trustee positions. The Board has also replaced the SBID Clerk with a SBID Administrative Officer to be consistent with the *Local Government Act*.

In learning its role, the Board of Trustees will need to focus on the mandated responsibilities of the Spences Bridge Improvement District and resolve to provide leadership and visioning to the delivery of street lighting and fire protection services. Primary consideration needs to be given to ensure the sustainable delivery of these services. The current Board has reviewed and discussed their legislated mandate and is very aware of its limited scope of responsibility. They need to keep focused as this is where previous Boards have tended to over-extend their community involvement and created a false sense of SBID's mandate.

Going forward, the SBID needs to ensure that administration updates the SBID meeting records are available to act upon based the Board of Trustees decisions. In the past, too many tasks have been taken on by the elected officials acting as individuals, significantly clouding the lines of authority between decision maker authority, appointed officer authority and employee authority. While the past was intended as a positive community volunteer gesture, it is the basis for much community discontent and mistrust. The perceived financial gain (savings) in elected Trustees taking on operational matters has cost the community greatly in public support.

### Cooks Ferry Indian Band fire protection agreement:

Currently this agreement is a year to year service agreement. It is suggested that this agreement become a multiyear agreement in order that the service provider can better forecast budget for equipment, training and operations required to ensure the service obligation can be delivered when needed. The fire protection agreement provides that, the SBID agrees to extend the service area boundary to include IR-1, IR-4, IR-4B, IR-4C, IR-16, IR 17 and IR-19 lands, authorizes the SBVFD to action fires on those lands and to provide first medical responder response to those lands. The CFB pay an annual fee for service which has been about 24% of the SBID fire budget. The agreement has been disputed in recent years for a variety of

## Spences Bridge Improvement District Sustainability Assessment

reasons, including cost, service reliability and even service delivery. Both the SBID and the CFB need to agree and act within the spirit of the agreement to an equal, apportioned shared cost.

### Community perception:

While the SBID cannot fix the community perception of what they believe the SBID does or does not do, they can educate the public on the linkages between the SBID, the SBVFD, street lights, CFB service contract and who is responsible for what.

Past SBID practise of operating on a donation of time, effort and money is just not sustainable to meet the ever-increasing regulatory standards. The SBID challenge is going to be how to adequately fund the requirements needed to provide a fully functioning fire protection service without total reliance on volunteers and donations. In the past these roles were excepted and acceptable, however the standards and complexity in administering the fire service have changed dramatically since the SBID was incorporated. The SBID is now at a cross-roads with limited resources, a declining population and increasing standards - meaning the community needs to make some choices, they need to rely and work with their neighbours, to look for opportunities for administrative efficiency while focusing on the core fire service provision if they want to sustainable in the long-term.

### Fireman's Field and Training Center:

A short-term goal for the SBID Board is to look at alternatives to separate the Fireman's Field and Fire Training Center assets (old school building and grounds) away from the direct financial and operational responsibilities of the fire department and the Improvement District. While ownership may need to be retained by the ID to house facilities like the fire hall, implementing a multi-year lease agreement could be considered. This would delegate infrastructure and operational authority to another interested entity allowing the SBID to focus on their mandated responsibilities.

As a direct result of this opportunity, the SBID has ended up with a potential tax funding issue. Following the closure of the Spences Bridge Elementary School, the SBID was looking for a location to build a new fire hall. Negotiations with the School Board transferred land title of the Spences Bridge School building and the school grounds to the Improvement District. The SBID constructed a purpose-built fire hall building on the school grounds, took over the school office space for administration purposes and used the classroom space for fire department volunteer training. Arguably these uses are all tax fundable under the mandate of the SBID. There also exists other community interests in using the facilities for community purposes like music festivals, seniors' drop-in, health training etc. These activities are not tax fundable under the SBID's limited tax requisition mandate. Over time, there have been plans to transfer responsibility of the school facilities over to a not for profit community organization. Twice in the past six years the TNRD has hosted a 'parks service function' votes to acquire tax funding for the host of the school grounds. Both referendums were defeated, clearly stating most

## Spences Bridge Improvement District Sustainability Assessment

voters did not want a parks function. This leaves the SBID in a difficult position in that they own and maintain facilities that are greatly underutilized, but they do not have the non-taxable revenue to allow community access.

### Accounting for In-kind contributions:

In implementing SBID approved plans, direction must be given to the fire department or other agency or contracted individuals to carry out the work. The work must stay within the budgeted allocation or be granted advance approval to over-spend. In addition, in-kind labour and donations need to be accounted for within work projects, so that a true costing is realized. This issue is being identified as a problem that has occurred over the years, where elected officials and other volunteers, with the community's best interest at heart, have contributed greatly to SBID services, programs and assets, but when the volunteer service is no longer provided, there is no understanding of the value of the donation and what it will cost the taxpayer to maintain the status quo without continued volunteer support. i.e. repairs to the Fireman's Field and irrigation system (a SBID asset but not a mandated tax service of the SBID). These kinds of ongoing gifts need to be realized and understood that when the donation of time effort and money is no longer available, the service must end or realistically be transferred to the appropriate community association.

### Update Bylaws:

A short-term goal for the current SBID (with long-term effects) would be to update the SBID Fire Service Bylaw 124 – 1994 to clearly define what the Spences Bridge fire service is and who is delegated to deliver the service. This revision is needed and timely attention will greatly help the SBID in moving forward.

Meeting Procedure Bylaw 170 – 2008 is due for review and modernization. As time goes by it is important to keep these kinds of everyday procedure documents current and up to date.

The SBID should also consider modernizing its election procedures. Modern day local government election procedures use residency as one the primary basis for voter eligibility. The SBID's current landowner only eligibility clause needs to be reviewed and modernized, if for no other reason that consistency with what people are familiar with for other voting opportunities. The SBID could draft and adopt an elections procedure bylaw that would modernize the current 1957 rules identified in the letters patent,

### Board membership:

Another short-term issue that needs to be addressed is a resolution on record from the April 27, 2017 annual general meeting (AGM) to have the 2017 Board of Trustees consider increasing the number of trustees from three to five. Greater community input is suggested as the rationale for this increase in the number trustees on the Board. The records show that the

## Spences Bridge Improvement District Sustainability Assessment

Board did increase to five trustees in 1977 and reverted back to three in 2007 when the water service was transferred to the TNRD and no longer an Improvement District responsibility.

While increasing the number of trustees by two is relatively innocuous at face value, there is a significant administrative coordination and cost associated with adding two additional members. The current Board of Trustees needs to carefully consider all the ramifications around requesting the addition of two more members before making any request to the Minister. If additional community involvement is needed, there are other ways to accomplish this goal through the creation of advisory committees or other forums, without increasing the number of trustees. At this point in time, the cost versus benefit relationship is not realized and additional trustees are not going to directly deliver any more service. Additional trustees are a politically motivated request that is not needed at this time.

### 4.2 Street Light Service



The street light service is functioning and meeting the needs of the community. BC Hydro operates the street lights and the SBID pays BC Hydro for that service. From a SBID perspective street lighting requires an annual budget for tax requisition purposes, payment of BC Hydro billings and notification to BC Hydro when an issue occurs (light goes out). Currently there are 31 street lights, costing is under \$7,500 annually, funded by the SBID tax base at approximately \$0.71 per \$1000 of assessed value on land and improvements. There are no other revenues contributing to the street light service.

### 4.3 Fire Protection Service

The Spences Bridge fire protection service is provided by the Spences Bridge Volunteer Fire Department (SBVFD) under the direction of the SBID appointed Fire Chief who operates under the authority of SBID Fire Service Bylaw 124 – 1994.

The Volunteer department currently reports 16 active members, is equipped with a 1991 Western Star pumper fire truck and a 2008 first medical responder unit. The department responds to an average of 28 calls per year with 64% of those calls being medical in nature, 9% being vehicle incident related, 9% being interface fire, 8% involving rescue response 4% structure fires and the remaining 6% a variety of alarm, public service and complaint responses.

The SBVFD has just completed an operational review under the title ‘Spences Bridge Volunteer Fire Department Review’. The report was conducted and written by Dave Mitchell and Associates Ltd. and provides a detailed snapshot of the Spences Bridge Fire Departments status,

## Spences Bridge Improvement District Sustainability Assessment

capability and includes a number of suggestions to bring the SBVFD up to date in meeting the Province's *Fire Services Act* minimum standards of training as identified in the Structural Firefighters Competency and Training 'PlayBook'. The Mitchell Report is attached as an appendix to this report.



### 5. Sustainability Findings – Spences Bridge Improvement District Considerations in Moving Forward

#### 5.1. Retain the Spences Bridge Improvement District and Maintain Status Quo Governance.

SBID continuing with their current governance model and service mix creates and number of considerations. First off, the SBID Board of Trustees needs to develop a longer term strategic direction by adopting by bylaw a five-year SBID service management 'Master Plan' that identifies service level standards, funding requirements to meet the defined service levels, capital asset replacement program and to adopt an annual review process to keep the five-year plan current on an ongoing basis.

<u>Advantages</u>	<u>Disadvantages</u>
Z The Master Plan must be the guiding principles to the ongoing operation and delivery of the SBID services;	Z Some new and contentious decisions are going to have to be made;
Z The community remains in control of their fire protection and street light services;	Z The Master Plan will be an added expense to develop and needs to be followed over the next five Trustee elections;
Z The SBID can determine the type of fire protection service it believes is in the best interest of Spences Bridge;	Z Administrative expertise to support the Board of Trustees is either not available or an expense to bring in.

## Spences Bridge Improvement District Sustainability Assessment

For on-going operation, clear identification needs to be given to the fire protection service level standards of service in order to meet the BC Fire Service Minimum Fire Training Standards ('PlayBook'). At the same time consideration needs to be given to the SBID defined tax base to determine if the SBID can afford the minimum standards required for sustainable volunteer staffing, firefighter training, basic certified fire apparatus and equipment as well as reliable volunteer response numbers. Given the current tax assessments, along with the list of items identified in the Dave Mitchell & Associates report that need to be addressed to meet minimum standards, a large, sustained financial investment in to the fire protection service is going to be required. The financial contribution to operate the fire protection service annually needs to increase from \$30,250 per year to at least \$61,000 per year just to address recruitment, training and safety equipment requirements to meet a minimum 'PlayBook' standard. This does not replace outdated equipment or put savings in reserve funds.

### 2017 – 2018 Budget Estimate Comparisons

SBID 2017-2018 Budget Comparison								
	Administration		Street Lights		Fire Protection		Total	
	2017	2018	2017	2018	2017	2018	2017	2018
<b>Revenue</b>								
Rent	\$2,000	\$0					\$2,000	\$0
Fire Agreements					\$13,708	\$19,544	\$13,708	\$19,544
Taxation	\$21,292	\$24,000	\$7,000	\$7,500	\$27,750	\$41,456	\$56,042	\$72,956
<b>TOTAL REVENUE</b>	<b>\$23,292</b>	<b>\$24,000</b>	<b>\$7,000</b>	<b>\$7,500</b>	<b>\$41,458</b>	<b>\$61,000</b>	<b>\$71,750</b>	<b>\$92,500</b>
<b>Expenditures</b>								
Salaries/Wages	\$6,700	\$6,700				\$5,000	\$6,700	\$11,700
Utilities					\$8,500	\$10,000	\$8,500	\$10,000
Street lights			\$7,500	\$7,500			\$7,500	\$7,500
Audit/Legal	\$6,000	\$6,000					\$6,000	\$6,000
Insurance	\$3,800	\$3,800					\$3,800	\$3,800
ICBC					\$2,550	\$3,000	\$2,550	\$3,000
Trustee Fees	\$6,500	\$6,500					\$6,500	\$6,500
Office Supplies	\$1,000	\$1,000					\$1,000	\$1,000
FD Communication					\$2,500	\$3,000	\$2,500	\$3,000
Repair & Maintenance					\$3,000	\$5,000	\$3,000	\$5,000
FD Training					\$4,200	\$7,500	\$4,200	\$7,500
FD Equipment					\$9,500	\$20,000	\$9,500	\$20,000
Recruitment/training						\$7,500	\$0	\$7,500
Transfer to Reserve	10000	5000					\$10,000	\$5,000
<b>TOTAL EXPENDITURES</b>	<b>\$34,000</b>	<b>\$29,000</b>	<b>\$7,500</b>	<b>\$7,500</b>	<b>\$30,250</b>	<b>\$61,000</b>	<b>\$71,750</b>	<b>\$97,500</b>

SBID is limited in its ability to fund fire protection and street lighting by the fact that there is a limited number of properties contributing to the services and there is no opportunity to increase the SBID service area because there is no significant tax base beyond the boundary to effectively help fund the service area.

Based upon the current operations, volunteer resources, annual fire calls, and annual first medical responder calls, SBID may wish to consider defining fire protection service as only first medical responder service. The result would be the elimination of fire response completely. The current tax base, at the current tax rate is adequate to sustain the first medical responder service which represent about 64% of the current SBVFD call response volume.

This option, to reduce fire protection service level under the governance of the SBID to provide first responder service only while financially viable for the community is not without implications. This direction will require additional discussion with the community, Cooks Ferry Indian Band (it effects the current fee for service agreement), Ministry of Municipal and

## Spences Bridge Improvement District Sustainability Assessment

Housing (it may require a change in LPs) and the Office of the Fire Commissioner. More than half of the callouts under fire protection are medical related calls, the core volunteers are not motivated to train to the new prescribed ‘PlayBook’ fire service standards, there are very limited number of new volunteers readily available 24-7 in the community and financially a reduced first medical responder service is manageable.

### **2017 – 2018 Budget Estimate Comparisons Without Fire Response**

SBID 2017-2018 Budget Comparison Without Fire Protection								
	Administration		Street Lights		First Medical Responder		Total	
Revenue	2017	2018	2017	2018	2017	2018	2017	2018
Rent	\$2,000	\$0					\$2,000	\$0
Fire Agreements					\$13,708	\$13,416	\$13,708	\$13,416
Taxation	\$21,292	\$19,800	\$7,000	\$7,500	\$27,750	\$24,084	\$56,042	\$51,384
<b>TOTAL REVENUE</b>	<b>\$23,292</b>	<b>\$19,800</b>	<b>\$7,000</b>	<b>\$7,500</b>	<b>\$41,458</b>	<b>\$37,500</b>	<b>\$71,750</b>	<b>\$64,800</b>
<b>Expenditures</b>								
Salaries/Wages	\$6,700	\$6,000				\$2,500	\$6,700	\$8,500
Utilities					\$8,500	\$10,000	\$8,500	\$10,000
Street lights			\$7,500	\$7,500			\$7,500	\$7,500
Audit/Legal	\$6,000	\$6,000					\$6,000	\$6,000
Insurance	\$3,800	\$3,800					\$3,800	\$3,800
ICBC					\$2,550	\$1,500	\$2,550	\$1,500
Trustee Fees	\$6,500	\$3,000					\$6,500	\$3,000
Office Supplies	\$1,000	\$1,000					\$1,000	\$1,000
FD Communication					\$2,500	\$3,000	\$2,500	\$3,000
Repair & Maintenance					\$3,000	\$3,000	\$3,000	\$3,000
FD Training					\$4,200	\$7,500	\$4,200	\$7,500
FD Equipment					\$9,500	\$5,000	\$9,500	\$5,000
Recruitment/training						\$5,000	\$0	\$5,000
Transfer to Reservi	10000	5000					\$10,000	\$5,000
<b>TOTAL EXPLNEDITURES</b>	<b>\$34,000</b>	<b>\$24,800</b>	<b>\$7,500</b>	<b>\$7,500</b>	<b>\$30,250</b>	<b>\$37,500</b>	<b>\$71,750</b>	<b>\$69,800</b>

This option still requires a significant commitment to meet volunteer numbers, training, and equipment capacity to meet the First Medical Responder standards required by BC Emergency Health Services.

### 5.2. Option: Thompson Nicola Regional District Provide Governance.

SBID recommend to the Minister of Municipal Affairs and Housing to transition the responsibility for the fire protection service and the street light service to the Thompson Nicola Regional District (TNRD) as two additional specified service functions of TNRD. The SBID would then begin a conversion process to transfer assets and dissolve the Spences Bridge Improvement District as the governance authority.

<b><u>Advantages</u></b>	<b><u>Disadvantages</u></b>
<p>Z The TNRD operates both the fire protection and street light service as the governance authority, through the TNRD Board of Directors and would administer the services through the TNRD’s support staff, operations would remain with the SBVFD and BC Hydro respectively;</p> <p>Z The TNRD provides full financial and administrative support to the operation of the services;</p> <p>Z Financial planning is completed at the TNRD, while fire protection service is delivered by the Fire Chief in Spences Bridge;</p>	<p>Z The general community population believes they lose control of their community operations so there would need to be significant community engagement for the community to agree to this path;</p> <p>Z The TNRD, in Spences Bridge, is not likely to receive community support to take on more services;</p> <p>Z Regardless of who provides governance the costs associated with delivering the services will remain the same.</p>

## Spences Bridge Improvement District Sustainability Assessment

<ul style="list-style-type: none"> <li>Z A basic level of fire protection or higher will be maintained;</li> <li>Z A local fire protection service committee could be established to identify and bring forward ideas and wishes of the community.</li> <li>Z Potential cost savings through TNRD administering the service regionally (e.g., bulk purchasing of equipment and gear on regional basis, training expertise developed regionally, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Z Issues regarding the fire training building and lands may remain.</li> </ul>
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To proceed with this option, consultation with the public and all stakeholders would have to be undertaken. Following discussion, a service area vote would have to be held to give the SBID Board of Trustees authority to proceed with any consideration of transfer of service to the TNRD. In the same light the TNRD and the Ministry of Municipal Affairs and Housing would want to see a public vote of supporting the transfer of service before they considered accepting this option.

As stated, this option makes the Regional District responsible to make the difficult service level decisions that will ultimately make a difference both financially and livability in Spences Bridge. The issues totally relate back to the service area's ability to fund a fire protection service that can meet 'PlayBook' standards and is there enough volunteer commitment in the community to make a basic fire service work.

### 5.3. Suspend Spences Bridge Improvement District, Transfer the Street Light Service and Dissolve Fire Protection Service.

Based on community interest (e.g. through a vote) SBID requests to the Lieutenant Governor In Council, to transition the responsibility for street light service to the Thompson Nicola Regional District and dissolve Spences Bridge fire protection service. Ultimately disposing of assets and dissolving the Spences Bridge Improvement District.

<u>Advantages</u>	<u>Disadvantages</u>
<ul style="list-style-type: none"> <li>Z Financially appealing, Spences Bridge can afford street lights;</li> <li>Z TNRD is the best option to administer street lighting as the greatest extend to work involves approving a budget, paying billings, accounting for finances and monitoring the service;</li> <li>Z Eliminating the fire protection service could potentially make tax room for a parks function in the future.</li> </ul>	<ul style="list-style-type: none"> <li>Z The community loses fire protection service;</li> <li>Z There will be higher insurance premiums for those that do purchase fire insurance as the Fire Underwriters Survey will reclassify SB from 4P (limited protection) to unprotected.</li> <li>Z Province will not typically force ID dissolution, so community interest in this option would need to be clear.</li> </ul>

This option is the best financially cost-effective option, but it will be viewed by the greater community negatively as, yet another community service gone. It would have significant implications for the community and would need discussions with the community, Cooks Ferry Indian Band (it effects the current fee for service agreement), Ministry of Municipal and

## Spences Bridge Improvement District Sustainability Assessment

Housing, the TNRD (in agreeing to take on street lighting) and the Office of the Fire Commissioner. There is a balance point that needs to be considered carefully as to what the community of Spences Bridge can afford, the community can voluntarily staff and the governance authority can safely deliver under the constraint of legal liability.

### 5.4. Contracted Fire Protection Service.

SBID suspend operation of the fire protection service if favor of contracting the fire protection service to the Cooks Ferry Indian Band (CFB). There are no other feasible agencies with a reasonable proximity of Spences Bridge who could provide contracted fire service. With this option, the SBID maintains its status as the governance and taxing authority for the SBID defined service area, The SBID continues to deliver the street light service and enters into a fee for service agreement, where the Cooks Ferry Indian Band would operate a fire department and sell their fire protection service to Spences Bridge Improvement District.

<b><u>Advantages</u></b>	<b><u>Disadvantages</u></b>
<p>Z By having the CFB operate the fire department the SBID would benefit by the removal of the operational liability and need to have the SBVFD strive to meet provincial standards;</p> <p>Z The CFB may have access to much needed volunteers for staffing the fire department.</p>	<p>Z The cost to deliver a fire protection service meeting the BC <i>Fire Service Act</i> minimum standards remains a constant whether provided by CFB or SBID assuming the cost of servicing is equally shared;</p> <p>Z Lost community control over the fire service;</p> <p>Z CFB start-up costs to establish a fire service would be significant.</p>

This option is a result of past CFB discussions with government officials to look at a CFB community fire service. This option simply reverses the roles between the CFB who would deliver the fire service and the SBID who would buy fire service. The overall operational cost of delivering a fire protection service is not going to differ greatly between either governance organization, so there may be no financial advantage in this option, only a shift in governance control. Ideally the entities, SBID, CFB and SBVFD, could work together to access volunteers and jointly deliver an economically viable fire protection service.

Spences Bridge Improvement District  
Sustainability Assessment

6. **Conclusion – Findings for Consideration**

Based upon review of the facts and current community situation, the following suggestions are recommended for serious consideration:

For the longer-term stability, the Spences Bridge Improvement District needs to consider carefully all their options for future fire service delivery. This would include discussions of the implications of fire service delivery with the community and other interests

In the short term Spences Bridge Improvement District needs to undertake a number of activities to strengthen and stabilize current operations, including:

1. SBID Board of Trustees adopt by bylaw, a five-year SBID service management 'Master Plan' that identifies service level standards, funding requirements to meet the defined service levels, capital asset replacement program and to adopt an annual review process to keep the five-year plan current on an ongoing basis;
2. The SBID Board update the SBID Fire Service Bylaw 124 – 1994 to clearly define what the Spences Bridge fire protection service is going to be and who is delegated to deliver the service;
3. Support the SBVFD in reviewing the 2017 Spence Bridge Volunteer Fire Department Review report and aiding the department in addressing the deficiencies leading to a 'PlayBook' standard of operation;
4. Initiate discussions leading to negotiation of a multi year service agreement with the Cooks Ferry Band in an effort to provide definition and commitment for service provision;
5. Review procedures, delegated responsibilities, bylaws and elections policies;
6. Circulate a request for proposal leading to a long-term agreement with a local Spences Bridge community organization to operate and maintain the SBID lands and administration building.

7. **Attachments:**

1. Spences Bridge Volunteer Fire Department Review.
2. Spences Bridge 2016-year end financial statement.

**Spences Bridge  
Improvement District**

**Spences Bridge  
Volunteer Fire Department  
Review**

**Dave Mitchell & Associates Ltd.**

**October 2017**

## General Introduction

The review of the Spences Bridge Volunteer Fire Department (“SBVFD” or the “Department”) was conducted on 18 June 2017. Deputy Fire Chief Ross Figley, Captain Shaw and Spences Bridge Improvement District (the “SBID”) Trustee, Tina Draney, were present during the review. In addition, Fred Banham of “Fred Banham and Associates” was present during the interview. A follow up phone interview was conducted with Fire Chief Arnie Oram on 20 June 2017.

Mr. Banham has recently been appointed by the Provincial Inspector of Municipalities to act as the Returning Officer to manage the operation of the SBID until such time as an election can be held to replace two trustees who have recently resigned. It should be noted that the political problems surrounding the operation of the SBID have adversely affected the Department’s operations and impacted its membership.

The Department’s fire hall is situated approximately 137 kilometres southwest of Kamloops and provides service to the community of Spences Bridge within a defined portion of Electoral Area “I” of the Thompson-Nicola Regional District (the “TNRD” or the “Regional District”). The SBVFD has a complement that is currently estimated to be 13 to 16 active members.<sup>1</sup>

In addition to fire suppression duties, the Department responds to motor vehicle incidents (for fire protection purposes), FMR<sup>2</sup> incidents and wildland-urban interface incidents. Several of the members are cross-trained as firefighters and as first medical responders. Others act only in the role of first medical responders. The SBID’s contractual obligation to provide FMR to the Cooks Ferry Indian Band should be reviewed.

Given its geographic location, the Department reported that it had a formal mutual aid agreement with the Ashcroft Volunteer Department and an informal agreement with the Lytton Department. No copy of an agreement with Ashcroft was provided. See the discussion in the mutual aid section, below. The Department operates as an Interior Operations Service Level department although the Deputy Chief was unsure if a formal declaration had been made by the SBID.

References below to the “main report” are to the main summary report on the fire services in the TNRD, delivered concurrently with the audit reports on the individual departments. In addition, it must be stated that the level of information provided to the Consultants during the review process was limited; this is in part likely due to the current political upheaval taking place within the community and Department. As a result, most of the information outlined in this report

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<sup>1</sup> The Department and the community are currently undergoing some political upheaval which has resulted in two of the three elected officials resigning and several members of the Department leaving the service. The result of these problems has been that the Department is not certain of its actual numbers in terms of continuing members.

<sup>2</sup> The Department operates a First Medical Responder program using a recently purchased medical unit. Unfortunately, the members who were trained as “First Medical Responders” have recently resigned, which means FMR services cannot be provided at this time.

comes from discussions with those present during the on-site visit as opposed to a sampling and review of the Department's actual records.

## **Fire Department Organizational Structure**

The Department is organized as follows:

- Fire Chief
- Deputy Fire Chief
- Captain (2)

The SBID has had the authority to provide fire services since 1961, and the Department is funded principally through taxes levied by the SBID and revenues from the provision of fire and other services to the TNRD and Cooks Ferry Indian Band. The SBID itself has undergone some dramatic transformations over the past decade. Originally created as a water district, responsibility for water services were transferred to the TNRD in 2006.<sup>3</sup> The SBID is now responsible for only two services: fire protection and street lighting.

In relation to the Department, a volunteer society still operates as a Department-run association, whose primary function is the operation of a piece of land adjoining the fire hall property, where it hopes to develop a community park. According to the Deputy Chief, the Society does not take any role in the administration or operational aspects of the Department. We have not reviewed this society and have assumed that it takes no active role in Department operations. The governing body in relation to the Department is the SBID.

The Fire Chief is primarily responsible for overall command and control of the Department and reports directly to the SBID on financial matters. Chief Oram has over 30 years' experience with the Department, the last five of which have been as Fire Chief. The Fire Chief is primarily responsible for the Department's training, with the assistance of the Deputy Chief and Captains. The Fire Chief has responsibility for training records, although each member is expected to maintain his or her own records.

Selection for the position of Fire Chief within the SBVFD is conducted on the basis of annual election by the membership. The SBID has final approval of the choice and appoints the Chief thereafter. There are no written qualifications or minimum proficiency requirements set out for this role. Similarly, there are no prescribed minimum qualifications or proficiency requirements established for other officer positions within the Department. The Fire Chief is responsible for the selection and promotion of members to all other officer positions. The matter of election of officers and proficiency and educational requirements is discussed in greater in the main report.

The Department's officer structure is well organized and experienced, with the Fire Chief, the Deputy (who was previously the Fire Chief) and the Captains all having many years respectively

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<sup>3</sup> OIC 769, 2007 amended the purposes of the District to delete responsibility for water services.

in the Department. Captain Shaw indicated he had received formal training in Britain and had served as a career member in that country for several years.

According to the Deputy Chief, there is no specific consideration of time served in the Department prior to promotion; rather, it is often a case of finding a member who is willing to stand for the position. Specific recorded information on current officer training qualifications was not available due to an absence of effective training records (further discussed in the following section). As noted previously, there are no Department written prerequisites or qualifications for appointment/election as an officer. The Department would benefit from a more formal, documented officer training program outlining the required qualifications and prerequisites, which would assist both the Department and members who aspire to become officers or seek promotion. This would also help ensure that, when promoted, officers are already trained to assume the position in question.

## **Fire Department Training**

General Comment (included in all department reviews) –There are many commonalities in training issues facing the volunteer fire departments in the TNRD. The recently introduced Playbook has introduced a level of minimum training requirements that clearly define the standards which departments must meet. The main report has a section which discusses the general issues that need to be addressed in relation to TNRD's fire department training, and that section should be consulted in addition to the Department-specific comments set out below

As noted, the Fire Chief is primarily responsible for the Department's training, although individual members contribute by training members on subjects with which they have some expertise. In addition, the Department uses outside trainers to provide specialized training such as wildland interface suppression. Training is conducted on Thursday nights and undertaken weekly during the summer months and twice per month during winter months. The Department does not post an annual training schedule but rather schedules training on a week-to-week basis. The Department would benefit from a regular training schedule, which would help ensure all subject matters are covered during the course of the year.

The Consultants did not witness actual operational training of Department members and therefore have relied on discussions during the interview as an indicator of the level of operational readiness of the Department to carry out its mandated emergency response activities. The Department did not provide training records or formal qualifications of its members for inspection. According to the Deputy, the Department has hard copy or paper based records. The Fire Chief noted that each member is responsible for maintaining his or her own training records. As no training records were provided a sampling of the records was not possible and the following comments are based on the discussions with the Fire Chief and Deputy during the interview sessions. Given the obligations under the *Workers Compensation Act* and *Occupational Health and Safety Regulation* regarding training and training records, we recommend against relying on individual members to maintain their own records. This issue is examined in greater detail below.

This report references the various service levels and other training requirements set out in the Playbook.<sup>4</sup> The Playbook training levels and requirements are described in greater detail in the main report.

According to the Deputy Fire Chief, the Department historically has used the BC Basic Firefighter Program training manuals in addition to the IFSTA manuals as a basis for its training program.<sup>5</sup> In addition to its in-house training, the Department will send members to outside agencies, including Kamloops, Oliver and Lytton, to receive training. The Deputy believes they are following the competency requirements outlined in the Playbook: unfortunately the Department was unable to provide any records of the training it had conducted in-house or received from the Kamloops, Oliver or Lytton departments. Without such records, it is difficult to determine the level of training for each member or for the Department as a whole. This is not to suggest that members are not trained or that the records do not exist, but the Consultants are not in a position to assess whether the records are sufficient or offer a view on the current training levels achieved by the Department. Recommendations on future records management can be found in the “Records” section of this report.

As noted earlier the Department indicated that it is operating as an Interior Operations Service Level fire department. However, the Fire Chief reported that only two members in the Department (Deputy Figley and Captain Shaw) are qualified to wear and operate SCBA during emergency operations. As such, these two members are the only Department members able to conduct interior fire operations. This is of considerable concern: conducting an interior attack without an appropriately equipped and qualified rescue team (equipped and wearing SCBA and qualified to undertake interior operations) standing by outside the structure, is an unsafe work practice and in contravention of section 31.23 of the *Occupational Health and Safety Regulation* (Entry into buildings). With only two members trained to use SCBA, the Department should not be considering itself as currently able to operate at the Interior Operations Service Level.

A breakdown of the Playbook training competency requirements necessary to achieve and maintain a declaration of the Interior Operations Service Level can be found in Appendix 1.

The Playbook also identifies the minimum training competencies required for the role of a “Team Leader”, which is defined in the Playbook as being the individual responsible for a specific crew’s functions/activities in both exterior and interior operations. The lack of current training records means that the Consultants were unable to determine whether any of the Department members meet these requirements. Under the Playbook, the competencies and qualifications for Fire Officer I (company officer) are the requirements of NFPA 1021 Fire Officer

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<sup>4</sup> Office of the Fire Commissioner, *British Columbia Fire Service Minimum Training Standards: Structure Firefighters Competency and Training Playbook* (2<sup>nd</sup> ed., May 2015) (the “Playbook”).

<sup>5</sup> The BC Basic program was developed by the Justice Institute of BC under the previous Minister’s Order on Training. Although based on National Fire Protection Association, *NFPA 1001: Standard for Fire Fighter Professional Qualifications*, it does not contain all of the elements now required by the Playbook. “IFSTA” is the International Fire Service Training Association. Its training materials are all NFPA-based.

I,<sup>6</sup> and those for the role of Team Leader are primarily those of the Emergency Service Delivery section of NFPA 1021 Fire Officer I.

It is not clear whether the Department is able, at this time, to comply with the Team Leader requirements for exterior or interior operations. A gap analysis should be conducted for all officers' training, and a program developed to provide the required competencies. As a general matter, the Department should, as a priority, ensure that its officers and Team Leaders have the training and qualifications necessary to properly manage incidents. Properly trained and qualified incident commanders will be better able to ensure that responding members operate effectively, safely and within the limits of their training.

New recruits upon joining the Department slot into whatever training the larger group is currently conducting. There is no formal recruit training program, although the Deputy did indicate that recruits are trained in some specific issues before they are permitted to respond, though no specific indication was provided of what this basic training comprised. According to the Deputy, it may take several months for a new recruit to achieve a level of training whereby he or she is considered fully trained for exterior operations. A well designed, formal recruit training program, which provides new recruits with a basic introduction into the fire service and emergency scene operations, and which must be completed prior to responding to emergency incidents, is suggested.

The Department needs to comprehensively overhaul its approach to managing its training and related records keeping. It needs to adopt a formal program for new recruits, identify gaps in the training and qualifications of current members and officers and ensure that any missing proficiencies are obtained. The Department needs to improve its administrative and substantive performance in this area to enable it to properly deliver its mandated services. Further comments on record keeping can be found in "Fire Department Records" section of this report.

The Department has a set of operational guidelines ("OGs"), but they are in need of an update. Currently there are insufficient guidelines to cover many of the operational matters required for proper emergency responses, including all of the necessary aspects of conducting an interior attack (an issue also identified more generally in the main report). Absent such guidelines, the Fire Chief relies on officer judgment for determining whether or not to enter a fire-involved structure. Appropriate written operational guidelines, however, are a WorkSafe BC requirement and are necessary under best practices for the fire service. We would recommend that the Department commence the process of developing the necessary guidelines as soon as possible. This does not need to be an overly onerous job in that there many well written operational guidelines available throughout the Province which would provide a baseline upon which the Department can begin the process. We would recommend that the Department work with other departments in the TNRD (many of which also require an updating of their OGs) and develop an appropriate region-wide model for use by the participating departments. This will

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<sup>6</sup> National Fire Protection Association, *NFPA 1021: Standard for Fire Officer Professional Qualifications* (2014 ed.).

reduce the burden on any one department and improve overall interoperability between departments in the TNRD.

The current training levels of the members and officers, and the absence of written operational guidelines covering fire operations, significantly increases the risks in undertaking aggressive interior fire attacks. This is further compounded with the fact that only two members within the Department are qualified in the use of SCBA. A line of duty death or serious injury is a risk that all fire departments must seek to mitigate. In the case of the Department, in the event of a line of duty injury or death, the potential for liability is significant, a risk that is potentially increased by the lack of necessary OGs and the lack of recorded training.

As stated earlier, the Department's officer structure appears reasonably well organized, with the officers having many years of experience. As noted, however, we were unable to assess their formal qualifications and training. Given the issues discussed above, it is important that the Department formally establish the required fire officer proficiencies and competencies consistent with the requirements of the Playbook and relevant NFPA standards. These qualifications likely will need to be achieved through additional training and education. Formal standards should be implemented as soon as possible to maintain and improve the officers' abilities to fulfil their roles at the various fire officer levels. In addition, officers and others who assume the role of team leaders must have the minimum qualifications required for the firefighter function, as well as those of a "Team Leader" as identified in the Playbook. For further information and comments regarding the training and qualifications for firefighters, team leaders, and live fire training, please refer to the main report.

The fire hall property and adjoining field is quite large and can be used to conduct drills; in addition, the Department also conducts drills within the community. There is a standpipe on the fire hall property and hydrants and a water distribution system within the community. During our discussions, a question was raised about the reliability of the water distribution system and the Department's ability to use water during the summer months due to the size of the reservoir. The TNRD is now responsible for the operation of the water system in the Spences Bridge area. This is a matter best discussed with the TNRD. Given that the Department lacks a water tender, a water shortage could critically affect the ability of the SBVFD to undertake fire suppression operations.

The Department occasionally conducts live-fire exercises with vehicles and, in the past, has used pallets and scrap wood to create small practice fires. Some members have attended live fire training in Kamloops and Oliver. Not all members have attended, due to the costs involved.

The Deputy Chief reports that weekly training sessions are well attended, with approximately six members present each week. Attendance is recorded but there is no minimum number of practices members must attend. Frequent absenteeism is addressed when necessary, but the overall membership is too low to let people go. Several members work out of town and cannot attend on a regular basis. While we sympathize with this, we believe the Department should attempt to increase the level of attendance for training nights. For members who work out of

town, it may be necessary to periodically schedule weekend practices, particularly where there is a need to meet the basic training requirements laid out in the Playbook.

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

**Recommendation:** The Department not undertake interior operations on structure fires until it has met all of the following recommendations and the recommendations contained within the “Fire Department Records” section of this report;

**Recommendation:** That a gap analysis be conducted of all the current training level of all members, as such training compares to the requirements outlined in the Playbook and is otherwise required by the NFPA, and the Department train up its members and officers accordingly. If the Department intends to operate as an Interior Operations Service Level department, it also needs to ensure that members are trained in matters such as SCBA and RIT;<sup>7</sup>

**Recommendation:** From the gap analysis, the Department should develop a written training plan encompassing the requirements outlined in the Playbook and relevant NFPA standards to enable the Department to provide its chosen operational service level;

**Recommendation:** The Department develop an annual training schedule to ensure all elements of the training plan are covered on a regular basis;

**Recommendation:** The Department ensure that it has sufficient members and officers trained to Playbook and NFPA standards for all fire ground operations required for conducting an interior attack, including RIT and use of SCBA. As a priority, the Department should ensure that its officers (and any members responsible for incident command) meet the Team Leader and/or Company Officer requirements laid out in the Playbook to ensure proper direction of the members at an incident;

**Recommendation:** The Department update its written operational guidelines for both the administrative and operational functions of the department. These should include all aspects of dealing with all emergency operations the Department may encounter, including interior fire attacks, and should

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<sup>7</sup> National Fire Protection Association, *NFPA 1407: Standard for Training Fire Service Rapid Intervention Crews* (2015 ed.).

specify the minimum levels of training and qualifications required to be involved in such operations; and

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

## Fire Department Records

In the main report, the appendix on “Records” provides a general overview of what records must be maintained to be compliant with WorkSafe BC, and what records should be maintained for good business practices.

Records management is an area where the Department clearly struggles. This is not uncommon for small rural departments across the province but it is an area where the expectations and legal requirements are increasing. The failure to maintain appropriate records puts the SBID and the Department at significant risk of liability under the *Workers Compensation Act* and *Occupational Health and Safety Regulation*. The SBID, as the Authority Having Jurisdiction (the “AHJ”) under the Playbook, is required to ensure that appropriate training records are kept for each individual member.<sup>8</sup> The lack of records also makes it challenging for the Department itself to plan and execute appropriate training over the course of the year, since it is not in a position to determine what skills members still need to learn or which skills require maintenance training.

In relation to training and training records, it should be noted that the following criteria need to be met, to ensure that the Department can readily prove each firefighter’s and officer’s qualifications:

- the training must be delivered by a qualified instructor. The instructor’s qualifications to teach a particular subject or job performance requirement (“JPR”) need to be provable (particularly where training is being delivered in-house);
- the subject matter of the training needs to be clearly described in the records. If the training relates to a particular JPR under an NFPA standard or Playbook requirement, that JPR should be identified; and

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<sup>8</sup> Playbook, section 6, “Instruction, Evaluation and Records Keeping”, at pp. 6-7 of 20.

- each participant in the training needs to be evaluated, and his or her results duly recorded. Ideally, the evaluation process should be described as part of the training program or evident from the records kept.

Similarly, WorkSafe BC requires that the employer maintain appropriate records of various equipment and personal protective gear. At present, the Department has no or minimal records for ladders, turnout gear, SCBA and fire hose. Please see the section on “Fire Apparatus and Equipment” in this report.

**Recommendation:** The Department, in conjunction with the SBID, develop a training records management system to ensure that individual training records for all members are maintained by the Department. As part of these training records, the Department should maintain records of test results and evaluations, external training certifications, driver abstracts and other relevant member qualifications and skills.

**Recommendation:** The Department needs to improve its records keeping of its principal equipment, including turnout gear, fire hoses, SCBA and ladders. Absent such records, the tracking of in-service dates, repairs and maintenance becomes problematic. In the event of a failure of such equipment in the field, whether at an incident or during training, the lack of records may increase the SBID’s risk of liability under the *Workers Compensation Act* and *Occupational Health and Safety Regulation*.

## Fire Hall Facilities

The SBVFD fire hall was built in 2008 and is approximately 800 square feet in size. The building has two back-in apparatus bays and, according to the Deputy Fire Chief, has been built to code. The second apparatus bay is used to house the Department’s FMR unit. The building is owned by the SBID.

While the hall does not contain a training area, the Department has full use of the community school building (located next door to the hall), which includes a classroom and large meeting room. The school provides adequate space for indoor training sessions. The fire hall contains a small office and kitchen area. The building has a single shower facility adjacent to the washroom facility. A small tool area is located in the apparatus bay floor but the vehicles must be driven outside to conduct any work. Overall the building is small but, according to the Deputy Chief, is adequate for the needs of the Department. During our visit, we noted that there was considerable equipment stored on the apparatus bay floors.

The building does not have a vehicle exhaust extraction system. An effective exhaust system is required to prevent noxious and carcinogenic fumes remaining in the fire hall after the vehicles have exited or entered the building and been turned off. Section 31.32 of the *Occupational Health and Safety Regulation* requires that fire departments install effective venting for exhaust gases, unless it can be established that vehicle fumes are below a mandated level. The

Department should consider having WorkSafe BC (or an external testing agency) conduct air quality testing in the hall. If necessary, an operational guideline dealing with the venting of the hall after entry or exit of a vehicle should be developed.

All fire hall maintenance is undertaken by the Department members with major repairs being the responsibility of the SBID.

According to the Fire Chief, the fire hall is centrally located within the Spences Bridge community for both responses and the accessibility for members responding to the hall.

**Recommendation:** The Department should consider air-quality testing the hall in accordance with the *Occupational Health and Safety Regulation*, and either install a venting system and/or develop an OG related to the proper airing out of the fire hall after vehicles enter or exit.

## Fire Apparatus and Equipment

The chart below identifies the fire apparatus currently in use by the Department:

Type	Manufacturer	Date of Manufacture	Pumping Capacity gpm	Tank Capacity (gals)	NFPA Compliant	ULC Compliant
Engine	Western Star	1991	1050	500	?	?
Medical Unit		2008	n/a	n/a	n/a	n/a

We have not seen a Fire Underwriters' ("FUS") review for the Department's fire protection area. Since the Department operates in an area with hydrants, it has the necessary fire apparatus to be rated by the Fire Underwriters. Although the 1991 Engine is beyond its normal 20-year life span, the Department has made application to, and received approval from, the Fire Underwriters to extend that vehicle's life span.<sup>9</sup> The SBID's intention is to continue to extend the life span of the Department's engine to 30 years, if permitted by the FUS.<sup>10</sup> According to the Deputy Chief, the apparatus is tested annually by HUB and to-date has passed each year.

There are, however, obvious risks in attempting to extend the life of fire apparatus beyond ~20 years. Although actual mileage on these vehicles tends to be relatively low, their usage is extreme: they always travel fully loaded, and in responding to any emergency call, typically are significantly stressed by each use. The risks are higher when a department has only a single

<sup>9</sup> Fire Underwriters, *Insurance Grading Recognition of Used or Rebuilt Fire Apparatus* ("FUS Apparatus Recognition"), available at: <http://www.fireunderwriters.ca/downloads.html>

<sup>10</sup> In general, as frontline piece of equipment, the Fire Underwriters only will extend a pumper's ratable lifespan for small to medium-sized communities to a maximum 25 years. We have only seen it extended beyond 25 years in a single instance. Even if approved, there may be an insurance rating impact. See FUS Apparatus Recognition, "Table 1: Service Schedule for Fire Apparatus for Fire Insurance Grading Purposes," at p. 2/6. The table is extracted in Appendix 2 to this report.

pumper, without any reserve or back up in the event that the front-line unit is down for repairs or maintenance. In the case of the Department, the apparatus was purchased from the U.S. and, given its configuration (size of pump and tank plus plumbed in foam), was likely from an urban department. It was therefore potentially well used before being purchased by the Department.

According to the SBID representative, the SBID anticipates replacing the vehicle in the year 2021 or at the 30-year point. Ms. Draney indicated a small capital reserve has been established to fund the eventual replacement of the engine, but at this point it holds only a modest sum. While we are mindful that the community has limited funds, we recommend that serious consideration be given to replacing the vehicle sooner than 2021.

Minor apparatus maintenance is done in-house and annual pump testing and maintenance is contracted out to HUB. The general condition of the apparatus appeared average and recent pump tests were available for inspection and up-to-date.

No information was available on ladder testing. It should be noted that s. 31.37 of the *Occupational Health and Safety Regulation* requires that ground ladders be “used, tested and maintained” in accordance with NFPA 1932.<sup>11</sup> NFPA 1932 requires at least annual testing of ground ladders; it also establishes a regime for ladder inspections which also needs to be followed.<sup>12</sup> Appropriate records of testing and inspection of ground ladders need to be maintained.

Similarly, the Fire Chief indicated that SCBA testing is contracted out but no records were available for inspection. The SBID and the Department need to ensure that both testing and maintenance of SCBA, and related records keeping, meet the requirements of s. 31.26 of the *Occupational Health and Safety Regulation*. It was noted during the inspection, that the Department has a limited number of spare SCBA bottles (two spares for four SCBA units). We were advised that bottles are sent to Kamloops to be filled after use – having only two spares bottles for four units significantly limits when SCBA can be used. The Department should consider acquiring additional spare bottles.

Small engines and other equipment are primarily maintained and repaired in-house.

It was noted during the equipment inspection that several sets of turnout gear were beyond the typical 10-year life-span and were in need of replacement.<sup>13</sup> According to the Fire Chief they

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<sup>11</sup> National Fire Protection Association, *Standard on Use, Maintenance, and Service Testing of In-Service Fire Department Ground Ladders* (2015 ed.). The regulation actually refers to the 1989 edition of the standard, as WorkSafe BC has failed to update its references in Part 31 for decades. The common approach is to use the most recent edition of the relevant NFPA standard.

<sup>12</sup> See NFPA 1932, Chapter 6 and Chapter 7.

<sup>13</sup> The thermal protective qualities of the turnout gear erode over time, even if it appears fine externally. The 10-year life span is recognized in NFPA 1851, *Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* (2014 edition). This is a companion standard to NFPA 1971, *Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* (2013 edition). NFPA 1971 is one of the two compliance standards referenced for

had budgeted to purchase one additional set this year but that would still result in several sets being outdated. The Deputy Chief indicated that anyone doing interior fire attacks is issued up-to-date gear. We would recommend that any turnout gear older than ten years be clearly marked as “Training Gear Only” and that all members be issued with up-to-date turnout gear. Under s. 31.11 of the *Occupational Health and Safety Regulation*, the Department is required to have written procedures for the inspection, cleaning and drying of protective clothing. Records of the care, maintenance and use of protective clothing and equipment need to be maintained.

Fire hose is not tested nor are records kept. Fire hose is integral equipment to fire fighting. The failure of such equipment at an emergency fire scene has the potential to cause serious injury to fire fighters and/or cause unnecessary delays during fire ground operations. The Office of the Fire Commissioner identifies fire hose testing as an issue in its audit document, and the NPFA provides for annual hose testing under its relevant standard.<sup>14</sup> We would recommend the Department investigate the possibility of obtaining a hose tester to be shared amongst area fire services.

According to the Deputy Chief, the Department has adequate and appropriate apparatus and equipment to provide its mandated services – we generally concur with this view, subject to the notes above regarding risks attendant on extending the life of apparatus without having a reserve unit, the age of some of the turnout gear and need for additional spare SCBA bottles. The topic of appropriate funding for replacement of apparatus and equipment is discussed in the budgets/financing portion of this report.

**Recommendation:** The Department ensure that turnout gear for use at incidents is replaced on a 10-year cycle. Older gear may be used for training (though not live-fire), but should be clearly marked.

**Recommendation:** The Department undertake necessary equipment testing and develop appropriate records keeping related to the maintenance and repair of its equipment, including ladders, fire hose, and personal protective equipment.

**Recommendation:** The Department, in collaboration with other TNRD departments, investigate the possibility of obtaining a hose tester to be shared amongst area fire services.

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firefighter personal protective equipment in section 31.14 of the *Occupational Health and Safety Regulation*.

<sup>14</sup> Office of the Fire Commissioner, “Fire Department Inspection and Audit Checklist” (Nov. 2012) at p. 4; National Fire Protection Association, *NFPA 1962: Standard for the Care, Use, Inspection, Service Testing, and Replacement of Fire Hose, Couplings, Nozzles, and Fire Hose Appliances* (2013 Ed.), s. 4.1.2.

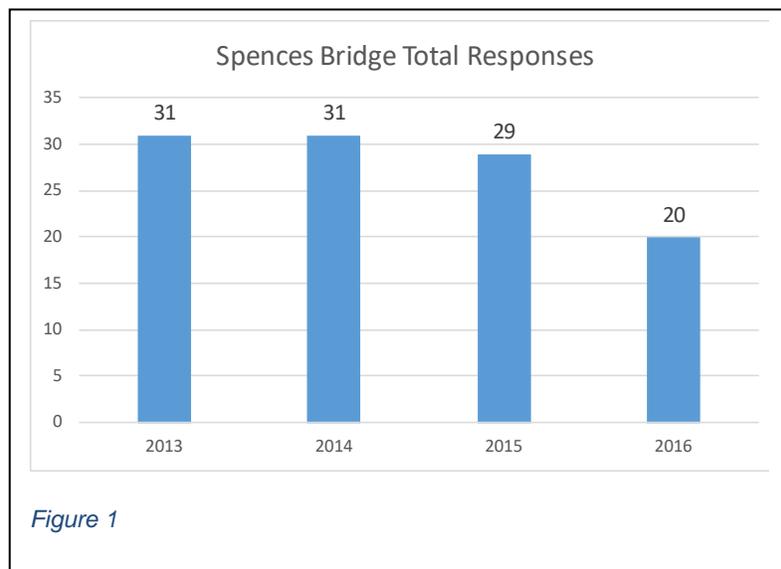
## Fire Department Responses

As part of the fire department review, the Department's responses have been analyzed based on the dispatch records provided by the Kamloops Fire Department. Records have been provided for the complete years 2013 to 2016.<sup>15</sup>

During the four years, 2013 to 2016 the Department responded to a total of 111 emergency and non-emergency incidents. Responses included mutual aid responses to Lytton, Ashcroft and the Lower Nicola Indian Band.

## Total Responses

Total responses by the Department over the period are shown in Figure 1. This is an average of 26.75 per year with 2013, 2014 and 2015 having nearly identical call volume with 2016 being about 30% less.

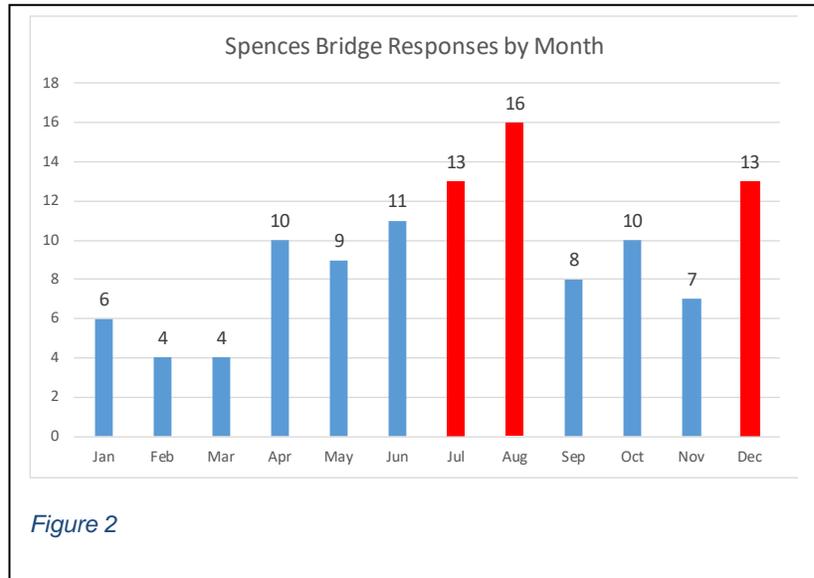


<sup>15</sup> Partial records were provided for the last part of 2012 and the first months of 2017 however for purposes of analysis only complete years were reviewed.

## Responses by Month

Responses by month are shown in Figure 2. The highest call volume occurs in August with 16 responses followed by July and December with 13 each.

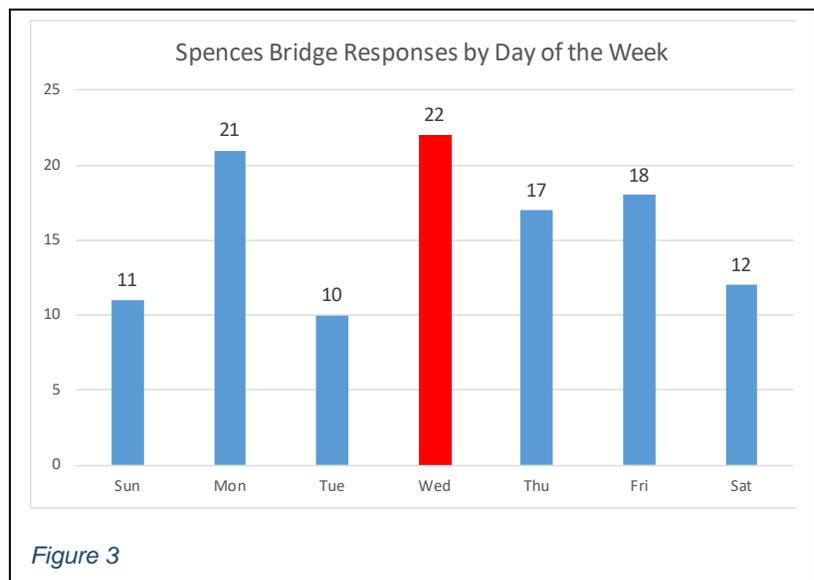
The months with the lowest call volume are February and March with four incidents in each of those two months.



## Responses by Day

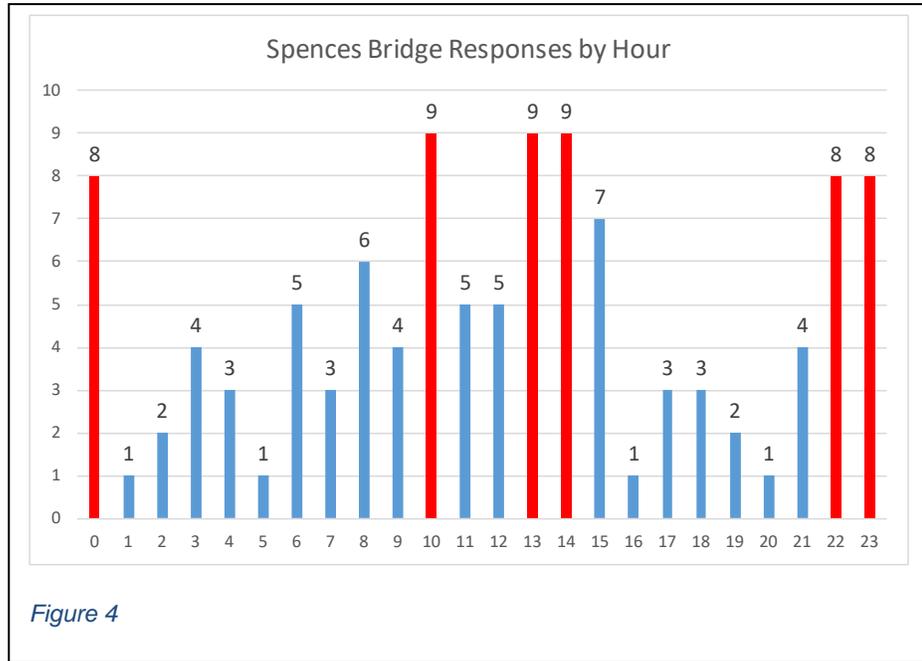
Responses by day of the week are shown in Figure 3. Most fire departments tend to have their peak call volume at the end of the week with the lowest call volume mid-week.

In this regard, the Department is an anomaly with its peak call volume on Wednesday, essentially double the call volume for Saturday and Sunday.



## Responses by Hour

Response by hour is shown in Figure 4 with peak call volume of nine incidents occurring in the hours commencing at 10:00, 13:00 and 14:00. These hours are followed by the next highest call volume of eight incidents at 22:00, 23:00 and midnight. This type of high call volume in the late evening and at midnight is usually found only in resort departments such as Whistler.



## Response Priority

The majority of responses by the Department are classified as 'Emergency' as shown in Figure 5. These responses are with lights and sirens and constitute 93% of the total.

Response Priority	2013	2014	2015	2016	Total
Emergency	31	28	27	18	104
Non-Emergency		3	2	2	7
<b>Total</b>	<b>31</b>	<b>31</b>	<b>29</b>	<b>20</b>	<b>111</b>

*Figure 5*

## Response by Type

The types of responses are summarized in Figure 6 and show that the highest occurrence is for Medical at 64 over the period or 63.9% of the total.

Interface fires comprise 9% of the responses by the Department while Structure fires equate to 2.7% of the total.

Incident Type	Count
MEDICAL	64
MOTOR VEHICLE INCIDENT	8
INTERFACE FIRE - DANGER MODERATE LOW	7
RESCUE - RURAL	7
MISCELLANEOUS	5
MEDICAL - ROUTINE RESPONSE	5
STRUCTURE FIRE RESIDENTIAL	3
INTERFACE FIRE - DANGER HIGH EXTREME	3
RESCUE	2
MOTOR VEHICLE FIRE	2
LANDSCAPE FIRE	1
CARBON MONOXIDE ALARM	1
FIRE BURNING COMPLAINT	1
PUBLIC SERVICE	1
FIRE ALARM RESIDENTIAL	1
<b>Total</b>	<b>111</b>

*Figure 6*

## Response by Area

The majority of the Department's responses (81%) are within Spences Bridge with an additional 21 to surrounding areas by mutual aid agreement. These are summarized in Figure 7.

Response Area	Count
SPENCES BRIDGE FIRE DEPARTMENT	90
LYTTON FIRE DEPARTMENT	7
ASHCROFT VOLUNTEER FIRE DEPARTMENT	6
LOWER NICOLA INDIAN BAND FIRE DEPARTMENT	4
(blank)	4
<b>Total</b>	<b>111</b>

*Figure 7*

In addition to fire suppression duties, the Department provides FMR services, wildland-urban interface suppression and will attend motor vehicle incidents when requested. It does not currently undertake vehicle extrication operations and relies on Ashcroft Road Rescue to provide these services.

The Spences Bridge fire protection area consists primarily of residential and recreational structures although there are a few small commercial establishments and farm buildings. In addition, the fire protection area includes a pipeline, a considerable interface risk and is a major

transportation corridor (which presents the risk of hazmat incidents). In addition, the Department contracts its services to the TNRD for fire protection of the Spences Bridge Transfer Station. The service contract is based on a per hour cost of manpower and equipment during actual events. The Department may also be providing service to the Highland Valley Copper Mine in exchange for financial contributions for capital purchases, though it has no formal agreement in place authorizing it to do so. This matter should be clarified (see discussion below).

On average, both daytime (8:00 a.m. to 6:00 p.m.) and nighttime (6:00 p.m. to 8:00 a.m.) emergency incidents are attended by four volunteers. The Department's low staffing and minimal turnout for incidents presents a significant challenge in the event of a structure fire or other large incident.

During the interview process, we were advised that the SBVFD is covered by a mutual aid agreement with the Ashcroft Volunteer Fire Department. We were not provided with a copy of this agreement, and, in our review of the Ashcroft Volunteer Fire Department, did not see a formal agreement covering Spences Bridge. The Deputy Chief reports that the Lytton Department has also assisted the Department in the past although no formal agreement is in place. See the discussion of mutual aid in the section at the end of this report.

According to the Deputy Fire Chief, the Department is confident it has adequate apparatus, staffing and training to safely respond to most common emergency incidents that might occur within its fire protection area. The only exceptions to this are hazmat incidents and larger wildland-urban interface incidents within the fire service area, which would likely be beyond the Department's capability and require considerable support and the assistance from the Wildfire Service and other agencies. Notwithstanding such confidence, the Consultants have concerns regarding the level of turnout to incidents, the age of the Department's principal apparatus and the uncertainty regarding the level of training obtained by Department members and officers.

The Department does not have a formal pre-fire planning program in place although it has conducted familiarization visits to many buildings within the community. If the Department intends to operate at the Interior Operations Service Level, it must pre-plan all risks larger than a standard residential dwelling, if it intends to be able to conduct interior operations in that structure. Alternatively, it needs to identify any such larger risks which have not been pre-planned, and specifically exclude them from interior operations. It is recommended that a more formal pre-fire planning program be implemented, which should include training all members accordingly.

**Recommendation:** The Department should develop comprehensive pre-fire plans for each potential significant fire hazard situation to better prepare it to manage the situation with limited resources.

## Volunteer Recruitment and Retention

On average, members of the Department are estimated to be in their mid-sixties. According to the Deputy Chief, the turnover of volunteers is estimated at one member every five years. Given these numbers, the SBVFD is considered a low turnover department and has a stable core group. With a current overall membership (including the Fire Chief) of between 13 to 16 members, the Department is understrength and may not meet the FUS requirement of fifteen members plus a fire chief. During the interviews, it was explained that until recently the Department had some 20 members, but that the uncertainty surrounding the operation of the SBID and the Department had resulted in a drop in active members. We would suggest the Department redouble its efforts and seek to increase its overall membership by at least four to six members to maintain its FUS rating and improve turnouts at incidents. Failure to do so may impact the rating of the area by the Fire Underwriters. We recognize that the population from which the Department can draw members is limited: perhaps members who have recently left can be encouraged to return, as the Department and SBID settle the political issues which have impacted the Department's operations. Ultimately, for the both the Department and the community it serves, an increase in the number of responding volunteers is critical to the safe and effective delivery of emergency response services.

According to Deputy Chief, the Department's recruitment drive, while not regularly scheduled, is an ongoing informal process that involves posting notices and personal contact with the public.

The recruitment and retention of volunteers is one of the major issues facing volunteer departments in the province. The section on volunteer recruitment and retention found in the main report provides additional thoughts and ideas on the subject and may provide some insight and some useful approaches to assist in dealing with this matter.

**Recommendation:** The Department recruit additional members to the Department to ensure compliance with the minimum number of members required by the Fire Underwriters and to enable the Department to deliver its services safely and effectively.

## Occupational Health and Safety

The SBID is the employer of the members and officers and is, at law, responsible for occupational health and safety ("OH&S") matters, including, among other things, operating a proper OH&S program, instituting and operating a worker representative system (or joint committee) and implementing a WHMIS program.<sup>16</sup> The SBID is also legally responsible for ensuring that firefighters and officers are properly trained for their roles, and members are appropriately supervised while performing emergency scene operations, training and other functions. While the Department's officers and members must actually implement the operative provisions of such a program, and make any programs which are established actually function,

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<sup>16</sup> Workplace Hazardous Materials Information System

the SBID’s Board has an oversight role and is ultimately responsible for ensuring compliance. There is a detailed overview of *Workers Compensation Act* issues contained in the main report.

It is not clear how many individuals would be considered “employees” of the SBID for OH&S purposes. Prior to the recent downturn in Department membership, it is likely that the total number exceeded 20 individuals (including trustees, Department members and other volunteers or workers). The Department would have to be considered a “high risk” undertaking. The question of the nature of the OH&S program which must be operated depends on the total number of employees and risks they face. The following table is used:<sup>17</sup>

Number of workers	Program required for workplace based on hazard rating		
	Low	Medium	High
Fewer than 20	Less formal*	Less formal*	Less formal*
20 or more but fewer than 50	Less formal*	Formal	Formal
50 or more	Formal	Formal	Formal

Given the variation in staffing levels, and the risks faced by Department members, the safest approach is to assume that the Department requires a formal OH&S program. In addition, either a separate worker health and safety representative system needs to be implemented covering the Department or a joint committee established (depending on the number of members in the Department: less than 20, only a health and safety representative is needed).<sup>18</sup> The SBID also needs to ensure that the Department conforms with the prescriptive requirements of the *Workers Compensation Act* (the “WCA”) and related *Occupational Health and Safety Regulation*, including:

- training of workers and supervisors and related records keeping;
- proper supervision of workers while undertaking their various functions; and
- equipment testing, maintenance and related records keeping.

<sup>17</sup> WorkSafe BC, *How to Implement a Formal Occupational Health and Safety Program* (2017 edition), at p. 7. Available at: <https://www.worksafebc.com/en/resources/health-safety/books-guides/how-to-implement-a-formal-occupational-health-and-safety-program?lang=en>.

<sup>18</sup> Section 31.3(1) of the *Occupational Health and Safety Regulation*. With fewer than 20 members, a representative system is used; if the Department has 20 or more members, they must move to operating a formal joint committee: *Workers Compensation Act*, ss. 125 and 139. The same obligations apply regardless of whether using a committee or single representative.

The main report provides an overview of what the OH&S program must include and issues to be considered in relation to the formation and operation of a worker health and safety representative system.

**Recommendation:** The SBID and the Department need to review the formal, legal requirements for an OH&S program and worker health and safety representative appointment, and ensure compliance with the *Workers Compensation Act* and related regulations. The main report contains a detailed overview of these obligations.

## Budgets and Financing

The SBID is responsible for developing the Department's draft budget. Informal input is received from the Fire Chief in terms of equipment he would like to see purchased and is considered in relation to the budget as a whole. Final approval of the budget rests with the SBID Trustees.

The 2016 financial statements for the SBID indicate that the total expenditure for the year was \$73,535, broken down as follows:

- Administration: \$20,931 (including insurance, audit/legal, trustee fees, etc.);
- Fire Protection \$45,852; and
- Street Lighting \$6,752.<sup>19</sup>

There was a small deficit for the year in question. A significant portion of the administration costs likely reflect fire department operating costs (e.g., much of the cost of the insurance is probably attributable to Department operations). The Department itself was responsible for bringing in slightly more than \$14,000 in revenue. The aggregate amount of tax levies and government grants was \$57,370. The tax rate per \$1,000 of assessed value was reported to be approximately \$4.50 for fire department operations.<sup>20</sup> The SBID has a small tax base which means that, even with a constrained budget, the cost to taxpayers for operating the service is relatively high. We understand a similar problem is impacting the delivery of water services by the TNRD, where significant price increases for water have been, or are being, experienced.<sup>21</sup>

According to the Fire Chief, there is only about \$3,000 of annual discretionary spending available to the Department.

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<sup>19</sup> Spences Bridge Improvement District, *Financial Statements for the Year ended December 31, 2016* (the "Financial Statements"). We only saw a single year of financial statements.

<sup>20</sup> F. Banham email, 14 August 2017.

<sup>21</sup> TNRD, "Public Meeting November 9, 2016, Spences Bridge, BC: Community Water and Solid Waste Disposal Service," PowerPoint presentation at p. 18/32.

The SBID has managed to build some reserve funds. The 2016 financial statements showed a capital fund with \$165,107, a general fund with \$17,896 and a renewal reserve fund with \$114,410.<sup>22</sup> It is not clear from the financial statements how these funds are intended to be allocated between street lighting and the fire service (or, possibly, any past obligations with respect to the waterworks system).

As noted in the training section, the Department is going to have to invest in improved training and records keeping to meet Playbook and WorkSafe requirements. Inadequate training budgets make it difficult for the Department to meet its obligations and effectively train and maintain training for its members. The total amount spent on training in 2016 was \$1,403 (out of a budget of \$2,000 for training).

The fact that the Department has minimal training props and minimal training aids indicates a lack of funding in this area. In addition, given that each member should undertake live fire training on an annual basis, our general recommendation for training budgets is a minimum of \$1,000 per member for smaller departments. Those departments providing a full range of services, such as auto extrication, FMR and rescue services, etc., generally require an annual training budget of \$1,500 to \$2,000 per member.

Given the budget constraints, it may be overly ambitious for the Department to attempt to meet the Interior Operations Service Level requirements at this time. The cost of training up, and then maintaining the training, of sufficient members to safely undertake interior attacks and primary search and rescue, may well be too great at this stage in the Department's development. Unless additional sources of funding for training can be found, and more responding firefighters recruited, it may make more sense to focus on the requirements for exterior operations only.

The members of the Department are committed to protecting the community they serve. They are operating on a very small budget and doing the best they can with what they have. This commitment needs to be acknowledged and appreciated. In order to bridge some of the records keeping and administrative issues, additional volunteers from the community may need to step forward to assist with these functions. The Department's long-term sustainability, however, may be in question if additional funding cannot be found to bridge the gaps in training, records keeping, equipment testing and related matters.

**Recommendation:** The Department must invest in additional training for its members and officers. It operates with a constrained budget and small tax base, but this training is required for its safe operation and compliance with its legal obligations. Funding for training must be a priority. The Department cannot be sustained long-term without making such an investment.

**Recommendation:** The Department will likely require further assistance with updating and improving various of its administrative functions and operations, including records keeping and development of a compliant OH&S program. Given

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<sup>22</sup> Financial Statements at p. 12/16, section 6, "Accumulated Surplus."

budget constraints, additional volunteers from the community, prepared and capable of helping with administrative matters, are likely required.

## Legal Structure and Bylaw Review

As noted, the Department is operated by an improvement district. The SBID itself was originally established in 1957, to develop and operate a water service.<sup>23</sup> Responsibility for fire protection and street lighting was added in 1961.<sup>24</sup> The Department's formal establishment, operations and powers are provided for under the following bylaw:

- *Fire Department Establishment and Operations Bylaw*, being Bylaw No. 124, 1994 ("Bylaw No. 124").

The Department also provides services under contract to the TNRD and the Cooks Ferry Indian Band (the "Band").<sup>25</sup> The Department also may be providing service to the Highland Copper mine, although no agreement covering those services was provided for review.

The services to the TNRD include fire protection for the "Garbage Transfer Station Site" and performing "water duties" for the Spences Bridge Community Water System. The services to the Band include fire protection and FMR services. We would note that the SBID's commitment to provide FMR services to the Band presents issues, given that its FMR-trained members have recently resigned. This matter should be reviewed with the Band and the agreement amended as required.

In relation to the provision of FMR, during the interviews it was suggested that responsibility for this service actually fell on a separate society. This view, however, seems mistaken: the consent and indemnity agreement with BC Emergency Health Services is with the SBID and references the Department.<sup>26</sup> As such, FMR services are a direct responsibility of the SBID.

The following sections review the existing bylaw structure and service agreements with the TNRD. Nothing in this report should be construed as legal advice. Any legal or liability issues identified in this report should be reviewed by the SBID with external counsel.

**Recommendation:** The Department needs to review the obligation to provide FMR to the Cooks Ferry Indian Band and amend the underlying service agreement.

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<sup>23</sup> Spences Bridge Waterworks District Letters Patent, 21 June 1957. The service area was expanded several times over the course of the period up to 2006.

<sup>24</sup> OIC 1480, 1961.

<sup>25</sup> It is not clear if there is also a service contract with the Highland Copper Mine, or only an informal arrangement. If the arrangement is informal, the District should develop a specific agreement covering the services provided.

<sup>26</sup> First Responder (Consent and Indemnity) Agreement, 17 August 2009. The Province is represented by the predecessor to the BC Emergency Health Services, the Emergency and Health Services Commission.

**Recommendation** If the Department actually provides services to the Highland Copper Mine, it necessary to document this obligation in a formal services agreement.

### **Establishment and Operational Bylaw**

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

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

It should be noted that, under the Playbook, the SBID was supposed to set the service level for the Department by 30 June 2016. The Deputy Chief expressed uncertainty whether this has officially been done. The service level may be set by policy: a form is attached as Appendix 3 to this report, which may be adapted as required. The Department has indicated that it intends to work towards the Interior Operations Service Level (and the draft service level policy reflects that choice) – at present, however, based on its training levels, staffing levels, lack of pre-plans and financial challenges, the Department should restrict itself to exterior operations. Language restricting the Department to exterior operations is included in the draft policy. Before raising the Service Level, the Department should report back to the SBID, confirming that it has met the requirements of the Playbook. As noted above, the SBID and Department may wish to instead elect to operate at the Exterior Operations Service Level until the uncertainties surrounding governance are settled and the issues identified in this report are addressed.

Bylaw No. 124 itself is quite dated. Given the advent of the Playbook, the SBID may wish to update the bylaw. However, in terms of priorities, we would suggest that the SBID and Department focus first on addressing its training and records keeping challenges. However, when the bylaw is updated, the following matters should be considered:

- Any revision should specifically reference the Playbook in connection with training standards. It also should provide a process for setting and changing the Service Level

being offered. We typically recommend that the Service Level be set by policy, not in the bylaw itself, so that there is greater flexibility.

- Extra-jurisdictional responses are addressed in section 6 of Bylaw No. 124. At present, extra-jurisdictional response may only be undertaken where there is a written contract or agreement. It is common to provide for other exceptions as well, including:
  - Responses in support of the Wildfire Service under the *Wildfire Act* (B.C.), in accordance with the Wildfire Service’s current operational guidelines or Province’s inter-ministerial agreement;<sup>27</sup>
  - Responses in connection with an authorization received from Emergency Management BC (“EMBC”), with an EMBC authorization number (e.g., for road rescue) or at the request of the Office of the Fire Commissioner with appropriate EMBC authorization (typically where there is an emergency resource mobilization related to a major wildfire or natural disaster);
  - Discretionary responses on the periphery of a Department’s fire service area in relation to events which, if left untended, may pose a threat to the fire service area;
  - Responses made with the authority of the SBID; and
  - Responses made under or in relation to a local or provincial declaration of emergency under the *Emergency Program Act* (B.C.).

In relation to responses into the unincorporated portions of the TNRD (i.e., on the periphery of the Department’s defined service area), the SBID should enter into an appropriate, permissive agreement with the TNRD that permits (but does not require) such a response. The Fire Chief should be given appropriate latitude to order an extra-jurisdictional response, but any long-term commitment of resources – such as for a major wildfire event – should involve a clear authorization process. The Fire Chief should be required to develop appropriate operational guidelines covering extra-jurisdictional responses.

- In any revised bylaw, the range of the Department’s responsibilities should be more clearly set out (see section 7 of Bylaw No. 124). It is common to authorize a fire department to provide a variety of services such as the following:
  - Fire suppression (subject to the chosen Level of Service);
  - Wildfire and interface fire suppression;
  - Fire prevention, pre-fire planning and public education;
  - Emergency health services (subject to any agreement with the BC Emergency Health Services Commission) and/or ancillary health services under the *Emergency Health Services Act* (B.C.);
  - Vehicle extrication/road rescue services;

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<sup>27</sup> British Columbia Provincial Coordination Plan for Wildland Urban Interface Fires (25 July 2016). Apparently, this plan now supersedes the previous Wildfire Service Operational Guideline (OG 1.06.01).

- Technical rescue services – the types of technical rescue authorized should be specified (e.g., low angle, high angle, confined space) or a process laid out for approving particular forms through policy (i.e., approved by the SBID);
- Hazardous materials responses;
- Water rescue and/or swift water rescue;
- Fire-cause investigations;
- Support of other emergency response agencies including police and ambulance; and
- Such other life and health safety responses as may be authorized through a defined process.<sup>28</sup>

We recommend that the bylaw provide a process by which the Department can introduce new services, subject to approval by the SBID. Any services provided, however, must be made subject to training and the availability of sufficient personnel and equipment.

- Section 8 requires the Fire Chief to establish rules, regulations, policies and committees necessary to operate the Department. The SBID needs to ensure it is meeting its ratification obligation under this section – in that it needs to review and ratify any rules, regulations or policies proposed by the Chief. In addition, we would recommend that the Fire Chief specifically be required to establish operational guidelines that are required by the *Workers Compensation Act* and the *Occupational Health and Safety Regulation*, as well as by the *Playbook* or Service Level Policy of Council.
- Section 9 deals with incident command. Incident command is a matter which should be addressed in the Department’s operational guidelines: the bylaw should direct the Fire Chief to develop and implement an operational guideline dealing with this issue. If left in the bylaw, the reference to seniority needs to be modified by the concept of “qualified”: a more “senior” member (in terms of time served in the Department) is not necessarily the most qualified for incident command.
- Section 10 notes that the Fire Chief is responsible for, among other things “enforcement of the *Fire Services Act* and regulations” and for acting as the local assistant to the Fire Commissioner (“LAFIC”). The *Fire Services Act* is slated to be replaced by the *Fire Safety Act*, which passed third reading in May 2016. One of the impacts of the new statute is that the position of LAFIC is being abolished.

**Recommendation:** The SBID consider updating the Department’s operational bylaw, Bylaw No. 124, in due course. Priority, however should be given first to addressing the issues identified regarding training and records keeping..

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<sup>28</sup> The bylaw should define the process by which new services may be added (and what authorization is required).

## New Fire Safety Act

The new *Fire Safety Act* (B.C.) received third reading in May 2016, but it has not yet come into force. The Office of the Fire Commissioner is in the process of drafting the regulations which are needed before the statute can come into effect. It is unclear when these regulations will be completed. The new *Fire Safety Act* replaces the *Fire Services Act* (B.C.). It is, at present, unclear whether or the extent to which the new *Fire Safety Act* will impact the SBID. The definition of “local authority” in section 1 does not expressly include improvement districts. However, it is possible that the Minister may prescribe by regulation that each improvement district which provides fire services is a “local authority” for the purpose of the statute.<sup>29</sup> The SBID will need to keep a watching brief on the status of the new act.

At a high level, the new statute will impact:

- fire inspections of public buildings within those fire protection areas which have building inspection programs, or within municipalities;
- the obligation to have fire inspectors and fire investigators available for the entire area under the jurisdiction of the “local authority”. For the SBID, this means that it may need to have a fire inspector and investigator for its service area; and
- the powers exercised by fire chiefs and local authorities.

### Fire Inspections

Under the new *Fire Safety Act*, the existing obligation to operate a regular system of inspections of public buildings<sup>30</sup> is replaced by the obligation to establish a risk-based compliance monitoring system for public buildings which encompasses:

- fire safety inspections; and
- fire safety assessments.<sup>31</sup>

The *Fire Safety Act* did not broaden the mandatory inspection obligation: as with the *Fire Services Act*, regular fire inspections are only mandatory for municipalities. There will be no obligation on the SBID to operate a regular fire inspection regime.

The existing language in the statute,<sup>32</sup> however, *does require* that the local authority have available one or more inspectors to conduct inspections on complaint or if deemed necessary.<sup>33</sup> The rationale for this requirement is that the position of LAFC, which included a power to

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<sup>29</sup> Which is possible under paragraph (c) of the definition of “local authority.” See: *Fire Safety Act*, s. 1.

<sup>30</sup> *Fire Services Act* (B.C.), ss. 26 and 36.

<sup>31</sup> *Fire Safety Act*, s. 20. The term “public buildings” is defined in s. 1.

<sup>32</sup> There has been some pressure to amend this language: Letter, A. Richmond, UBCM President to Ministers Yamamoto and Fassbender, 7 June 2016. According to the UBCM, the province has recently indicated that it will review and revise the relevant language.

<sup>33</sup> See sections 8(1) and 9 (a) – (c) of the *Fire Safety Act* regarding the appointment and potential responsibilities of a fire inspector.

conduct inspections on complaint, will no longer exist. As the SBID already designated the Fire Chief as its LAFC, which included the power of inspection on complaint, no material change in its operational requirements will be needed. However, following a transition period, “fire inspectors” will need to meet the training and proficiency requirements specified by regulation.<sup>34</sup> Those regulations have not yet been promulgated. This may create a new training obligation that needs to be met.

### **Fire Investigations**

The requirements relating to fire investigations are set out in Part 7 of the *Fire Safety Act* (ss. 22 – 27). As with fire inspectors, a “local authority” (which may include the SBID):<sup>35</sup>

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

Again, the Fire Chief was already fulfilling the role of LAFC, so no substantive change is going to be required to meet this obligation. As with fire inspectors, however, fire investigators will be required to meet prescribed training standards (which have not yet been issued) after a defined transition period.<sup>36</sup>

Under section 25, if the statute applies to it, the SBID will be required to commence a fire investigation within five days of learning of a fire that has destroyed or damaged property or resulted in death or injury.

### **Powers and Authority**

Under the *Fire Services Act*, powers and authority were granted principally through the mechanism of appointing fire chiefs as LAFCs.<sup>37</sup> In a municipality, the fire chief automatically became the local assistant; for regional district and improvement district fire departments, application was required from the relevant local government. The role of local assistant, however, is being abolished.<sup>38</sup> In place of the powers granted to local assistants, the new statute:

- grants a fire chief (or designate) the power to order a tactical evacuation where he or she “believes that is an immediate threat to life due to a fire or explosion”,<sup>39</sup> and
- deems “fire chiefs,” fire investigators and fire inspectors to be peace officers for the purposes of the new act.

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<sup>34</sup> *Fire safety Act*, s. 8(2). The transition period is provided for in s. 53.

<sup>35</sup> *Fire Safety Act*, s. 23(1).

<sup>36</sup> *Fire Safety Act*, s. 23(2).

<sup>37</sup> *Fire Services Act*, s. 6.

<sup>38</sup> Under s. 55 of the *Fire Safety Act*, local assistants are required to return their badges within three months of the new statute coming into force.

<sup>39</sup> *Fire Safety Act*, s. 13.

Certain other powers are granted to both fire inspectors and fire investigators (e.g. the power to enter onto property, the power to issue orders, etc.), and local authorities are granted the power to order a “preventive evacuation” where the local authority “believes that conditions exist on or in the premises that fire on or in the premises would endanger life.”<sup>40</sup>

**Recommendation:** The SBID should keep a watching brief on the new *Fire Safety Act* and its implementation. If required, the new powers and requirements of this statute will have to be incorporated into the Department’s operational bylaw, Bylaw No. 124.

## Service Agreements

The SBID has two service agreements with TNRD as well as a service agreement with the Cooks Ferry Indian Band. It may also have an agreement or arrangement of some form with Highland Copper Mine. The latter obligation, if it exists, needs to be clarified and documented.

### TNRD Agreements

*Transfer Station Agreement.* The fire service agreement relates to the waste transfer station operated by the TNRD, which is located at 9549 Highway 8, about six kilometres east of Spences Bridge. The version of the agreement we were provided for review is dated 9 June 2011 (with effect from 1 July 2011) (the “Transfer Station Agreement”). However, it expired on 30 June 2015.<sup>41</sup> If it has not been renewed, that should be attended to by the SBID as the Department is not authorized under its bylaw to respond extra-jurisdictionally except under an agreement.

The Transfer Station Agreement is very basic: the SBID agrees to provide a response if it has staffing and equipment available. Calls within the Department’s fire service area take precedence. The TNRD only pays for the service if there is a call-out.<sup>42</sup>

There are no provisions dealing with liability and no specific provisions stipulating the power of the Department to operate at, or control an emergency at the transfer station. In any update, these issues should be addressed. The volunteer nature of the response being provided should be expressly stated as well. As noted in the discussion of extra-jurisdictional responses under Bylaw No. 124, the SBID should, at the same time, obtain permission to respond into the unincorporated portions of the TNRD on or near the periphery of the Department’s service area, where an incident threatens the fire service area.

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<sup>40</sup> On fire inspectors’ powers, see ss. 10 and 11; on fire investigators’ powers, see s. 26. The power of a “local authority” to order a preventive evacuation is set out in s. 14 of the *Fire Safety Act*.

<sup>41</sup> “Term” in section 1.1. The agreement expired on 30 June 2014, but rolled over automatically for one further one-year term.

<sup>42</sup> Transfer Station Agreement, ss. 2.1, 3.1 and 4.1, respectively.

*Water Service Agreement.* The TNRD has a short letter agreement between itself and the Fire Chief, under which the TNRD agrees to make donations to the Department in exchange for the Fire Chief agreeing to flush hydrants and standpipes on a weekly basis for a specified period of time. The letter agreement is dated 2010; it has no specific termination date. It is not clear whether this service is still being provided, or if there is an updated agreement in place.

### **Cooks Ferry Indian Band**

The fire service agreement between the SBID and the Band is dated as of 1 April 2015 (the “Band Agreement”). The Band Agreement has expired, which poses a problem for the Department, since it is not authorized to undertake extra-jurisdictional responses without a valid agreement in place.<sup>43</sup>

The SBID has agreed to provide both “Fire Protection” and “First Responder” (i.e., FMR) services to the Band.<sup>44</sup> As noted above, the Department’s ability to provide FMR services has been impacted by the loss of the personnel trained to provide FMR. Any future agreement should ensure that the obligation to provide FMR (or any service) is entirely dependent on the availability of appropriately trained personnel and related equipment.

When the Band Agreement is updated, the following issues should be addressed:

- The volunteer nature of the response needs to be specifically recognized. No liability should attach in the event that there is a delayed or insufficient (or no) response, as a result of an inadequate turnout by the volunteers.
- The SBID should clarify whether it is intending to provide interface protection. We would recommend that an interface fire (as opposed to a structure fire which threatens the interface) probably should be excluded from coverage. A call for assistance should instead be directed to the BC Wildfire Service.
- The Department does not have a water tender, a point which should be expressly noted in the agreement. This means that the Department must have access to a hydrant for uninterrupted fire suppression.
- Once the Department’s Service Level is clarified, it should be identified in the agreement. However, it should specifically note that the SBID may lower the service level at any time (so, go from “Interior Operations” to “Exterior Operations”) and that the Department (if it is offering an Interior Operations Service Level) may, on any given callout, only be able to provide the Exterior Operations Service Level.
- The powers and authority of the Department to operate at and control the scene of an emergency on Band lands should be expressly stated. The preferred approach is to

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<sup>43</sup> The agreement expired as of 31 March 2016.

<sup>44</sup> See the definitions in section 1 and section 4 of the Band Agreement.

stipulate that the Department may, in connection with an incident, exercise the same powers and authority on Band lands as it does within its fire service area.

- The Band should be required to:
  - Ensure that the Department has ready access to each property which is being protected;
  - Keep all roads clear; and
  - Keep all water systems, which are to be used by the Department, operational and free from obstruction.
- Section 7 deals with the Band making “its fire suppression equipment available” to the Department for use on Band lands. It is not clear what equipment is contemplated by this section.
- Section 9 provides that the Band will pay \$15,000 for services being provided during the agreement’s one-year term. This agreement should probably be moved to a multi-year agreement, with a fixed cost escalator (e.g., 3% per annum).

**Recommendation:** The SBID needs to ensure that it has in place a current agreement with each extra-jurisdictional service client, as the Department is not authorized to provide services without an agreement in place.

**Recommendation:** When the various service agreements are updated, the SBID should review the comments in this section, and build out some protections for itself and clarification as to the nature and level of service being provided.

## Mutual Aid Agreements

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

As noted in the discussion of Bylaw No. 124, a fire department’s operational authority does not extend beyond the boundaries of its defined fire service area. Mutual and automatic agreements provide the mechanism by which such assistance can legally and properly be provided, as well as protection for the fire departments involved. This is particularly critical for the Department, since its authority to undertake extra-jurisdictional operations is very narrowly cast.

During the interview, the Department noted that it had an agreement with Ashcroft, and had received support from Lytton. The Department's recorded responses indicate that it has provided assistance to both jurisdictions over the past five years. We have not found any formal agreement with Ashcroft or Lytton. As such, the SBID cannot rely on getting assistance from any of its neighbours (and cannot provide assistance to them).

We would recommend that the SBID review the potential for mutual aid and develop appropriate agreements with its neighbours.

**Recommendation:** The SBID explore the opportunities for entering into mutual aid arrangements with its nearest neighbours.

## Recommendations and Priorities

Priority	Action
<b>Critical</b>	Immediate. Some critical matters may require that a department, in the interim, review and implement measures to protect members or limit risk until the matter is addressed.
<b>High</b>	Within 12 months. In respect of any recommendations relating to operations and safety, a department should review its current processes and implement measures to protect its members or limit risk, until the matter is addressed.
<b>Moderate</b>	Within 24 months.
<b>Routine</b>	Build into overall planning / within 36 months, depending on the nature of the recommendation.

Section and Recommendations		Priority
<b>Fire Department Training</b>		
1	The Department <u>not</u> undertake interior operations on structure fires until it has met all of the following recommendations and the recommendations contained within the “Fire Department Records” section of this report.	<b>Critical</b>
2	That a gap analysis be conducted of all the current training level of all members, as such training compares to the requirements outlined in the Playbook and is otherwise required by the NFPA, and the Department train up its members and officers accordingly. If the Department intends to operate as an Interior Operations Service Level department, it also needs to ensure that members are trained in matters such as SCBA and RIT;	<b>Critical</b>
3	From the gap analysis, the Department should develop a written training plan encompassing the requirements outlined in the Playbook and relevant NFPA standards to enable the Department to provide its chosen operational service level.	<b>High</b>
4	The Department develop an annual training schedule to ensure all elements of the training plan are covered on a regular basis.	<b>High</b>
5	The Department ensure that it has sufficient members and officers trained to Playbook and NFPA standards for all fire ground operations required for conducting an interior attack, including RIT and use of SCBA. As a priority, the Department should ensure that its officers (and any members responsible for incident command) meet the Team Leader and/or Company Officer requirements laid out in the Playbook to ensure proper direction of the members at an incident.	<b>High</b>

Section and Recommendations		Priority
6	The Department update its written operational guidelines for both the administrative and operational functions of the department. These should include all aspects of dealing with all emergency operations the Department may encounter, including interior fire attacks, and should specify the minimum levels of training and qualifications required to be involved in such operations	High
7	The Department, in conjunction with other area Fire Chiefs, should develop officer qualifications and prerequisites for all positions. Once developed, existing officers should be offered the opportunity to receive the training needed to ensure they fulfil the requirements of the Playbook (with an emphasis first on ensuring that they are fully qualified for all operational fire ground responsibilities). All members within the Department interested in future promotion should be offered the opportunity to take part in the training.	Moderate
<b>Fire Department Records</b>		
8	The Department, in conjunction with the SBID, develop a training records management system to ensure that individual training records for all members are maintained by the Department. As part of these training records, the Department should maintain records of test results and evaluations, external training certifications, driver abstracts and other relevant member qualifications and skills.	High
9	The Department needs to improve its records keeping of its principal equipment, including turnout gear, fire hoses, SCBA and ladders. Absent such records, the tracking of in-service dates, repairs and maintenance becomes problematic. In the event of a failure of such equipment in the field, whether at an incident or during training, the lack of records may increase the SBID's risk of liability under the <i>Workers Compensation Act</i> and <i>Occupational Health and Safety Regulation</i> .	Moderate
<b>Fire Hall Facilities</b>		
10	The Department should consider air-quality testing the hall in accordance with the <i>Occupational Health and Safety Regulation</i> , and either install a venting system and/or develop an OG related to the proper airing out of the fire hall after vehicles enter or exit.	Routine
<b>Fire Apparatus and Equipment</b>		
11	The Department ensure that turnout gear for use at incidents is replaced on a 10-year cycle. Older gear may be used for training (though not live-fire), but should be clearly marked.	Critical

Section and Recommendations		Priority
12	The Department undertake necessary equipment testing and develop appropriate records keeping related to the maintenance and repair of its equipment, including ladders, fire hose, and personal protective equipment.	<b>Moderate</b>
13	The Department, in collaboration with other TNRD departments, investigate the possibility of obtaining a hose tester to be shared amongst area fire services.	<b>Routine</b>
<b>Fire Department Responses</b>		
14	The Department should develop comprehensive pre-fire plans for each potential significant fire hazard situation to better prepare it to manage the situation with limited resources.	<b>Routine</b> (for Exterior Operations) <b>High</b> (if intending to do Interior Operations)
<b>Volunteer Recruitment and Retention</b>		
15	The Department recruit additional members to the Department to ensure compliance with the minimum number of members required by the Fire Underwriters and to enable the Department to deliver its services safely and effectively.	<b>High</b>
<b>Occupational Health and Safety</b>		
16	The SBID and the Department need to review the formal, legal requirements for an OH&S program and worker health and safety representative appointment, and ensure compliance with the <i>Workers Compensation Act</i> and related regulations. The main report contains a detailed overview of these obligations.	<b>High</b>
<b>Budgets and Financing</b>		
17	The Department must invest in additional training for its members and officers. It operates with a constrained budget and small tax base, but this training is required for its safe operation and compliance with its legal obligations. Funding for training must be a priority. The Department cannot be sustained long-term without making such an investment.	<b>High</b>
18	The Department will likely require further assistance with updating and improving various of its administrative functions and operations, including records keeping and development of a compliant OH&S program. Given budget constraints, additional volunteers from the community, prepared and capable of helping with administrative matters, are likely required.	<b>High</b>

Section and Recommendations		Priority
<b>Legal Structure and Bylaw Review</b>		
19	The Department needs to review the obligation to provide FMR to the Cooks Ferry Indian Band and amend the underlying service agreement.	<b>Critical</b>
20	If the Department actually provides services to the Highland Copper Mine, it necessary to document this obligation in a formal services agreement.	<b>High</b>
21	The SBID consider updating the Department's operational bylaw, Bylaw No. 124, in due course. Priority, however should be given first to addressing the issues identified regarding training and records keeping.	<b>Moderate</b>
<b>New Fire Safety Act</b>		
22	The SBID should keep a watching brief on the new <i>Fire Safety Act</i> and its implementation. If required, the new powers and requirements of this statute will have to be incorporated into the Department's operational bylaw, Bylaw No. 124.	<b>Routine</b>
<b>Service Agreements</b>		
23	The SBID needs to ensure that it has in place a current agreement with each extra-jurisdictional service client, as the Department is not authorized to provide services without an agreement in place.	<b>High</b>
24	When the various service agreements are updated, the SBID should review the comments in this section, and build out some protections for itself and clarification as to the nature and level of service being provided.	<b>Moderate</b>
<b>Mutual Aid Agreements</b>		
25	The SBID explore the opportunities for entering into mutual aid arrangements with its nearest neighbours.	<b>Moderate</b>

# Appendix 1: Playbook Requirements

## Structure Firefighters Competency and Training Playbook (2<sup>nd</sup> Edition, May 2015)

### References to NFPA Standards for:

- Train the Trainer
- Exterior Operations Firefighter
- Interior Operations Firefighter
- Full Service Operations Firefighter
- Team Leader Exterior and Interior
- Risk Management Officer
- Company Fire Officer

### Standards Referenced:

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

Train the Trainer	Competency Met
NFPA 1041 4.2.1 – 4.2.4 / 4.3.2 – 4.3.3 / 4.4.1 – 4.4.4 / 4.5.1 – 4.5.3 and 4.5.5	
<b>4.2.1 Definition of Duty.</b> The management of basic resources and the records and reports essential to the instructional process.	
<b>4.2.2</b> Assemble course materials, given a specific topic, so that the lesson plan and all materials, resources, and equipment needed to deliver the lesson are obtained. <b>(A) Requisite Knowledge.</b> Components of a lesson plan, policies and procedures for the procurement of materials and equipment, and resource availability. <b>(B) Requisite Skills.</b> None required.	Yes <input type="checkbox"/> No <input type="checkbox"/>

Train the Trainer	Competency Met
<p><b>4.2.3</b> Prepare requests for resources, given training goals and current resources, so that the resources required to meet training goals are identified and documented.  <b>(A) Requisite Knowledge.</b> Resource management, sources of instructional resources and equipment.  <b>(B) Requisite Skills.</b> Training schedule completion.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.2.4</b> Schedule single instructional sessions, given a training assignment, department scheduling procedures, instructional resources, facilities and timeline for delivery, so that the specified sessions are delivered according to department procedure.  <b>(A) Requisite Knowledge.</b> Departmental scheduling procedures and resource management.  <b>(B) Requisite Skills.</b> Training schedule completion.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.3.2*</b> Review instructional materials, given the materials for a specific topic, target audience, and learning environment, so that elements of the lesson plan, learning environment, and resources that need adaptation are identified.  <b>(A) Requisite Knowledge.</b> Recognition of student limitations and cultural diversity, methods of instruction, types of resource materials, organization of the learning environment, and policies and procedures.  <b>(B) Requisite Skills.</b> Analysis of resources, facilities, and materials</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.3.3*</b> Adapt a prepared lesson plan, given course materials and an assignment, so that the needs of the student and the objectives of the lesson plan are achieved.  <b>(A)* Requisite Knowledge.</b> Elements of a lesson plan, selection of instructional aids and methods, and organization of the learning environment.  <b>(B) Requisite Skills.</b> Instructor preparation and organizational skills.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.1 Definition of Duty.</b> The delivery of instructional sessions utilizing prepared course materials.</p>	
<p><b>4.4.2</b> Organize the classroom, laboratory, or outdoor learning environment, given a facility and an assignment, so that lighting, distractions, climate control or weather, noise control, seating, audiovisual equipment, teaching aids, and safety are considered.  <b>(A) Requisite Knowledge.</b> Classroom management and safety, advantages and limitations of audiovisual equipment and teaching aids, classroom arrangement, and methods and techniques of instruction.  <b>(B) Requisite Skills.</b> Use of instructional media and teaching aids.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.3</b> Present prepared lessons, given a prepared lesson plan that specifies the presentation method(s), so that the method(s) indicated in the plan are used and the stated objectives or learning outcomes are achieved, applicable safety standards and practices are followed, and risks are addressed.  <b>(A)* Requisite Knowledge.</b> The laws and principles of learning, methods and techniques of instruction, lesson plan components and elements of the communication process, and lesson plan terminology and definitions; the impact of cultural differences on instructional delivery; safety rules, regulations, and practices; identification of training hazards; elements and limitations of distance learning; distance learning delivery methods; and the instructor's role in distance learning.  <b>(B) Requisite Skills.</b> Oral communication techniques, methods and techniques of instruction, and utilization of lesson plans in an instructional setting.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.4*</b> Adjust presentation, given a lesson plan and changing circumstances in the class environment, so that class continuity and the objectives or learning outcomes are achieved.  <b>(A) Requisite Knowledge.</b> Methods of dealing with changing circumstances.  <b>(B) Requisite Skills.</b> None required</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.5.1* Definition of Duty.</b> The administration and grading of student evaluation instruments.</p>	

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

Exterior Operations – Firefighter	Competency Met
<p><b>Emergency Scene Traffic</b> NFPA 1001 5.3.3</p>	
<p><b>5.3.3*</b> Establish and operate in work areas at emergency scenes, given protective equipment, traffic and scene control devices, structure fire and roadway emergency scenes, traffic hazards and downed electrical wires, an assignment, and SOPs, so that procedures are followed, protective equipment is worn, protected work areas are established as directed using traffic and scene control devices, and the fire fighter performs assigned tasks only in established, protected work areas.</p> <p><b>(A) Requisite Knowledge.</b> Potential hazards involved in operating on emergency scenes including vehicle traffic, utilities, and environmental conditions; proper procedures for dismounting apparatus in traffic; procedures for safe operation at emergency scenes; and the protective equipment available for members’ safety on emergency scenes and work zone designations.</p> <p><b>(B) Requisite Skills.</b> The ability to use personal protective clothing, deploy traffic and scene control devices, dismount apparatus, and operate in the protected work areas as directed.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Safety &amp; Communications</b> NFPA 1001 5.1.1, 5.1.2, 5.2, 5.2.1, 5.2.2, 5.2.3, 5.3.2, 5.3.17, 5.3.18</p>	
<p><b>5.1 General.</b> For qualification at Level I, the fire fighter candidate shall meet the general knowledge requirements in 5.1.1; the general skill requirements in 5.1.2; the JPRs defined in Sections 5.2 through 5.5 of this standard; and the requirements defined in Chapter 5, Core Competencies for Operations Level Responders, and Section 6.6, Mission-Specific Competencies: Product Control, of NFPA 472, <i>Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.1.1 General Knowledge Requirements.</b> The organization of the fire department; the role of the Fire Fighter I in the organization; the mission of fire service; the fire department’s standard operating procedures (SOPs) and rules and regulations as they apply to the Fire Fighter I; the value of fire and life safety initiatives in support of the fire department mission and to reduce fire fighter line-of-duty injuries and fatalities; the role of other agencies as they relate to the fire department; aspects of the fire department’s member assistance program; the importance of physical fitness and a healthy lifestyle to the performance of the duties of a fire fighter; the critical aspects of NFPA1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.1.2 General Skill Requirements.</b> The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.2 Fire Department Communications.</b> This duty shall involve initiating responses, receiving telephone calls, and using fire department communications equipment to correctly relay verbal or written information, according to the JPRs in 5.2.1 through 5.2.4.</p>	
<p><b>5.2.1*</b> Initiate the response to a reported emergency, given the report of an emergency, fire department SOPs, and communications equipment, so that all necessary information is obtained, communications equipment is operated correctly, and the information is relayed promptly and accurately to the dispatch center.</p> <p><b>(A) Requisite Knowledge.</b> Procedures for reporting an emergency; departmental SOPs for taking and receiving alarms, radio codes, or procedures; and information needs of dispatch center.</p> <p><b>(B) Requisite Skills.</b> The ability to operate fire department communications equipment, relay information, and record information.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.2.2</b> Receive a telephone call, given a fire department phone, so that procedures for answering the phone are used and the caller’s information is relayed.</p> <p><b>(A) Requisite Knowledge.</b> Fire department procedures for answering nonemergency telephone calls.</p> <p><b>(B) Requisite Skills.</b> The ability to operate fire station telephone and intercom equipment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p><b>5.2.3</b> Transmit and receive messages via the fire department radio, given a fire department radio and operating procedures, so that the information is accurate, complete, clear, and relayed within the time established by the AHJ.  <b>(A) Requisite Knowledge.</b> Departmental radio procedures and etiquette for routine traffic, emergency traffic, and emergency evacuation signals.  <b>(B) Requisite Skills.</b> The ability to operate radio equipment and discriminate between routine and emergency traffic.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>5.3.2*</b> Respond on apparatus to an emergency scene, given personal protective clothing and other necessary personal protective equipment, so that the apparatus is correctly mounted and dismounted, seat belts are used while the vehicle is in motion, and other personal protective equipment is correctly used.  <b>(A) Requisite Knowledge.</b> Mounting and dismounting procedures for riding fire apparatus, hazards and ways to avoid hazards associated with riding apparatus, prohibited practices, and types of department personal protective equipment and the means for usage.  <b>(B) Requisite Skills.</b> The ability to use each piece of provided safety equipment.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>5.3.17</b> Illuminate the emergency scene, given fire service electrical equipment and an assignment, so that designated areas are illuminated and all equipment is operated within the manufacturer’s listed safety precautions.  <b>(A) Requisite Knowledge.</b> Safety principles and practices, power supply capacity and limitations, and light deployment methods. supply and lighting equipment, deploy cords and connectors, reset ground-fault interrupter (GFI) devices, and locate lights for best effect.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>5.3.18</b> Turn off building utilities, given tools and an assignment, so that the assignment is safely completed.  <b>(A) Requisite Knowledge.</b> Properties, principles, and safety concerns for electricity, gas, and water systems; utility disconnect methods and associated dangers; and use of required safety equipment.  <b>(B) Requisite Skills.</b> The ability to identify utility control devices, operate control valves or switches, and assess for related hazards.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>PPE and Self Contained Breathing Apparatus</b>  NFPA 1001 5.1.2, 5.2, 5.3, 5.3.1, 5.3.2, 5.5.1</p>	
<p><b>5.1.2 General Skill Requirements.</b> The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>5.2 Fire Department Communications.</b> This duty shall involve initiating responses, receiving telephone calls, and using fire department communications equipment to correctly relay verbal or written information, according to the JPRs in 5.2.1 through 5.2.4.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>5.3 Fireground Operations.</b> This duty shall involve performing activities necessary to ensure life safety, fire control, and property conservation, according to the JPRs in 5.3.1 through 5.3.20.</p>	
<p><b>5.3.1*</b> Use self-contained breathing apparatus (SCBA) during emergency operations, given SCBA and other personal protective equipment, so that the SCBA is correctly donned, the SCBA is correctly worn, controlled breathing techniques are used, emergency procedures are enacted if the SCBA fails, all low-air warnings are recognized, respiratory protection is not intentionally compromised, and hazardous areas are exited prior to air depletion.  <b>(A) Requisite Knowledge.</b> Conditions that require respiratory protection, uses and limitations of SCBA, components of SCBA, donning procedures, breathing techniques, indications for and emergency procedures used with SCBA, and physical requirements of the SCBA wearer.  <b>(B) Requisite Skills.</b> The ability to control breathing, replace SCBA air cylinders, use SCBA to exit through restricted passages, initiate and complete emergency procedures in the event of SCBA failure or air depletion, and complete donning procedures.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p><b>5.3.2*</b> Respond on apparatus to an emergency scene, given personal protective clothing and other necessary personal protective equipment, so that the apparatus is correctly mounted and dismounted, seat belts are used while the vehicle is in motion, and other personal protective equipment is correctly used.</p> <p><b>(A) Requisite Knowledge.</b> Mounting and dismounting procedures for riding fire apparatus, hazards and ways to avoid hazards associated with riding apparatus, prohibited practices, and types of department personal protective equipment and the means for usage.</p> <p><b>(B) Requisite Skills.</b> The ability to use each piece of provided safety equipment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer’s or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer’s or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Ropes and Knots</b> NFPA 1001 5.1.2, 5.3.20, 5.5.1</p>	
<p><b>5.1.2 General Skill Requirements.</b> The ability to don personal protective clothing, doff personal protective clothing and prepare for reuse, hoist tools and equipment using ropes and the correct knot, and locate information in departmental documents and standard or code materials.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.20</b> Tie a knot appropriate for hoisting tool, given personnel protective equipment, tools, ropes, and an assignment, so that the knots used are appropriate for hoisting tools securely and as directed.</p> <p><b>(A) Requisite Knowledge.</b> Knot types and usage; the difference between life safety and utility rope; reasons for placing rope out of service; the types of knots to use for given tools, ropes, or situations; hoisting methods for tools and equipment; and using rope to support response activities.</p> <p><b>(B) Requisite Skills.</b> The ability to hoist tools using specific knots based on the type of tool.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer’s or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer’s or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Fire Streams, Hose and Appliances</b> NFPA 1001 5.3.7, 5.3.8, 5.5.1, 5.5.2</p>	

Exterior Operations – Firefighter	Competency Met
<p><b>5.3.7*</b> Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.</p> <p><b>(A) Requisite Knowledge.</b> Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.</p> <p><b>(B) Requisite Skills.</b> The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1 1/2 in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments. in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.8*</b> Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p> <p><b>(A) Requisite Knowledge.</b> Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.</p> <p><b>(B) Requisite Skills.</b> The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer's or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer's or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.2</b> Clean, inspect, and return fire hose to service, given washing equipment, water, detergent, tools, and replacement gaskets, so that damage is noted and corrected, the hose is clean, and the equipment is placed in a ready state for service.</p> <p><b>(A) Requisite Knowledge.</b> Departmental procedures for noting a defective hose and removing it from service, cleaning methods, and hose rolls and loads.</p> <p><b>(B) Requisite Skills.</b> The ability to clean different types of hose; operate hose washing and drying equipment; mark defective hose; and replace coupling gaskets, roll hose, and reload hose.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Ventilation</b> NFPA 1001 5.3.11, 5.5.1</p>	

Exterior Operations – Firefighter	Competency Met
<p><b>5.3.11</b> Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p><b>(A) Requisite Knowledge.</b> The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer’s or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer’s or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Water Supply</b> NFPA 1001 5.3.15, 5.5.1, 5.5.2</p>	
<p><b>5.3.15*</b> Connect a fire department pumper to a water supply as a member of a team, given supply or intake hose, hose tools, and a fire hydrant or static water source, so that connections are tight and water flow is unobstructed.</p> <p><b>(A) Requisite Knowledge.</b> Loading and off-loading procedures for mobile water supply apparatus; fire hydrant operation; and suitable static water supply sources, procedures, and protocol for connecting to various water sources.</p> <p><b>(B) Requisite Skills.</b> The ability to hand lay a supply hose, connect and place hard suction hose for drafting operations, deploy portable water tanks as well as the equipment necessary to transfer water between and draft from them, make hydrant-to-pumper hose connections for forward and reverse lays, connect supply hose to a hydrant, and fully open and close the hydrant.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer’s or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer’s or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.2</b> Clean, inspect, and return fire hose to service, given washing equipment, water, detergent, tools, and replacement gaskets, so that damage is noted and corrected, the hose is clean, and the equipment is placed in a ready state for service.</p> <p><b>(A) Requisite Knowledge.</b> Departmental procedures for noting a defective hose and removing it from service, cleaning methods, and hose rolls and loads.</p> <p><b>(B) Requisite Skills.</b> The ability to clean different types of hose; operate hose washing and drying equipment; mark defective hose; and replace coupling gaskets, roll hose, and reload hose.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Ladders</b> NFPA 1001 5.3.6, 5.5.1</p>	

Exterior Operations – Firefighter	Competency Met
<p><b>5.3.6*</b> Set up ground ladders, given single and extension ladders, an assignment, and team members if needed, so that hazards are assessed, the ladder is stable, the angle is correct for climbing, extension ladders are extended to the necessary height with the fly locked, the top is placed against a reliable structural component, and the assignment is accomplished.</p> <p><b>(A) Requisite Knowledge.</b> Parts of a ladder, hazards associated with setting up ladders, what constitutes a stable foundation for ladder placement, different angles for various tasks, safety limits to the degree of angulation, and what constitutes a reliable structural component for top placement.</p> <p><b>(B) Requisite Skills.</b> The ability to carry ladders, raise ladders, extend ladders and lock flies, determine that a wall and roof will support the ladder, judge extension ladder height requirements, and place the ladder to avoid obvious hazards.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.5.1</b> Clean and check ladders, ventilation equipment, SCBA, ropes, salvage equipment, and hand tools, given cleaning tools, cleaning supplies, and an assignment, so that equipment is clean and maintained according to manufacturer’s or departmental guidelines, maintenance is recorded, and equipment is placed in a ready state or reported otherwise.</p> <p><b>(A) Requisite Knowledge.</b> Types of cleaning methods for various tools and equipment, correct use of cleaning solvents, and manufacturer’s or departmental guidelines for cleaning equipment and tools.</p> <p><b>(B) Requisite Skills.</b> The ability to select correct tools for various parts and pieces of equipment, follow guidelines, and complete recording and reporting procedures.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Rehabilitation Area (REHAB)</b></p> <p>NFPA 1001 5.1.1, NFPA 1500, NFPA 1584</p>	
<p><b>5.1.1 General Knowledge Requirements.</b> The organization of the fire department; the role of the Fire Fighter I in the organization; the mission of fire service; the fire department’s standard operating procedures (SOPs) and rules and regulations as they apply to the Fire Fighter I; the value of fire and life safety initiatives in support of the fire department mission and to reduce fire fighter line-of-duty injuries and fatalities; the role of other agencies as they relate to the fire department; aspects of the fire department’s member assistance program; the importance of physical fitness and a healthy lifestyle to the performance of the duties of a fire fighter; the critical aspects of NFPA1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ <b>NFPA 1500</b> Standard on Occupational Safety and Health Program</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ <b>NFPA 1584</b> Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Introduction to Basic Fire Behavior and Building Construction</b></p> <p>NFPA 220, NFPA 921, NFPA 1001 5.3.11, 5.3.12, 5.3.13 NFPA 5000</p>	
<p><b>5.3.11</b> Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p><b>(A) Requisite Knowledge.</b> The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Exterior Operations – Firefighter	Competency Met
<p><b>5.3.12</b> Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p><b>(A) Requisite Knowledge.</b> The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.13</b> Overhaul a fire scene, given personal protective equipment, attack line, hand tools, a flashlight, and an assignment, so that structural integrity is not compromised, all hidden fires are discovered, fire cause evidence is preserved, and the fire is extinguished.</p> <p><b>(A) Requisite Knowledge.</b> Types of fire attack lines and water application devices most effective for overhaul, water application methods for extinguishment that limit water damage, types of tools and methods used to expose hidden fire, dangers associated with overhaul, obvious signs of area of origin or signs of arson, and reasons for protection of fire scene.</p> <p><b>(B) Requisite Skills.</b> The ability to deploy and operate an attack line; remove flooring, ceiling, and wall components to expose void spaces without compromising structural integrity; apply water for maximum effectiveness; expose and extinguish hidden fires in walls, ceilings, and subfloor spaces; recognize and preserve obvious signs of area of origin and arson; and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ <b>NFPA 220</b> Standard on Types of Building Construction</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ <b>NFPA 921</b> Guide for Fire and Explosion Investigations</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p>+ <b>NFPA 5000</b> Building Construction and Safety Code</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Dangerous Goods or Hazmat Awareness</b> (from NFPA 472)</p> <ul style="list-style-type: none"> <li>Can utilize any training provider, including internal, that meets the competencies of NFPA 472 – Awareness Level [Playbook: Page 16, note1]</li> </ul>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Gas &amp; Electrical Safety for Firefighters</b> (supplied by a BC Utility utilizing an evaluation mechanism)</p> <ul style="list-style-type: none"> <li>Can utilize any program, developed by a registered Gas or Electrical Utility within the Province of BC, which includes an evaluation instrument based upon current recommended practice [Playbook: Page 16, note 2]</li> </ul>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Incident Command System 100</b> (from BCERMS curriculum)</p> <ul style="list-style-type: none"> <li>Can utilize any training provider, including internal, using certified training and evaluation based upon the BCEMS model. [Playbook: Page 16, note 3]</li> </ul>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>



<b>Interior Operations – Firefighter</b>	<b>Competency Met</b>
<b>All of Exterior Operations Firefighter PLUS the following:</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>Organization, Safety and Communications</b> NFPA 1001 5.2.4	
<b>5.2.4*</b> Activate an emergency call for assistance, given vision obscured conditions, PPE, and department SOPs, so that the fire fighter can be located and rescued. <b>(A) Requisite Knowledge.</b> Personnel accountability systems, emergency communication procedures, and emergency evacuation methods. <b>(B) Requisite Skills.</b> The ability to initiate an emergency call for assistance in accordance with the AHJ's procedures, the ability to use other methods of emergency calls for assistance.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>RIT Training – pertinent to jurisdictional hazards</b> NFPA 1001 5.3.9 NFPA 1407, NFPA 1500	
<b>5.3.9*</b> Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members' safety — including respiratory protection — is not compromised. <b>(A) Requisite Knowledge.</b> Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members' roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection. <b>(B)* Requisite Skills.</b> The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.	Yes <input type="checkbox"/> No <input type="checkbox"/>
+ <b>NFPA 1407</b> Standard for Training Fire Service Rapid Intervention Crews	Yes <input type="checkbox"/> No <input type="checkbox"/>
+ <b>NFPA 1500</b> Standard on Fire Department Occupational Safety and Health Program	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>Self-Contained Breathing Apparatus</b> NFPA 1001 5.3.1, 5.3.5, 5.3.9	
<b>5.3.1*</b> Use self-contained breathing apparatus (SCBA) during emergency operations, given SCBA and other personal protective equipment, so that the SCBA is correctly donned, the SCBA is correctly worn, controlled breathing techniques are used, emergency procedures are enacted if the SCBA fails, all low-air warnings are recognized, respiratory protection is not intentionally compromised, and hazardous areas are exited prior to air depletion. <b>(A) Requisite Knowledge.</b> Conditions that require respiratory protection, uses and limitations of SCBA, components of SCBA, donning procedures, breathing techniques, indications for and emergency procedures used with SCBA, and physical requirements of the SCBA wearer. <b>(B) Requisite Skills.</b> The ability to control breathing, replace SCBA air cylinders, use SCBA to exit through restricted passages, initiate and complete emergency procedures in the event of SCBA failure or air depletion, and complete donning procedures.	Yes <input type="checkbox"/> No <input type="checkbox"/>

Interior Operations – Firefighter	Competency Met
<p><b>5.3.5*</b> Exit a hazardous area as a team, given vision-obscured conditions, so that a safe haven is found before exhausting the air supply, others are not endangered, and the team integrity is maintained.</p> <p><b>(A) Requisite Knowledge.</b> Personnel accountability systems, communication procedures, emergency evacuation methods, what constitutes a safe haven, elements that create or indicate a hazard, and emergency procedures for loss of air supply.</p> <p><b>(B) Requisite Skills.</b> The ability to operate as a team member in vision-obscured conditions, locate and follow a guideline, conserve air supply, and evaluate areas for hazards and identify a safe haven.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.9*</b> Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members’ safety — including respiratory protection — is not compromised.</p> <p><b>(A) Requisite Knowledge.</b> Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members’ roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection.</p> <p><b>(B)* Requisite Skills.</b> The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Search and Rescue</b> NFPA 1001 5.3.9</p>	
<p><b>5.3.9*</b> Conduct a search and rescue in a structure operating as a member of a team, given an assignment, obscured vision conditions, personal protective equipment, a flashlight, forcible entry tools, hose lines, and ladders when necessary, so that ladders are correctly placed when used, all assigned areas are searched, all victims are located and removed, team integrity is maintained, and team members’ safety — including respiratory protection — is not compromised.</p> <p><b>(A) Requisite Knowledge.</b> Use of forcible entry tools during rescue operations, ladder operations for rescue, psychological effects of operating in obscured conditions and ways to manage them, methods to determine if an area is tenable, primary and secondary search techniques, team members’ roles and goals, methods to use and indicators of finding victims, victim removal methods (including various carries), and considerations related to respiratory protection.</p> <p><b>(B)* Requisite Skills.</b> The ability to use SCBA to exit through restricted passages, set up and use different types of ladders for various types of rescue operations, rescue a fire fighter with functioning respiratory protection, rescue a fire fighter whose respiratory protection is not functioning, rescue a person who has no respiratory protection, and assess areas to determine tenability.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Fire Behavior</b> NFPA 1001</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Fire Extinguishers</b> NFPA 1001 5.3.16</p>	

Interior Operations – Firefighter	Competency Met
<p><b>5.3.16*</b> Extinguish incipient Class A, Class B, and Class C fires, given a selection of portable fire extinguishers, so that the correct extinguisher is chosen, the fire is completely extinguished, and correct extinguisher-handling techniques are followed.</p> <p><b>(A) Requisite Knowledge.</b> The classifications of fire; the types of, rating systems for, and risks associated with each class of fire; and the operating methods of and limitations of portable extinguishers.</p> <p><b>(B) Requisite Skills.</b> The ability to operate portable fire extinguishers, approach fire with portable fire extinguishers, select an appropriate extinguisher based on the size and type of fire, and safely carry portable fire extinguishers.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Building Construction</b></p> <p>NFPA 1001 5.3.11, 5.3.12</p>	
<p><b>5.3.11</b> Perform horizontal ventilation on a structure operating as part of a team, given an assignment, personal protective equipment, ventilation tools, equipment, and ladders, so that the ventilation openings are free of obstructions, tools are used as designed, ladders are correctly placed, ventilation devices are correctly placed, and the structure is cleared of smoke.</p> <p><b>(A) Requisite Knowledge.</b> The principles, advantages, limitations, and effects of horizontal, mechanical, and hydraulic ventilation; safety considerations when venting a structure; fire behavior in a structure; the products of combustion found in a structure fire; the signs, causes, effects, and prevention of backdrafts; and the relationship of oxygen concentration to life safety and fire growth.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment and ladders, and to use safe procedures for breaking window and door glass and removing obstructions.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.12</b> Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p><b>(A) Requisite Knowledge.</b> The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Forcible Entry</b></p> <p>NFPA 1001 5.3.4</p>	
<p><b>5.3.4*</b> Force entry into a structure, given personal protective equipment, tools, and an assignment, so that the tools are used as designed, the barrier is removed, and the opening is in a safe condition and ready for entry.</p> <p><b>(A) Requisite Knowledge.</b> Basic construction of typical doors, windows, and walls within the department’s community or service area; operation of doors, windows, and locks; and the dangers associated with forcing entry through doors, windows, and walls.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate hand and power tools and to force entry through doors, windows, and walls using assorted methods and tools.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Ventilation</b></p> <p>NFPA 1001 5.3.12</p>	

Interior Operations – Firefighter	Competency Met
<p><b>5.3.12</b> Perform vertical ventilation on a structure as part of a team, given an assignment, personal protective equipment, ground and roof ladders, and tools, so that ladders are positioned for ventilation, a specified opening is created, all ventilation barriers are removed, structural integrity is not compromised, products of combustion are released from the structure, and the team retreats from the area when ventilation is accomplished.</p> <p><b>(A) Requisite Knowledge.</b> The methods of heat transfer; the principles of thermal layering within a structure on fire; the techniques and safety precautions for venting flat roofs, pitched roofs, and basements; basic indicators of potential collapse or roof failure; the effects of construction type and elapsed time under fire conditions on structural integrity; and the advantages and disadvantages of vertical and trench/strip ventilation.</p> <p><b>(B) Requisite Skills.</b> The ability to transport and operate ventilation tools and equipment; hoist ventilation tools to a roof; cut roofing and flooring materials to vent flat roofs, pitched roofs, and basements; sound a roof for integrity; clear an opening with hand tools; select, carry, deploy, and secure ground ladders for ventilation activities; deploy roof ladders on pitched roofs while secured to a ground ladder; and carry ventilation-related tools and equipment while ascending and descending ladders.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Loss Control</b></p> <p>NFPA 1001 5.3.13, 5.3.14</p>	
<p><b>5.3.13</b> Overhaul a fire scene, given personal protective equipment, attack line, hand tools, a flashlight, and an assignment, so that structural integrity is not compromised, all hidden fires are discovered, fire cause evidence is preserved, and the fire is extinguished.</p> <p><b>(A) Requisite Knowledge.</b> Types of fire attack lines and water application devices most effective for overhaul, water application methods for extinguishment that limit water damage, types of tools and methods used to expose hidden fire, dangers associated with overhaul, obvious signs of area of origin or signs of arson, and reasons for protection of fire scene.</p> <p><b>(B) Requisite Skills.</b> The ability to deploy and operate an attack line; remove flooring, ceiling, and wall components to expose void spaces without compromising structural integrity; apply water for maximum effectiveness; expose and extinguish hidden fires in walls, ceilings, and subfloor spaces; recognize and preserve obvious signs of area of origin and arson; and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.14</b> Conserve property as a member of a team, given salvage tools and equipment and an assignment, so that the building and its contents are protected from further damage.</p> <p><b>(A) Requisite Knowledge.</b> The purpose of property conservation and its value to the public, methods used to protect property, types of and uses for salvage covers, operations at properties protected with automatic sprinklers, how to stop the flow of water from an automatic sprinkler head, identification of the main control valve on an automatic sprinkler system, forcible entry issues related to salvage, and procedures for protecting possible areas of origin and potential evidence.</p> <p><b>(B) Requisite Skills.</b> The ability to cluster furniture; deploy covering materials; roll and fold salvage covers for reuse; construct water chutes and catch-alls; remove water; cover building openings, including doors, windows, floor openings, and roof openings; separate, remove, and relocate charred material to a safe location while protecting the area of origin for cause determination; stop the flow of water from a sprinkler with sprinkler wedges or stoppers; and operate a main control valve on an automatic sprinkler system.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>Live Fire Exterior</b></p> <p>NFPA 1001 5.3.7, 5.3.8, 5.3.10, 5.3.19</p>	

Interior Operations – Firefighter	Competency Met
<p><b>5.3.7*</b> Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.</p> <p><b>(A) Requisite Knowledge.</b> Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.</p> <p><b>(B) Requisite Skills.</b> The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1½ in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.8*</b> Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.</p> <p><b>(A) Requisite Knowledge.</b> Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.</p> <p><b>(B) Requisite Skills.</b> The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Interior Operations – Firefighter	Competency Met
<p><b>5.3.10*</b> Attack an interior structure fire operating as a member of a team, given an attack line, ladders when needed, personal protective equipment, tools, and an assignment, so that team integrity is maintained, the attack line is deployed for advancement, ladders are correctly placed when used, access is gained into the fire area, effective water application practices are used, the fire is approached correctly, attack techniques facilitate suppression given the level of the fire, hidden fires are located and controlled, the correct body posture is maintained, hazards are recognized and managed, and the fire is brought under control.</p> <p><b>(A) Requisite Knowledge.</b> Principles of fire streams; types, design, operation, nozzle pressure effects, and flow capabilities of nozzles; precautions to be followed when advancing hose lines to a fire; observable results that a fire stream has been properly applied; dangerous building conditions created by fire; principles of exposure protection; potential longterm consequences of exposure to products of combustion; physical states of matter in which fuels are found; common types of accidents or injuries and their causes; and the application of each size and type of attack line, the role of the backup team in fire attack situations, attack and control techniques for grade level and above and below grade levels, and exposing hidden fires.</p> <p><b>(B) Requisite Skills.</b> The ability to prevent water hammers when shutting down nozzles; open, close, and adjust nozzle flow and patterns; apply water using direct, indirect, and combination attacks; advance charged and uncharged 1½ in. (38 mm) diameter or larger hose lines up ladders and up and down interior and exterior stairways; extend hose lines; replace burst hose sections; operate charged hose lines of 1½ in. (38 mm) diameter or larger while secured to a ground ladder; couple and uncouple various handline connections; carry hose; attack fires at grade level and above and below grade levels; and locate and suppress interior wall and subfloor fires.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p><b>5.3.19*</b> Combat a ground cover fire operating as a member of a team, given protective clothing, SCBA (if needed), hose lines, extinguishers or hand tools, and an assignment, so that threats to property are reported, threats to personal safety are recognized, retreat is quickly accomplished when warranted, and the assignment is completed.</p> <p><b>(A) Requisite Knowledge.</b> Types of ground cover fires, parts of ground cover fires, methods to contain or suppress, and safety principles and practices.</p> <p><b>(B) Requisite Skills.</b> The ability to determine exposure threats based on fire spread potential, protect exposures, construct a fire line or extinguish with hand tools, maintain integrity of established fire lines, and suppress ground cover fires using water.</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

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

<p style="text-align: center;"><b>Team Leader Exterior &amp; Interior</b></p>	<p style="text-align: center;"><b>Competency Met</b></p>
<ul style="list-style-type: none"> <li>Can utilize any training provider, including internal, that meets the competencies of NFPA 1021 – Fire Officer Professional Qualifications [Playbook: Page 16, note 3]</li> </ul> <p><b>Completion of the Operational Firefighter requirements for either the Exterior or Interior Service Level PLUS the following Competencies from NFPA 1021:</b></p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>Incident Command and Fire Attack</b> NFPA 1021 4.1.1, 4.2.1, 4.2.2, 4.2.3</p>	
<p><b>4.1.1* General Prerequisite Knowledge.</b> The organizational structure of the department; geographical configuration and characteristics of response districts; departmental operating procedures for administration, emergency operations, incident management system and safety; fundamentals of leadership; departmental budget process; information management and recordkeeping; the fire prevention and building safety codes and ordinances applicable to the jurisdiction; current trends, technologies, and socioeconomic and political factors that affect the fire service; cultural diversity; methods used by supervisors to obtain cooperation within a group of subordinates; the rights of management and members; agreements in force between the organization and members; generally accepted ethical practices, including a professional code of ethics; and policies and procedures regarding the operation of the department as they involve supervisors and members.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>4.2.1</b> Assign tasks or responsibilities to unit members, given an assignment at an emergency incident, so that the instructions are complete, clear, and concise; safety considerations are addressed; and the desired outcomes are conveyed. <b>(A) Requisite Knowledge.</b> Verbal communications during emergency incidents, techniques used to make assignments under stressful situations, and methods of confirming understanding. <b>(B) Requisite Skills.</b> The ability to condense instructions for frequently assigned unit tasks based on training and standard operating procedures.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>4.2.2</b> Assign tasks or responsibilities to unit members, given an assignment under nonemergency conditions at a station or other work location, so that the instructions are complete, clear, and concise; safety considerations are addressed; and the desired outcomes are conveyed. <b>(A) Requisite Knowledge.</b> Verbal communications under nonemergency situations, techniques used to make assignments under routine situations, and methods of confirming understanding. <b>(B) Requisite Skills.</b> The ability to issue instructions for frequently assigned unit tasks based on department policy.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>4.2.3</b> Direct unit members during a training evolution, given a company training evolution and training policies and procedures, so that the evolution is performed in accordance with safety plans, efficiently, and as directed. <b>(A) Requisite Knowledge.</b> Verbal communication techniques to facilitate learning. <b>(B) Requisite Skills.</b> The ability to distribute issue-guided directions to unit members during training evolutions.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>Pre-Incident Planning, Size-up and Incident Action Planning</b> NFPA 1021 4.5.2, 4.5.3, 4.6, 4.6.1, 4.6.2</p>	

<p style="text-align: center;"><b>Team Leader Exterior &amp; Interior</b></p>	<p style="text-align: center;"><b>Competency Met</b></p>
<p><b>4.5.2</b> Identify construction, alarm, detection, and suppression features that contribute to or prevent the spread of fire, heat, and smoke throughout the building or from one building to another, given an occupancy, and the policies and forms of the AHJ so that a pre-incident plan for any of the following occupancies is developed:</p> <p>(1) Public assembly  (2) Educational  (3) Institutional  (4) Residential  (5) Business  (6) Industrial  (7) Manufacturing  (8) Storage  (9) Mercantile  (10) Special properties</p> <p><b>(A) Requisite Knowledge.</b> Fire behavior; building construction; inspection and incident reports; detection, alarm, and suppression systems; and applicable codes, ordinances, and standards.</p> <p><b>(B) Requisite Skills.</b> The ability to use evaluative methods and to communicate orally and in writing.</p>	<p style="text-align: center;">Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.5.3</b> Secure an incident scene, given rope or barrier tape, so that unauthorized persons can recognize the perimeters of the scene and are kept from restricted areas, and all evidence or potential evidence is protected from damage or destruction.</p> <p><b>(A) Requisite Knowledge.</b> Types of evidence, the importance of fire scene security, and evidence preservation.</p> <p><b>(B) Requisite Skills.</b> The ability to establish perimeters at an incident scene.</p>	<p style="text-align: center;">Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.6* Emergency Service Delivery.</b> This duty involves supervising emergency operations, conducting pre-incident planning, and deploying assigned resources in accordance with the local emergency plan and according to the following job performance requirements.</p>	
<p><b>4.6.1</b> Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.</p> <p><b>(A)* Requisite Knowledge.</b> Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.</p> <p><b>(B)* Requisite Skills.</b> The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p style="text-align: center;">Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.6.2*</b> Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.</p> <p><b>(A) Requisite Knowledge.</b> Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.</p> <p><b>(B) Requisite Skills.</b> The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p style="text-align: center;">Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>Fire Ground Accountability</b>  NFPA 1021 4.6.1, 4.6.2</p>	
<p><b>4.6.1</b> Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.</p> <p><b>(A)* Requisite Knowledge.</b> Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.</p> <p><b>(B)* Requisite Skills.</b> The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p style="text-align: center;">Yes <input type="checkbox"/>  No <input type="checkbox"/></p>

<p style="text-align: center;"><b>Team Leader</b> <b>Exterior &amp; Interior</b></p>	<p style="text-align: center;"><b>Competency</b> <b>Met</b></p>
<p><b>4.6.2*</b> Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.  <b>(A) Requisite Knowledge.</b> Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.  <b>(B) Requisite Skills.</b> The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>Live Fire – Exterior</b> (<i>Recommended for Exterior Operations</i>)            NFPA 1001 5.3.7, 5.3.8, 5.3.10</p>	
<p><b>5.3.7*</b> Attack a passenger vehicle fire operating as a member of a team, given personal protective equipment, attack line, and hand tools, so that hazards are avoided, leaking flammable liquids are identified and controlled, protection from flash fires is maintained, all vehicle compartments are overhauled, and the fire is extinguished.  <b>(A) Requisite Knowledge.</b> Principles of fire streams as they relate to fighting automobile fires; precautions to be followed when advancing hose lines toward an automobile; observable results that a fire stream has been properly applied; identifying alternative fuels and the hazards associated with them; dangerous conditions created during an automobile fire; common types of accidents or injuries related to fighting automobile fires and how to avoid them; how to access locked passenger, trunk, and engine compartments; and methods for overhauling an automobile.  <b>(B) Requisite Skills.</b> The ability to identify automobile fuel type; assess and control fuel leaks; open, close, and adjust the flow and pattern on nozzles; apply water for maximum effectiveness while maintaining flash fire protection; advance 1½ in. (38 mm) or larger diameter attack lines; and expose hidden fires by opening all automobile compartments.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>5.3.8*</b> Extinguish fires in exterior Class A materials, given fires in stacked or piled and small unattached structures or storage containers that can be fought from the exterior, attack lines, hand tools and master stream devices, and an assignment, so that exposures are protected, the spread of fire is stopped, collapse hazards are avoided, water application is effective, the fire is extinguished, and signs of the origin area(s) and arson are preserved.  <b>(A) Requisite Knowledge.</b> Types of attack lines and water streams appropriate for attacking stacked, piled materials and outdoor fires; dangers — such as collapse — associated with stacked and piled materials; various extinguishing agents and their effect on different material configurations; tools and methods to use in breaking up various types of materials; the difficulties related to complete extinguishment of stacked and piled materials; water application methods for exposure protection and fire extinguishment; dangers such as exposure to toxic or hazardous materials associated with storage building and container fires; obvious signs of origin and cause; and techniques for the preservation of fire cause evidence.  <b>(B) Requisite Skills.</b> The ability to recognize inherent hazards related to the material's configuration, operate handlines or master streams, break up material using hand tools and water streams, evaluate for complete extinguishment, operate hose lines and other water application devices, evaluate and modify water application for maximum penetration, search for and expose hidden fires, assess patterns for origin determination, and evaluate for complete extinguishment.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>

<p style="text-align: center;"><b>Team Leader Exterior &amp; Interior</b></p>	<p style="text-align: center;"><b>Competency Met</b></p>
<p><b>5.3.10*</b> Attack an interior structure fire operating as a member of a team, given an attack line, ladders when needed, personal protective equipment, tools, and an assignment, so that team integrity is maintained, the attack line is deployed for advancement, ladders are correctly placed when used, access is gained into the fire area, effective water application practices are used, the fire is approached correctly, attack techniques facilitate suppression given the level of the fire, hidden fires are located and controlled, the correct body posture is maintained, hazards are recognized and managed, and the fire is brought under control.</p> <p><b>(A) Requisite Knowledge.</b> Principles of fire streams; types, design, operation, nozzle pressure effects, and flow capabilities of nozzles; precautions to be followed when advancing hose lines to a fire; observable results that a fire stream has been properly applied; dangerous building conditions created by fire; principles of exposure protection; potential longterm consequences of exposure to products of combustion; physical states of matter in which fuels are found; common types of accidents or injuries and their causes; and the application of each size and type of attack line, the role of the backup team in fire attack situations, attack and control techniques for grade level and above and below grade levels, and exposing hidden fires.</p> <p><b>(B) Requisite Skills.</b> The ability to prevent water hammers when shutting down nozzles; open, close, and adjust nozzle flow and patterns; apply water using direct, indirect, and combination attacks; advance charged and uncharged 1½ in. (38 mm) diameter or larger hose lines up ladders and up and down interior and exterior stairways; extend hose lines; replace burst hose sections; operate charged hose lines of 1½ in. (38 mm) diameter or larger while secured to a ground ladder; couple and uncouple various handline connections; carry hose; attack fires at grade level and above and below grade levels; and locate and suppress interior wall and subfloor fires.</p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>Live Fire – Exterior &amp; Interior</b> <i>(Recommended for Interior Operations)</i></p>	<p style="text-align: center;">Yes <input type="checkbox"/> No <input type="checkbox"/></p>

Risk Management Officer	Competency Met
<p><i>Completion of the Team Leader requirements for the Exterior Operations level PLUS the following courses (1 from each area):</i></p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p style="text-align: center;"><b>EITHER</b></p> <p><b>Incident Action Planning</b> NFPA 1021 4.6.1, 4.6.2</p> <ul style="list-style-type: none"> <li>Requires a training program with subject matter covering areas such as strategies and tactics, fire ground command and emergency scene management [Playbook: Page 16, note 5]</li> </ul>	
<p><b>4.6.1</b> Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency. <b>(A)* Requisite Knowledge.</b> Elements of a size-up, standard operating procedures for emergency operations, and fire behavior. <b>(B)* Requisite Skills.</b> The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>4.6.2*</b> Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation. <b>(A) Requisite Knowledge.</b> Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system. <b>(B) Requisite Skills.</b> The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p style="text-align: center;"><b>OR</b></p> <p><b>Incident Safety Officer</b> NFPA 1521 6.1 – 6.7.2 (operational)</p>	<p>Yes <input type="checkbox"/> No <input type="checkbox"/></p>
<p><b>6.1 General Functions of the Incident Safety Officer.</b></p> <p><b>6.1.1*</b> The incident safety officer (ISO) shall be integrated with the incident management system (IMS) as a command staff member, as specified in NFPA 1561, <i>Standard on Emergency Services Incident Management System</i>.</p> <p><b>6.1.2*</b> Standard operating procedures (SOPs) shall define criteria for the response of a predesignated incident safety officer.</p> <p><b>6.1.2.1</b> If the incident safety officer is designated by the incident commander, the fire department shall establish criteria for appointment based upon 6.1.1.</p> <p><b>6.1.3*</b> The incident safety officer and assistant incident safety officer(s) shall be readily identifiable at the incident scene.</p> <p><b>6.1.4*</b> Upon arrival or assignment as the incident safety officer at an incident, he or she shall obtain a situation-status briefing from the incident commander, that includes the incident action plan.</p> <p><b>6.1.5</b> The incident safety officer shall monitor the incident action plan, conditions, activities, and operations to determine whether they fall within the criteria as defined in the fire department’s risk management plan.</p> <p><b>6.1.6</b> When the perceived risk(s) is not within the fire department’s risk management criteria, the incident safety officer shall take action as outlined in Section 4.6.</p> <p><b>6.1.7</b> The incident safety officer shall monitor the incident scene and report to the incident commander the status of conditions, hazards, and risks.</p> <p><b>6.1.8</b> The incident safety officer shall ensure that the fire department’s personnel accountability system is being utilized.</p>	

Risk Management Officer	Competency Met
<p><b>6.1.9*</b> The incident safety officer shall offer judgment to the incident commander on establishing control zones and no entry zones and ensure that established zones are communicated to all members present on the scene.</p> <p><b>6.1.10</b> The incident safety officer shall evaluate motor vehicle incident scene traffic hazards and apparatus placement and take appropriate actions to mitigate hazards as described in Section 8.7 of NFPA 1500, <i>Standard on Fire Department Occupational Safety and Health Program</i>.</p> <p><b>6.1.11</b> The incident safety officer shall monitor radio transmissions and stay alert to transmission barriers that could result in missed, unclear, or incomplete communication.</p> <p><b>6.1.12*</b> The incident safety officer shall ensure that the incident commander establishes an incident scene rehabilitation tactical level management component during emergency operations.</p> <p><b>6.1.13*</b> The incident safety officer shall communicate to the incident commander the need for assistant incident safety officers and/or technical specialists due to the need, size, complexity, or duration of the incident.</p> <p><b>6.1.14</b> The incident safety officer or assistant incident safety officer shall survey and evaluate the hazards associated with the designation of a landing zone and interface with helicopters.</p> <p><b>6.1.15*</b> The incident safety officer shall recognize the potential need for critical incident stress interventions and notify the incident commander of this possibility.</p> <p><b>6.1.16</b> If the incident safety officer or an assistant safety officer needs to enter a hot zone or an environment that is immediately dangerous to life or health (IDLH), the incident safety officer or assistant safety officer shall be paired up with another member and check in with the entry control officer.</p>	
<p><b>6.2 Fire Suppression.</b></p> <p><b>6.2.1</b> The incident safety officer shall meet the provisions of Section 6.2 during fire suppression operations.</p> <p><b>6.2.2*</b> The incident safety officer shall ensure that a rapid intervention team meeting the criteria in Chapter 8 of NFPA 1500, is available and ready for deployment.</p> <p><b>6.2.3</b> Where fire has involved a building(s) the incident safety officer shall advise the incident commander of hazards, collapse potential, and any fire extension in such building(s).</p> <p><b>6.2.4</b> The incident safety officer shall evaluate visible smoke and fire conditions and advise the incident commander, tactical level management component's (TLMC) officers, and company officers on the potential for flashover, backdraft, blow-up, or other events that could pose a threat to operating teams.</p> <p><b>6.2.5</b> The incident safety officer shall monitor the accessibility of entry and egress of structures and its effect on the safety of members conducting interior operations.</p>	
<p><b>6.3 Emergency Medical Service Operations.</b></p> <p><b>6.3.1</b> The incident safety officer shall meet the provisions of Section 6.3 during emergency medical service (EMS) operations.</p> <p><b>6.3.2</b> The incident safety officer shall ensure compliance with the department's infection control plan and NFPA 1581, <i>Standard on Fire Department Infection Control Program</i>, during emergency medical service operations.</p> <p><b>6.3.3</b> The incident safety officer shall ensure that incident scene rehabilitation and critical incident stress management are established as needed at emergency medical service operations, especially mass casualty incidents (MCIs).</p>	
<p><b>6.4 Technical Rescue.</b></p> <p><b>6.4.1</b> The incident safety officer shall meet the provisions of Section 6.4 during technical rescue operations.</p> <p><b>6.4.2*</b> In cases where a designated incident safety officer does not meet the technician-level requirements of NFPA 1006, <i>Standard for Rescue Technician Professional Qualifications</i>, the</p>	

Risk Management Officer	Competency Met
<p>incident commander shall appoint an assistant incident safety officer or a technical specialist who meets the technician-level requirements of NFPA 1006 to assist with incident safety officer functions.</p> <p><b>6.4.3</b> The incident safety officer shall attend strategic and tactical planning sessions and provide input on risk assessment and member safety.</p> <p><b>6.4.4*</b> The incident safety officer shall ensure that a safety briefing is conducted and that an incident action plan and an incident safety plan are developed and made available to all members on the scene.</p>	
<p><b>6.5 Hazardous Materials Operations.</b></p> <p><b>6.5.1</b> The incident safety officer shall meet the provisions of Section 6.5 during hazardous materials operations.</p> <p><b>6.5.2*</b> In cases where a designated incident safety officer does not meet the technician-level requirements of NFPA 472, <i>Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents</i>, the incident commander shall appoint an assistant incident safety officer or a technical specialist who meets the technician-level requirements of NFPA 472 to assist with incident safety officer functions.</p> <p><b>6.5.3</b> The incident safety officer shall attend strategic and tactical planning sessions and provide input on risk assessment and member safety.</p> <p><b>6.5.4*</b> The incident safety officer shall ensure that a safety briefing is conducted and that an incident action plan and an incident safety plan are developed and made available to all members on the scene.</p> <p><b>6.5.5</b> The incident safety officer shall ensure that control zones are clearly marked and communicated to all members.</p>	
<p><b>6.6 Accident Investigation and Review.</b></p> <p><b>6.6.1</b> Upon notification of a member injury, illness, or exposure, the incident safety officer shall immediately communicate this information to the incident commander to ensure that emergency medical care is provided.</p> <p><b>6.6.2</b> The incident safety officer shall initiate the accident investigation procedures as required by the fire department.</p> <p><b>6.6.3*</b> In the event of a serious injury, fatality, or other potentially harmful occurrence to a member, the incident safety officer shall request assistance from the health and safety officer.</p>	
<p><b>6.7 Post-Incident Analysis.</b></p> <p><b>6.7.1*</b> The incident safety officer shall prepare a written report for the post-incident analysis that includes pertinent information about the incident relating to health and safety issues.</p> <p><b>6.7.2*</b> The incident safety officer shall participate in the post incident analysis.</p>	
<p style="text-align: center;"><b>EITHER</b></p> <p>FCABC/LGMA: Effective Fire Service Administration</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>
<p style="text-align: center;"><b>OR</b></p> <p>Beyond Hoses and Helmets, or equivalent (<i>administrative</i>)</p>	<p>Yes <input type="checkbox"/></p> <p>No <input type="checkbox"/></p>

Company Fire Officer	Competency Met
Fire Officer 1 (NFPA 1021 in its entirety)	Yes <input type="checkbox"/> No <input type="checkbox"/>
Incident Command 200	Yes <input type="checkbox"/> No <input type="checkbox"/>
Fire Service Instructor 1 (NFPA 1041 Chapter 4)	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.1 General.</b> <b>4.1.1</b> The Fire Service Instructor I shall meet the JPRs defined in Sections 4.2 through 4.5 of this standard.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.2 Program Management.</b> <b>4.2.1 Definition of Duty.</b> The management of basic resources and the records and reports essential to the instructional process.	
<b>4.2.2</b> Assemble course materials, given a specific topic, so that the lesson plan and all materials, resources, and equipment needed to deliver the lesson are obtained. <b>(A) Requisite Knowledge.</b> Components of a lesson plan, policies and procedures for the procurement of materials and equipment, and resource availability. <b>(B) Requisite Skills.</b> None required.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.2.3</b> Prepare requests for resources, given training goals and current resources, so that the resources required to meet training goals are identified and documented. <b>(A) Requisite Knowledge.</b> Resource management, sources of instructional resources and equipment. <b>(B) Requisite Skills.</b> Oral and written communication, forms completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.2.4</b> Schedule single instructional sessions, given a training assignment, department scheduling procedures, instructional resources, facilities and timeline for delivery, so that the specified sessions are delivered according to department procedure. <b>(A) Requisite Knowledge.</b> Departmental scheduling procedures and resource management. <b>(B) Requisite Skills.</b> Training schedule completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.2.5</b> Complete training records and report forms, given policies and procedures and forms, so that required reports are accurate and submitted in accordance with the procedures. <b>(A) Requisite Knowledge.</b> Types of records and reports required, and policies and procedures for processing records and reports. <b>(B) Requisite Skills.</b> Basic report writing and record completion.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.3 Instructional Development.</b> <b>4.3.1* Definition of Duty.</b> The review and adaptation of prepared instructional materials.	
<b>4.3.2*</b> Review instructional materials, given the materials for a specific topic, target audience, and learning environment, so that elements of the lesson plan, learning environment, and resources that need adaptation are identified. <b>(A) Requisite Knowledge.</b> Recognition of student limitations and cultural diversity, methods of instruction, types of resource materials, organization of the learning environment, and policies and procedures. <b>(B) Requisite Skills.</b> Analysis of resources, facilities, and materials.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.3.3*</b> Adapt a prepared lesson plan, given course materials and an assignment, so that the needs of the student and the objectives of the lesson plan are achieved. <b>(A)* Requisite Knowledge.</b> Elements of a lesson plan, selection of instructional aids and methods, and organization of the learning environment. <b>(B) Requisite Skills.</b> Instructor preparation and organizational skills.	Yes <input type="checkbox"/> No <input type="checkbox"/>
<b>4.4 Instructional Delivery.</b> <b>4.4.1 Definition of Duty.</b> The delivery of instructional sessions utilizing prepared course materials.	

Company Fire Officer	Competency Met
<p><b>4.4.2</b> Organize the classroom, laboratory, or outdoor learning environment, given a facility and an assignment, so that lighting, distractions, climate control or weather, noise control, seating, audiovisual equipment, teaching aids, and safety are considered.  <b>(A) Requisite Knowledge.</b> Classroom management and safety, advantages and limitations of audiovisual equipment and teaching aids, classroom arrangement, and methods and techniques of instruction.  <b>(B) Requisite Skills.</b> Use of instructional media and teaching aids</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.3</b> Present prepared lessons, given a prepared lesson plan that specifies the presentation method(s), so that the method (s) indicated in the plan are used and the stated objectives or learning outcomes are achieved, applicable safety standards and practices are followed, and risks are addressed.  <b>(A)* Requisite Knowledge.</b> The laws and principles of learning, methods and techniques of instruction, lesson plan components and elements of the communication process, and lesson plan terminology and definitions; the impact of cultural differences on instructional delivery; safety rules, regulations, and practices; identification of training hazards; elements and limitations of distance learning; distance learning delivery methods; and the instructor's role in distance learning.  <b>(B) Requisite Skills.</b> Oral communication techniques, methods and techniques of instruction, and utilization of lesson plans in an instructional setting.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.4*</b> Adjust presentation, given a lesson plan and changing circumstances in the class environment, so that class continuity and the objectives or learning outcomes are achieved.  <b>(A) Requisite Knowledge.</b> Methods of dealing with changing circumstances.  <b>(B) Requisite Skills.</b> None required.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.5*</b> Adjust to differences in learning styles, abilities, cultures, and behaviors, given the instructional environment, so that lesson objectives are accomplished, disruptive behavior is addressed, and a safe and positive learning environment is maintained.  <b>(A)* Requisite Knowledge.</b> Motivation techniques, learning styles, types of learning disabilities and methods for dealing with them, and methods of dealing with disruptive and unsafe behavior.  <b>(B) Requisite Skills.</b> Basic coaching and motivational techniques, correction of disruptive behaviors, and adaptation of lesson plans or materials to specific instructional situations.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.6</b> Operate audiovisual equipment and demonstration devices, given a learning environment and equipment, so that the equipment functions properly.  <b>(A) Requisite Knowledge.</b> Components of audiovisual equipment.  <b>(B) Requisite Skills.</b> Use of audiovisual equipment, cleaning, and field level maintenance.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.4.7</b> Utilize audiovisual materials, given prepared topical media and equipment, so that the intended objectives are clearly presented, transitions between media and other parts of the presentation are smooth, and media are returned to storage.  <b>(A) Requisite Knowledge.</b> Media types, limitations, and selection criteria.  <b>(B) Requisite Skills.</b> Transition techniques within and between media.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.5 Evaluation and Testing.</b>  <b>4.5.1* Definition of Duty.</b> The administration and grading of student evaluation instruments.</p>	
<p><b>4.5.2</b> Administer oral, written, and performance tests, given the lesson plan, evaluation instruments, and evaluation procedures of the agency, so that bias or discrimination is eliminated, the testing is conducted according to procedures, and the security of the materials is maintained.  <b>(A) Requisite Knowledge.</b> Test administration, agency policies, laws and policies pertaining to discrimination during training and testing, methods for eliminating testing bias, laws affecting records and disclosure of training information, purposes of evaluation and testing, and performance skills evaluation.  <b>(B) Requisite Skills.</b> Use of skills checklists and oral questioning techniques.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.5.3</b> Grade student oral, written, or performance tests, given class answer sheets or skills checklists and appropriate answer keys, so the examinations are accurately graded and properly secured.  <b>(A) Requisite Knowledge.</b> Grading methods, methods for eliminating bias during grading, and maintaining confidentiality of scores.  <b>(B) Requisite Skills.</b> None required.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>

Company Fire Officer	Competency Met
<p><b>4.5.4</b> Report test results, given a set of test answer sheets or skills checklists, a report form, and policies and procedures for reporting, so that the results are accurately recorded, the forms are forwarded according to procedure, and unusual circumstances are reported.  <b>(A) Requisite Knowledge.</b> Reporting procedures and the interpretation of test results.  <b>(B) Requisite Skills.</b> Communication skills and basic coaching.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.5.5*</b> Provide evaluation feedback to students, given evaluation data, so that the feedback is timely; specific enough for the student to make efforts to modify behavior; and objective, clear, and relevant; also include suggestions based on the data.  <b>(A) Requisite Knowledge.</b> Reporting procedures and the interpretation of test results.  <b>(B) Requisite Skills.</b> Communication skills and basic coaching.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>Emergency Scene Management (4.6.1, 4.6.2)</b></p>	
<p><b>4.6.1</b> Develop an initial action plan, given size-up information for an incident and assigned emergency response resources, so that resources are deployed to control the emergency.  <b>(A)* Requisite Knowledge.</b> Elements of a size-up, standard operating procedures for emergency operations, and fire behavior.  <b>(B)* Requisite Skills.</b> The ability to analyze emergency scene conditions; to activate the local emergency plan, including localized evacuation procedures; to allocate resources; and to communicate orally.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>
<p><b>4.6.2*</b> Implement an action plan at an emergency operation, given assigned resources, type of incident, and a preliminary plan, so that resources are deployed to mitigate the situation.  <b>(A) Requisite Knowledge.</b> Standard operating procedures, resources available for the mitigation of fire and other emergency incidents, an incident management system, scene safety, and a personnel accountability system.  <b>(B) Requisite Skills.</b> The ability to implement an incident management system, to communicate orally, to manage scene safety, and to supervise and account for assigned personnel under emergency conditions.</p>	<p>Yes <input type="checkbox"/>  No <input type="checkbox"/></p>

## Appendix 2: FUS Recognition of Older Apparatus

The following table is extracted from Fire Underwriters, *Insurance Grading Recognition of Used or Rebuilt Fire Apparatus*.<sup>45</sup>

**Table 1 Service Schedule for Fire Apparatus For Fire Insurance Grading Purposes**

Apparatus Age	Major Cities <sup>3</sup>	Medium Sized Cities <sup>4</sup>	Small Communities <sup>5</sup> and Rural Centres
0 – 15 Years	First Line Duty	First Line Duty	First Line Duty
16 – 20 Years	Reserve	2 <sup>nd</sup> Line Duty	First Line Duty
20 – 25 Years <sup>1</sup>	No Credit in Grading	No Credit in Grading <i>or</i> Reserve <sup>2</sup>	No Credit in Grading <i>or</i> 2 <sup>nd</sup> Line Duty <sup>2</sup>
26 – 29 Years <sup>1</sup>	No Credit in Grading	No Credit in Grading <i>or</i> Reserve <sup>2</sup>	No Credit in Grading <i>or</i> Reserve <sup>2</sup>
30 Years +	No Credit in Grading	No Credit in Grading	No Credit in Grading

<sup>1</sup> All listed fire apparatus 20 years of age and older are required to be service tested by recognized testing agency on an annual basis to be eligible for grading recognition. (NFPA 1071)

<sup>2</sup> Exceptions to age status may be considered in a small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing.

<sup>3</sup> Major Cities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND
- a total population of 100,000 or greater.

<sup>4</sup> Medium Communities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 200 people per square kilometre; AND/OR
- a total population of 1,000 or greater.

<sup>5</sup> Small Communities are defined as an incorporated or unincorporated community that has:

- no populated areas with densities that exceed 200 people per square kilometre; AND
- does not have a total population in excess of 1,000.

<sup>45</sup> Available at: <http://www.fireunderwriters.ca/downloads.html>

## Appendix 3: Form of Service Level Policy

The following is a form of policy that may be considered for use by the SBID in relation to setting the Service Level for the Department. The SBID should review this policy through its usual legal processes, and make such changes or amendments as considered appropriate to fit the circumstances of the Department and requirements of the Board of Trustees.

This form of service level policy contemplates the Department operating (eventually) as an Interior Operations Service Level department. We have recommended that the SBID, in consultation with the Department, may wish to have the Department operate as an Exterior Operations Service Level department only, at least until the various issues identified in the report are addressed.

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### Spences Bridge Improvement District

#### Service Level Policy for

#### Spences Bridge Volunteer Fire Department

WHEREAS the Office of the Fire Commissioner has established minimum training standards for fire services personnel in the province under and in accordance with paragraph 3(3)(b) of the *Fire Services Act* in the form of the Playbook.

AND WHEREAS the Playbook requires that the “Authority Having Jurisdiction” (as that term is defined in the Playbook) over a fire department must establish the service level to be provided by that department;

AND WHEREAS the SBID is the “Authority Having Jurisdiction” in relation to the Fire Department and is responsible for determining the services to be provided and Service Level to which the Department is to be trained;

NOW THEREFORE the following Service Level Policy is established in relation to the Department:

1. Definitions. The following capitalized terms shall have the following respective meanings, including in the recitals to this Service Level Policy:
  - (a) “Board” means the board of trustees the SBID;
  - (b) “Chief Administrative Officer” means the chief administrative officer of the SBID;
  - (c) “Department” means Spences Bridge Volunteer Fire Department established and operating under the Letters Patent and the Operational Bylaw;
  - (d) “Exterior Operations Service Level” means the Exterior Operations Service Level as defined in the Playbook;

- (e) “Fire Chief” means the individual who has been appointed as the fire chief of the Department in accordance with the Operational Bylaw;
  - (f) “Interior Operations Service Level” means the Interior Operations Service Level as defined in the Playbook;
  - (g) “Letters Patent” means the letters patent which established the SBID, as amended;
  - (h) “Member” means a firefighter in the Department and, where relevant, includes the Fire Chief and officers;
  - (i) “Operational Bylaw” means *Fire Department Establishment and Operations Bylaw*, being Bylaw No. 124, 1994 of the SBID;
  - (j) “Playbook” means the mandatory minimum training standards set under paragraph 3(3)(b) of the [*Fire Services Act* (B.C.)] by the Office of the Fire Commissioner and approved by the Minister of Justice, entitled *British Columbia Fire Service Minimum Training Standards: Structure Firefighters – Competency and Training Playbook*, as same may be amended, revised or replaced from time to time;
  - (k) “Principal Responding Members” means those Members expected to undertake interior fire suppression and/or related rescue operations;
  - (l) “SBID” means the Spences Bridge Improvement District; and
  - (m) “Service Level Policy” means this policy, as same may be amended from time to time by the SBID.
2. Authority and Application. This Service Level Policy has been established by the SBID in accordance with the requirements of the Playbook, pursuant to the SBID’s authority under the Operational Bylaw and its Letters Patent. This Service Level Policy applies to and is binding on the Department and its Members. It shall form the basis of the Department’s training of its Members and related operational planning for fire suppression and emergency response activities.
  3. Service Level Policy. The Department is authorized to provide fire suppression activities in accordance with and subject to the limitations set out in the Interior Operations Service Level; provided, however, that the Department shall operate at the Exterior Operations Service Level until such time as the Fire Chief reports, and Council accepts, that the training of the Department’s Members meets the Playbook requirements for interior operations.
  4. Training of Members. The Department:
    - (a) shall train its Principal Responding Members at least to the standard required by the Playbook for the Interior Operations Service Level; and

(b) in relation to Members who are not trained to the Interior Operations Service Level, shall:

- i. develop and operate an incident scene accountability system which clearly and accurately identifies the different levels of each Member's training; and
- ii. develop and institute operational guidelines which specify and limit the incident scene of activities of Members depending on their level of training.

(c) In consultation with the SBID, the Fire Chief shall be responsible for ensuring that the Department develops an appropriate training program for all positions, tasks and roles including those which are not expressly covered by the Playbook. This training program shall meet the requirements of the Playbook and the *Workers Compensation Act* (B.C.) and regulations made thereunder, and shall be consistent with good practices and industry standards, including the training standards established by the National Fire Protection Association relevant to the emergency response activities undertaken by the Department and its Members.

5. Operational Guidelines, Records and Compliance. The Fire Chief shall ensure that the Department:

(a) develops appropriate operational guidelines implementing this Service Level Policy and the requirements of the Playbook, including (without limitation) operational guidelines:

- i. which set out the conditions to be considered by an incident commander before an interior attack or rescue is undertaken; and
- ii. which identify any hazards within the Department's fire suppression area in respect of which the Department will not undertake interior operations;

(b) maintains accurate and complete records of the training of its Members, including any refresher training, any certifications obtained and otherwise as required by the Playbook and the *Workers Compensation Act* (B.C.) and regulations thereunder, such that the training level of each Member can clearly be established;

(c) conducts pre-planning of any risks larger than a typical residential structure in the fire service area, in respect of which the Department intends to conduct interior operations; and

(d) report not less than **[quarterly]** to the SBID on the Department's training program, the training levels of its Members and compliance with this Service Level Policy and the requirements of the Playbook. The SBID may require such



**Appendix 1**  
**Record of Amendments**

<b>Date Approved</b>	<b>Section Revised</b>	<b>Description of Amendment</b>

**Spences Bridge  
Improvement District  
Financial Statements**  
For the year ended December 31, 2016

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## Management's Responsibility For Financial Reporting

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The accompanying financial statements of the Spences Bridge Improvement District are the responsibility of management and have been presented to the Board of Trustees for its acceptance.

The financial statements have been prepared by management in accordance with Canadian public sector accounting standards. Financial statements are not precise since they include certain amounts based on estimates and judgments. When alternative accounting methods exist, management has chosen those it deems most appropriate in the circumstances, in order to ensure that the financial statements are presented fairly in all material respects.

The Spences Bridge Improvement District maintains systems of internal accounting and administrative controls of high quality, consistent with reasonable cost. Such systems are designed to provide reasonable assurance that the financial information is relevant, reliable and accurate and the District's assets are appropriately accounted for and adequately safeguarded.

The financial statements have been reviewed by BDO Canada LLP in accordance with Canadian generally accepted standards for review engagements. BDO Canada LLP has full access to the District's Board of Trustees.

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Administrative Officer

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Trustee



Tel: 250 372 9505  
Fax: 250 374 6323  
www.bdo.ca

BDO Canada LLP  
300 - 275 Lansdowne Street  
Kamloops BC V2C 6J3

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## Review Engagement Report

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To the Board of Trustees  
Spences Bridge Improvement District

We have reviewed the statement of financial position of Spences Bridge Improvement District as at December 31, 2016 and the statements of changes in net financial assets, statement of operations, and cash flows for the year then ended. Our review was made in accordance with Canadian generally accepted standards for review engagements and accordingly consisted primarily of enquiry, analytical procedures and discussion related to information supplied to us by management.

A review does not constitute an audit and consequently we do not express an audit opinion on these financial statements.

Based on our review, nothing has come to our attention that causes us to believe that these financial statements are not, in all material respects, in accordance with Canadian public sector accounting standards.

Chartered Professional Accountants

Kamloops, British Columbia  
April 12, 2017

**Spences Bridge Improvement District**  
**Statement of Financial Position**  
**(Unaudited)**

<b>As at December 31</b>	<b>2016</b>	<b>2015</b>
<b>Financial Assets</b>		
Cash	\$ 17,432	\$ 30,861
Temporary investments (Note 2)	114,410	113,931
Accounts receivable	2,726	2,150
	<b>134,568</b>	<b>146,942</b>
<b>Liabilities</b>		
Accounts payable and accrued liabilities	7,861	8,782
Deferred capital contributions (Note 3)	4,616	4,889
Deferred revenue	3,427	3,750
	<b>15,904</b>	<b>17,421</b>
<b>Net financial assets</b>	<b>118,664</b>	<b>129,521</b>
<b>Non-Financial Assets</b>		
Prepaid expenses	3,883	3,865
Tangible capital assets (Note 4)	174,866	164,644
	<b>178,749</b>	<b>168,509</b>
<b>Accumulated Surplus (Note 6)</b>	<b>\$ 297,413</b>	<b>\$ 298,030</b>

Approved on behalf of the Board:

\_\_\_\_\_, Trustee

\_\_\_\_\_, Trustee

**Spences Bridge Improvement District**  
**Statement of Changes in Net Financial Assets**  
**(Unaudited)**

<b>For the year ended December 31</b>	Financial Plan	2016	2015
<b>Annual surplus (deficit)</b>	\$ 20,000	\$ (617)	\$ 6,319
Acquisition of tangible capital assets	-	(26,927)	-
Amortization of tangible capital assets	-	16,705	15,480
Acquisition of prepaid expenses	-	(18)	(5,969)
Use of prepaid expenses	-	-	5,806
	-	(10,240)	15,317
<b>Change in net financial assets for the year</b>	20,000	(10,857)	21,636
<b>Net financial assets, beginning of the year</b>	129,521	129,521	107,885
<b>Net financial assets, end of year</b>	\$ 149,521	\$ 118,664	\$ 129,521

The accompanying summary of significant accounting policies, notes and schedules are an integral part of these financial statements.

**Spences Bridge Improvement District**  
**Statement of Operations**  
**(Unaudited)**

<b>For the year ended December 31</b>	<b>Financial Plan</b>	<b>2016</b>	<b>2015</b>
<b>Revenue</b>			
Tax levies and government grants	\$ 57,370	\$ 57,370	\$ 60,170
Fire protection	14,000	14,031	15,000
Donations	-	-	62
Other income	2,000	1,244	2,975
Amortization of deferred capital contributions (Note 3)	-	273	274
	73,370	72,918	78,481
<b>Expenses</b>			
Administration (Schedule 1)	25,300	20,931	22,883
Fire protection (Schedule 2)	21,070	45,852	43,774
Street lighting (Schedule 3)	7,000	6,752	5,505
	53,370	73,535	72,162
<b>Annual surplus (deficit)</b>	<b>20,000</b>	<b>(617)</b>	<b>6,319</b>
<b>Accumulated surplus, beginning of year</b>	<b>298,030</b>	<b>298,030</b>	<b>291,711</b>
<b>Accumulated surplus, end of year</b>	<b>\$ 318,030</b>	<b>\$ 297,413</b>	<b>\$ 298,030</b>

The accompanying summary of significant accounting policies, notes and schedules are an integral part of these financial statements.

**Spences Bridge Improvement District**  
**Statement of Cash Flows**  
**(Unaudited)**

<b>For the year ended December 31</b>	<b>2016</b>	<b>2015</b>
<b>Operating activities</b>		
Cash receipts from senior government and other contributions	\$ 71,746	\$ 78,496
Cash paid to employees and suppliers	<u>(57,769)</u>	<u>(55,853)</u>
<b>Cash flows from operating activities</b>	<b>13,977</b>	<b>22,643</b>
<b>Investing activity</b>		
Purchase of short-term investments	<b>(479)</b>	<b>(46,224)</b>
<b>Capital activity</b>		
Purchase of tangible capital assets	<u><b>(26,927)</b></u>	<u>-</u>
<b>Net decrease in cash</b>	<b>(13,429)</b>	<b>(23,581)</b>
<b>Cash, beginning of year</b>	<u><b>30,861</b></u>	<u><b>54,442</b></u>
<b>Cash, end of year</b>	<u><b>\$ 17,432</b></u>	<u><b>\$ 30,861</b></u>

The accompanying summary of significant accounting policies, notes and schedules are an integral part of these financial statements.

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## Spences Bridge Improvement District Summary of Significant Accounting Policies (Unaudited)

**December 31, 2016**

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<b>Basis of Presentation</b>	The Spence Bridge Improvement District (the "District") prepares its financial statements in accordance with Canadian public sector accounting standards.
<b>Revenue Recognition</b>	<p>Government transfers, which include legislative grants, are recognized in the financial statements in the period in which events giving rise to the transfer occur, providing the transfers are authorized, any eligibility criteria are met, and reasonable estimates of the amounts can be made.</p> <p>Fire protection fees are recognized in the period in which the fire protection agreement is in place.</p> <p>Donations are recognized in the period in which they are received.</p> <p>Other income is recognized in the period in which it is received.</p>
<b>Use of Estimates</b>	The preparation of financial statements in accordance with Canadian public sector accounting standards requires management to make assumptions and estimates that have an effect on the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenue and expenses during the year. Actual results could be different from those estimates.
<b>Segmented Information</b>	<p>The District identifies segments based on the service provided to the citizens. The segments identified by the District include:</p> <p><b>Administration</b> This segment relates to the revenues and expenses for the operations of the District itself and cannot be directly attributed to a specific segment.</p> <p><b>Fire Protection</b> The fire department is responsible to provide fire suppression service, fire prevention programs, training and education. The members of the fire department consist of volunteers.</p> <p><b>Street Lighting</b> This service provides the District with street lighting.</p>

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**Spences Bridge Improvement District  
Summary of Significant Accounting Policies  
(Unaudited)**

**December 31, 2016**

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**Tangible Capital Assets**

Tangible capital assets are recorded at cost in the period they are acquired and recorded on the statement of financial position net of accumulated amortization.

Contributed tangible capital assets are recorded at fair value at the time of the donation and recorded on the statement of financial position net of accumulated amortization. The corresponding amount of the donation is deferred and amortized to revenue on the same basis as the related depreciable tangible capital assets.

The District does not capitalize interest as part of the costs of its tangible capital assets.

Amortization for buildings, fire engines, fire department equipment, and furniture and fixtures is calculated on a declining balance basis at the following rates:

<u>Asset</u>	<u>Rate</u>
Buildings	4%
Fire department equipment	20%
Fire department vehicles	30%
Furniture and fixtures	20%
Storage containers	10%

One-half annual rates are recorded in the year of acquisition.

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**Spences Bridge Improvement District**  
**Notes to Financial Statements**  
**(Unaudited)**

**December 31, 2016**

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**1. Nature of Business**

The District was incorporated on June 21, 1957 under the *Water Act* of the Province of British Columbia.

The District provides fire protection and street lighting to its residents.

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**2. Temporary Investments**

Temporary investments is made up of seven term deposits with one earning interest at 1.20%, two at 1.90% and the remaining four at 1.75% per annum maturing between July 2016 and April 2017. These term deposit represents the cash for the renewal reserve fund.

	<b>2016</b>	<b>2015</b>
Interior Savings, term deposits	<b>\$ 114,410</b>	<b>\$ 113,931</b>

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**3. Deferred capital contributions**

	<b>2016</b>	<b>2015</b>
Balance, beginning of year	<b>\$ 4,889</b>	<b>\$ 5,163</b>
Less amounts amortized to revenue	<b>(273)</b>	<b>(274)</b>
	<b>\$ 4,616</b>	<b>\$ 4,889</b>

**Spences Bridge Improvement District  
Notes to Financial Statements  
(Unaudited)**

**December 31, 2016**

**4. Tangible Capital Assets**

	<b>2016</b>						
	Land	Buildings	Fire department vehicles	Fire department equipment	Furniture and fixtures	Storage containers	Total
Cost, beginning of year	\$ 6,000	\$ 169,946	\$ 33,877	\$ 88,213	\$ 8,951	\$ 4,764	\$ 311,751
Additions	-	-	26,927	-	-	-	26,927
Cost, end of year	6,000	169,946	60,804	88,213	8,951	4,764	338,678
Accumulated Amortization, beginning of year	-	44,636	19,932	74,721	7,127	691	147,107
Amortization	-	5,012	8,222	2,699	365	407	16,705
Accumulated Amortization, end of year	-	49,648	28,154	77,420	7,492	1,098	163,812
Net carrying amount, end of year	\$ 6,000	\$ 120,298	\$ 32,650	\$ 10,793	\$ 1,459	\$ 3,666	\$ 174,866

	<b>2015</b>						
	Land	Buildings	Fire department vehicles	Fire department equipment	Furniture and fixtures	Storage containers	Total
Cost, beginning of year	\$ 6,000	\$ 169,946	\$ 33,877	\$ 88,213	\$ 8,951	\$ 4,764	\$ 311,751
Additions	-	-	-	-	-	-	-
Cost, end of year	6,000	169,946	33,877	88,213	8,951	4,764	311,751
Accumulated Amortization, beginning of year	-	39,415	13,955	71,348	6,671	238	131,627
Amortization	-	5,221	5,977	3,373	456	453	15,480
Accumulated Amortization, end of year	-	44,636	19,932	74,721	7,127	691	147,107
Net carrying amount, end of year	\$ 6,000	\$ 125,310	\$ 13,945	\$ 13,492	\$ 1,824	\$ 4,073	\$ 164,644

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**Spences Bridge Improvement District**  
**Notes to Financial Statements**  
**(Unaudited)**

**December 31, 2016**

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**5. Related Party Transactions**

All related party transactions are in the normal course of operations and are measured at the exchange value (the amount of consideration established and agreed to by the related parties), which approximates the arm's length equivalent value for sales of product.

During the year, the Trustees incurred \$26 (2015 - \$135) in expenses on behalf of the District. These expenses were reimbursed at cost.

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**6. Accumulated Surplus**

The District segregates its accumulated surplus in the following categories:

	<u>2016</u>	<u>2015</u>
Capital fund	\$ 165,107	\$ 154,612
General fund	17,896	29,487
Renewal reserve fund	<u>114,410</u>	<u>113,931</u>
	<u>\$ 297,413</u>	<u>\$ 298,030</u>

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**7. Segmented Information**

The District is a municipal government institution that provides services to its citizens such as fire protection and street lighting. Distinguishable functional segments have been separately disclosed in the segmented information. The nature of the segments are described in the summary of significant accounting policies. Revenues and expenditures of the segments are outlined in the attached schedules.

The accounting policies of the segments are the same as those described in the summary of significant accounting policies.

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**Spences Bridge Improvement District**  
**Notes to Financial Statements**  
**(Unaudited)**

**December 31, 2016**

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**8. Financial Plan**

The Financial Plan (Budget) By-Law adopted by the Trustees was not prepared on a basis consistent with that used to report actual results (Canadian Public Sector Accounting Standards). The budget was prepared on a modified accrual basis while Canadian Public Sector Accounting Standards now require a full accrual basis. The budget figures anticipated use surpluses accumulated in previous years to reduce current year expenditures in excess of current year revenues to \$nil. As a result, the budget figures presented in the statements of operations and changes in net financial assets represent the Financial Plan adopted by the Trustees with adjustments as follows:

	<u>2016</u>
Financial Plan (Budget) Bylaw surplus for the year	\$ -
Add:	
Transfer to reserves	<u>20,000</u>
Budget surplus per statement of financial activities	<u>\$ 20,000</u>

**Spences Bridge Improvement District**  
**Schedule 1 - Statement of Operations**  
**Administration**  
**(Unaudited)**

<b>For the year ended December 31</b>	Financial Plan	2016	2015
<b>Revenue</b>			
Other income	\$ 2,000	\$ 1,244	\$ 2,975
Amortization of deferred capital contributions	-	273	274
	2,000	1,517	3,249
<b>Expenses</b>			
Audit and legal	9,000	6,163	8,133
Insurance and licences	3,500	3,380	3,144
Office supplies and expenses	700	449	772
Trustee fees	6,500	6,300	6,466
Wages and benefits	5,600	4,639	4,368
	25,300	20,931	22,883
<b>Annual deficit</b>	\$ (23,300)	\$ (19,414)	\$ (19,634)

**Spences Bridge Improvement District**  
**Schedule 2 - Statement of Operations**  
**Fire Protection**  
**(Unaudited)**

<b>For the year ended December 31</b>	Financial Plan	2016	2015
<b>Revenue</b>			
Donations	\$ -	\$ -	\$ 62
Fire protection	14,000	<b>14,031</b>	15,000
Government grants	50,370	<b>50,370</b>	53,670
	<u>64,370</u>	<u><b>64,401</b></u>	<u>68,732</u>
<b>Expenses</b>			
Amortization	-	<b>16,705</b>	15,480
Dues and fees	-	<b>140</b>	728
First responders	-	<b>3,304</b>	240
Repairs and maintenance	3,000	<b>3,428</b>	3,978
Supplies	1,170	<b>1,639</b>	1,839
Training	2,000	<b>1,403</b>	760
Uniforms	3,000	<b>2,355</b>	3,174
Utilities	9,500	<b>13,943</b>	14,556
Vehicle	2,400	<b>2,935</b>	3,019
	<u>21,070</u>	<u><b>45,852</b></u>	<u>43,774</u>
<b>Annual surplus</b>	<u>\$ 43,300</u>	<u>\$ <b>18,549</b></u>	<u>\$ 24,958</u>

**Spences Bridge Improvement District**  
**Schedule 3 - Statement of Operations**  
**Street Lighting**  
**(Unaudited)**

<b>For the year ended December 31</b>	Financial Plan	<b>2016</b>	2015
<b>Revenue</b>			
Government grants	\$ 7,000	<b>\$ 7,000</b>	\$ 6,500
<b>Expenses</b>			
Street lighting	7,000	<b>6,752</b>	5,505
<b>Annual surplus</b>	\$ -	<b>\$ 248</b>	\$ 995