Cape Breton Regional Municipality

Fire & Emergency Services Committee

AGENDA

Tuesday, December 9th, 2014

9:00 a.m.

Council Chambers
2nd Floor, Civic Centre
320 Esplanade, Sydney, NS

Committee Members: Deputy Mayor George MacDonald
Councillor Clarence Prince
Councillor Ivan Doncaster
Councillor Kevin Saccary
Councillor Lowell Cormier
Cape Breton Regional Municipality

Fire & Emergency Services Committee

Tuesday, December 9th, 2014

9:00 a.m.

AGENDA

Roll Call

1. Terms of Reference for Request for Proposal – Fire Service Review: Bernie MacKinnon, Director of Fire Services (See page 4)

2. CBRM All Hazards Emergency Management Plan: John Dilny, Chair, Emergency Management Advisory Committee (See page 63) Draft Plan distributed separately

3. Burning Bylaw Review: Bernie MacKinnon, Director of Fire Services (See page 85)

Adjournment
As a result of the position paper “Shaping our Future in the Cape Breton Regional Municipality, A Reorganization Plan for Positive Change” the CBRM commissioned a Task Force to conduct a service delivery review. This Task Force reported to Council on July 4, 2013.

This terms of reference brings forward the points identified in the paper “Shaping our future in the Cape Breton Regional Municipality” and the “Task Force Report”. The paper speaks to identifying service gaps, and in part, the need to “establish an integrated fire service, maintain career firefighter positions within the CBRM, ensuring that these positions provide the necessary supports to the volunteer service throughout the region, standardize equipment provided throughout the region, both for purchasing savings and consistency of service delivery. ..., develop a volunteer and career fire service training facility and explore a needs-based funding formula for fire departments.” The Task force direction to the fire and emergency services states” The CBRM should begin the process of an Administrative Order to remove itself from the existing zone restrictions and conduct an independent review of fire services within the context of a successful Administrative Order”.

The term “Administrative Order” is used in Halifax in the same context as the CBRM uses “Policy”. In Halifax, the fire service is formed in policy as one fire and emergency service zone with one legal identity. In the CBRM, fire and emergency services have 34 distinct fire service zones each with their own legal authority.

The Terms of Reference found herein is provided to meet the intent of the position paper and that of the Task Force adopted by Council.
DRAFT

TERMS OF REFERENCE

CAPE BRETON REGIONAL MUNICIPALITY

FIRE SERVICES ORGANIZATION REVIEW

January, 2014

Bernie MacKinnon, CD, BPSA, CFO
Chief Director, Fire and Emergency Services
Cape Breton Regional Municipality
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DEFINITIONS

Administrative order – An administrative order is an administrative policy of Council. The term “Administrative Order” is used in the Halifax Regional Municipality to define Council Policy.

Chief Director of Fire and Emergency Services – Fire Chief for the Community of Sydney and Director of Fire and Emergency Services for the Cape Breton Regional Municipality. Responsible to deliver Council policy and provide oversight over all regional Fire and Emergency Services.

Career Department – A department that is composed of career personnel.

Composite Fire Department – A department that is composed of a mix of volunteer and career staff.

Volunteer Fire Department - A department that is composed solely of volunteers.

DIRECTION

Task Force, “The CBRM should begin the process of an Administrative Order to remove itself from the existing zone restrictions and conduct an independent review of fire services within the context of a successful Administrative Order”. The Halifax “Administrative Order” is attached for reference, Appendix A.

BACKGROUND

The Cape Breton Regional Municipality has thirty-four fire departments and one Regional Emergency Service (Hazardous Materials Response Team). The departments and team serve 101,619 citizens which is a reduction of 4.1% of the population since 2006. It is important to note that this reduction occurred during a period in which there was national growth of 5.9%. The service area covers 2,470.60 square kilometres. (Statistics Canada, 2011)

There are thirty-five (35) fire stations who, in times of an emergency, act as a collation operating through a series of mutual aid and automatic aid agreements and requests for assistance. Station locations are indicated in Appendix B.
**Fire Departments**, there are career, composite and volunteer departments which are sanctioned under the terms of Part X, Section 294 of the Municipal Government Act (MGA), Appendix C. **As such, each department is an independent legal entity with a primary service area.**

The configuration of departments is as follows:

a. **Career department, Community of Sydney.** Sydney has two stations, a career chief and a cadre of career officers and firefighters working under a platoon system. There are four (4) shifts to a platoon and shift personnel work a 42 hour week. The department operates on an area rated municipal budget.

   i. In addition to the duties for the community of Sydney, the career chief:

      i. In consultation with the former town chiefs develops budgets for the former town departments;

      ii. Provides oversight and assistance to the Deputy Chief of Volunteer support in the development and management of rural volunteer grants;

      iii. Provides oversight for the administration and logistics of the volunteer departments; and

      iv. Acts as a liaison for the Cape Breton Regional Fire Chiefs Association (CBRMFCA) in matters requiring Council attention.

   ii. The Platoon Chiefs in the community of Sydney also serve as duty officers providing support for the volunteer departments on a 7/24 basis. This support can vary from authorizing expenditures during emergencies to assisting volunteers in making strategic and tactical decisions at/on emergency scenes;
III. Career fire suppression support is currently provided through automatic aid to the volunteer departments of Grand Lake Road and South Bar and on request to Sydney River and Mira Road, (these agreements are being reviewed with the thought of further empowering the career response protocol). Sydney also provides auto extrication services on the 125 Highway primarily between the inter-sections of Grand Lake Road and the Alexandra Street off ramp.

b. **Composite, suburban**, the communities of North Sydney, Glace Bay and New Waterford. These fire departments have a volunteer chief a cadre of volunteer officers, volunteer firefighters with a complement of four career firefighters. Career firefighters follow a platoon system having one firefighter on duty at any given time. The departments operate on a municipal budget;

c. **Volunteer, suburban** - Dominion, Sydney Mines, Louisbourg. fully volunteer, volunteer chief, a cadre of volunteer officers and a compliment of volunteer firefighters, and operate on a municipal budget; and

d. **Volunteer, rural** - fully volunteer, a cadre of volunteer officers and a compliment of volunteer firefighters, and operate on a system of municipal grants. Each grant has a base level and is eligible for further funding if they service over 600 dwellings.

All eight former municipal districts fund their fire departments through a system of area rates. Capital and support activities are funded through a global regional rate.
Volunteer Support activities generally cover the areas of logistics; finance; superior water shuttles; mechanical services; oversight of Workers Compensation Board (WCB); Employee Assistance Program (EAP); Cape Breton Regional Chiefs Association (CBRMFCA) committee activities; fire training; and fire education.

a. **Logistics** provides for the procurement and placement of vehicles, equipment, radios, computers and operational support material. This includes, but not limited to:

   I. The creation/review of design specifications for vehicles,

   II. Following the vehicle build,

   III. Reviewing specifications for equipment to ensure compliance with the associated standard; and

   IV. The acquisition and placement of technology in liaison with the technology department.

b. **Finance**, fire department financial assistance is in the form of budgets, grants and capital borrowing. Oversight is provided for the former town budgets and the rural grant, Appendix D.

   Areas addressed in finance are:

   I. **Capital Grant Program** is used primarily to purchase new and used fire apparatus. The capital grant program receives six hundred thousand dollars annually. Apparatus are replaced on a cycle using the vehicle age 20-25 years or circumstance in which the vehicle becomes a priority i.e. extreme damage. The qualifying department can receive up to one hundred and twenty-five thousand dollars towards a new vehicle and ninety thousand towards a used vehicle with 15 years of service remaining. It is important to note that the capital borrowing is not indexed to recognize increases in vehicle costs, approximately three percent annually. Also this capital money is borrowed, therefore unexpended amounts are not accrued for future purchases.
II. *Emergency Funding,* provides assistance with station repairs, for example roofs and furnaces, front line vehicles and fire equipment. Expenditures are guided by the guideline for the emergency fund which in part states:

i. building or the area of a building housing firefighting vehicles including its infrastructure; and  

ii. Regionally recognized front line firefighting vehicles and in extenuating circumstances firefighting equipment.

The fund would be administered with strict approval guidelines. To qualify for funding the Department would need to prove that the situation created an environment where:

i. their ability to respond is notably impeded; and or  

ii. The station/facility would be rendered unsafe or unsuitable for occupancy.

The emergency fund is fifty thousand dollars, and is part of the operating budget. Departments requiring assistance make their application through the Volunteer Coordinator.

III. *Emergency Services repair and equipment replacement fund* provides financial assistance to ensure critical repairs on emergency services equipment. The fund supports the efforts of vehicle extrication, water rescue/recovery and Hazardous Material Response Team. The emergency fund is fifty thousand dollars and forms part of the operating budget;

IV. *Technology,* deals with computers for station use, radio and pager assistance is normally provided through volunteer support;

V. *Dry hydrant program,* provides for the installation of rural hydrants feeding from a sustainable water source such as a lake or river, this requires research and collaboration with provincial regulatory authorities. The dry hydrant program is also strategic in nature
to help support water shuttle activities and maintaining a superior water shuttle designation;

VI. *OSH regional BA and compressor program*, provides for regular inspection and certification of the breathing air compressors and inspection of regional breathing bottle bank;

VII. *OSH station upgrades program*. This is year two of four of the OSH program which allots sixteen thousand dollars to assist departments with small upgrades related to OSH;

VIII. *Volunteer municipal water funding program*. Payment of water bills for departments on the municipal water supply;

IX. *radio licenses*, oversight and payment of all radio licences for all departments;

X. *Mechanical service program*. We have 75 fire apparatus, plus utility vehicles and two Full Time Equivalents (FTE’s) mechanics to perform inspection and maintenance routines. The maintenance garage is located on Townsend Street; and

XI. *Recruitment and Retention*, recruitment and retention activities revolve around advertisement, education of the general public, and appreciation for volunteers.

c. *Superior water shuttles* are completed on a five year cycle and require that rural departments demonstrate their ability to be in compliance with the standard set forth by the Fire Underwriters Survey (FUS), Appendix E and National Fire Prevention Association (NFPA) 1142 Standard on Water Supplies for Suburban and Rural Fire Fighting, Appendix F. This process is a resource based task requiring staffing, sufficient tankers strategically placed and reliable water supply. When the superior water shuttle is successfully demonstrated, citizens in that service area, based on the water supply, are eligible for improved property insurance rates similar to those in communities
with municipal type water supply systems. The CBRM currently has the Superior Water Shuttle designation.

d. Workers Compensation Board (WCB) and Employee Assistance Program (EAP), all fees are defined and forwarded to WCB and rates are monitored by the fire and emergency services Administrative Assistant. The Deputy Chief of volunteer support provides oversight for volunteer claims, and is also the contact for access to the CBRM-EAP.

e. CBRMCA, the Deputy Chief, Volunteer Support, serves on the Executive of the Fire Chiefs Association (FCA). This provides a point of contact for Regional Administration. Issues related to the fire service are vetted through the Executive to the membership, and conversely through the Executive to Administration. All matters of policy pertaining to the volunteer fire and emergency service are then brought to Council for consideration.

f. Fire service training is accomplished through a hybrid process of contracts for formal training with the Nova Scotia Firefighter’s School and maintenance training is coordinated through the volunteer coordinator and the volunteer training group. As suggested in the MGA, Fire and Emergency Services Guide, all training conducted follows NFPA standards. Some examples of training standards are:

I. NFPA 1001: Standard for Fire Fighter Professional Qualifications, Appendix G;

II. NFPA 1002: Standard for Fire Apparatus Driver/Operator Professional Qualifications, Appendix H;

III. NFPA 1006, Standard for Technical Rescuer Professional Qualifications, Appendix I;

IV. NFPA 1021: Standard for Fire Officer Professional Qualifications, Appendix J;

V. NFPA 1031: Standard for Professional Qualifications for Fire Inspector and Plan Examiner, Appendix K;

VI. NFPA 1033: Standard for Professional Qualification for Fire Investigator, Appendix L;
The CBRM is also adopting modular training based on NFPA standards, developed by the Nova Scotia Firefighters School that expedites the ability for firefighters to work in the hot zone. This will assist in our recruitment and retention efforts and provide a base for further certification training.

g. Volunteer fire education activities are primarily reinforced through the Volunteer Support and a team of volunteers from various departments. This team meets on a regular basis to create and carry out fire education activities (fire education activities for the community of Sydney will be discussed further on in the terms of reference).

Fire Operations, deals with the delivery of fire suppression, emergency services and fire prevention activities. The MGA Guide Respecting Fire and Emergency Services, Appendix P, recommends that NFPA 1500, Appendix Q, be the cornerstone for fire and emergency services occupational health and safety. The mission of fire operations is to save lives and protect property. Guidelines to achieve these requirements are found in NFPA standards.

Fire - Emergency Services can be provided by an emergency service provider, as is the case with our Regional Hazardous Material Team; or emergency services can be provided by fire departments, for example, vehicle extraction. Examples of emergency services found in the MGA Guide “Respecting Fire and Emergency Services” include but are not limited to: medical, vehicle extrication, water rescue, ice rescue, hazardous materials, structural collapse and high angle rescue. Some guidelines for emergency services are found in NFPA 1670, Appendix R, NFPA 1006 Appendix I and NFPA 472, Appendix S.
Terms of Reference Fire Services Organizational Review

Fire Prevention has three pillars, engineering, education and enforcement. All three work to provide safety for our citizens and firefighters. All three pillars are interwoven with fire service operations.

a. Engineering ensures the building is assembled and meets the requirements of the Nova Scotia Building Code Act. In the CBRM this is the responsibility of Building Officials who work with the owners/contractors until the building commissioning, at which point the building is turned over to the fire service. Fire Inspectors form part of the commissioning inspection and Fire Operations personnel have an opportunity to visit the site to gain first-hand knowledge of the property. In addition, drawings and technical information is available to the fire department for pre-fire planning activities.

b. Education provides the necessary tools for property owners and the citizens of CBRM to maintain a level of vigilance and fire safety. Education also takes lessons learned from fire investigations to develop fire education talks and/or employ programming such as: Learn Not to Burn, Arson Prevention Program for Children and Risk Watch to educate the public. Education is supported in the composite and volunteer departments. However, in the career department, the Community of Sydney, education does not have dedicated staff. There is the occasional secondment but the duties are primarily met through the efforts of on duty fire companies. The problem with this method of education is that any scheduled actives can be preempted by alarms which leave both the employer and the employee to reschedule the education session.
c. **Enforcement** is part of the inspection role. Under the *Fire Safety Act, Appendix T*, there is a mandatory cycle of inspections to ensure the property maintains a level of public fire safety. The *Fire Safety Act* regulations in part states:

"14 (1) A municipality must inspect an assembly occupancy (Group A) once every 3 years after the inspection under Section 13.

(2) A municipality must carry out a system of fire inspections on all buildings containing the following occupancies:

(a) a residential occupancy (Group C) that has more than 3 units and is not regulated under the *Homes for Special Care Act*;

(b) a business and personal services occupancy (Group D);

(c) a mercantile occupancy (Group E); and

(d) an industrial occupancy (Group F)."

Pertinent inspection information needs to be provided to fire stations for fire pre-planning purposes.

**Emergency Management Division** is new to the Fire and Emergency Services Department. The Division is currently reviewing the emergency management plan and associated bylaw. Identified changes will revolve around risk assessment, prevention and business continuity.

The risk assessment takes into account both natural and manmade probabilities while recognizing the effects of global warming.

Business continuity planning needs to be reinforced through business and citizen education programs. This relationship will play a vital role in the business continuity needs assessment and in identifying our collective ability to maintain service.

The ability of the community to respond is a collaborative activity involving council and a multitude of community resources. Built into this ability to respond is a program of communication and
Terms of Reference Fire Services Organizational Review

professional development. The CBRM task is to continuously challenge our ability to react and contribute to business continuity.

Guidelines to assist communities in emergency management are found in NFPA 1600, Appendix U, and Canadian Safety Association Standard z1600.


Financially, the CBRM has eight different area rates for fire services, with regional costs supported in the general rate.

CHALLENGES

Fire departments are facing a number of changes including new expectations from regulatory bodies and the general public. These new pressures along with the socioeconomic demographic found in the CBRM create a very difficult task for volunteers and indeed the fire and emergency service. Since amalgamation in 1995 the CBRM has experienced significant change such as:

a. Mandatory fire inspections: (Province of Nova Scotia, 2002);
   I. Classification and number of properties in the CBRM.
      i. Assembly properties, Group A, 579, every three years;
      ii. Residential properties, Group C, 1278;
      iii. Business and Personal Services, Group D, 676;
      iv. Mercantile, 955, Group E; and
      v. Industrial, Group F, 329.

Covered by two Full Time Equivalents (FTE’s).
b. Fire departments taking on the responsibility for medical fire responder calls, no direct Provincial Funding, i.e., vehicle and equipment wear and tear and operating costs (Emergency Health Services, 2002);

c. General aging and availability of the population to volunteer:

I. Population decline between 2006 and 2011 was -4.1%. This happened during a period when nationally there has been a growth of 5.9%.

II. A breakdown of the population is:
   i. Under the age of 20 there are 21.3k citizens;
   ii. Between the ages of 20 and 50 there are 34.9k citizens;
   iii. Over forty five thousand (45k) of our population is over the age of 50; and
   iv. Of the 45k, 19.6k are 65 and older (19.3% of the population, the national average is 14.8%)

III. The mean age in Cape Breton is 46.6 years. (Statistics Canada, 2011)

d. Employment outside our communities "Alberta Effect" reducing access to volunteers;

e. Changing demographics, older workforce who are juggling work(travel), family activities and parental care (less time to volunteer);

f. Occupational Safety and Health requirements:

   I. Breathing apparatus requirements;

   II. Mask, fit testing; and

   III. Changing face of service delivery (National Fire Protection Association 1500, 2013)
g. Vehicle life span (Fire Underwriters, 2010):

   I. Number of Vehicles requiring replacement over the next 10 year cycle:
      i. 2014-2015, five pumpers and 2 tankers;
      ii. 2015-2016, three pumpers;
      iii. 2016-2017, three pumpers, three tankers;
      iv. 2017-2018, two pumpers;
      v. 2018-2019, two pumpers;
      vi. 2019-2020, one pumper;
      vii. 2020-2021, two pumpers;
      viii. 2021-2022, one pumper;
      ix. 2022-2023, one aerial, one pumper;
      x. 2023-2024, no replacement.

Estimated examples of the financial requirements for apparatus replacement (3% per annum)
are:

2014-15

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<th>Type</th>
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<td>Louisbourg</td>
<td>FORD</td>
<td>840</td>
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<td>Pumper</td>
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</table>

It is noteworthy to mention that industry trends indicate that vehicle cost can rise at approximately 3% per annum.

h. Increased vehicle and equipment costs;

i. Rising cost of insurance;

j. Increased training to meet identified safety requirements;
k. The effects of global warming on emergency response, flooding, fire ice and wind damage.

l. Insurance industry oversight, lawsuits, subrogation, changing legal or statutory obligations and increased expectations on fire and emergency services;

m. Public expectation to increase emergency services, repelling, ice and water rescue, urban heavy rescue to name a few; and

n. Less money to deal with this growing demand.

All the aforementioned, and more, puts a strain on our volunteer and career service providers. Recruitment and retention in the volunteer sector is suffering which greatly affects our ability to get the job done. The depopulation of communities through migration both intra and inter provincially has led fire departments on a cycle of recruitment and training. With the average age of the firefighter getting older these volunteers juggle employment, immediate family obligations and in some cases parental care to provide community service.

It is important to recognize the barriers and indeed the pressures faced by fire chiefs in the provision of community based fire and emergency services. It is equally important to recognize when this service cannot or can no longer be performed. Identifying services that can be safely provided and informing the public of available services maybe a catalyst for recruitment or the realization that there is a need to restructure the community’s ability to respond.
TERMS OF REVIEW

Shaping our future in the Cape Breton Regional Municipality, a reorganization plan for positive change, Appendix V, provides long term and short term benchmarks for the revitalization of Fire and Emergency Services. The paper references the identification of service gaps, and in part the need to “establish an integrated fire service, maintain career firefighter positions within the CBRM ensuring that these positions provide the necessary supports to the volunteer service throughout the region, standardize equipment provided throughout the region, both for purchasing savings and consistency of service delivery. ..., develop a volunteer and career fire service training facility Appendix W, and explore a needs-based funding formula for fire departments.” The paper also provides for the creation of a CBRM wide Organizational Operating Review Task Force. This Task Force was created and reported to Council with reference to the fire and emergency services on July 4, 2013.

The Task force report, Appendix X, provides direction with respect to a fire and emergency services review. The Task Force report states in part “The CBRM should begin the process of an Administrative Order to remove itself from the existing zone restrictions and conduct an independent review of fire services within the context of a successful Administrative Order”. As an explanatory note, in Halifax the fire service is formed in policy as one fire and emergency service zone. In the CBRM, fire and emergency services have 34 distinct fire service zones each with their own legal authority. The Halifax policy provides further direction in the context of the formation of the department including the role of chief, department structure, qualifications, promotions, and discipline.
The terms of reference for this review are multidimensional and are directed at meeting the objectives of the aforementioned paper and report. The following questions are provided to further examine the objective of supporting and deploying our current volunteer and career resources to achieve maximum benefit utilizing recognized industry standards:

a. Would a Policy of Council creating one singular fire department under one administration (Halifax Model) provide a more efficient and cost effective service delivery system for the CBRM? What other attributes of the Halifax Administrative Order would benefit the CBRM?

b. What changes in recruitment, retention or configuration can be achieved to help stabilize volunteer and career response, are there fire service gaps?

I. Combining stations, can stations be combined to improve service delivery, without adversely affecting the Regions ability to maintain a superior water shuttle designation NFPA 1710, Appendix Y and NFPA 1720, Appendix Z?

II. Automatic aid, what are the obstructions to automatic aid and are there legal consequences for fire departments and their members for not using this option?

III. Will reconfiguring the career response profile in the Community of Sydney to provide a full initial alarm in support of surrounding volunteer communities provide the best result for all concerned? What will best facilitate the fire alarm support for South Bar, Sydney River, Grand Lake Road and Mira Road?

IV. Should the suburban composite fire departments of Glace Bay, North Sydney and New Waterford create a system where career firefighters work day shift with a full complement of, one Captain and three firefighters, verses one firefighter following the platoon system (nights and weekends covered by volunteers)?
i. What benefit would the day shift have for surrounding communities?

ii. What impact could a full company have on pre fire planning and prevention?

V. Are departments defined as to their ability to provide offensive and defensive fire operations? What defines an offensive and defensive fire department?

c. Are the appropriate emergency services being offered and supported?

d. Are there emergency service gaps?

e. Define the requirements to establish a Regional training centre for career and volunteer firefighters.

f. Does the current capital plan for vehicles ensure Council's ability to respond in a timely manner to vehicle replacement?

g. How do we ensure that the liability faced by volunteer and career fire fighters is minimized?

h. Is the current volunteer remuneration system fair and equitable?

i. Is the volunteer district platoon system a viable option? (Firefighting in Canada, 2009) (King, n.d.)

j. What improvements can be made to the current procurement system?

k. Are we compliant with current statutory requirements, if not, what is the most economical method to gain compliance?

l. Is the volunteer support division appropriately resourced?

m. What are the next steps in acquiring a regional training facility?
n. What type of electronic record keeping system will best fit the needs of career and volunteer departments?

I. Personnel records;
II. Training records;
III. Vehicle records;
IV. Scheduling and tracking;
V. Prevention records;
   i. Education
   ii. Engineering
   iii. Enforcement

TIMETABLE OF EVENTS

The consultant shall provide a timetable of events which will include a consultative process with the Fire and Emergency Services Committee, staff, and career and volunteer fire departments. The final report shall be due for presentation to Council on or before 120 days from the granting of this contract.

When establishing recommendations strong consideration must be given to the community’s ability to pay and the need to meet statutory obligations. The accepted findings must be accompanied by a feasible implementation timeline.
REFERENCES


Terms of Reference

Fire and Emergency Service Review

Overview

• List of Appendices
• Definitions
• Direction
  • Task Force
• Background
  • Fire Departments
  • Career, Composite (Volunteer & Career) and Volunteer
• Volunteer Support
  • Logistics, finance, Superior Water shuttles, Workers
  Compensations Board, CBRFCA, Fire Service Training
  and Volunteer Fire Education.
Overview Cont...

- Fire Operations
- Fire & Emergency Services
- Fire Prevention
  - Engineering, Education and Enforcement
- Emergency Management Division
- Budget
- Challenges
- Terms of Review
- Timetable of Events
- References

Definitions

- **Administrative order** – An administrative order is an administrative policy of Council. The term “Administrative Order” is used in the Halifax Regional Municipality to define Council Policy.

- **Chief Director of Fire and Emergency Services** – Fire Chief for the Community of Sydney and Director of Fire and Emergency Services for the Cape Breton Regional Municipality. Responsible to deliver Council policy and provide oversight over all regional Fire and Emergency Services.
Definitions Cont....

- **Career Department** – A department that is composed of career personnel.
- **Composite Fire Department** – A department that is composed of a mix of volunteer and career staff.
- **Volunteer Fire Department** - A department that is composed solely of volunteers.

**DIRECTION**

- **Task Force**, “The CBRM should begin the process of an Administrative Order to remove itself from the existing zone restrictions and conduct an independent review of fire services within the context of a successful Administrative Order”.
BACKGROUND

- The Cape Breton Regional Municipality has thirty-four fire departments and one Regional Emergency Service (Hazardous Materials Response Team). The departments and team serve 101,619 citizens which is a reduction of 4.1% of the population since 2006. It is important to note that this reduction occurred during a period in which there was national growth of 5.9%. The service area covers 2,470.60 square kilometres. (Statistics Canada, 2011)

BACKGROUND

- There are thirty-five (35) fire stations who, in times of an emergency, act as a collation operating through a series of mutual aid and automatic aid agreements and requests for assistance.
BACKGROUND

- **Fire Departments**, there are career, composite and volunteer departments which are sanctioned under the terms of Part X, Section 294 of the Municipal Government Act (MGA), *As such, each department is an independent legal entity with a primary service area.*

BACKGROUND

- **Career department, Community of Sydney.** Sydney has two stations, a career chief and a cadre of career officers and firefighters working under a platoon system. There are four (4) shifts to a platoon and shift personnel work a 42 hour week. The department operates on an area rated municipal budget.
BACKGROUND

- In addition to the duties for the community of Sydney, the career chief:
  - In consultation with the former town chiefs develops budgets for the former town departments;
  - Provides oversight and assistance to the Deputy Chief of Volunteer support in the development and management of rural volunteer grants;
  - Provides oversight for the administration and logistics of the volunteer departments; and
  - Acts as a liaison for the Cape Breton Regional Fire Chiefs Association (CBRMFCA) in matters requiring Council attention.

BACKGROUND

- The Platoon Chiefs in the community of Sydney also serve as duty officers providing support for the volunteer departments on a 7/24 basis. This support can vary from authorizing expenditures during emergencies to assisting volunteers in making strategic and tactical decisions at/on emergency scenes;
BACKGROUND

• Career fire suppression support is currently provided through automatic aid to the volunteer departments of Grand Lake Road and South Bar and on request to Sydney River and Mira Road, (these agreements are being reviewed with the thought of further empowering the career response protocol). Sydney also provides auto extrication services (Emergency Services) on the 125 Highway primarily between the inter-sections of Grand Lake Road and the Alexandra Street off ramp.

BACKGROUND

• Composite, suburban, the communities of North Sydney, Glace Bay and New Waterford. These fire departments have a volunteer chief a cadre of volunteer officers, volunteer firefighters with a complement of four career firefighters. Career firefighters follow a platoon system having one firefighter on duty at any given time. The departments operate on a municipal budget;
BACKGROUND

- **Volunteer, suburban** - Dominion, Sydney Mines, Louisbourg, fully volunteer, volunteer chief, a cadre of volunteer officers and a compliment of volunteer firefighters, and operate on a municipal budget;

BACKGROUND

- **Volunteer, rural** - fully volunteer, a cadre of volunteer officers and a compliment of volunteer firefighters, and operate on a system of municipal grants. Each grant has a base level and is eligible for further funding if they service over 600 dwellings.

- All eight former municipal districts fund their fire departments through a system of area rates. Capital and support activities are funded through a global regional rate.
BACKGROUND

- **Volunteer Support** activities generally cover the areas of logistics; finance; superior water shuttles; mechanical services; oversight of Workers Compensation Board (WCB); Employee Assistance Program (EAP); Cape Breton Regional Chiefs Association (CBRMFCA) committee activities; fire training; and fire education.

BACKGROUND

- **Logistics** provides for the procurement and placement of vehicles, equipment, radios, computers and operational support material. This includes, but not limited to:
  
  - The creation/review of design specifications for vehicles,
  - Following the vehicle build,
  - Reviewing specifications for equipment to ensure compliance with the associated standard; and
  - The acquisition and placement of technology in liaison with the technology department.
BACKGROUND

- **Finance**, fire department financial assistance is in the form of budgets, grants and capital borrowing. Oversight is provided for the former town budgets and the rural grant.

BACKGROUND

- **Capital Grant Program**, is used primarily to purchase new and used fire apparatus. The capital grant program receives six hundred thousand dollars annually. Apparatus are replaced on a cycle using the vehicle age of 20-25 years or circumstance in which the vehicle becomes a priority i.e. extreme damage. The qualifying department can receive up to one hundred and twenty-five thousand dollars towards a new vehicle and 90 thousand towards a used vehicle (15 years of service remaining). It is important to note that the capital borrowing is not indexed to recognize increases in vehicle costs, approximately three percent annually. Also this capital money is borrowed, therefore unexpended amounts are not accrued for future purchases.
BACKGROUND

- *Emergency Funding*, provides assistance with station repairs, for example roofs and furnaces, front line vehicles and fire equipment. Expenditures are guided by the guideline for the emergency fund which in part states:
  - building or the area of a building housing firefighting vehicles including its infrastructure; and
  - Regionally recognized front line firefighting vehicles and in extenuating circumstances firefighting equipment.

BACKGROUND

- The fund would be administered with strict approval guidelines. To qualify for funding the Department would need to prove that the situation created an environment where:
  - their ability to respond is notably impeded; and or
  - The station/facility would be rendered unsafe or unsuitable for occupancy.
  - The emergency fund is fifty thousand dollars, and is part of the operating budget. Departments requiring assistance make their application through the Volunteer Coordinator;
**BACKGROUND**

- *Emergency Services repair and equipment replacement fund*, provides financial assistance to ensure critical repairs on emergency services equipment. The fund supports the efforts of vehicle extrication, water rescue/recovery and Hazardous Material Response Team. The emergency fund is fifty thousand dollars and forms part of the operating budget;

**BACKGROUND**

- *Technology*, deals with computers for station use, radio and pager assistance is normally provided through volunteer support;
- *Dry hydrant program*, provides for the installation of rural hydrants feeding from a sustainable water source such as a lake or river, this requires research and collaboration with provincial regulatory authorities. The dry hydrant program is also strategic in nature to help support water shuttle activities and maintaining a superior water shuttle designation;
BACKGROUND

- *OSH regional BA and compressor program*, provides for regular inspection and certification of the breathing air compressors and inspection of regional breathing bottle bank;
- *OSH station upgrades program*. This is year two of four of the OSH program which allots sixteen thousand dollars to assist departments with small upgrades related to OSH;
- *Volunteer municipal water funding program*. Payment of water bills for departments on the municipal water supply;

BACKGROU BACKGROUND ND

- *radio licenses*, oversight and payment of all radio licences for all departments;
- *Mechanical service program*. We have 75 fire apparatus, plus utility vehicles and two Full Time Equivalents (FTE’s) mechanics to perform inspection and maintenance routines. The maintenance garage is located on Townsend Street; and
- *Recruitment and Retention*, recruitment and retention activities revolve around advertisement, education of the general public, and appreciation for volunteers.
BACKGROUND

• **Superior water shuttles** are completed on a five year cycle and require that rural departments demonstrate their ability to be in compliance with the standard set forth by the Fire Underwriters Survey (FUS), and National Fire Prevention Association (NFPA) 1142 Standard on Water Supplies for Suburban and Rural Fire Fighting. This process is a resource based task requiring staffing, sufficient tankers strategically placed and reliable water supply. When the superior water shuttle is successfully demonstrated, citizens in that service area, based on the water supply, are eligible for improved property insurance rates similar to those in communities with municipal type water supply systems. The CBRM currently has the Superior Water Shuttle designation.

BACKGROUND

• **Workers Compensation Board** (WCB) and Employee Assistance Program (EAP), all fees are defined and forwarded to WCB and rates are monitored by the fire and emergency services Administrative Assistant. The Deputy Chief of volunteer support provides oversight for volunteer claims, and is also the contact for access to the CBRM-EAP.
BACKGROUND

- **CBRMFCA**, the Deputy Chief, Volunteer Support, serves on the Executive of the Fire Chiefs Association (FCA). This provides a point of contact for Regional Administration. Issues related to the fire service are vetted through the Executive to the membership, and conversely through the Executive to Administration. All matters of policy pertaining to the volunteer fire and emergency service are then brought to Council for consideration.

BACKGROUND

- **Fire service training** is accomplished through a hybrid process of contracts for formal training with the Nova Scotia Firefighter's School and maintenance training is coordinated through the volunteer coordinator and the volunteer training group. As suggested in the MGA, Fire and Emergency Services Guide, all training conducted follows NFPA standards. Some examples of training standards are:
  - NFPA 1001: Standard for Fire Fighter Professional Qualifications
  - NFPA 1002: Standard for Fire Apparatus Driver/Operator Professional Qualifications
BACKGROUND

- NFPA 1006, Standard for Technical Rescuer Professional Qualifications,
- NFPA 1021: Standard for Fire Officer Professional Qualifications,
- NFPA 1031: Standard for Professional Qualifications for Fire Inspector and Plan Examiner
- NFPA 1033: Standard for Professional Qualification for Fire Investigator
- NFPA 1035: Standard for Professional Qualifications for Public Fire and Life Safety Educator
- NFPA 1041: Standard for Fire Service Instructor Professional Qualifications
- NFPA 1071: Standard for Emergency Vehicle Technician Professional Qualifications

BACKGROUND

- The CBRM is also adopting modular training based on NFPA standards, developed by the Nova Scotia Firefighters School that expedites the ability for firefighters to work in the hot zone. This will assist in our recruitment and retention efforts and provide a base for further certification training.
BACKGROUND

- **Volunteer fire education** activities are primarily reinforced through the Volunteer Support and a team of volunteers from various departments. This team meets on a regular basis to create and carry out fire education activities (fire education activities for the community of Sydney will be discussed further on in the terms of reference).

BACKGROUND

- **Fire Operations**, deals with the delivery of fire suppression, emergency services and fire prevention activities. The MGA Guide Respecting Fire and Emergency Services, recommends that NFPA 1500, be the cornerstone for fire and emergency services occupational health and safety. The mission of fire operations is to save lives and protect property. Guidelines to achieve these requirements are found in NFPA standards.
BACKGROUND

- **Fire - Emergency Services** can be provided by an emergency service provider, as is the case with our Regional Hazardous Material Team; or emergency services can be provided by fire departments, for example, vehicle extraction. Examples of emergency services found in the MGA Guide “Respecting Fire and Emergency Services” include but are not limited to: medical, vehicle extrication, water rescue, ice rescue, hazardous materials, structural collapse and high angle rescue. Some guidelines for emergency services are found in NFPA 1670, NFPA 1006 and NFPA 472.

BACKGROUND

- **Fire Prevention** has three pillars, engineering, education and enforcement. All three work to provide safety for our citizens and firefighters. All three pillars are interwoven with fire service operations.
BACKGROUND

- **Engineering** ensures the building is assembled and meets the requirements of the Nova Scotia Building Code Act. In the CBRM this is the responsibility of Building Officials who work with the owners/contractors until the building commissioning, at which point the building is turned over to the fire service. Fire Inspectors form part of the commissioning inspection and Fire Operations personnel have an opportunity to visit the site to gain first-hand knowledge of the property. In addition, drawings and technical information is available to the fire department for pre-fire planning activities.

BACKGROUND

- **Education** provides the necessary tools for property owners and the citizens of CBRM to maintain a level of vigilance and fire safety. Education also takes lessons learned from fire investigations to develop fire education talks and/or employ programming such as: Learn Not to Burn, Arson Prevention Program for Children and Risk Watch to educate the public. Education is supported in the composite and volunteer departments. However, in the career department, the Community of Sydney, education does not have dedicated staff. There is the occasional secondment but the duties are primarily met through the efforts of on duty fire companies. The problem with this method of education is that any scheduled actives can be preempted by alarms which leaves both the employer and the employee to reschedule the education session.
BACKGROUND

• **Enforcement** is part of the inspection role. Under the *Fire Safety Act*, *there is* a mandatory cycle of inspections to ensure the property maintains a level of public fire safety. The *Fire Safety Act* regulations in part states:

  • "14 (1) A municipality must inspect an assembly occupancy (Group A) once every 3 years after the inspection under Section 13."
  • (2) A municipality must carry out a system of fire inspections on all buildings containing the following occupancies:
  • (a) a residential occupancy (Group C) that has more than 3 units and is not regulated under the *Homes for Special Care Act*;
  • (b) a business and personal services occupancy (Group D);
  • (c) a mercantile occupancy (Group E); and
  • (d) an industrial occupancy (Group F)."

• Pertinent inspection information needs to be provided to fire stations for fire pre-planning purposes.

BACKGROUND

• **Emergency Management Division** is new to the Fire and Emergency Services Department. The Division is currently reviewing the emergency management plan and associated bylaw. Identified changes will revolve around risk assessment, prevention and business continuity.

  • The risk assessment takes into account both natural and manmade probabilities while recognizing the effects of global warming.
BACKGROUND

• Business continuity planning needs to be reinforced through business and citizen education programs. This relationship will play a vital role in the business continuity needs assessment and in identifying our collective ability to maintain service.

• The ability of the community to respond is a collaborative activity involving council and a multitude of community resources. Built into this ability to respond is a program of communication and professional development. The CBRM task is to continuously challenge our ability to react and contribute to business continuity.

BACKGROUND

• Guidelines to assist communities in emergency management are found in NFPA 1600, and Canadian Safety Association Standard z1600.
BACKGROUND


- Financially, the CBRM has eight different area rates for fire services, with regional costs supported in the general rate.

CHALLENGES

- Fire departments are facing a number of changes including new expectations from regulatory bodies and the general public. These new pressures along with the socioeconomic demographic found in the CBRM create a very difficult task for volunteers and indeed the fire and emergency service. Since amalgamation in 1995 the CBRM has experienced significant change.
CHALLENGES

- Mandatory fire inspections: (Province of Nova Scotia, 2002);
  - Classification and number of properties in the CBRM.
    - Assembly properties, Group A, 579, every three years;
    - Residential properties, Group C, 1278;
    - Business and Personal Services, Group D, 676;
    - Mercantile, 955, Group E; and
    - Industrial, Group F, 329.
  - Covered by two Full Time Equivalents (FTE’s).

CHALLENGES

- Fire departments taking on the responsibility for medical fire responder calls, no direct Provincial Funding, i.e., vehicle and equipment wear and tear and operating costs (Emergency Health Services, 2002);
CHALLENGES

- General aging and availability of the population to volunteer:
- Population decline between 2006 and 2011 was -4.1%. This happened during a period when nationally there has been a growth of 5.9%.
- A breakdown of the population is:
  - Under the age of 20 there are 21.3k citizens;
  - Between the ages of 20 and 50 there are 34.9k citizens;
  - Over forty five thousand (45k) of our population is over the age of 50; and
  - Of the 45k, 19.6k are 65 and older (19.3% of the population, the national average is 14.8%)
- The mean age in Cape Breton is 46.6 years. (Statistics Canada, 2011)

CHALLENGES

- Employment outside our communities “Alberta Effect” reducing access to volunteers;
- Changing demographics, older workforce who are juggling work(travel), family activities and parental care (less time to volunteer);
CHALLENGES

- Occupational Safety and Health requirements:
  
  - Breathing apparatus requirements;
  - Mask, fit testing; and
  - Changing face of service delivery (National Fire Protection Association 1500, 2013)

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CHALLENGES

- Vehicle life span:
  - Number of Vehicles requiring replacement over the next 10 year cycle:
    - 2014-2015, five pumpers and 2 tankers;
    - 2015-2016, three pumpers;
    - 2016-2017, three pumpers, three tankers;
    - 2017-2018, two pumpers;
    - 2018-2019, two pumpers;
    - 2019-2020, one pumper;
    - 2020-2021, two pumpers;
    - 2021-2022, one pumper;
    - 2022-2023, one aerial, one pumper;
    - 2023-2024, no replacement.
Estimated examples of the financial requirements for apparatus replacement (3% per annum) are:

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2015-2016

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$354,813  $375,000  $375,810
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<td>Topkick</td>
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<td>Pumper/Tanker</td>
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<tr>
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It is noteworthy to mention that industry trends indicate that vehicle cost can rise at approximately 3% per annum.

### CHALLENGES

- Increased vehicle and equipment costs;
- Rising cost of insurance;
- Increased training to meet identified safety requirements;
- The effects of global warming on emergency response, flooding, fire ice and wind damage.
- Insurance industry oversight, lawsuits, subrogation, changing legal or statutory obligations and increased expectations on fire and emergency services;
- Public expectation to increase emergency services, repelling, ice and water rescue, urban heavy rescue to name a few; and
- Less money to deal with this growing demand.
CHALLENGES

- All the aforementioned, and more, puts a strain on our volunteer and career service providers. Recruitment and retention in the volunteer sector is suffering which greatly affects our ability to get the job done. The depopulation of communities through migration both intra and inter provincially has led fire departments on a cycle of recruitment and training. With the average age of the firefighter getting older these volunteers juggle employment, immediate family obligations and in some cases parental care to provide community service.

CHALLENGES

- It is important to recognize the barriers and indeed the pressures faced by fire chiefs in the provision of community based fire and emergency services. It is equally important to recognize when this service cannot or can no longer be performed. Identifying services that can be safely provided and informing the public of available services maybe a catalyst for recruitment or the realization that there is a need to restructure the community’s ability to respond.
TERMS OF REVIEW

• **Shaping our future in the Cape Breton Regional Municipality**, a reorganization plan for positive change, provides long term and short term benchmarks for the revitalization of Fire and Emergency Services. The paper references the identification of service gaps, and in part the need to "establish an integrated fire service, maintain career firefighter positions within the CBRM ensuring that these positions provide the necessary supports to the volunteer service throughout the region, standardize equipment provided throughout the region, both for purchasing savings and consistency of service delivery. ..., develop a volunteer and career fire service training facility, and explore a needs-based funding formula for fire departments." The paper also provides for the creation of a CBRM wide **Organizational Operating Review Task Force**. This Task Force was created and reported to Council with reference to the fire and emergency services on July 4, 2013.

TERMS OF REVIEW

• The Task force report, provides direction with respect to a fire and emergency services review. The Task Force report states in part "The CBRM should begin the process of an Administrative Order to remove itself from the existing zone restrictions and conduct an independent review of fire services within the context of a successful Administrative Order". As an explanatory note, in Halifax the fire service is formed in policy as one fire and emergency service zone. In the CBRM, fire and emergency services have 34 distinct fire service zones each with their own legal authority. The Halifax policy provides further direction in the context of the formation of the department including the role of chief, department structure, qualifications, promotions, and discipline.
TERMS OF REVIEW

- The terms of reference for this review are multidimensional and are directed at meeting the objectives of the aforementioned paper and report. The following questions are provided to further examine the objective of supporting and deploying our current volunteer and career resources to achieve maximum benefit utilizing recognized industry standards:

TERMS OF REVIEW

- Would a Policy of Council creating one singular fire department under one administration (Halifax Model) provide a more efficient and cost effective service delivery system for the CBRM? What other attributes of the Halifax Administrative Order would benefit the CBRM?
TERMS OF REVIEW

- What changes in recruitment, retention or configuration can be achieved to help stabilize volunteer and career response, are there fire service gaps?
- Combining stations, can stations be combined to improve service delivery, without adversely affecting the Regions ability to maintain a superior water shuttle designation NFPA 1710 and NFPA 1720

TERMS OF REVIEW

- Automatic aid, what are the obstructions to automatic aid and are there legal consequences for fire departments and their members for not using this option?
- Will reconfiguring the career response profile in the Community of Sydney to provide a full initial alarm in support of surrounding volunteer communities provide the best result for all concerned? What will best facilitate the fire alarm support for South Bar, Sydney River, Grand Lake Road and Mira Road?
TERMS OF REVIEW

• Should the suburban composite fire departments of Glace Bay, North Sydney and New Waterford create a system where career firefighters work day shift with a full complement of, one Captain and three firefighters, verses one firefighter following the platoon system (nights and weekends covered by volunteers)?

TERMS OF REVIEW

• What benefit would the day shift have for surrounding communities?
• What impact could a full company have on pre fire planning and prevention?

• Are departments defined as to their ability to provide offensive and defensive fire operations? What defines an offensive and defensive fire department?
TERMS OF REVIEW

- Are the appropriate emergency services being offered and supported?
- Are there emergency service gaps?
- Define the requirements to establish a Regional training centre for career and volunteer firefighters.
- Does the current capital plan for vehicles ensure Council's ability to respond in a timely manner to vehicle replacement?
- How do we ensure that the liability faced by volunteer and career fire fighters is minimized?

TERMS OF REVIEW

- Is the current volunteer remuneration system fair and equitable?
- Is the volunteer district platoon system a viable option? (Firefighting in Canada, 2009) (King, n.d.)
- What improvements can be made to the current procurement system?
- Are we compliant with current statutory requirements, if not, what is the most economical method to gain compliance?
- Is the volunteer support division appropriately resourced?
- What are the next steps in acquiring a regional training facility?
TERMS OF REVIEW

- What type of electronic record keeping system will best fit the needs of career and volunteer departments?

- Personnel records;
- Training records;
- Vehicle records;
- Scheduling and tracking;
- Prevention records;
  - Education
  - Engineering
  - Enforcement

TIMETABLE OF EVENTS

- The consultant shall provide a timetable of events which will include a consultative process with the Fire and Emergency Services Committee, staff, and career and volunteer fire departments.
- The final report shall be due for presentation to Council on or before 120 days from the granting of this contract.
- When establishing recommendations strong consideration must be given to the community's ability to pay and the need to meet statutory obligations.
- The accepted findings must be accompanied by a feasible implementation timeline.
ISSUE PAPER

TO: Members of Fire and Emergency Services Committee
FROM: John Dilny, Chair
CBRM Emergency Management Advisory Committee
SUBJECT: CBRM All Hazards Emergency Management Plan
DATE: December 1, 2014

PURPOSE:
To have the Fire and Emergency Services Committee review the updated CBRM All Hazards Emergency Management Plan and make recommendations.

Once the review and recommendation(s) is completed, the plan should be presented to Council for approval.

BACKGROUND:
Council approved the CBRM Emergency Management Plan in January 2001. The CBRM Emergency Management Plan has the provision to be improved as necessary. In June 2014 the CBRM Emergency Management Advisory Committee revised the basic plan, supporting appendices, and where appropriate, annexes. The plan is an all-hazards approach administrative document intended to establish uniform policies, procedures and strategies to prevent, mitigate, prepare for, respond to and recover from emergencies within the Cape Breton Regional Municipality. The Plan’s aims are to save lives, protect property and the environment and provide the framework for the municipality’s interaction with other neighboring municipalities, provincial and federal agencies and the private sector and non-government organizations in the context of expanding regional emergency incident management.

DISCUSSION:
At the meeting of the Emergency Management Advisory Committee held on May 30, 2014, the Committee approved the revisions to the CBRM All Hazards Emergency Management Plan and agreed to refer it to the Fire and Emergency Services Committee for its review and recommendation(s).
FINANCIAL IMPLICATIONS:

There are no budget implications associated with the review and recommendations.

RECOMMENDATIONS:

It is recommended that Fire and Emergency Services Committee review the revised CBRM All Hazards Emergency Management Plan, supporting appendices, and where appropriate, annexes and make recommendations.

Once the review and recommendation(s) is/are completed, the plan should be presented to Council for approval.

John Dilny, Chair
Emergency Management Advisory Committee
Background Info

- EM Act mandated municipalities to prepare and approve emergency management plans (Sections 10)

- Current plan was approved by Council in January 2001

- The municipalities and EMO NS evaluate the emergency management program every two years.
Basic Concept

Based on Provincial and Municipal legislation and policies:

- "Include in plan only what you need, but include all that you need".
- Keep it simple, and do it asap - "as small as possible"!

Three planning steps:

1. General planning with operational focus based on "All-Hazard Principle", which includes notification, activation, ECC operation, evacuation and Emergency Social Services procedures
2. Risk assessment, which results in impact/probability grid, and leads to hazard-specific planning for high probability events
3. Incident Command System versus the Emergency Site Management System.
## Plan or Program

<table>
<thead>
<tr>
<th>Plan</th>
<th>Program</th>
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<tbody>
<tr>
<td>• Operation focus</td>
<td>• Includes all of EM: 4 pillars</td>
</tr>
<tr>
<td>• Outlines contacts</td>
<td>• Plan is part of the program</td>
</tr>
<tr>
<td>• Lists resources</td>
<td>• Includes risk assessment</td>
</tr>
<tr>
<td>• Lists contingencies</td>
<td>• Is based on policy</td>
</tr>
<tr>
<td>• May be all-hazard specific</td>
<td>• Is a “living” document</td>
</tr>
<tr>
<td>• May or may not include risk assessment</td>
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## Current Plan Overview

**Current Plan Model:**

- **PRINCIPLES** [Chapter 1]
- **POLICY** [Chapter 2]
- **ORGANIZATION, ROLES AND RESPONSIBILITIES** [Chapter 3]
- **EMERGENCY OPERATIONAL RESPONSE** [Chapter 4]
- **RECOVERY** [Chapter 5]
- **CONTINUOUS IMPROVEMENT** [Chapter 6]
- **APPENDICES & ANNEXES**
Chapter 1

PRINCIPLES

- **Purpose** - administrative document intended to establish uniform policies, procedures and strategies to prevent, mitigate, prepare for, respond to and recover from emergencies within the Cape Breton Regional Municipality. The Plan’s aims are to save lives, protect property and the environment.

- **Guiding Principles**

  - Responsibility
  - Partnerships
  - Risk-Based
  - Resilience
  - Continuous Improvement
  - Comprehensive
  - Coherency of Action
  - All-Hazard
  - Clear Communications
  - Ethical

Chapter 1

All-Hazards – Emergency management adopts an all-hazards approach in every jurisdiction in Canada; assessing the risks associated with all hazards in an integrated way that helps reduce the vulnerability of people, property, the environment and the economy.
Chapter 2

- Policy Framework
- Enabling Authority
- Program Management
- Constraints
- Document Administration
- Operational Readiness
- Hazard, Risk and Vulnerability Assessment
- Profile of Cape Breton Regional Municipality
Chapter 2

Policy Framework

- Mission

Working together, through partnerships, to ensure that CBRM is prepared to respond to emergencies, recover from them and mitigate against their impacts.

- Vision
- Goal
- Objectives

Chapter 2

Enabling Authority

The Emergency Management Plan is issued under the authority of Council in accordance to the Provincial Emergency Management Act, 1990 (Appendix 1) as well as CBRM By-Law E-100 Emergency Management (Appendix 2).

- Legislation, Regulations, Directives, Policies, Standards and Industry Codes of Practice
Chapter 2

Constraints

- **CONCEPTUAL RESPONSE** - cannot predict and/or address every possible disaster scenario.

- **INTEROPERABILITY** - Incident Command System

- **RESOURCES** - A major disaster or emergency may overwhelm the capabilities and exhaust the resources of the municipality.

---

Chapter 2

**Document Administration**

- Production, Distribution and Accounting

- Review

- Amendment Procedures
Chapter 2

Operational Readiness

It is important that individuals who will have a key role in preparedness, response and recovery activities be actively involved throughout the process of developing the emergency management program and ultimately the Municipal Emergency Management Plan. Education, training and exercises are essential to improve operational readiness.

Chapter 2

Hazard, Risk and Vulnerability Assessment

A hazard, risk and vulnerability analysis (HRVA) is both a process and a tool used to identify the known and potential hazard situations which have the potential for disrupting the community, causing casualties, destroying public and private property or impacting the environment.

The top threats faced by CBRM can be found in Appendix 3 of this Plan.
Program Coordination
Reporting Structure and Governance

- Council
- Fire & Emergency Service Committee
- Manager Emergency Management
- Emergency Management Advisory Committee
  - HRVA
  - ECC
  - EFR
  - ADHOC

Chapter 3

Chief Administration Officer (CAO)
CBRM Municipal Departments – (Appendix 4)
External Partnerships – (Appendix 5)
Chapter 3

Incident Management - Response
AP10

Chapter 3

Coordination with External Partners

- Provincial Coordination Center
- Federal Government
- Assisting/Cooperating Agencies
- Mutual Aid Agreement
Chapter 4

- Alert/Notification/Warning procedures
- Activation Emergency Coordination Center
- State of Emergency
- Response Functions and Responsibilities
- Crisis Communications and Emergency Information
- Demobilization

Chapter 4

Alert/Notification/Warning procedures:

✓ Definitions
✓ Notification and Warning of Municipal Authorities and Staff:
  ✓ Telephone
  ✓ Email
✓ Public Warning and Communications:
  ✓ Door-to-door
  ✓ Sirens & Public Address Systems
  ✓ Weather Alerts
  ✓ Social Media
  ✓ PSA
Chapter 4

Activation Emergency Coordination Center

➢ Triggers:
  ➢ Situational Awareness – involves an awareness of potential incident behavior and the ability to predict where the incident will be in the future.
  
  ➢ Complexity Analysis – is a characterization used to describe the level of difficulty, severity or overall resistance that incident management personnel face while trying to manage an incident to a successful conclusion.

Chapter 4

Activation Emergency Coordination Center (con’t)

➢ Triggers:
  ➢ Levels of Emergencies
    ➢ 5 to 1

➢ ECC Guiding Principles:
  ➢ Threat to life, property critical infrastructure and the environment.
Chapter 4

Authority to Activate ECC:

☐ CAO

ECC Activation Phases:

- Level 1 – All Personnel
- Level 2 – Partial
- Level 3 – Monitor

State of Local Emergency

✓ Resolution of council
  • may be made by mayor/warden after consultation with committee

✓ Minister must be advised

✓ Valid for 7 days
  • may be renewed

✓ Forms prescribed by regulation
When to Declare a State of Local Emergency

When it is acknowledged that there is a need:

- To obtain special powers to effectively manage an emergency

Special Powers

Everything necessary for protection of property and health or safety

- confiscate property
- require assistance
- control/prohibit travel
- entry without warrant
- order or cause evacuation

1990, c.8, s.14.
Liability Issues

Anyone or any organization:

- is not liable for any damage arising out of any action taken pursuant to this Act or the regulations;

- is not subject to any proceedings ... with respect to any action taken pursuant to this Act or the regulations. 1990, c.8, s.21.

Chapter 4

Response Functions and Responsibilities:

- Evacuations and Shelters
- Search and Rescue
- Hazardous Materials
- Health and Medical
- Donations Management
Chapter 4

Crisis Communications and Emergency Information:

✓ Information Officer

Chapter 4

Demobilization:

The ECC commander makes the decision to deactivate the ECC after discussion with the Incident Commander. Deactivation will be phased in and personnel will be released as they are no longer needed. Recovery consideration will be considered before deactivation.
Chapter 4

After-Action Analysis and Meetings:

- Validating policy;
- Equipment and resource problems and requirements;
- Training needs;
- Weakness in our methodology;
- Strategic issues;
- Health, safety and welfare concerns.

Chapter 4

Post-Incident Meetings:

✓ Hot wash debrief
✓ Formal debriefs (Annex H)

After Action Report (AAR)
Chapter 5

Recovery

Emergency recovery is the coordinated process of supporting affected communities in the reconstruction of the physical infrastructure, restoration of the economy and of the environment and support for the emotional, social and physical well-being of those affected.

Chapter 6

CONTINUOUS IMPROVEMENT

➢ Plan is living document

➢ Review and Assessment
  ➢ Schedule outlined in Appendix 9
Chapter 6

Further Triggers for Review

✓ An exercise or operational activation of the plan highlights significant deficiencies in arrangements, systems or processes;

✓ Changes to available resources or agencies with a role in delivery of disaster management response and recovery which impacts on group capability;

✓ Changes to legislation, policy or arrangements; or

✓ The request of any member of the Emergency Management Advisory Committee or Council.

Chapter 6

Self-Assessment

☐ required by EMO NS every two years
Recommendation(s)

It is recommended that Fire and Emergency Services Committee review the CBRM All Hazards Emergency Management Plan and make recommendations.

Once the review and recommendation(s) is completed, the plan should be presented to Council for approval.
Issue Paper

Subject: BURNING BYLAW REVIEW

Date: November 21, 2014

Distribution: Fire and Emergency Services Committee; CAO, CFO

OVERVIEW

The definition of “Open Air” in the “Burning Bylaw” simply means (burning) not within a building. The original intent of the open air burning bylaw was to restrict open air burning in the former city and towns and to permit the activity in a rural setting. Open air burning dealt with shrubbery and wood pile(s) created as the result of land clearing. These activities are primarily rural activities and at times at the fringe of a suburban community.

The two main issues with open air burning of natural wood/shrubs are firstly, the possibility that the fire can spread and secondly, the smoke byproducts. In a remote rural setting this may or may not be an issue, however with the advent newer technologies such as air handling systems in homes and businesses the smoke can cause serious harm to personal property not to mention those with respiratory ailments. In urban and suburban settings because of the close proximity of homes and businesses the burning of shrubs and natural wood is not an option.

Another issue is the burning of chemically treated construction material and resulting byproducts.
Under the current bylaw barbeques and small cooking fires are a permitted use in all areas if they meet the prescribed containment and safety features. The bylaw does not provide consideration to newer burning technologies such as chiminea’s burning non-smoking artificial logs or outdoor natural gas or propane burning pits or fireplaces. At present, these items would be found to be in violation of the bylaw.

The bylaw in its present state does not take into consideration changing technologies and indeed changes in the Department of Natural Resources provincial online procedures for permitting open air burning in a rural setting. (Province of Nova Scotia, Department of Natural Resources).

RECOMMENDATION

That staff conduct a review and provide the appropriate revisions to the Burning Bylaw for Council’s consideration and approval.

REFERENCE(S)
