

Cape Breton Regional Municipality

Fire & Emergency Services Committee

AGENDA

Wednesday, September 15, 2021

1:00 p.m.

**Council Chambers
2nd Floor, City Hall
320 Esplanade, Sydney, NS**

Committee Members:

Deputy Mayor Earlene MacMullin, Chair
Councillor Gordon MacDonald
Councillor Glenn Paruch
Councillor Darren Bruckschwaiger, Vice-Chair
Councillor Lorne Green

Cape Breton Regional Municipality

Fire & Emergency Services Committee

Wednesday September 15, 2021

1:00 p.m.

AGENDA

Roll Call

1. **Approval of Minutes:** June 29, 2021 (Previously Distributed)

2. **Approval of Agenda:** (Motion Required)

3. **Sustainability of Fire Services in Cape Breton Regional Municipality**
– **Phase 1:** Michael Seth, Fire Chief, Director of Fire & Emergency Services (See page 3)
 - Appendix A – Manitou Report Recommendations – Director’s Implementation Recommendations (See page 6)

 - Appendix B – Director’s Operational Recommendations (See page 17)

 - Appendix C – Records Management Modules Requirement (See page 21)

 - Appendix D – DRAFT Professional Development Plan (See page 24)

 - Appendix E - DRAFT – Fees for Services (See page 25)

4. **REPORTS:**
 - 4.1 **Cape Breton Regional Fire Chiefs’ Association Report:**
Jim Prince, Volunteer Fire Chief (See page 29)

Adjournment



CBRM

A Community of Communities

Cape Breton Regional Municipality

Michael Seth, BAppBus:ES
Fire Chief/Director
Fire & Emergency Services

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ISSUE PAPER

DATE: September 9, 2021

TO: Fire & Emergency Services Committee

FROM: Michael Seth, Chief/Director – Fire & Emergency Services

RE: Sustainability of Fire Services in Cape Breton Regional Municipality – Phase 1

Background

In 1995, during the amalgamation and birth of CBRM, all services were amalgamated except for fire services. This has been indicative of the situations as it currently presents itself. Some key recent points of reference to be aware of are:

2012 – Mayors Task Force – recommended *“The CBRM should begin the process to seek 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. This review would undoubtedly also examine the efficacy of having by-law enforcement with Fire rather than Planning.”*

2013 – Shaping our Future in the Cape Breton Regional Municipality
“Focus on Safe, Secure Communities”

2016 – Fire Services Organizational Review (Manitou Incorporated), *hereinafter, referred to as “the Manitou Report”*.

High level evaluation has been undertaken to determine the needs of fire protection services going forward. This report will delve into various aspects of the multiphase, multiyear evaluation, recommendation, and implementation strategies to ensure the fire protection services are delivered consistently, effectively, and efficiently.

It is imperative to note that initial recommendations being made are done so using the hypothetical methodology, and much more data and research would be needed to either support or dispute them. They reflect only the necessities of fire protection, and not the social components of fundraising, et al.

Options

Comprehensive fire protection is achieved through the process of utilizing the ‘3 Lines of Defense’:

- Public Education – should be risk-based, determined on the needs of the community for their safety. This data should be centrally maintained. *(Example – working smoke alarms, exit planning)*
- Code Enforcement – achieved through regulatory-, complaint-, request-based **inspections** to determine how the existing building stock within CBRM may/may not be at risk. *(Example – ensuring that all buildings that are required to be inspected through the Fire Safety Act, are completed on a cycle)*

Additionally, ensuring that all **fire investigations** for origin and cause are completed in accordance with the Fire Safety Act requirements and records maintained centrally so that key indicators of fire activity can be identified and addressed. *(Example – multiple fires occurring from a single identified source, such as defective appliances)*

- Emergency Response – development of a risk-based emergency response system for the entirety of the CBRM that utilizes regionalized, resourced **deployment strategies** rather than district-based responses. This would be inclusive of operational maintenance of responses for the health and safety of the responder and the best outcomes for the protection of life and property in the CBRM.

This will allow for a consistent impact of operations, that will be measurable and accountable to the ratepayers within CBRM.

Options:

1. Undertake the methodical evaluation recommendations moving forward as presented by Fire Administration.
2. Status quo – examine tax increases for areas of significant risk evaluation and/or ability to sustain local departments.
3. Status quo – unable to sustain fire services with current budgeting and operation.

Appendix A – Manitou Report Recommendations – Director’s Implementation

Recommendations

Appendix B – Director’s Operational Recommendations

Appendix C – Records Management Modules Requirement

Appendix D – DRAFT – Professional Development Plan

Appendix E – DRAFT – Fees for Services

Recommendation

Committee recommends to Council to provide authority and approval to begin this process

- Includes the need for regulation for the fire services, revenue generation

- Includes the identification of need to enhance fire prevention and training activities for the entire CBRM.
- Direction for all volunteer departments to adhere to the direction of the Chief/Director as it pertains to this initiative and allow for consequences if failure to abide – impact on grant, registration, or other.

Committee to provide recommendation to Council for consideration in the 2021/22 budget deliberations for the updating of comprehensive records management systems (RMS) and business intelligence software suite that all departments within CBRM must, as a requirement of their registration, ensure information is maintained, available for access by Fire Administration.

Original signed by:

Michael Seth, BAppBus:ES
Fire Chief/Director of Fire & Emergency Services

“As a collective, the system remains unintegrated. In reality it does not meet the fundamental requirements to be considered a system, because it is not subject to any overarching direction or capability for unified action. Neither the collective representative system of the Chiefs’ Association nor the limited authority assigned to the Chief-Director are strong enough to overcome the individual interests of the fire departments.”

There is an opportunity to develop a long-term plan that will ensure that CBRM fire services is administered collectively from within CBRM and not through the grant process; however, there are some minor issues with doing this. Notably, the replacement of stations would be a significant expense, as well as initial investment for maintenance of overhead capital funds for equipment like hose, nozzles, appliances, PPE, SCBA, apparatus and uniforms. Additionally, this process to make it acceptable to the volunteers is to create a stipend system to attract personnel and a process to hold them accountable for the stipend income. This will allow for Fire Administration to be able to track personnel and ensure they are operating with safety standards/direction.

Finally, the issue around use of non-CBRM owned assets (stations) would require occupancy agreements with the existing owners or consider purchasing the properties outright.

An audit plan to determine what exists, the applicable standard that it meets, and evaluate the needs of the system wide transition, to determine training, operational, and financial impacts to name a few. There are some progressive departments that maintain a high level of assets that are current, in comparison there are others that are not as financially viable to maintain the level of equipment.

“...the challenges of population decline, economic stress, the need for better management of limited resources, realization of economies in purchasing, and true integration of service delivery, will require a stronger role for the Fire Administration.”

The stronger role of Fire Administration should be done through consultation with Council based on the expectations of service delivery. Adding the responsibility of approximately 750 volunteers and the various communities to the Fire Administration has the potential to be difficult to manage.

Without existing complete data, this is difficult to fully determine what type of impacts would be relevant.

As an ongoing process, the development of a measure is to evaluate economic impact of the fire services in CBRM to be able to show return on investment and other measures that can assist in determination of a new taxation structure CBRM-wide that would allow for the “right-sizing” of the fire services.

“Further, there’s a fundamental shortage of management information necessary to assess the performance of the fire departments within the system. The inability to electronically track training records and attendance at incidents frustrates the ability to make recommendations for amalgamation or closure of existing fire halls. In addition, member rosters are held by individual departments, making analysis of member locations and demographic information impossible. Perhaps most importantly, CBRM does not have

the means to replace the volunteer labor that keeps much of the system running.”

This is a very specific challenge that exists for much of the future of the fire services within CBRM. The lack of data to make informed decisions based on the service level delivery.

Consideration should be placed in the purchase of new, up-to-date software that will be REQUIRED by all departments to utilize with a central repository of data that is accessible by all members of the Fire Administration team. Current providers of basic data sets that support various departments should be evaluated based on the needs of data collection that are outlined in associated Appendix.

“Five factors are working against the fire services as currently configured. In spite of good performance by individual fire departments, from a system-wide perspective, there are:

1. Too many fire halls, especially some that are too close together.
2. Financially, resources are not sufficient to support the service as configured.
3. Volunteer fundraising is becoming harder as there are fewer residents to support services, and the time burden of raising funds competes with training and operational requirements.
4. Membership rolls are not large enough to effectively sustain many of the existing fire departments.
5. Increasing need for accountability and documenting minimum standards and service levels will make it more difficult to find qualified and willing chief officers.”

Refer to the additional recommendations made in associated Appendix.

“The growth of professional standards in the fire service, coupled with the unknown compliance with many of these norms, means that in the near term, costs for fire protection will increase, rather than decrease.”

Develop a recommended plan for professional standards that will be incorporated into bylaw or policy – build on much of the work that has been established and provide a dollar figure amount moving forward. This should show any revenues, staffing needs, and capital that should all be tied back to regulatory measurements. Refer to DRAFT Professional Development Plan in associated Appendix.

“In the next few years, the goal of the fire services should be to gather the necessary documentation for centralized performance monitoring, while making steady progress toward better service integration and standardization across the Municipality.”

This is a high priority to be able to make fully informed decisions about what the fire services should look like within CBRM. Fire Q is a start, but much of the data is dispersed through the various departments and not readily accessible to Fire Admin. This should be centralized, secured, and monitored.

<p>A centralized recruitment capability should be launched to assist departments in making contact with potentially interested future members.</p>
<p><i>This process is currently under development with the discussion being held with the Cape Breton Regional Fire Chiefs Association on how to develop and implement this program, with associated logistical impacts, financial impacts and departmental operational impacts. COVID-19 has limited the ability to proceed with in-depth planning.</i></p> <p><i>This is limited to the direction of the numerous Chiefs of the volunteer departments and their independent direction for their fire department within CBRM. Fire Admin does not have authority or resources to enact this fully.</i></p>
<p>The CBRM should provide funding for a recording secretary and establishment of a web page for the Chief’s Association. A web page should be established that would contain copies of minutes and other documents of interest. Social media should be used to facilitate information sharing between fire departments members, Fire Administration, and the public.</p>
<p><i>Maintenance of a website/webpage for an Association that is not a CBRM entity is unrealistic, and as such should not be developed without strict protocols, permissions, and accessibility to materials contained within. However, the Chiefs Association could and should develop their own web presence with social media accounts and a website to facilitate their business.</i></p> <p><i>To maintain accessible documentations should be done through more of a SharePoint type cloud system. This will allow for the necessary permissions to be granted, the system to be accessed by our own IT staff and be able to provide support with minimal expense.</i></p> <p><i>If the plan to proceed with a robust software suite, this product could be included in this, monitored and maintained corporately.</i></p>
<p>Evaluate the feasibility of implementing an on-duty platoon in rural areas of CBRM. When personnel are unable to commit, the next closest agency should be dispatched on the initial alarm. This could be pursued after regional or CBRM-wide operating procedures are produced and adopted by the affected organizations.</p>
<p><i>The implementation of an “on-duty platoon” in rural areas, would be impactful to the tax rates and should be evaluated based on risk, hazards, and historical call data. With the potential to develop a CBRM fire service, the idea of implementing a stipend system or a paid-on-call volunteer system may be feasible. In addition to this, it will allow for senior officers to enact, enforce and direct all firefighting operations throughout the municipality.</i></p>

	<p><i>The development of CBRM response protocols are in the process of being developed. CBRM-wide operating procedures are being developed currently.</i></p> <p><i>The operating procedures are developed to allow guides to response in various areas, so that there is a mechanism to monitor the performance of the existing fire departments that are being supplemented with grants through the tax roll.</i></p> <p><i>The development of a current operational audit is being explored with the intent to be conducted to ensure that funds for operating equipment are being properly utilized and to ensure that all departments are ensuring safety of their responders is priority.</i></p>
	<p>Use NFPA 1710/1720 to determine minimum staffing levels for structural fire response. Performance criteria may be locally developed, but should be informed by collection and analysis of data on numbers of personnel responding and their time of arrival on the scene of incidents.</p>
	<p><i>This is a current audit process that should be undertaken, however, various areas impacted by these standards are not fully available – due to the lack of standardized equipment, training, response times, and readily available personnel numbers, etc.</i></p> <p><i>CBRM Council – as the authority having jurisdiction – would need to approve a process moving forward with accepting this in a phased approach. This has the ability to allow for authority being given to the Fire Administration to enact these, monitor and develop/implement plans that will permit them to be able to enact various other recommendations outlined in this report.</i></p>
	<p>Begin standardizing specifications for critical equipment including SCBA, turnout gear, hose, and identification. Departments must be required to purchase the approved equipment.</p>
	<p><i>The development of these specifications will be difficult to implement without financial implications. There are so many different types of equipment dispersed throughout the departments there would need to have an associated purchase plan, that includes a directive that all departments shall conform, with the offering of necessary training if any of the departments require change in their current equipment procurement.</i></p>

<p>CBRM Fire Services need to move toward regional credentialing, permitting command officers to serve outside their Department. The integration of services requires that Departments think of themselves as part of CBRM Fire Services, even if they retain their shared identity of their Department. Standardization of procedures, equipment, and personnel qualifications are basic steps that need to be completed as soon as practical.</p>
<p><i>This will be an ongoing process that will allow for the integration of these many departments and will allow for a CBRM wide response plan that would identify specific area command officers that would be accountable to Fire Administration during the undertaking of this initiative.</i></p> <p><i>They would be engaged through a comprehensive hiring process and compensated in a manner that is suitable for the position ie. Paid on call, stipend, hourly, part time, etc. dependent on the demand for the role(s).</i></p>
<p>Conduct a needs analysis for all records and relevant criteria to be maintained by each department. The list should encompass, at a minimum, the categories of personnel records, budget, calendar and activities, incident reporting, training and certification, vehicle and equipment inventory and maintenance, and shift scheduling module.</p>
<p><i>This is identified in the associated Appendix B – Data Collection Modules</i></p>
<p>Evaluate simple measures for capturing critical 9-1-1 data, including individual unit response times, staffing on each apparatus, and outcomes of incidents (actual situation found). Some of this information is recorded now, but is in a free text format, making it difficult for analysis.</p>
<p><i>The development of benchmarks (KPI) to measure the service delivery would be imperative to ensure that the financial burden is being properly utilized (ROI). This will then be a driver to determine the socio-economic impacts of the fire services delivery model. However, the data sets that are needed are not readily available for historical analysis.</i></p> <p><i>Centralizing the data collection would be necessary – either hardware purchase, maintenance in servers or contractual cloud-based data management. This would be a discussion with CBRM staff re: necessary safety of personal information of both responders and those that are being assisted within the community.</i></p>

Evaluate feasibility and challenges to integrating volunteer status monitoring software into system management. Knowing the availability of volunteers and their proximity to alarms can help mobilize mutual aid and keep management informed of areas that may need support. Such data, if collected over time, could inform automatic aid policies and potential staffing decisions for career personnel. Monitoring this information in real time could fall to the 9- 1-1 Centre, the Platoon Chief, and Deputy Chief of Operations.

Fire Q does this currently, however it does not provide a CBRM picture of operation for all volunteer personnel. Some of the information that is outlined here becomes problematic, should we consider amalgamating various stations within CBRM.

A review of available volunteers should be evaluated and a station location study should be undertaken to determine the long term future of fire protection within CBRM.

This would be impacted by the future economic development plans within CBRM.

Evaluate an interim solution to collect incident data for better understanding demands for service and system performance. The Fire Marshal's report may be an interim step. While we recognize the concerns of "downloading" fiscal responsibility by the Council, we believe that MFR is a valuable community service and consistent with their neighbor-helping-neighbor orientation. At a minimum, the fire services in CBRM should respond at Level 2: Notify my department/agency if requested by the responding paramedics. We believe the costs of providing the service, especially when viewed as an increment above current costs being spent (regardless of source), is worthwhile.

There are 2 issues in this recommendation:

- 1. Incident data is necessary for all departments to determine capacity and ability to provide services within proposed applicable NFPA standards. This would be accomplished using a comprehensive RMS. Implementation would either be a slow, gradual implementation (due to differing capacities of knowledge, understanding and equipment available in various departments) or an immediate implementation and develop a go forward plan of data collection and maintenance. This would require input from a work load perspective from IT and determination and distribution of the necessary resources to ensure that this occurs. There would also be an need to consider the regulatory requirements of the Fire Safety Act, and ensure that this is built into the process.***
- 2. MFR would need to be evaluated based on the data that would be available from EHS that will allow for us to determine whether the need to supplement the MFR in various areas. There may not be a need to have a consistent response requirement throughout, however, having different response plans throughout the municipality then differs the ‘service levels’ that are being provided to the taxpayer.***

<p>The SAA has committed to continued compliance with federal mandates in regard to emergency planning. A significant event on the aerodrome or land-side property would involve response of multiple fire departments. As such, these aspects of the emergency planning must be included and exercised in a robust fashion. These commitments should include training for those personnel reasonably expected to respond to an incident.</p>
<p><i>This is a significant planning process that will be a part of our Manager of Emergency Management to develop moving forward. This would be impactful for all services of the municipality and much of the province as well, should they be required.</i></p> <p><i>Further to this, specific response plans should be considered for various significant hazards within the community.</i></p>
<p>Work with the Nova Scotia Fire School to assemble a minimal set of props that would enable CBRM to host their own Firefighter I classes using existing facilities. This is an important step to improve local capacity.</p>
<p><i>This has been explored with no definitive support from the NS Fire School. They are the holders of the accreditation that certifies the fire personnel taking the training. There are however other entities throughout Canada that could hold this accreditation and may be willing to work with CBRM to further the training program.</i></p> <p><i>Much of the hardware has been strategically procured over the last number of years and an internal volunteer training group has been established.</i></p>
<p>In the medium term, if a funding model can be developed, the municipality may opt to go forward with construction of a dedicated training facility. Based on our analysis we believe that a basic facility could be constructed, possibly utilizing an existing fire hall and adjacent land.</p>
<p><i>Much of this has been attained, however, it is located on non-CBRM owned property and that is a bit of a risk that exists.</i></p> <p><i>As outlined further in the recommendations, there may be an opportunity in the future to link this process to a centrally located training facility.</i></p>

The Municipality should consider implementing a residential sprinkler bylaw for new construction. In addition, a voluntary retrofit program to install sprinklers in rural areas should be evaluated.

This would be a long-term expectation – as I am fully supportive of the residential sprinkler programs, there could be issues around the expense, capacity to install and maintain, etc. because of our geographical location and depressed socioeconomics that exists.

There would be other regulatory impacts that could affect this implementing a bylaw such as this; as it is over and above the requirements of the Building and Fire Codes currently being used.

CBRM should start a dual-specification program, whereby an urban/suburban and a rural specification are developed. This would create a de facto standard for new apparatus in the Municipality. It would also assure that specifications appropriate to rural areas were appropriately considered. Such specifications should be developed for engines and tankers, and new apparatus should be specified to standardize details to allow more standardized training and more common operations.

The ongoing capital asset program is currently being sourced to this; there could be some amendments as service delivery changes through the coming years that could be put in place as current fleet ages.

Three potential examples:

- In areas that necessitate it, the purchase and implementation of the use of a rescue truck could be considered for MFR, auto extrication, specialty services and personnel response; and,***
- Rural engines should be designed with larger pump and tank capacity; using a more cost-effective commercial truck frame; and,***
- Increasing the size of the tankers from 1,500 IG to 3,000 IG – dependent on the ability to access spring roads due to weight, etc.***

Any of these types of amendments should be vetted through the Insurance Bureau of Canada and associated insurance impacts.

A capital replacement plan for fire apparatus should be developed and funded appropriately. Based on a rough analysis, 3-4 major apparatus and 2 support vehicles would need to be purchased annually. Assuming new vehicles were purchased using a CBRM specification or minimum standards, and assuming purchase of some administrative or support vehicles, this would amount to \$1.3 million annually. Over time, the plan may be adjusted to account for a reduced apparatus fleet.

This has already been approved by council and in place. Amendments as service delivery changes occur should be considered.

Additionally, the amount allocated should be amended to account for other capital investments beyond vehicles – such as communications (radios), SCBA, PPE and hoses and appliances. This will allow for standardization of equipment and operating processes.

Based on the evolving model of service delivery, we recommend that fire tax rates be reduced to three rates:

- *Urban.* The urban rate would continue to reflect much of the costs of the all-career Sydney Fire Department.
- *Suburban.* The suburban rate would encompass those departments with composite staff, and those adjacent to Sydney that receive regular response.
- *Rural.* The remaining fire departments within the system.

Long-term, ongoing determination based on service level approvals that based on availability of resources, risk and consequence. This should be evenly dispersed as CBRM begins to develop CBRM-wide deployment strategies and coverage plans.

This should also be done in consultation with the current process of the municipal planning strategy.

Although CBRM has not established service-level standards, we recommend that they do, and offer the following as a starting point.

- Departments that want to offer interior fire suppression services must:
- Provide an average of 5 interior-trained firefighters on reported structural fire incidents on scene within 5 minutes of the first unit arriving on scene.
- Maintain a roster of 10 interior-trained personnel in their department.
- Certify that breathing apparatus are serviced and inspected regularly per manufacturer's requirements.

Agencies that are unable or unwilling to meet these requirements should be designated as "exterior/defensive" fire services. They should not be dispatched to reported structural fires unless another department that can provide the service is sent on the initial alarm. Such departments do not need elaborate firefighting equipment, and should have apparatus to support the missions they have, including exposure protection, brush fires, and outside fires.

Specific service level standards should be adopted that address the risks in the areas the fire protection is being delivered. Built in with CBRM deployment strategies, will allow for multiple stations to respond with varying levels of training and capabilities based on their specific resources – such as personnel – career or volunteer availability.

Hire two new civilian positions. Both positions could be titled as *Management Analysts. These two positions would be devoted to volunteer liaison, apparatus specification development, and providing direct support to training efforts.

As the progression of the service occurs then this should be considered. These roles would be necessary to be able to conduct review of the data to ensure that operational compliance is in place that will allow for a safer community and decrease liability.

It is important to note that as we progress to the modernization of the CBRM fire services, that additional staff will be needed to be considered as much of the duties and responsibilities of the volunteer fire departments are essentially “downloaded” to fire administration.

Fire Administration, CAO and Human Resources (and potentially all of Senior Management); prior to presenting the plan to the staff.

A great deal of knowledge about the system and its administration is resident in the Administrative Assistant. It is important that a transition process be developed to capture that knowledge held by the current Administrative Assistant.

This is no longer an issue as the position has been replaced due to retirement.

Revise current legislative and grant management policies to explicitly ensure funds provided by the CBRM to each department are linked to equipment that is relevant to the scope of service provided.

Develop a procurement plan that would standardize the equipment that would be deployed into all of the CBRM fire services should this be done through amalgamation, or through the continued grant process.

Any equipment that is procured and/or donated for the services should only be done with Fire Administration approval and direction based on the type of equipment, etc.

Recommendation #1 – Governance & Administration

In accordance with the Fire Safety Act, the following should be considered, developed, and implemented in accordance with the development of bylaws in Municipal Government Act.

“Municipal by-laws

5 (1) Subject to subsection (2), nothing in this Act prevents a municipality from making and enforcing by-laws relating to matters dealt with by this Act, the regulations or the Fire Code, including by-laws that impose or prescribe higher or more stringent standards or requirements than those provided for by this Act, the regulations or the Fire Code.”

Bylaw – Establishing and Regulating the Fire Service in Cape Breton Regional Municipality

Bylaw – Establishing and Regulation the Emergency Management Services in Cape Breton Regional Municipality (update)

Bylaw – Fees for Services

Bylaw – Appointments by Council for Key Positions

- This would identify the roles, responsibilities and authorities of the Director/Fire Chief, Deputy Fire Chiefs, Platoon Chiefs, Manager of Emergency Management.

Recommendation #2 – Operational & Financial Accountability/Efficiency

*It should be noted that these items are **hypothetical based on observation, basic analysis, and linked to applicable standards and industry best practices**. The importance to have a centralized data collection records management system is primary to conducting much of this in-depth analysis. This would be a multi-year planning and implementation process with numerous issues arising if not properly analyzed, assessed, and vetted competently. With proper data, Senior Staff and Council will be able to make an educated, informed decisions based on each of these recommendations. Throughout, consideration in updating and improving the fire taxation structure can be done in accordance with identified service levels, united services, and enhanced capacity.*

1. Development of a comprehensive audit of financial needs and operational capacity for **all** departments within CBRM should be undertaken.
2. Evaluate the effects of assumption of the former towns of Glace Bay, North Sydney, Sydney Mines, New Waterford, Dominion, Louisbourg and HazMat Team.
 - a. This will allow to consolidate operational expenditures, to realize financial efficiencies, while allowing the ability to standardize operational requirements and assets
 - b. The assets are already owned by CBRM for this merger
 - c. In concert with further recommendation #2-5 consideration of evaluating response needs from Reserve Mines Volunteer Fire Department should be considered and allow for a combination response from Glace Bay and Grand Lake Road to provide adequate coverage.

Appendix B – Director’s Operational Recommendations

3. Construction of a new fire station to service the Donkin, Port Morien, Tower Road and Birch Grove communities. This will allow for operational efficiency to provide adequate emergency response to all areas, while reducing the expenditures from approximately \$200,000 annually to \$100,000 with the intent to consolidate operational expenditures, find financial efficiencies, and standardizing operational requirements and assets.
 - a. This would be capital investment expensive at first but should show long term operational and financial efficiencies. (+\$2M amortized capital investment)
 - b. Right-sizing of the fleet would occur, with apparatus that can be cascaded through the system, changing the long-term impacts on capital replacement; further, allowing for older vehicles to be removed from service and sold with the finances being recovered into the initial capital investment. (~\$100K from sale of excess apparatus)
 - c. The new station would be subject to volunteer stipends under this new direction.
 - d. The decision to consolidate these stations is based on the following factors:
 - i. Population
 - ii. Population Density
 - iii. Dwelling Count
 - iv. Historical Call Data
 - v. National Fire Protection Association’s Standard 1720 - Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2020)

4. Construction of a new fire station to service the Sydney River, Coxheath, Westmount and Howie Center would allow for much of the same efficiencies that are identified in the previous recommendation. (+\$2M amortized capital investment)
 - a. The impacts to this plan would be to evaluate the need to staff this station with full time firefighters under the current applicable collective agreement. This staffing would be considered as this area is one of the highest assessed values in the municipality. An estimated \$1.2M impact for staffing.
 - b. Volunteer supports would still be required, and stipends would be affixed to this as well.
 - c. Right-sizing of the fleet would occur, with apparatus that can be cascaded through the system, changing the long-term impacts on capital replacement; further, allowing for older vehicles to be removed from service and sold with the finances being recovered into the initial capital investment. (~\$100K from sale of excess apparatus)
 - d. The decision to consolidate these stations is based on the following factors:
 - i. Population
 - ii. Population Density
 - iii. Dwelling Count
 - iv. Historical Call Data
 - v. National Fire Protection Association’s Standard 1720 - Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2020)

5. Consolidating operations of Northside East Bay and East Bay into a single station, that would be staffed by volunteers, operated by CBRM and stipends provided.
 - a. Right-sizing of the fleet would occur, with apparatus that can be cascaded through the system, changing the long-term impacts on capital replacement; further, allowing for older vehicles to be removed from service and sold with the finances being recovered into the initial capital investment. (~\$50K from sale of excess apparatus)
 - b. Since neither location is owned by CBRM, consideration of rental agreement should be factored into the budgeting of this station.

6. Moving full time emergency response staff from station 2 on Victoria Road to be stationed at Grand Lake Road will allow for more adequate response capacity in a high assessed area, and provide rapid response along Highway 125, SPAR road to Whitney Pier. It will allow for an evaluation of service provision from Mira Road Volunteer Fire Department as a component of this process. This will put career staff in a high commercial risk area, closer to high-risk occupancies of Cape Breton University and J.A. Douglas McCurdy Sydney Airport.
 - a. This would be a composite station with volunteer support, stipends, etc.
 - b. Consideration for rental agreements for the station.
 - c. Communications re: capacity to respond to Whitney Pier through SPAR road – exhibited through GIS analysis should be explored to determine appropriate station location, staffing, etc.

7. Moving Fleet Mechanics, Fire Prevention, Training and Emergency Management to station #2 on Victoria Road. (~\$75K annual rental payment for Townsend Street would be eliminated)
 - a. This would allow for a reduction in expenses at Grand Lake Road as well, with the reallocation of the training facility.
 - b. This would allow for future development of a local training tower, and equipment that can be maintained in a static, central location
 - c. This location can also be developed to maintain a centralized location of equipment, procurement, and distribution to stations.

8. Ongoing **evaluation** should be done to determine the necessity of maintaining all services within the North Sydney, Sydney Mines, Georges River and Florence areas.
 - a. Any decision as it pertains to these stations would be based on the following factors:
 - i. Population
 - ii. Population Density
 - iii. Dwelling Count
 - iv. Historical Call Data
 - v. National Fire Protection Association’s Standard 1720 - Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2020)

Appendix B – Director’s Operational Recommendations

9. Ongoing **evaluation** should be done to determine the necessity of maintaining all services within the Glace Bay, Dominion, New Waterford, New Victoria, Scotchtown and South Bar areas.
 - a. Determination of appropriate firefighting staffing levels should be done based on risk profile and community consultation.
 - b. Any decision as it pertains to these stations would be based on the following factors:
 - i. Population
 - ii. Population Density
 - iii. Dwelling Count
 - iv. Historical Call Data
 - v. National Fire Protection Association’s Standard 1720 - Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2020)

10. All remaining stations would then be brought in under CBRM, consideration for stipends, and rental of fire station(s) would be impacted.

Records Management Modules Requirement

Standard Incident Reporting

- Must ensure that it is compatible with regulatory reporting requirements of the Province of Nova Scotia
- Must be able to be user configurable to capture specific data during specific times – such as response outcomes versus initial notification type; arrival on MFR calls in comparison with EHS; use of smoke alarms in every call situation to determine a baseline of smoke alarm usage

Occupancy

- Must be able to import data sets that already exist within CBRM for occupancy types, inspection reports, deficiencies to allow for the ease of use for preplanning, fire protection systems, hazards, fire safety plans, contact info, etc.

Training

- Maintain an individual training file for every fire department member that can be maintained in accordance with various regulatory impacts – such as collective agreement requirements, council level of service requirements, NFPA standards, etc.
- This could be used/accessed from an HR perspective to ensure that staff are compliant with necessary internal training requirements.

Administration

- IT can manage the software using various areas for them within this module

Maintenance

- Develop a process of equipment identification, location, service usage, and ongoing maintenance requirements.
- This will allow for a CBRM-wide implementation plan based on the approved equipment lists for services that are identified for each area/station.
- Conduct apparatus inspections, generate maintenance requests, workorders, and planning for equipment, apparatus replacement (budget management)

Analytics

- Assess response times, staffing levels by setting benchmarks
- Compare response times by area, station, incident type
- Evaluate individual station, or shift performance
- Monitor deployment strategies to make informed operational decisions
- Track compliance with regulatory requirements
- Support budget requests, business cases, informed decision making

Reports

- The creation of reports that would represent the above analytics for ongoing, real time informed, decision making

Appendix C – Records Management Modules Requirement

- Communicate to the public on annual basis on the performance of the fire services in CBRM
- Development of a community risk reduction plan
- Future development of accreditation planning

Hydrants

- Consolidated listing, mapping and updated hydrant information that can be linked to real time response mapping, preplanning, etc.
- Import from existing data being maintained

Shifts

- Ability to manage shifts that will link personnel to various incidents that they respond to
- This could be beneficial for WCB claims, etc.
- Assist in filling vacancies, allow for management to have a real-time monitor of staffing

Events

- Linked to community risk reduction strategy, and community involvement
- Monitor such things as a safety standby (fireworks), special events (shopping mall events, school events, etc.) and public outreach (community programs, public relations events, etc.)

Demographics

- Import data that will feed into reports, incidents, and analytics of coverage area
- Compare against similarly sized agencies around the country
- Make data available to share for comparison
- Compare resource allocations between departments of similar size
- Tracking vital statistics of the department's resources
- Defend business cases, budget requests.

Daybook

- A tracking mechanism that will allow for accountability of each platoon, station, shift to show what they do
- Provide alerts into a central repository for all members of the fire services that can be tracked, monitored, and updated in real time
- Review of reports – fire incident and patient care – to ensure that we are being regulatory compliant, service delivery outcomes are realized and effective

Daily Roster

- You are able to monitor this for personnel interaction, sick and vacation time usage, response and training information
- Can be used in career, volunteer and composite settings
- Helps assign and track personnel and apparatus at multiple stations

Appendix C – Records Management Modules Requirement

Calendar

- Works in conjunction with daybook aspect of records, track many different types of events over a range of dates
 - Shifts – who is on what shift and when
 - Training – past and upcoming training classes
 - Events – anything scheduled at the station that members need to be aware of
 - Inspections – linked to occupancy module to show scheduled inspections
 - Custom – develop customized calendar events

Profile Management

- Every member will have a profile that will show their rank, basic contact information profile history, statistics of participation, training, etc.
- Security levels monitored and implemented to protect personal information
- Change password for system access

Messages

- Unlike standard email systems, the Message Center is a spam-free, internal communication tool. Complete familiar tasks like forwarding and replying to messages, composing new messages, and sorting your inbox.
- Personnel can send information to individuals or broadcast critical notices to all users. These messages will then appear on everyone's Daybook page when they login.

Library

- Repository to store files – PDF, videos that personnel can view based on their permissions setting, typically this would be all allowed, public information so that all users can access
 - Training plans, incident scene photos, standard operating guidelines, policy, regulatory compliance and audit information, standardized forms for various aspects of operations – leave, WCB, HR linked forms, etc.

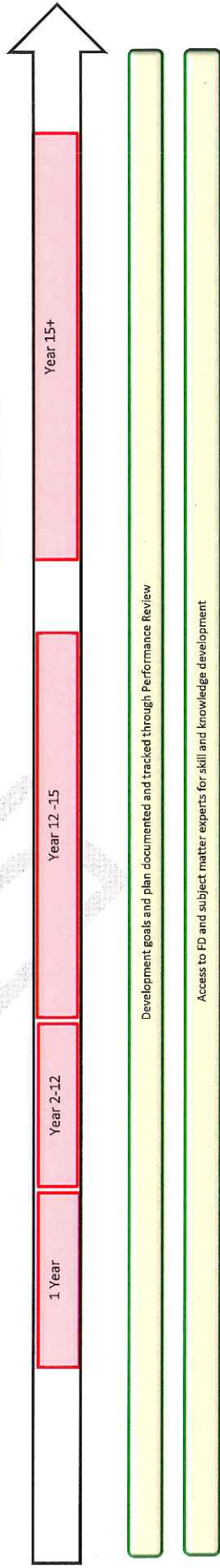
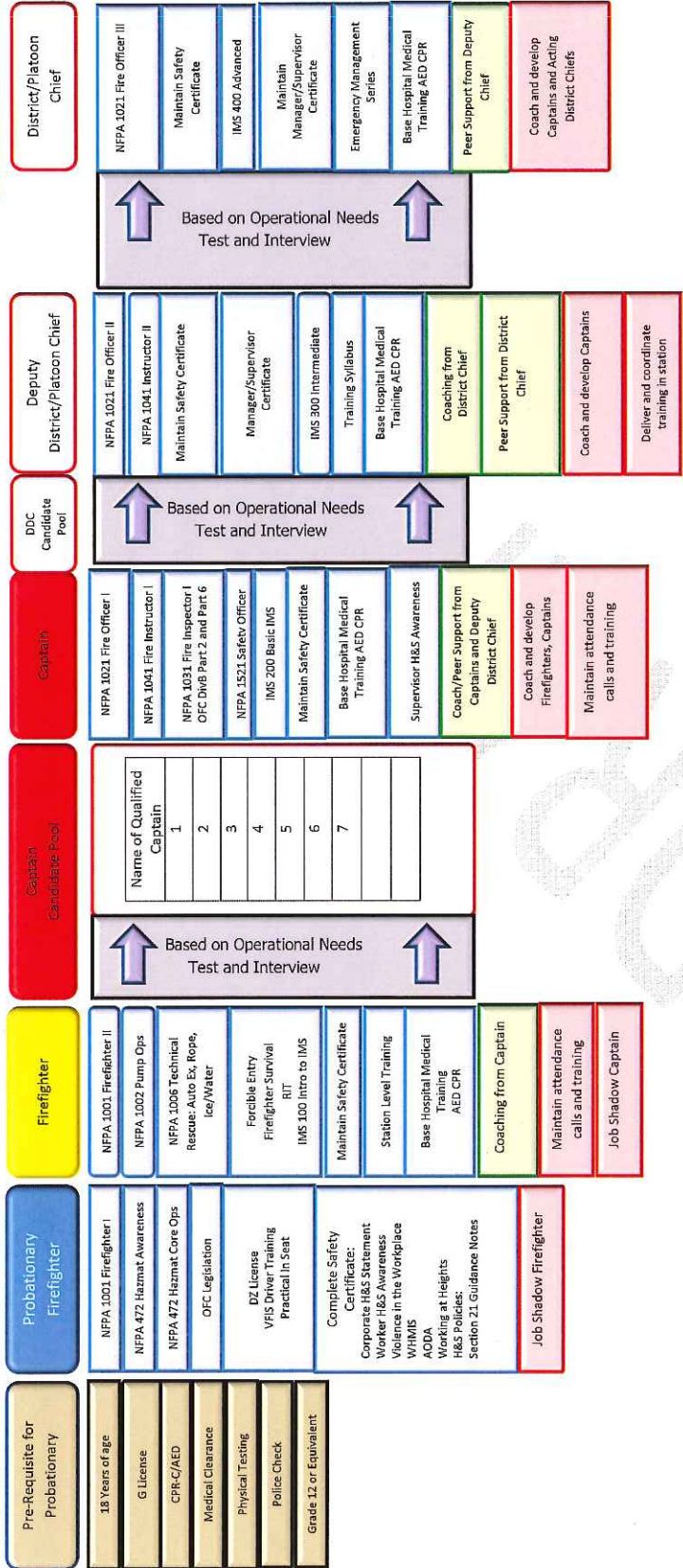
Inventory

- Tracking consumables – latex gloves, batteries, etc. to develop a procurement plan based on historical usage
- Track items based on station assignment, apparatus, personnel or vendor
- Generate purchase orders (this can be linked to current financial management programs, processes)

Payroll

- Internal, centralized paysheet generating and submission to payroll
- Tracking by hours – for career staff – incidents, training, events, etc.
- Tracking by hours – for volunteer staff – incidents, training, events, etc. – so that necessary reports and letters can be provided for income tax and licensing purposes that they would have access to

Appendix D – DRAFT Professional Development Plan



Development goals and plan documented and tracked through Performance Review

Access to FD and subject matter experts for skill and knowledge development

Professional Development is the planned, progressive life-long process of education, training, self-development, and experience.

Proposed Fees for Services

Fire Response – Incident Reports

Description	Taxes	Amount
Copies of reports provided to owners or insurance companies upon request	Extra	\$125.00

Fire Code Compliance – Record Search & Response Letter

Description	Taxes	Amount
Search and letter response detailing requested information such as outstanding fire code violations, outstanding work order and retrofit compliance	Extra	\$125.00

Routine Fire Code Inspection & Report

Description	Taxes	Amount
Inspection for compliance upon request, including but not limited to: day care facilities, restaurant, liquor license, and industrial compliance and office buildings.		
Inspection (1-hour minimum)	Extra	\$75.00 per hour
Report	Extra	\$125.00

Liquor License Letter

Description	Taxes	Amount
Agency letter for Liquor License Permit	Extra	\$125.00

Wood Stove Inspection & Documentation

Description	Taxes	Amount
Non-WETT Certified Inspection required for insurance	Extra	\$125.00

Open Air Burning Permit

Description	Taxes	Amount
Non recreational/single occasion	Exempt	\$125.00
Industrial/Commercial/Institutional	Exempt	\$250.00 per permit
Special event permit	Exempt	\$125.00

Open Air Burning Response – Fire Department Vehicle

Description	Taxes	Amount
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

Motor Vehicle Accident Response – Provincial Highway

Description	Taxes	Amount
Chargeable to Department of Transportation & Infrastructure Renewal (TIR) for all provincial highway accident responses		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

Motor Vehicle Accident Response – Non-Resident of CBRM

Description	Taxes	Amount
Chargeable to the registered owner of the vehicle for all non-resident vehicle fires, auto extrication or other vehicle related fire department services		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

False Alarm Response – Malicious

Description	Taxes	Amount
This fee is chargeable to the owner of the property at which the alarm was activated, for each fire service vehicle that is dispatched in response to the alarm, where it is determined by the fire service, that the alarm was intentionally activated, by any person upon the property, with malice, which is defined to include, but not be limited to, operating a manual pull station, directing smoke or heat toward a detection device for the only purpose of activating the device, or filing a false report		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

False Alarm Response – Notification Failure

Description	Taxes	Amount
This fee is chargeable to the owner of the property at which the alarm was activated, for each occurrence where fire service vehicles are dispatched, where it is determined by the Fire service, that the alarm was due to a failure to notify the Fire Dept. or the Alarm Company while conducting tests or repair on the alarm system		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

False Alarm Response – Accidental

Description	Taxes	Amount
This fee is chargeable to the owner of the property at which the alarm was activated, for every second and subsequent occurrence within a 30-day period and to every third or subsequent occurrence in a 12-month period, where Fire service vehicles are dispatched, and it is determined by the Fire service, that the alarm was due to a properly functioning		

alarm system detecting a situation that is was designed for, except if the detection is a result of failed notification of testing and repairs to the system or of a condition not within the control of the owner, including but not limited to changes in atmospheric conditions, excessive vibrations, power failure or drops in water pressure		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

Fire Prevention Fire Extinguisher Training

Description	Taxes	Amount
Training provided using the fire extinguisher training unit for the private sector which eliminates the need to take operational extinguishers out of service, eliminates cleanup, saves the client money in refill charges, provides a vital service and interaction (5 student minimum)	Extra	\$20.00 per student

Additional/Exceptional Fire Department Expenses

Description	Taxes	Amount
The owner of a property shall be responsible for the actual costs required to retain a private contractor or rent special equipment in order to preserve property or evidence or eliminate an emergency or risk. Examples include, but are not limited to; dry sprinkler powder aerosol devises (DSPA), renting heavy machinery such as excavators, contracting security services to protect property or contracting the cleanup of hazardous materials or dangerous goods	Extra	Actual Costs

MGO (Marihuana Grow Operations)/Clandestine Drug Lab Response

Description	Taxes	Amount
The owner of the property shall be responsible for the actual costs required to retain a private contractor or rent special equipment in order to safely and appropriately respond and mitigate an emergency involving a marihuana grow operation or clandestine drug lab.	Extra	Actual Costs

Motor Vehicle Accident Response – Non-Resident of CBRM

Description	Taxes	Amount
Chargeable to the registered owner of the vehicle for all non-resident vehicle fires, auto extrication or other vehicle related fire department services		
Minimum charge up to 1st hour per Fire Dept. vehicle	Exempt	\$450.00
Each additional ½ hour per Fire Dept. vehicle	Exempt	\$225.00

Fireworks Permit Review

Description	Taxes	Amount
The owner of the property shall be responsible for the expenses incurred conduct a review of any commercial fireworks requests submitted to the Fire Department. Site inspections will be an additional charge.	Extra	\$150.00
Inspection (1-hour minimum)	Exempt	\$450.00



Cape Breton Regional Fire Chiefs' Association

850 Grand Lake Rd Suite 12
Sydney, Nova Scotia
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September 15, 2021

Fire & Emergency Services Committee Meeting

Vision Statement

The Cape Breton Regional Fire Chiefs Association is an organization devoted to fostering the growth of knowledge, harmony, and the efficient delivery of services within the Cape Breton Regional Fire and Emergency Services Coverage Area.

Mission Statement - The Cape Breton Regional Fire Chiefs Association will:

- (a) Provide support to all fire departments within the "Association" in an effort to enhance service delivery to the citizens of the Cape Breton Regional Municipality (CBRM);
- (b) Work within the Management Fire Advisory Committee of CBRM Fire and Emergency Services to develop policies and procedures, as well as to assist with any issues related to Fire and Emergency Services;
- (c) Communicate with Mayor and Council of CBRM, through the Deputy Mayor, Chair of the CBRM Fire and Emergency Services Committee or designate, on any issue related to fire and emergency services which may require discussion or review and possible policy development.
 - 1) Since the last meeting of the fire service committee regional chiefs have met with the members of Port Morien, Donkin, Tower Road, and Birch Grove Volunteer Fire Department and listen to their concerns. After Cape Breton Regional Municipality Fire and Emergency Services called a meeting in July with chiefs of these departments.

We have been informed that the purpose of the meeting was to engage and consult with the chiefs and discuss the potential opportunities to evaluate fire protection service in the area.

Part of the discussion, the possible amalgamation of the four departments. The local fire chiefs have serious concerns. Response times may be compromised. Volunteers will have to travel longer distances to get to the fire station after they are paged out. There is a need for a lot more follow up discussions, dialogue, and data before any decisions can be made.



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- 2) A recent decision by the CBRM Fire Service to remove a number of some specialty service vehicles from their fleet insurance policy, has cost some departments a lot of time and effort to source out where we can get the insurance at a reasonable cost as a number of insurance companies will not insure the fire service vehicles using my own department Howie Centre as an example, the cost of the insurance is three times what we were paying under the fleet insurance and the countless number of hours it took to secure the coverage. CBRM Fire Service does not cover the cost of the insurance in addition to our annual funding, our insurance fees are deducted from the annual funding that would be allocated to the department to provide the services. Every dollar counts, especially in the wake of COVID where we have been very restricted in our fund-raising efforts. It is extremely disheartening to see all vehicles in the former towns continuing to have coverage as well as Sydney River's new larger rescue vehicle continue to be covered by CBRM for insurance and cost shared maintenance. My question is why can some departments receive preferential treatment while others are left to fend for themselves.

Chief Jim Prince Chair
Cape Breton Regional Chiefs Association

