

REGIONAL DISTRICT OF NANAIMO

COMMITTEE OF THE WHOLE

TUESDAY, MAY 10, 2016

7:10 PM

(RDN Board Chambers)

A G E N D A

PAGES

CALL TO ORDER

DELEGATIONS

- 6 **Corey Vanderhorst, MNP**, re 2015 Financial Statements and Audit Findings Report.
- 7-11 **Kim Stephens, Partnership for Water Sustainability**, re Georgia Basin Inter-Regional Education Initiative (IREI).
- 12 **Kevin Goldfuss**, re Proposal Regarding Open Burning Concerns.

MINUTES

- 13-19 Minutes of the Regular Committee of the Whole meeting held Tuesday, April 12, 2016.

That the Minutes of the Regular Committee of the Whole meeting held Tuesday, April 12, 2016 be adopted.

BUSINESS ARISING FROM THE MINUTES

COMMUNICATIONS/CORRESPONDENCE

- 20-29 **Lisa Griffith, Gabriola Historical and Museum Society**, re Request to consider proposal for Community Works Funds for the Museum.
- 30-34 **Joyce Babula, Gabriola Island Community Hall Association**, re Application for \$17,364 from Community Works Funding.
- 35 **Els King**, re Proposed Ban on Outdoor Burning.

FINANCE

36-86 2015 Financial Statements and Audit Findings Report.

CORPORATE SERVICES

INFORMATION TECHNOLOGY

87-88 Microsoft Enterprise Agreement 2016-2019.

STRATEGIC AND COMMUNITY DEVELOPMENT

89-187 RDN Fire Services Review Report and Fire Services Coordinator.

INTERGOVERNMENTAL LIAISON

188-193 Canada 150 Fund Grant Applications.

BUILDING AND BYLAW

194-198 162 Bayridge Place, Electoral Area 'H' – Building Bylaw Contravention.

Property owner wishing to speak to 162 Bayridge Place, Electoral Area 'H' – Building Bylaw Contravention.

RECREATION AND PARKS

PARKS

199-213 Proposed Park Land Dedication in Conjunction with Proposed Subdivision of Parcel 'B' – 1520 McCollum Road, Gabriola Island, Electoral Area 'B'.

ADVISORY, SELECT COMMITTEE AND COMMISSION

214-216 **Electoral Area 'B' Parks and Open Space Advisory Committee**

That the minutes of the Electoral Area 'B' Parks and Open Space Advisory Committee meeting held Tuesday, March 1, 2016 be received for information.

707 Community Park Signage Plan

That staff be directed to work with GaLTT to review and update the 707 Community Park directional signage.

217-223 **Parkland Dedication as Part of Subdivision Development Application - 1520 McCollum Rd**

That the proposed 5% cash-in-lieu of parkland dedication in conjunction with proposed subdivision of 1520 McCollum Road be accepted.

Rollo-McClay Park

That staff be directed to provide support to the Gabriola Softball Association with their installation of a batting cage at Rollo-McClay Park.

224-226 **Electoral Area 'F' Parks and Open Space Advisory Committee**

That the minutes of the Electoral Area 'F' Parks and Open Space Advisory Committee meeting held Wednesday, March 9, 2016 be received for information.

227-229 **Liquid Waste Management Plan Monitoring Committee**

That the minutes of the Liquid Waste Management Plan Monitoring Committee meeting held Tuesday, March 29, 2016 be received for information.

230-232 **Agricultural Advisory Committee**

That the minutes of the Agricultural Advisory Committee meeting held Friday, April 22, 2016 be received for information.

233-243 **Agriculture Area Plan Implementation 2014 – 2016 Action Plan Progress Update**

- 1. That Agriculture Area Plan Implementation 2014 – 2016 Action Plan Progress Update be received as submitted.*
- 2. That Project 6 - Composting Facility, in the Agricultural Area Plan Implementation 2014-2016 Action Plan, be moved from low priority to high priority, and from medium timeframe to short timeframe.*

244-246 **Fire Services Advisory Committee**

That the minutes of the Fire Services Advisory Committee meeting held Wednesday, April 27, 2016 be received for information.

Fire Service Review Report

That the Board direct staff to prepare a report to come forward to the May 10, 2016 Committee of the Whole meeting with respect to engaging a Fire Services Coordinator.

ADDENDUM

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

Social Procurement

At the April 12, 2016 Committee of the Whole meeting, Director Westbrook gave notice that a motion on a social procurement policy would be brought forward to the May 10, 2016 Committee of the Whole Agenda:

That the Board of the Regional District of Nanaimo acknowledges that the procurement methodologies utilized by the corporation helps drive our economy and shapes the Regional District and, as such, that the Board direct staff to investigate options for the creation, adoption, implementation and evaluation of a Social Procurement Policy for the Regional District of Nanaimo.

Director Westbrook requested that the following motion be brought forward to the May 10, 2016 Committee of the Whole Agenda:

That the Chair, on behalf of the Board, write a letter to Island Health requesting consideration of a social procurement policy around local food procurement for all Vancouver Island hospitals and that copies of the letter be sent to: the Premier; the Honourable Terry Lake, Minister of Health; the Honourable Michelle Stilwell, Minister of Social Development and Social Innovation; Union of BC Municipalities and the Association of Vancouver Island and Coastal Communities.

Directors' Roundtable

IN CAMERA

That pursuant to Sections 90 (1) (f), (g), (i), and (j) of the Community Charter the Committee proceed to an In Camera Meeting, for discussions related to law enforcement, litigation, solicitor-client privilege and third-party business information.

ADJOURNMENT

Delegation: Cory Vanderhorst, MNP, re 2015 Audited Financial Statements and Audit Findings Report.

Summary: Presentation of the 2015 Audited Financial Statements and Audit Findings Report to be accompanied by Janna Olynyk.

Delegation: Kim Stephens, Partnership for Water Sustainability, re Georgia Basin Inter-Regional Education Initiative (IREI).

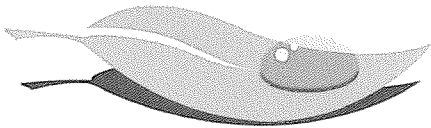
Summary: On behalf of the Partnership for Water Sustainability in BC, and as the Executive Director, my purpose in attending as a delegation would be to:

- thank the Directors for their continuing support of the Partnership, and
- provide an update on the Georgia Basin Inter-Regional Education Initiative (IREI).

The RDN is one of five regional districts that is a partner in the IREI program.

At the conclusion of my presentation, please note that I would present the RDN Chair with a framed “letter of recognition” because the RDN is a Champion Supporter of the Partnership. Hence, this would be a photo opportunity.

Thank you, and I look forward to receiving confirmation about May 10. Should you require background information, I would suggest that you consult with Randy Alexander and/or Mike Donnelly.



the partnership for water sustainability in bc

April 25, 2011

RDN Board
Regional District of Nanaimo
6300 Hammond Bay Road,
Nanaimo, BC, V9T 6N2

Re: **Georgia Basin Inter-Regional Educational Initiative**
Delegation Request for Committee-of-the-Whole Meeting on May 10, 2016

We are writing on behalf of the Board of Directors of the Partnership for Water Sustainability in BC to thank the RDN Directors for your continuing support of the Partnership, and the *Georgia Basin Inter-Regional Education Initiative* (IREI).

The Partnership for Water Sustainability in BC (www.waterbucket.ca) brings together, and supports the efforts of, local and regional governments across British Columbia. Its overarching goal is to provide tools to help organizations achieve their water sustainability goals, and opportunities for shared learning. The IREI is an outstanding example of this shared learning approach, and is endorsed by 5 Regional Boards representing 75% of the population in BC (Regional District of Nanaimo, Capital Regional District, Cowichan Valley Regional District, Comox Valley Regional District, Metro Vancouver). The attached letter of congratulations from the Deputy Minister of the Ministry of Environment underscores provincial recognition of the relevance and significance of our combined efforts.

We would like to make a presentation to the RDN Board at your May 10 Committee of the Whole meeting, to provide you an overview of the work of the Partnership, our goals for the coming years, and to introduce you to **“Beyond the Guidebook 2015: Moving Towards Sustainable Watershed Systems through Asset Management”** (http://waterbucket.ca/viw/files/2015/11/Beyond-Guidebook-2015_final_Nov.pdf), the third in a series of guidance documents. As part of the roll-out, we have already met with the Boards of the other four IREI participants.

We all learn from stories, and the most compelling ones are based on the experience of those who are leading their communities. Beyond the Guidebook 2015 showcases five “regional stories”, including the successes of the RDN’s *Drinking Water and Watershed Protection Program*, and the inter-regional and provincial recognition the RDN is receiving for this program.

In closing, we would like to thank the RDN Board for your leadership in water sustainability efforts and thank you for your continued support. We look forward to the opportunity to present to the Board on May 10.

**On behalf of the Partnership for
Water Sustainability in BC**



Ted van der Gulik, P.Eng.,
President
tvandergulik@watersustainabilitybc.ca



Kim A Stephens, M.Eng., P.Eng.,
Executive Director
kstephens@watersustainabilitybc.ca

Mailing Address:
1010 Cowan Point Drive
Bowen Island, BC
VON 1G2



Reference: 296004

February 15, 2016

Kim A. Stephens, M.Eng, P.Eng
Executive Director
Partnership for Water Sustainability in BC
1010 Cowan Point Drive
Bowen Island BC V0N 1G2

Email: kstephens@watersustainabilitybc.ca

Dear Kim Stephens:

Re: **GEORGIA BASIN INTER-REGIONAL EDUCATIONAL INITIATIVE**
Beyond the Guidebook 2015: Moving Towards Sustainable Watershed Systems

Congratulations on the release of *Beyond the Guidebook 2015*. This is a milestone accomplishment, and was made possible with provincial funding assistance. The Ministry of Environment appreciates that the *Partnership for Water Sustainability in BC* (the “Partnership”) embraces shared responsibility for the *Water Sustainability Action Plan for B.C.* and *Stormwater Planning: A Guidebook for B.C.* The ministry acknowledges that the Partnership is also adding depth to the Guidebook through the *Beyond the Guidebook Report Series* and the *Beyond the Guidebook Primer Series*.

The work of the Partnership is supporting the Province’s Living Water Smart vision and Green Communities initiative. In particular the Partnership’s efforts to bring together five regional districts—Metro Vancouver, Capital Region, Cowichan Region, Nanaimo Region and Comox Valley—to implement the Georgia Basin Inter-Regional Educational Initiative (IREI) has been particularly successful. This program is effectively demonstrating how to align regional and local actions with the provincial policy, program and regulatory framework.

Other partnership capacity-building tools and resources developed by the Partnership such as the Water Balance Model for BC and Water Conservation Calculator are helping to build community resilience and align well with the goals of both the *Water Sustainability Act* and the Climate Leadership Plan.

...2

The next phase of the IREI program through 2017 will add to *Asset Management for Sustainable Service Delivery: A BC Framework* and integrate watershed systems thinking and adaptation to a changing climate into asset management. Moving beyond traditional engineered infrastructure asset management to also account for nature's services will help influence 'standards of practice' and represent a leading-edge evolution in how infrastructure is planned, financed, implemented and maintained in BC. The long-term success of the IREI program will be measurable when community development activities and alterations of the built environment result in cumulative benefits, not impacts.

In closing, and on behalf of ministry staff who are participating in Partnership initiatives and activities, thank you and keep up the good work.

Sincerely,

A handwritten signature in black ink, appearing to read "W. Shoemaker", with a long horizontal flourish extending to the right.

W.H. (Wes) SHOEMAKER
Deputy Minister

cc: Kaaren Lewis, Assistant Deputy Minister, Environmental Sustainability and Strategic Policy Division
Lynn Kriwoken, Executive Director, Water Protection and Sustainability Branch, Ministry of Environment
Jennifer McGuire, Regional Operations Branch, Environmental Protection Division, Ministry of Environment
Kris Ord, A/Executive Director, Environmental Standards Branch, Ministry of Environment
Ted van der Gulik, P.Eng, President, Partnership for Water Sustainability

Delegation: Kevin Goldfuss, re Proposal Regarding Open Burning Concerns.

Summary: I would like to be a delegation at the May 10th meeting, I will be speaking against any proposed complete ban on burning in area F. I will be proposing to the board that they consider compliance through education and not compliance through restriction. I will be talking about the benefits of burning if done correctly, and will further be recommending that the board consider a bylaw that will support my recommendation. Please let me know if you require anything further.

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE REGULAR COMMITTEE OF THE WHOLE MEETING
OF THE REGIONAL DISTRICT OF NANAIMO HELD ON
TUESDAY, APRIL 12, 2016 AT 7:00 PM IN THE
RDN BOARD CHAMBERS**

In Attendance:

Director W. Veenhof	Chairperson
Director C. Haime	Deputy Chairperson
Director A. McPherson	Electoral Area A
Director H. Houle	Electoral Area B
Director M. Young	Electoral Area C
Director B. Rogers	Electoral Area E
Director J. Fell	Electoral Area F
Director J. Stanhope	Electoral Area G
Director B. McKay	City of Nanaimo
Director B. Bestwick	City of Nanaimo
Director J. Hong	City of Nanaimo
Director J. Kipp	City of Nanaimo
Director W. Pratt	City of Nanaimo
Director I. Thorpe	City of Nanaimo
Director M. Lefebvre	City of Parksville
Director T. Westbroek	Town of Qualicum Beach

Regrets:

Director B. Yoachim	City of Nanaimo
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Also in Attendance:

D. Trudeau	Interim Chief Administrative Officer
R. Alexander	Gen. Mgr. Regional & Community Utilities & Solid Waste
G. Garbutt	Gen. Mgr. Strategic & Community Development
T. Osborne	Gen. Mgr. Recreation & Parks
J. Harrison	Director of Corporate Services
W. Idema	Director of Finance
J. Hill	Mgr. Administrative Services
C. Golding	Recording Secretary

CALL TO ORDER

The Chairperson called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

DELEGATIONS

Dr. Paul Hasselback, Island Health, re Annual Presentation to the Board.

Dr. Paul Hasselback delivered a slide presentation and overview of local data on substance use and misuse including comparisons between the Regional District of Nanaimo, Vancouver Island, and the Province and shared options for advocacy and additional resources for possible solutions.

COMMITTEE OF THE WHOLE MINUTES

Minutes of the Committee of the Whole meeting held Tuesday, March 8, 2016.

MOVED Director Stanhope, SECONDED Director Lefebvre, that the minutes of the Committee of the Whole meeting held Tuesday, March 8, 2016, be adopted.

CARRIED

COMMUNICATION/CORRESPONDENCE

Franz Gigl, Gabriolans Against Freighter Anchorages Society (GAFA), re Meeting with Regional Director Marine Security and Safety (Pacific Region).

MOVED Director Stanhope, SECONDED Director Lefebvre, that the correspondence from Franz Gigl, Gabriolans Against Freighter Anchorages Society (GAFA), regarding meeting with the Regional Director of Marine Security and Safety (Pacific Region) be received.

CARRIED

Bruce Jolliffe, Chair, Comox Valley Regional District, re Asbestos and Asbestos Containing Material (ACM).

MOVED Director Stanhope, SECONDED Director Lefebvre, that the correspondence from Bruce Jolliffe, Chair, Comox Valley Regional District, regarding Asbestos and Asbestos Containing Material (ACM) be received.

CARRIED

Lighthouse Community Centre Society, re Request for Building Upgrade Assistance through Community Works Funds.

MOVED Director Stanhope, SECONDED Director Lefebvre, that the correspondence from Lighthouse Community Centre Society regarding a request for building upgrade assistance through Community Works Funds be received.

CARRIED

Island Corridor Foundation Contribution Agreement.

MOVED Director Stanhope, SECONDED Director Lefebvre, that the correspondence from Carl Olsen, Ron Lychak, and Ronald Starkie regarding the Island Corridor Foundation Contribution Agreement be received.

CARRIED

RECREATION AND PARKS

PARKS

Regional Parks and Trails Select Committee – Amendment to Terms of Reference.

MOVED Director Westbroek, SECONDED Director Thorpe, that the Terms of Reference for the Regional Parks and Trails Select Committee be amended as provided on Appendix I.

CARRIED

Oakdowne Community Park Adjunct II (Electoral Area ‘H’) – Licence of Occupation Renewal.

MOVED Director Houle, SECONDED Director Lefebvre, that the Regional District accept the Province of BC’s offer of a 30-year Licence of Occupation for community trail situated on parts of Lots B, H and I, District Lot 89, Newcastle District, and adjacent to Oakdowne Community Park in Electoral Area ‘H’.

CARRIED

Coombs to Parksville E&N Rail Trail – Tender Award and Advance of Construction.

MOVED Director Lefebvre, SECONDED Director Fell, that the Regional District issue a Notice of Award to David Stalker Excavating Ltd. for the construction of approximately 7 km of Coombs to Parksville Rail Trail for a total bid price of \$2,692,024 (excluding GST).

CARRIED

MOVED Director Fell, SECONDED Director Stanhope, that staff be directed to conclude associated arrangements with Southern Vancouver Island Railway, the City of Parksville and Koers & Associates Engineering Ltd. for the balance of works involved with the 2016 construction of the Coombs to Parksville Rail Trail project.

CARRIED

REGIONAL AND COMMUNITY UTILITIES AND SOLID WASTE

WASTEWATER

Bylaw Enforcement Ticket Regulation Amendment Bylaw No. 1418.06.

MOVED Director Rogers, SECONDED Director Thorpe, that “Regional District of Nanaimo Bylaw Enforcement Ticket Regulation Amendment Bylaw No. 1418.06, 2016” be introduced and read three times.

CARRIED

MOVED Director Houle, SECONDED Director Bestwick, that “Regional District of Nanaimo Bylaw Enforcement Ticket Regulation Amendment Bylaw No. 1418.06, 2016” be adopted.

CARRIED

Renewal of Agreement for On-Call Electrical Maintenance and Support for Wastewater Services.

MOVED Director Fell, SECONDED Director McKay, that the Board authorize staff to renew an agreement for on-call electrical maintenance and repair for Wastewater Services to Shaw Electrical Services from June 1, 2016 to May 31, 2017, for a total financial authorization of \$240,000.

CARRIED

STRATEGIC AND COMMUNITY DEVELOPMENT

CURRENT PLANNING

Annual Special Electoral Area Planning Committee and Town Hall Meetings in Electoral Areas.

MOVED Director McPherson, SECONDED Director Rogers, that a joint Special Electoral Area Planning Committee and Town Hall meeting be held annually in each Electoral Area that participates in the Community Planning Function (all Electoral Areas except for 'B') and that a Town Hall meeting be held annually in Electoral Area 'B'.

MOVED Director Rogers, SECONDED Director Stanhope, that consideration of annual Special Electoral Area Planning Committee and Town Hall meetings in Electoral Areas be deferred until after an Electoral Area caucus meeting has been held.

CARRIED

LONG RANGE PLANNING

2015 Annual Report on Regional Growth Strategy Implementation and Progress.

MOVED Director Westbrook, SECONDED Director Pratt, that the Regional Growth Strategy 2015 Annual Report be received.

CARRIED

ENERGY AND SUSTAINABILITY

Asset Management Quarterly Update and Policy.

MOVED Director Rogers, SECONDED Director Pratt, that the Asset Management Quarterly Update be received for information.

CARRIED

MOVED Director Rogers, SECONDED Director Pratt, that the Asset Management Policy be adopted and incorporated into the Regional District of Nanaimo policy manual.

CARRIED

ADVISORY, SELECT COMMITTEE AND COMMISSION

Electoral Area 'E' Parks and Open Space Advisory Committee.

Minutes of the Electoral Area 'E' Parks and Open Space Advisory Committee meeting held Wednesday, February 10, 2016.

MOVED Director Rogers, SECONDED Director Stanhope, that the minutes of the Electoral Area 'E' Parks and Open Space Advisory Committee meeting held Wednesday, February 10, 2016, be received for information.

CARRIED

Electoral Area 'A' Parks, Recreation and Culture Commission.

Minutes of the Electoral Area 'A' Parks, Recreation and Culture Commission meeting held Wednesday, February 17, 2016.

MOVED Director McPherson, SECONDED Director Young, that the minutes of the Electoral Area 'A' Parks, Recreation and Culture Commission meeting held Wednesday, February 17, 2016, be received for information.

CARRIED

Agricultural Advisory Committee.

Minutes of the Agricultural Advisory Committee meeting held Friday, February 19, 2016.

MOVED Director Houle, SECONDED Director Stanhope, that the minutes of the Agricultural Advisory Committee meeting held Friday, February 19, 2016, be received for information.

CARRIED

East Wellington/Pleasant Valley Parks and Open Space Advisory Committee.

Minutes of the East Wellington/Pleasant Valley Parks and Open Space Advisory Committee meeting held Monday, February 29, 2016.

MOVED Director Young, SECONDED Director Fell, that the minutes of the East Wellington/Pleasant Valley Parks and Open Space Advisory Committee meeting held Monday, February 29, 2016, be received for information.

CARRIED

Electoral Area 'H' Parks and Open Space Advisory Committee.

Minutes of the Electoral Area 'H' Parks and Open Space Advisory Committee meeting held Thursday, February 25, 2016.

MOVED Director Stanhope, SECONDED Director McPherson, that the minutes of the Electoral Area 'H' Parks and Open Space Advisory Committee meeting held Thursday, February 25, 2016, be received for information.

CARRIED

Phase 2 Water Access Development.

MOVED Director Stanhope, SECONDED Director Young, that staff be directed to install water access signage and undertake minor trail improvements at the following Ministry of Transportation and Infrastructure water access sites: #12 Raft Rd, #15 Cochrane Rd, #19 Franksea Rd, #22 Guitar Lane, #25 Hansen Rd or #26 Noonday Rd, #29 McColl Rd, #34 Henry Morgan Dr, #40 Ocean Trail Rd, #41 Oceantrail West, and #48 Deep Bay Dr.

CARRIED

Electoral Area 'G' Parks and Open Space Advisory Committee.

Minutes of the Electoral Area 'G' and Open Space Advisory Committee meeting held Monday, March 7, 2016.

MOVED Director Stanhope, SECONDED Director McPherson, that the minutes of the Electoral Area 'G' Parks and Open Space Advisory Committee meeting held Monday, March 7, 2016, be received for information.

CARRIED

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

Chair Veenhof passed the chair to Director Haime.

Lighthouse Community Centre Society, re Request for Building Upgrade Assistance through Community Works Funds.

MOVED Director Veenhof, SECONDED Director McPherson, that staff be directed to develop an agreement to provide for the transfer of up to \$85,000 of Electoral Area 'H' Community Works Funds for building upgrades to the Lighthouse Community Centre.

CARRIED

Chair Veenhof assumed the Chair.

Bruce Jolliffe, Chair, Comox Valley Regional District, re Asbestos and Asbestos Containing Material (ACM).

MOVED Director McPherson, SECONDED Director Young, that staff be directed to bring a report to the Solid Waste Select Committee with recommendations on a response to the Comox Valley Regional District.

CARRIED

NEW BUSINESS

Rail Corridor Development.

MOVED Director Westbroek, SECONDED Director Hong, that staff be directed to explore concepts for rail corridor development, i.e. public greenways along the Island Corridor in the Regional District from Area 'A' to Area 'H'.

CARRIED

Bus Passes for Adults with Disabilities.

MOVED Director Westbroek, SECONDED Director Hong, that the Board endorse a letter from the Chair to the Provincial Government indicating that the Regional District of Nanaimo does not support the changes to the BC Bus Pass Program and the Special Transportation Subsidy for disability assistance clients.

CARRIED

Regional Services Review.

MOVED Director Westbroek, SECONDED Director Hong, that staff prepare a report with regard to conducting a Regional Services Review after the appointment of the Chief Administrative Officer and prior to the next Financial Plan adoption.

CARRIED

Strategic Priority to Create an Electoral Area Caucus.

MOVED Director McPherson, SECONDED Director Fell, that staff be directed to prepare a report on options for moving forward on the Strategic Priority to "create an Electoral Area caucus to enhance regional governance".

CARRIED

Notice of Motion – Social Procurement.

Director Westbroek noted that the following motion will be brought forward to the May 10, 2016 Committee of the Whole Agenda:

That staff be directed to prepare a report on options for proceeding with a social procurement policy.

Directors' Roundtable.

Directors provided updates to the Board.

IN CAMERA

MOVED Director Kipp, SECONDED Director Pratt, that pursuant to Sections 90 (1) (j) of the *Community Charter* the Committee proceed to an In Camera Meeting for discussions related to third-party business information.

CARRIED

TIME: 8:35 PM

ADJOURNMENT

MOVED Director Stanhope, SECONDED Director Westbroek, that this meeting be adjourned.

CARRIED

TIME: 8:40 PM

CHAIRPERSON

CORPORATE OFFICER

Gabriola Museum proposal for \$5000 Community Works Fund (CWF) grant
Wheelchair Accessible Walkway - April 22, 2016

The Gabriola Historical and Museum Society (the "Museum") has been telling island stories on Gabriola for over 20 years.

In the past 4 years, the Museum Board has been able to focus its fundraising efforts on money for new exhibits and programming. The changed focus has opened a new chapter for the Museum. The Museum is proud to have assembled one new exhibit a year for the past four years. Additionally, the creative people at the Museum have self-published a guidebook to Gabriola's beaches, and created two original videos based on the Museum's "Silva Bay" and "Gabriola Roots" exhibits. Collaborative community efforts have included a story-telling program with the elementary school, a family-based old fashioned Canada Day celebration, and an original production that involved the local students, choir, and island actors commemorating Gabriolan WWI soldiers. This fresh energy has translated into steadily growing support from the community and visitors: in 2015 we welcomed 1694 visitors, compared to 1159 visitors in 2014. By way of contrast, there were approximately 400 visitors in 2011.

This year, with a vision consolidated into a Strategic Plan, the Museum Board is turning its attention to strengthening connections with the community, and looking for opportunities to collaborate with other Gabriola organizations. We are moving toward ways to share our stories beyond the walls of the museum. Among other projects, this initiative includes building a wheelchair accessible walkway that meanders through a re-imagined native plant trail on the Museum grounds. Other outdoor attractions include large artifacts, and full size replicas of petroglyphs found on the island.

The walkway is by far the Museum's most financially ambitious project this year. Of the Museum's total 2016 budget of \$41,000, the walkway accounts for \$10,000. To date, we have raised almost \$4000 through brick pledges, local events, and a \$1000 partnership with GaLTT (Gabriola Lands and Trails Trust). The Museum is also fortunate to have the support of volunteer labour, and discounts from local businesses. In order to have the walkway ready for the 2016 season, we have already broken ground. (Budget attached)

The Museum would be grateful if the RDN would consider providing to the Museum a CWF grant of \$5000. This grant will help fund the accessible walkway thereby creating a long-lasting piece of infrastructure that will enhance the experience of visitors to our Museum for many years to come.

Respectfully submitted,
Lisa Griffith
President
Gabriola Historical and Museum Society

Gabriola Historical and Museum Society

Budget for Wheelchair accessible walkway
Dec., 2015

<u>Item</u>	<u>quantity</u>	<u>estimate</u>
Blocks	2 pallets	\$900.00
Concrete sand	12 yds	\$900.00
cement #10	60 bags	\$900.00
drain rock (gravel)	6 yds	\$500.00
masonry sand	1.5 yds	\$250.00
navvy jack	3 yds	\$250.00
pea gravel	5 yds; delivered	\$750.00
packer tamper	rental	\$40.00
landscape cloth		\$50.00
cement mixer	rental; 50% off	\$320.00
backhoe & driver	clean-up time donated	\$400.00
stone mason labour, paid @ 50%		\$4,000.00
wood for benches		\$300.00
miscel		\$150.00
bricks		\$0.00
TOTAL		\$9,710.00

Notes on donated time, reduced costs

Arbutus - -10% on all bills
bricks - re-used old bricks from grounds
walkway labour: 2 volunteers, 1 stonemason at 50%
wooden bench tops: labour volunteer
(Native plant portion design and labour all donated,
including input from VIU Horticultural class))

Donations to Mar 30, 2016

GaLTT	\$1,000.00
Bob Bossin concert	\$2,000.00
2015 brick pledges	\$500.00
2016 brick pledges	\$240.00
TOTAL	\$3,740.00

**Gabriola Historical & Museum Society
Comparative Income Statement**

	<u>Actual 01/01/2015 to 12/31/2015</u>	<u>Actual 01/01/2014 to 12/31/2014</u>	<u>Difference</u>
REVENUE			
Sales Revenue			
Admissions	3,501.90	4,067.01	-565.11
Gift Store Sales	2,500.44	1,629.75	870.69
Gift Shop - Book Sales	3,247.90	2,877.95	369.95
Gift Shop Consignment Sales	544.60	569.00	-24.40
SHALE Revenue	60.00	1,461.00	-1,401.00
Total Sales	<u>9,854.84</u>	<u>10,604.71</u>	<u>-749.87</u>
Other Revenue			
Community Fund Raising	5,616.85	5,065.25	551.60
Raffle - Revenue over expenses	6,800.00	0.00	6,800.00
Presentation Revenue	330.88	1,131.70	-800.82
Donations/Bequests	1,638.06	1,917.70	-279.64
Donation Fees (Cda Helps)	-6.82	0.00	-6.82
Sponsorships	500.00	0.00	500.00
Grant - RDN	12,000.00	12,000.00	0.00
Grant - Lions Club	3,000.00	3,000.00	0.00
Grant Beach Quest	0.00	1,000.00	-1,000.00
Interest	217.41	285.63	-68.22
Memberships Next Year	100.00	145.00	-45.00
Memberships Current Year	1,775.00	1,160.00	615.00
Cash Over/Short	-34.20	49.51	-83.71
TOTAL REVENUE	<u>31,937.18</u>	<u>25,754.79</u>	<u>6,182.39</u>
TOTAL REVENUE	<u>41,792.02</u>	<u>36,359.50</u>	<u>5,432.52</u>
EXPENSE			
Program Costs			
Achives Expenses	426.39	995.00	-568.61
Beach Quest	0.00	969.20	-969.20
Display, Agricultural	6,022.15	0.00	6,022.15
Display, Outdoor Garden and Walkway	3,256.72	0.00	3,256.72
Display, Exterior	1,385.58	0.00	1,385.58
Display Expenses	0.00	74.09	-74.09
Display: Hippy Expenses	0.00	-187.84	187.84
Display: Silva Bay	1,028.00	5,187.69	-4,159.69
Fund Raising Expenses	1,005.29	1,044.05	-38.76
Presentation Expenses	90.22	115.86	-25.64
Total Programs Cost	<u>13,214.35</u>	<u>8,198.05</u>	<u>5,016.30</u>
Wages			
Wages	10,654.80	7,677.54	2,977.26
EI Expense	278.79	174.70	104.09
CPP Expense	372.36	197.68	174.68
WCB Expense	52.21	23.03	29.18
Total Wage Expense	<u>11,358.16</u>	<u>8,072.95</u>	<u>3,285.21</u>

**Gabriola Historical & Museum Society
Comparative Income Statement**

	<u>Actual 01/01/2015 to 12/31/2015</u>	<u>Actual 01/01/2014 to 12/31/2014</u>	<u>Difference</u>
General Administration Cost			
Amortizations	1,992.58	2,038.97	-46.39
Gift Shop Expenses	238.77	703.82	-465.05
Gift Shop Cost of Goods Sold	1,183.59	1,421.93	-238.34
Gift Shop - Books COGS	1,702.83	1,351.12	351.71
Presenting, History Committee Exp	0.00	0.00	0.00
Radio Committee Expenses	0.00	0.00	0.00
SHALE Expenses	0.00	1,608.76	-1,608.76
Strategic Planning	898.49	0.00	898.49
Total General Administration Costs	<u>6,016.26</u>	<u>7,124.60</u>	<u>-1,108.34</u>
Core Administration Costs			
Bank Charges & Interest	74.44	7.73	66.71
Credit Card Charges	475.43	580.10	-104.67
Advertising & Promotion	2,252.76	1,737.11	515.65
Cleaning Expenses	686.01	560.35	125.66
Hydro	1,570.74	1,711.57	-140.83
Insurance	2,977.70	3,165.87	-188.17
Licenses And Dues	1,021.45	718.90	302.55
Office Supplies	617.82	591.66	26.16
Postage & Courier	226.74	85.00	141.74
Meeting Expense	235.51	102.24	133.27
Repair & Maintenance	151.44	1,143.34	-991.90
Security	373.70	404.40	-30.70
Telephone & Internet	1,155.01	1,971.03	-816.02
Training & Education	20.00	0.00	20.00
Total Core Administration Costs	<u>11,838.75</u>	<u>12,779.30</u>	<u>-940.55</u>
Prior Year Adjustments			
Prior Year Adjustments	<u>0.00</u>	<u>-213.15</u>	<u>213.15</u>
Prior Year Adjustments	<u>0.00</u>	<u>-213.15</u>	<u>213.15</u>
TOTAL EXPENSE	<u>42,427.52</u>	<u>35,961.75</u>	<u>6,465.77</u>
NET INCOME	<u>-635.50</u>	<u>397.75</u>	<u>-1,033.25</u>

**Gabriola Historical & Museum Society
Comparative Income Statement**

	<u>Actual 01/01/2015 to 12/31/2015</u>	<u>Budget 01/01/2015 to 12/31/2015</u>	<u>Difference</u>
REVENUE			
Sales Revenue			
Admissions	3,501.90	4,100.00	-598.10
Gift Store Sales	2,500.44	1,700.00	800.44
Gift Shop - Book Sales	3,247.90	3,000.00	247.90
Gift Shop Consignment Sales	544.60	600.00	-55.40
SHALE Revenue	60.00	1,700.00	-1,640.00
Total Sales	<u>9,854.84</u>	<u>11,100.00</u>	<u>-1,245.16</u>
Other Revenue			
Community Fund Raising	5,616.85	5,100.00	516.85
Raffle - Revenue over expenses	6,800.00	0.00	6,800.00
Presentation Revenue	330.88	1,200.00	-869.12
Donations/Bequests	1,638.06	1,000.00	638.06
Donation Fees (Cda Helps)	-6.82	0.00	-6.82
Sponsorships	500.00	0.00	500.00
Grant - RDN	12,000.00	12,000.00	0.00
Grant - Lions Club	3,000.00	1,500.00	1,500.00
Grant Beach Quest	0.00	0.00	0.00
Interest	217.41	300.00	-82.59
Memberships Next Year	100.00	0.00	100.00
Memberships Current Year	1,775.00	1,200.00	575.00
Cash Over/Short	-34.20	0.00	-34.20
TOTAL REVENUE	<u>31,937.18</u>	<u>22,300.00</u>	<u>9,637.18</u>
TOTAL REVENUE	<u>41,792.02</u>	<u>33,400.00</u>	<u>8,392.02</u>
EXPENSE			
Program Costs			
Achives Expenses	426.39	450.00	-23.61
Beach Quest	0.00	0.00	0.00
Display, Agricultural	6,022.15	7,900.00	-1,877.85
Display, Outdoor Garden and Walkway	3,256.72	2,500.00	756.72
Display, Exterior	1,385.58	1,775.00	-389.42
Display Expenses	0.00	100.00	-100.00
Display: Hippy Expenses	0.00	100.00	-100.00
Display: Silva Bay	1,028.00	0.00	1,028.00
Fund Raising Expenses	1,005.29	1,000.00	5.29
Presentation Expenses	90.22	150.00	-59.78
Total Programs Cost	<u>13,214.35</u>	<u>13,975.00</u>	<u>-760.65</u>
Wages			
Wages	10,654.80	9,750.00	904.80
EI Expense	278.79	0.00	278.79
CPP Expense	372.36	0.00	372.36
WCB Expense	52.21	0.00	52.21
Total Wage Expense	<u>11,358.16</u>	<u>9,750.00</u>	<u>1,608.16</u>

**Gabriola Historical & Museum Society
Comparative Income Statement**

	<u>Actual 01/01/2015 to 12/31/2015</u>	<u>Budget 01/01/2015 to 12/31/2015</u>	<u>Difference</u>
General Administration Cost			
Amortizations	1,992.58	0.00	1,992.58
Gift Shop Expenses	238.77	0.00	238.77
Gift Shop Cost of Goods Sold	1,183.59	1,020.00	163.59
Gift Shop - Books COGS	1,702.83	1,680.00	22.83
Presenting, History Committee Exp	0.00	200.00	-200.00
Radio Committee Expenses	0.00	200.00	-200.00
SHALE Expenses	0.00	1,200.00	-1,200.00
Strategic Planning	898.49	0.00	898.49
Total General Administration Costs	<u>6,016.26</u>	<u>4,300.00</u>	<u>1,716.26</u>
Core Administration Costs			
Bank Charges & Interest	74.44	10.00	64.44
Credit Card Charges	475.43	600.00	-124.57
Advertising & Promotion	2,252.76	1,700.00	552.76
Cleaning Expenses	686.01	600.00	86.01
Hydro	1,570.74	1,800.00	-229.26
Insurance	2,977.70	3,200.00	-222.30
Licenses And Dues	1,021.45	725.00	296.45
Office Supplies	617.82	500.00	117.82
Postage & Courier	226.74	100.00	126.74
Meeting Expense	235.51	150.00	85.51
Repair & Maintenance	151.44	2,000.00	-1,848.56
Security	373.70	425.00	-51.30
Telephone & Internet	1,155.01	900.00	255.01
Training & Education	20.00	100.00	-80.00
Total Core Administration Costs	<u>11,838.75</u>	<u>12,810.00</u>	<u>-971.25</u>
Prior Year Adjustments			
Prior Year Adjustments	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
Prior Year Adjustments	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
TOTAL EXPENSE	<u>42,427.52</u>	<u>40,835.00</u>	<u>1,592.52</u>
NET INCOME	<u>-635.50</u>	<u>-7,435.00</u>	<u>6,799.50</u>

Gabriola Historical & Museum Society
Comparative Balance Sheet

ASSET	As at 12/31/2015	As at 12/31/2014	Difference
Current Assets			
Museum Bank Account	13,191.86	14,241.65	-1,049.79
Cash Float	50.00	50.00	0.00
Petty Cash	50.00	50.00	0.00
Equity Shares	53.20	53.20	0.00
Restricted Fund	21,376.77	21,230.36	146.41
Term Deposit	6,714.82	6,645.05	69.77
Sub Total Current Assets	<u>41,436.65</u>	<u>42,270.26</u>	<u>-833.61</u>
Inventory			
Books - Gift Store	3,502.68	2,441.04	1,061.64
Gift Store Inventory	2,405.99	1,039.36	1,366.63
Gift Shop Inventory Total	5,908.67	3,480.40	2,428.27
SHALE Back Copies	1,509.60	1,809.60	-300.00
Net SHALE Inventory	1,509.60	1,809.60	-300.00
Total Inventory	<u>7,418.27</u>	<u>5,290.00</u>	<u>2,128.27</u>
Capital Assets			
Land	30,200.00	30,200.00	0.00
Buildings	116,850.00	116,850.00	0.00
Accum. Amort - Buildings	-84,500.19	-83,152.28	-1,347.91
Net Buildings	32,349.81	33,697.72	-1,347.91
Office Furniture & Equipm.	3,946.11	3,400.98	545.13
Accum. Amort. -Furn. & E	-1,419.11	-1,051.75	-367.36
Net - Furniture & Equipment	2,527.00	2,349.23	177.77
Computer	5,147.50	5,147.50	0.00
Accum. Amort-Computer	-4,500.45	-4,223.14	-277.31
Net Computer	647.05	924.36	-277.31
Prepaid Purchases	1,612.74	1,566.40	46.34
Total Capital Assets	<u>67,336.60</u>	<u>68,737.71</u>	<u>-1,401.11</u>
TOTAL ASSET	<u>116,191.52</u>	<u>116,297.97</u>	<u>-106.45</u>

Gabriola Historical & Museum Society
Comparative Balance Sheet

	As at 12/31/2015	As at 12/31/2014	Difference
LIABILITY			
Current Liabilities			
Accounts Payable	22.80	-133.53	156.33
Liabilities	0.00	0.00	0.00
EI Payable	0.00	175.10	-175.10
CPP Payable	0.00	201.86	-201.86
Federal Income Tax Payal	0.00	474.97	-474.97
Total Receiver General	0.00	851.93	-851.93
WCB Payable	52.21	0.00	52.21
GST Paid on Purchases	-441.82	-864.26	422.44
Unearned Revenue	750.00	0.00	750.00
Total Current Liabilities	383.19	-145.86	529.05
TOTAL LIABILITY	383.19	-145.86	529.05
EQUITY			
Share Capital			
Invested Capital Assets	71,080.80	71,080.80	0.00
Invested In Liquid Assets	28,602.47	28,602.47	0.00
Restricted Assets	20,873.56	20,873.56	0.00
Total Share Capital	120,556.83	120,556.83	0.00
Retained Earnings			
Retained Earnings - Previous Year	-4,113.00	-4,510.75	397.75
Current Earnings	-635.50	397.75	-1,033.25
Total Retained Earnings	-4,748.50	-4,113.00	-635.50
TOTAL EQUITY	115,808.33	116,443.83	-635.50
LIABILITIES AND EQUITY	116,191.52	116,297.97	-106.45



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Gabriola Island Community Hall Association
P.O. Box 205
Gabriola Island, BC V0R 1X0

Regional District of Nanaimo
6300 Hammond Bay Road
Nanaimo, BC
V9T 6N2

May 5th, 2016

Attn: Howard Houle,
Director, Electoral Area B, *Gabriola & Surrounding Islands*

Application for \$17,364 from Community Works Funding

The Gabriola Island Community Hall Association (GICHA) requests Community Works Funding totaling \$17,364 to pay 80% of the estimated cost (\$21,705) of replacing the metal roof portion of the Hall. When the Hall was built thirty-two years ago, this part of the roof was installed with insufficient ventilation and, as a consequence, there is evidence of mold in the roof which now presents a health hazard.

GICHA has funds (\$4,341) on hand to meet the 20% balance of the estimated cost.

At the same time that we propose to repair the roof, we plan to repaint the Hall exterior, which was last painted eleven years ago. GICHA has \$12,659 on hand to meet 100% of the estimated cost.

Both projects (partial roof replacement and painting) are estimated to cost a total of \$34,362 and we would like to complete the work this year.

Quotations (see attached)

(a) Roof repairs

We have received two quotations from qualified roofers to remove, repair and replace the metal-covered portion of the Hall roof which suffers from inadequate ventilation that has caused the mold. Our preferred contactor came in with the lowest price and is well known for doing quality work on Gabriola.

We have also provided \$5,000 for carpentry to cover the replacement of damaged materials that we expect to find when the roof is taken off. This amount was recommended by a local contractor who advises that we will not know the extent of work needed until the old roof is removed and we can see underneath.

In addition, we have provided for a 10% contingency to cover any other unforeseen issues that may need repairs.

The repairs proposed do not provide for any work on the main torch-on flat roof of the building, which we also expect to have to replace in a few years' time.

(b) Painting

We have received two quotations for labour, including power washing and application of two coats of stain. Our preferred contractor quoted the lower price. We have included a 10% contingency provision to cover the costs for minor building repairs that expect to be needed after power-washing.

Paint

We have received two quotations for similar stains and our preferred supplier came in with the lowest price.

Timing

We would like to complete both projects during the summer months of July & August, 2016

History of the Community Hall

The original Gabriola Island Community Hall was built almost 100 years ago at the South end of the island by pioneers on land donated for a place to meet and celebrate their hard working lives. The GICHA was incorporated in 1975 and received charity status in 1981. Association by-laws set out that all residents over 16 are automatically members of the GICHA.

The old Hall burned to the ground in 1979 and, with various grants and fund-raising, plus a lot of volunteer labour, the Board and community built the Hall that stands today. It opened with great ceremony in 1984. GICHA holds free title to the Hall land and building. The Hall has a capacity on two floors for 550 people and is the largest meeting place on our Island of over 4,000 residents.

Since inception, the Hall has been managed by a board of volunteer directors.

Use of the Hall

Part of the Hall's success is due to its ability to be used as a multi-purpose space for a wide range of activities. The Hall is also the only community-owned building located in the South end of Gabriola where about 30% of Islanders reside.

We estimate that we have over 6,000 visits per year for regular activities, such as badminton, karate, pickleball, tai chi, dance classes, ping-pong, pre-school, choir practices, etc. In addition, we estimate that nearly all residents on Gabriola visit the Hall at least once in a year for one of the many events we host, including: dances, concerts, theatre performances, craft fairs, fund-raisers, salmon BBQ, weddings, etc.

Hall Finances

GICHA charges for the use of the Hall on a near-break-even basis in order to keep costs as low as possible for the groups and individuals who pay rent.

We currently have a balance of \$16,777 on hand with no debt and our annual Salmon BBQ fundraiser in August is expected to bring in about \$10,000. We have allocated \$17,180 to match the \$17,180 we are requesting from the CWF

We are also in process of raising rents paid by hall users and requesting donations from Gabriolans so that we can replenish the funds we use. Gabriolans have proven their support to community needs many times in the past and we are very confident that our appeals for money will meet with a positive response.

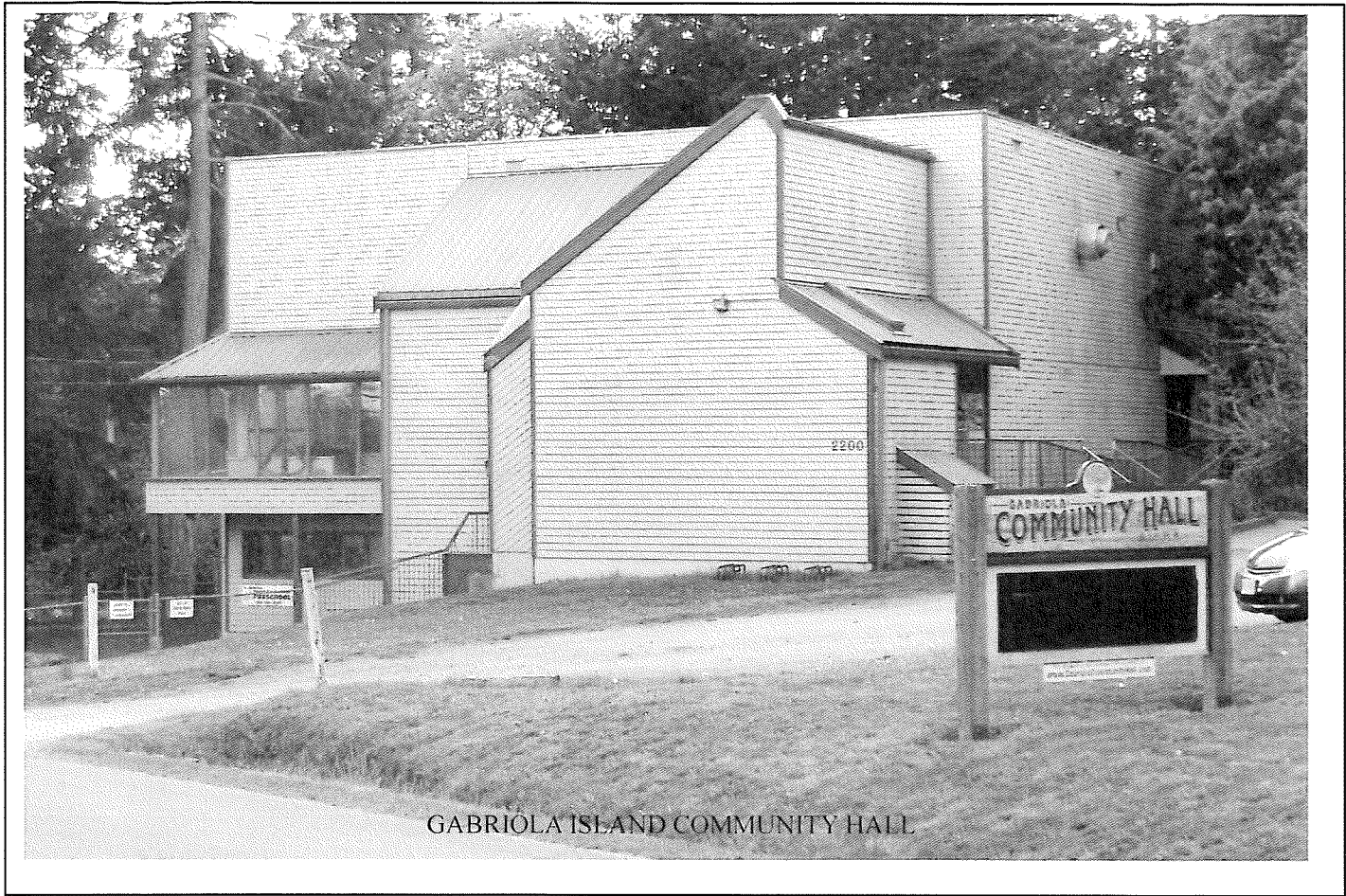
The Future

Looking to the future, we are working on ways to further improve the Hall with upstairs washrooms, a generator, and other upgrades, such as enhancing the Hall as a performance space for both professional theatre groups and local amateur performers. We are also looking into new uses for the hall, such as Carpet Bowling, in order to generate more revenue and provide more options in the way of activities for Islanders.

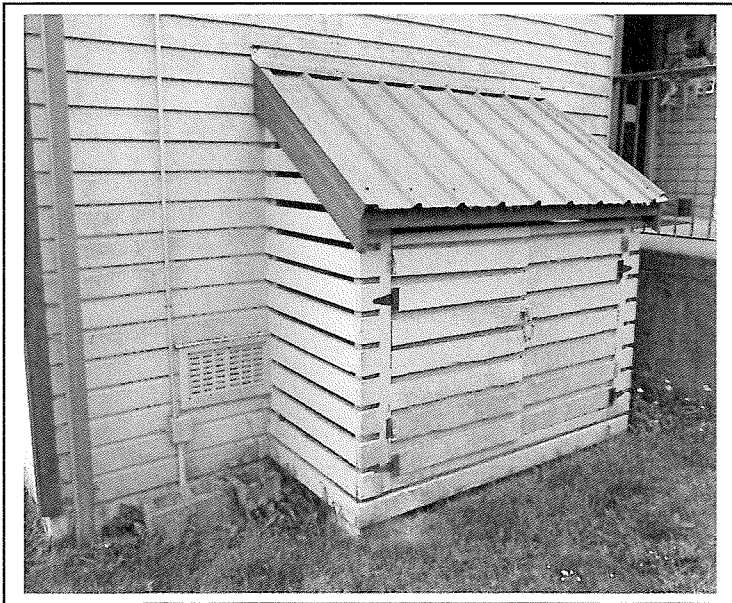
Thank you for your consideration,

Sincerely,

Joyce Babula
Chair, Gabriola Island Community Hall Association



GABRIOLA ISLAND COMMUNITY HALL



WALL DETAIL



ROOF DETAIL

GABRIOLA ISLAND COMMUNITY HALL

May 2016

Metal Roof Replacement (CWF requested for 80%)

<u>Quotations received:</u>				
1	Stevo's Roofing	Incl GST	\$14,731.50	
2	Vanderleek Roofing	Incl GST	\$19,103.95	
3	Provision for carpentry repairs as recommended by S Denholm Construction			
	Estimated cost of project			
	Stevo's Roofing		\$14,731.50	
	Provision for carpentry repairs		\$5,000.00	
	Sub total		\$19,731.50	
	Contingencies	10%	\$1,973.15	80%
	TOTAL COST		\$21,704.65	\$17,364

Note: Carpentry requirements can only be determined after the metal roof is removed

CWF requested \$17,364 GICHA \$4,341

Exterior Painting (GICHA funded 100%)

Quotations received:

Company	Rep	Scaffold / Manlift	Power Washing	Painting (2 coats)	Other	Total	Hourly rate for extras
1	IB painting Ian Meier		\$1,200.00	\$8,300.00		\$9,500.00	\$35.00
2	Larry Robert / Steve Jackson	\$2,210.00	\$1,500.00	\$13,500.00	\$400.00	\$17,610.00	
Paint							
3	Arbutus Home Building Centre	45 gallons				\$1,531.25	
4	Island Home & Garden	45 gallons				\$2,272.53	
Estimated cost of project							
	Painting		IB Painting			\$9,500.00	
	Paint		GST on painting	5%		\$475.00	
	Sub total		Arbutus (incl GST & PST)			\$1,531.25	
	Contingencies			10%		\$11,506.25	
	TOTAL COST					\$1,150.63	
	To be 100% funded by GICHA		\$12,656.88			\$12,656.88	

Total cost for both projects \$34,362 CWF Funding requested \$17,364 51%

On May 1, 2016, at 7:37 PM

Hi Bill:

I read about a problem in Parksville and a lady calling for a total ban on all outdoor burning, which I understand the RDN is currently considering.

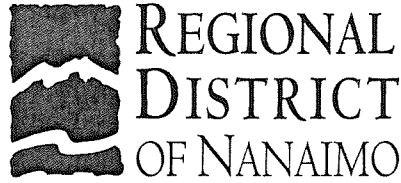
As always, there are two sides to every story. I don't know the circumstances of the Parksville problem, but my guess is that this is a totally different situation from what most of us do. I live in Area H on acreage and I have literally hundreds of mature trees. We love our trees and only dead or diseased trees are removed. Several times a year we find it necessary to do some outdoor burning. The summer is out, for obvious reasons, and we don't burn when it is foggy or windy, so in other words, we rely on common sense. Perhaps the situation in Parksville was one where there was no common sense used.

If there is a total ban on outdoor burning, what are we to do with debris from our property? The fire departments do not recommend leaving dead debris in piles. One cigarette butt or carelessly tossed match in the summer can start a forest fire, so that is not an option. Hiring someone to haul stuff away is too costly, so that is not an option. The RDN does not pick up garden refuse, and even if they did, for those of us with acreages, we would end up blocking the road. Already, in our neighbourhood, illegal dumping is a problem. Banning us from burning will only create a bigger problem, and of course most of these people dump where that cigarette butt tossed from a car window might just start a forest fire.

I personally have lung problems, so do appreciate how outdoor burning can affect our health, but common sense indicates that it is education that is required here. We don't do big burns which require a permit, but I believe that a permit must have been issued for the Parksville burn. Perhaps for those types of burns there should be rules and restrictions as to how many fires or how long they can continue so that hundreds of people are not affected. As for the average joe having a few outdoor burns, please do not inconvenience us all for a few bad apples.

I wanted to send my comments to the RDN as well as to you, but I cannot figure out who to send this to at the RDN. So, as a resident and homeowner in Area H, please pass along my e-mail to the rest of the board. As I said, there are two sides to every story, and mine deserves to be heard as well.

Els King
1975 Widgeon Road
Qualicum Beach, B.C.
V9K 1Y8



RDN REPORT	
COW APPROVAL	
FAP	
COW	✓
MAY 03 2016	
RHD	
BOARD	

STAFF REPORT

TO: Wendy Idema
Director of Finance

DATE: April 18, 2016

FROM: Manvir Manhas
Senior Accountant

MEETING: COW May 10, 2016

FILE: 1870-02

SUBJECT: 2015 Financial Statements and Audit Findings Report

RECOMMENDATIONS:

1. That the Audit Findings Report and the financial statements of the Regional District of Nanaimo for the year ended December 31, 2015 be received.
2. That the consolidated financial statements of the Regional District of Nanaimo for the year ended December 31, 2015 be approved as presented.

PURPOSE:

To request approval of the 2015 financial statements of the Regional District of Nanaimo (RDN) and to present MNP LLP's audit findings report related to the audit of the Regional District of Nanaimo for the year ended December 31, 2015.

BACKGROUND:

Canadian auditing standards require that audit firms communicate the results of the audit process to the organization's board of directors as well as to management staff, and that the financial statements of an organization be approved by their board of directors prior to the signing of the audit report.

MNP LLP has completed the audit of the Regional District of Nanaimo for the year ended December 31, 2015 and has submitted the attached audit findings report to the Board to ensure management and the Board's understanding of the important issues and decisions that were made during the audit and financial statement preparation process, as well as the results of the audit.

The approved financial statements will be incorporated into the RDN's Annual Report and Statement of Financial Information to be presented to the Board in June with a further analysis of year end results.

DISCUSSION:

AUDIT FINDINGS REPORT

Attachment 1 to this report is the Audit Findings Report of MNP LLP. The audit findings report summarizes key elements of the audit procedures, the roles and responsibilities of the auditors, and contains a discussion of their conclusions on the information included in the financial statements.

CONSOLIDATED FINANCIAL STATEMENTS

Attachment 2, immediately following the Audit Findings Report, is the consolidated financial statements of the Regional District of Nanaimo (including notes and supporting schedules). The consolidated financial statements allow the Board, the management team, and the public to assess the overall results of all of our activities for the fiscal year ending December 31, 2015. The statements present the financial position of the Regional District as a whole incorporating the operating, reserve and capital funds based on Public Sector Accounting Board standards for governments as legislated under the *Local Government Act*.

INDEPENDENT AUDITORS' DRAFT REPORT

Attachment 3 is the Independent Auditors' draft report to be signed after approval of the financial statements by the Board. The firm of MNP LLP is responsible for reporting to the Board the results of their audit. As in prior years, the auditor's draft report is unqualified, assuring readers that based on the audit procedures conducted; the financial statements are considered to be free of material errors.

ALTERNATIVES:

1. Receive the Audit Findings Report and 2015 Financial Statements and approve the 2015 consolidated financial statements of the Regional District of Nanaimo for final signatures.
2. Receive the Audit Findings Report and provide alternate direction to staff.

FINANCIAL IMPLICATIONS:

The annual audit fee of \$34,300 is included in the Finance Department's budget annually. The post-employment benefit calculation was performed by an independent actuary which cost \$3,000 for 2015. There is an additional cost of approximately \$5,000 related to the adoption of new Public Sector Accounting Board standard PS3260 *Liability for Contaminated Sites* in 2015.

STRATEGIC PLAN IMPLICATIONS:

The Public Sector Accounting Board Standards for financial reporting and auditing require Board approval of final consolidated financial statements prior to the signing of the audit report. Compliance with this requirement directly supports the Board governing value to *Be Transparent and Accountable*, which demands transparency in financial reporting and that Directors are accountable to the public. Based on feedback from MNP LLP, who have formally acknowledged the excellent cooperation of staff through the audit process, it is evident that this Board value has trickled through the organization,

influencing how staff conduct themselves in their work. In addition, the auditors conclude that the financial sustainability of the RDN is healthy and trending in a positive direction.

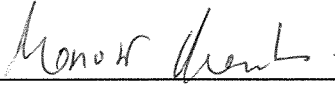
SUMMARY/CONCLUSIONS:

Canadian auditing standards require that audit firms communicate the results of the audit process to the organization's board of directors as well as to management staff, and that the financial statements of an organization be approved by their board of directors prior to the signing of the audit report.


MNP LLP has completed the audit of the Regional District of Nanaimo for the year ended December 31, 2015 and has submitted the attached audit findings report to the Board to ensure management and the Board's understanding of the important issues and decisions that were made during the audit and financial statement preparation process, as well as the results of the audit.

The 2015 Consolidated Financial Statements have been prepared and audited within the framework of the accounting policies applicable to local governments in BC. The statements present, in all significant respects, the financial position of the Regional District of Nanaimo as at December 31, 2015. This is confirmed by the Audit Findings Report and the draft Independent Auditors' Report attached with this report. The approved financial statements will be incorporated into the Regional District's Annual Report and Statement of Financial Information to be presented to the Board in June.


Staff recommend that these reports be received and approved.



Report Writer



Director of Finance Concurrence



C.A.O. Concurrence



**REGIONAL DISTRICT OF NANAIMO
AUDIT FINDINGS REPORT**

Year Ending December 31, 2015

For presentation at the Board of Directors Meeting

May 10, 2016



May 10, 2016

Members of the Board of Directors of Regional District of Nanaimo

Dear Members of the Board of Directors:

We are pleased to put forward this report to discuss the results of our audit of the consolidated financial statements of Regional District of Nanaimo ("the Regional District") for the year ended December 31, 2015. In this report, we cover those significant matters which, in our opinion, you should be aware of as members of the Board of Directors.

We have completed our audit of the consolidated financial statements of the Regional District and are prepared to sign our independent auditors' report after the Board of Directors' review and approval of the consolidated financial statements.

Our report will provide an unqualified opinion to the Board of Directors of the Regional District. A draft copy of our proposed independent auditors' report is included as Appendix A to this report.

We would like to express our appreciation for the excellent cooperation we have received from management and employees with whom we worked.

We appreciate having the opportunity to meet with you and to respond to any questions you may have about our audit, and to discuss any other matters that may be of interest to you.

Yours truly,

A handwritten signature in black ink that reads "MNP LLP".

MNP LLP
Chartered Professional Accountants

CV/mb

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1. MNP AUDIT PROCESS

As auditors, we report to the Board of Directors on the results of our examination of the Regional District's consolidated financial statements. This report summarizes our audit process and discusses issues that are of relevance to the Board of Directors of the Regional District.

- Our audit was carried out in accordance with Canadian generally accepted auditing standards.
- Our audit procedures included a review of all significant accounting and management reporting systems.
 - Each material year-end balance, key transaction and other event considered significant to the consolidated financial statements was separately examined.
- Our audit process focused on understanding the controls utilized in management's reporting systems to the extent necessary to identify overall and specific financial reporting risks.
 - This risk assessment enabled us to concentrate our audit procedures on the areas where differences were most likely to arise.
 - Where possible, reliance was placed on the controls within these systems to reduce the extent of our testing of transactions and year-end balances.
- Our assessment was not, nor was it intended to be, sufficient to conclude on the effectiveness or efficiency of internal controls.



- During the course of our audit, we have:
 - Examined, on a test basis, evidence supporting the amounts and disclosures in the consolidated financial statements;
 - Assessed the accounting principles used and significant estimates made by management;
 - Obtained an understanding of the Regional District and its environment, including management's internal controls (regardless of whether we relied on them for the purpose of the audit), sufficient to identify and assess the risks of material misstatement of the consolidated financial statements and to design and perform audit procedures;
 - Reviewed and assessed those accounting systems deemed necessary to support our audit opinion;
 - Evaluated the overall consolidated financial statement presentation;
 - Performed a subsequent events review with management;
 - Reviewed and assessed the status of contingencies, commitments and guarantees;
 - Reviewed and assessed exposure to environmental liabilities.
- We have obtained written representations from management in order to confirm oral representations given to us and reduce the possibility of misunderstanding. Specifically, we have obtained written confirmation of significant representations provided on matters that are:
 - Directly related to items that are material, either individually or in the aggregate, to the consolidated financial statements;
 - Not directly related to items that are material to the consolidated financial statements, but are significant, either individually or in the aggregate, to the engagement; and
 - Matters relevant to management judgments or estimates that are material, either individually or in the aggregate, to the consolidated financial statements.

2. SIGNIFICANT AUDIT FINDINGS

As a part of our commitment to providing superior client service we strive to maintain effective two-way communication. To aid the Board of Directors in its role overseeing the financial reporting process, including its review and approval of the consolidated financial statements and reporting thereon to the Board of Directors, we are pleased to provide you with the following significant findings:

AREAS OF AUDIT EMPHASIS

- The following lists the key areas of our audit emphasis for your Regional District:
 - The reasonableness of the estimate of the liability for landfill closure and post-closure maintenance costs.
 - Detailed information on Areas of Audit Emphasis is included as Appendix B to this report.

FINAL MATERIALITY

- Final materiality used to assess the significance of misstatements or omissions identified during the audit and determine the level of audit testing performed was \$1,000,000.

DIFFICULTIES ENCOUNTERED

- We have satisfactorily completed our audit procedures for each of the significant account balances and transaction streams. No significant limitations were placed on the scope or timing of our audit.

SIGNIFICANT DEFICIENCIES IN INTERNAL CONTROL

- While our review of controls was not sufficient to express an opinion as to their effectiveness or efficiency, no significant deficiencies in internal control have come to our attention. However, we may not be aware of all the significant deficiencies in internal control that do, in fact, exist.

IDENTIFIED OR SUSPECTED FRAUD

- No incidents of fraud, or suspected fraud, came to our attention in the course of our audit.

IDENTIFIED OR SUSPECTED NON-COMPLIANCE WITH LAWS AND REGULATIONS

- Nothing has come to our attention that would suggest there is non-compliance with laws and regulations that would have a material effect on the financial statements.

MATTERS ARISING IN CONNECTION WITH RELATED PARTIES

- All related party transactions identified were in the normal course of business.
- During the course of our audit, we selected a sample of expense claims submitted by the Board and Senior Management of the Regional District of Nanaimo and reviewed those expense claims for approvals and compliance with the related bylaws or policies. We did not find any issues or irregularities to bring to your attention.

GOING CONCERN

- We have not identified any material uncertainties related to events or conditions that may cast significant doubt on the entity's ability to continue as a going concern.

SIGNIFICANT ACCOUNTING POLICIES

- The accounting policies used by the entity are appropriate and have been consistently applied.
- During the year, the Regional District adopted new PS 3260 Liability for Contaminated Sites. There was no impact to the financial statements as a result of the adoption of this new accounting standard.

SIGNIFICANT MANAGEMENT ESTIMATES

- The preparation of the consolidated financial statements is subject to significant accounting estimates made by management. All significant management estimates were reviewed for the current period and no material differences were noted.
- The following is a summary of significant management estimates and provisions:
 - Allowance for doubtful accounts –no provision deemed necessary.
 - Provision for legal contingencies – no provision deemed necessary.
 - Amortization period of tangible capital assets – amortized over the estimated useful life of the respective assets.
 - Fair value measurement of in-kind additions to tangible capital assets – fair value estimated using BCAA assessed values for land. Total for 2015 was \$322,000 (2014 - \$139,000).
 - The unfunded liabilities for landfill closure costs and post-closure monitoring costs represent a significant liability in the Regional District's financial statements. For 2015 the estimate for landfill closure costs was \$8,495,688 (2014 - \$7,196,204), and for post closure maintenance costs was \$4,674,687 (2014 - \$5,111,015) for a total landfill liability of \$13,170,375 (2014 - \$12,307,219).

These costs are an estimate, based on factors such as landfill capacity, remaining unused capacity, projected future costs to close and to monitor the site, and an appropriate discount rate used to determine a present value of these future costs. The increase in the landfill liability this year is due to a change in estimated closing costs. It is important to note that the landfill remaining unused capacity amount used in the calculation is based on the impact of board-approved capital projects as at the reporting date. Projects not yet approved that may further increase capacity and useful life are not factored into the calculation. Changes to the underlying assumptions and estimates or legislative changes in the new term could have a material impact on the provision recognized. We have concluded that the accounting related to the Landfill Closure and Post-Closure Liabilities was appropriate.

- Employee retirement benefits include payouts of accumulated, unused sick leave upon an employee's retirement. As at December 31, 2015, the estimated sick leave liability and management severance liability was \$1,789,202 (2014 - \$1,733,207). An expense and corresponding liability is recorded now for the estimate of the future costs of these payouts, related to current service by current employees. This liability is an estimate, based on factors such as number of current employees in various age groups, number of recent employees over age 40 who have been employed with the Regional District until retirement, and an appropriate discount rate used to determine a present value of these future costs. Changes to the underlying assumptions and estimates or union contract changes in the new term could have a material impact on the reserve recorded. The estimate also includes assumptions regarding retirement dates, hours worked and sick time. We have concluded that the accounting related to Employee Retirement Benefits was appropriate. This estimate is calculated by an actuary hired by the Regional District.

MATTERS ARISING FROM MANAGEMENT DISCUSSIONS

- We would like to formally acknowledge the excellent cooperation and assistance we received from the management and staff.
- There were no disagreements with management, significant difficulties or other irregularities encountered during the course of our audit.

DIFFERENCES

- We did not note any significant or insignificant differences requiring adjustment.

MODIFICATIONS TO THE INDEPENDENT AUDITORS' REPORT

- Our independent auditors' report will provide an unqualified opinion to the Board of Directors.
- An 'other matter' paragraph was included in the independent auditors' report, to highlight that the Gas Tax Revenue Transfer Programs schedule and the General Revenue Fund schedules are unaudited.

INDEPENDENCE

- We confirm to the Board of Directors that we are independent of the Regional District.
- Our letter to the Board of Directors discussing our independence is included as Appendix C in this report.

At our upcoming meeting we would also be pleased to discuss any other issues and/or concerns of the Board of Directors.



APPENDIX A: DRAFT INDEPENDENT AUDITORS' REPORT

To the Members of the Board of the Regional District of Nanaimo:

We have audited the accompanying consolidated financial statements of the Regional District of Nanaimo, which comprise the consolidated statement of financial position as at December 31, 2015 and the consolidated statements of operations and accumulated surplus, change in net financial assets and cash flows and related schedules on pages 21 to 30 for the year then ended, and a summary of significant accounting policies and other explanatory information.

Management's Responsibility for the Consolidated Financial Statements

Management is responsible for the preparation and fair presentation of these consolidated financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these consolidated financial statements based on our audit. We conducted our audit in accordance with Canadian generally accepted auditing standards. Those standards require that we comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the consolidated financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the consolidated financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the consolidated financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates made by management, as well as evaluating the overall presentation of the consolidated financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

In our opinion, the consolidated financial statements present fairly, in all material respects, the financial position of the Regional District of Nanaimo as at December 31, 2015 and the results of its operations, change in net financial assets and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

Other Matter

The supplementary information on pages 31 to 46 have been presented for purposes of additional analysis and are unaudited. We do not express an opinion on these schedules because our examination did not extend to the detailed information therein.

Nanaimo, British Columbia

[To be signed]

[To be dated]

Chartered Professional Accountants

APPENDIX B: AREAS OF AUDIT EMPHASIS

The reasonableness of the estimate of the liability for landfill closure and post-closure maintenance costs:
We reviewed the data and assumptions for the calculation with management in the finance and solid waste departments. We noted that the liability is based on consultants' current data. We did not note any errors in this liability.

APPENDIX C: AUDITOR INDEPENDENCE LETTER

May 10, 2016

The Board of Directors
Regional District of Nanaimo
6300 Hammond Bay Rd.
Nanaimo, BC V9T 6N2

Dear Members of the Board of Directors:

We have been engaged to audit the consolidated financial statements of Regional District of Nanaimo ("the Regional District") for the year ending December 31, 2015.

CAS 260 Communication With Those Charged With Governance ("the Standard"), requires that we communicate at least annually with you regarding all relationships between the Regional District and MNP LLP ("MNP") that, in our professional judgment, may reasonably be thought to bear on our independence. In determining which relationships to report, we are required to consider relevant rules and related interpretations prescribed by the appropriate provincial institute and applicable legislation, covering such matters as:

- (a) Holding a financial interest, either directly or indirectly, in a client;
- (b) Holding a position, either directly or indirectly, that gives the right or responsibility to exert significant influence over the financial or accounting policies of a client;
- (c) Personal or business relationships of immediate family, close relatives, partners or retired partners, either directly or indirectly, with a client;
- (d) Economic dependence on a client; and
- (e) Provision of services in addition to the audit engagement.

We are not aware of any relationship between the Regional District and MNP LLP that, in our professional judgment, may reasonably be thought to bear on our independence, which have occurred from January 1, 2015 to the date of this letter.

Generally Accepted Auditing Standards require that we confirm our independence to the Board of Directors. Accordingly, we hereby confirm that MNP is independent with respect to the Regional District within the meaning of the Rules of Professional Conduct of the Chartered Professional Accountants of British Columbia as of the date of this letter.

This report is intended solely for the use of the Board of Directors, management and others within the Regional District and should not be used for any other purposes.

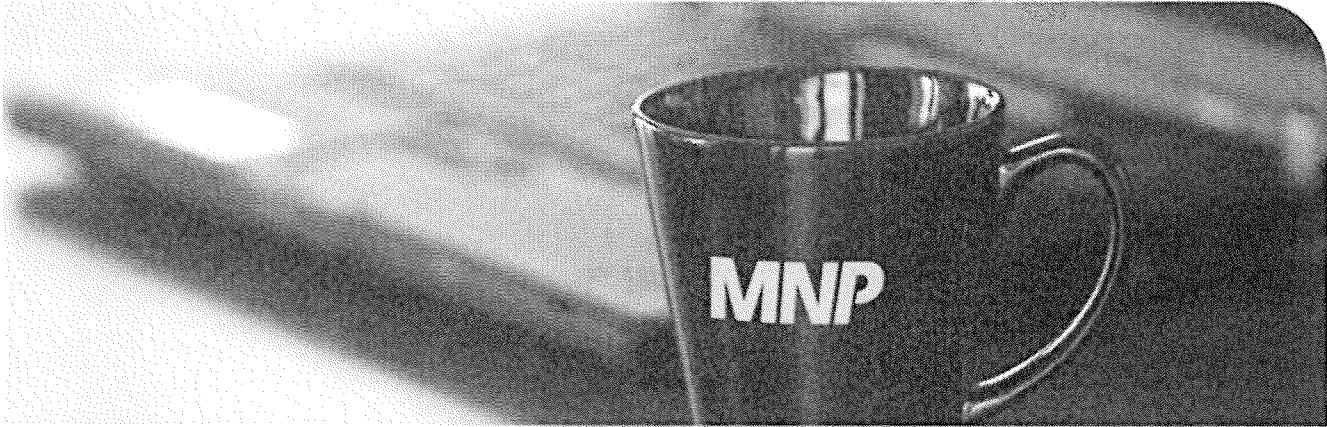
We look forward to discussing with you the matters addressed in this letter as well as other matters that may be of interest to you. We will be prepared to answer any questions you may have regarding our independence as well as other matters.

Yours truly,

MNP LLP

MNP LLP
Chartered Professional Accountants

CV/mb



ABOUT MNP

MNP is one of the largest chartered accountancy and business consulting firms in Canada. For more than 65 years, we have proudly served and responded to the needs of our clients in the public, private and not-for-profit sectors. Through partner-led engagements, we provide a cost-effective approach to doing business and personalized strategies to help you succeed.



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Management's Responsibility



To the Members of the Board of the Regional District of Nanaimo:

This statement is provided to clarify and outline the roles and responsibilities of the management team, the elected Board of Directors and the independent auditors in relation to the preparation and review of the Regional District of Nanaimo's annual financial results.

Management is responsible for the preparation and presentation of the accompanying consolidated financial statements, including responsibility for significant accounting judgments and estimates in accordance with Canadian public sector accounting standards. This responsibility includes selecting appropriate accounting principles and methods, and making decisions affecting the measurement of transactions in which objective judgment is required.

In discharging its responsibilities for the integrity and fairness of the consolidated financial statements, management designs and maintains the necessary accounting systems and related internal controls to provide reasonable assurance that transactions are authorized, assets are safeguarded and financial records are properly maintained to provide reliable information for the preparation of financial statements.

The Regional Board of Directors is composed entirely of Directors who are neither management nor employees of the Regional District. The Board is responsible for overseeing management in the performance of its financial reporting responsibilities, and for delegating the authority for approval of the consolidated financial statements. The Board fulfils these responsibilities by reviewing the financial information prepared by management and discussing relevant matters with management. The Board is also responsible for recommending the appointment of the Regional District's external auditors. The external auditors have full and free access to, the Board and management to discuss their audit findings.

MNP LLP, an independent firm of Chartered Professional Accountants, has been appointed by the Regional Board of Directors to audit the consolidated financial statements and report to them; their report follows.

April 29, 2016

A handwritten signature in black ink, appearing to read "W. D. ...", written over a horizontal line.

Director of Finance

**REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED STATEMENT OF FINANCIAL POSITION
AS AT DECEMBER 31, 2015**

		<u>2015</u>	<u>2014</u>
Financial Assets			
Cash and short-term deposits	(Note 2)	\$ 64,587,923	\$ 60,315,919
Accounts receivable	(Note 3)	\$ 5,055,066	6,098,751
Investments	(Note 4)	\$ 26,133,266	20,023,422
Other jurisdictions debt receivable	(Note 12)	\$ 69,103,355	68,171,086
Other assets	(Note 5)	\$ 23,139	25,264
		<u>\$ 164,902,749</u>	<u>154,634,442</u>
Financial Liabilities			
Short term loans	(Note 6)	\$ 293,141	-
Accounts payable	(Note 7)	\$ 6,030,009	2,795,083
Other liabilities	(Note 8)	\$ 4,422,319	5,115,987
Unfunded liabilities	(Note 9)	\$ 12,566,913	11,998,266
Deferred revenue	(Note 10)	\$ 20,376,391	19,724,406
Obligation under capital lease	(Note 13)	\$ 211,227	682,677
Long-term debt	(Note 11)	\$ 83,587,908	83,800,102
		<u>\$ 127,487,908</u>	<u>124,116,520</u>
Net Financial Assets		<u>\$ 37,414,841</u>	<u>30,517,922</u>
Non-financial Assets			
Tangible capital assets	(Note 14)	\$ 178,169,261	176,514,186
Prepaid expenses		\$ 861,430	425,002
Inventories		\$ 40,767	39,133
		<u>\$ 179,071,458</u>	<u>176,978,321</u>
Accumulated Surplus	(Note 15)	<u>\$ 216,486,299</u>	<u>\$ 207,496,243</u>

APPROVED:



W. Idema, CPA, CGA
Director of Finance

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED STATEMENT OF OPERATIONS AND ACCUMULATED SURPLUS
FOR THE YEAR ENDED DECEMBER 31, 2015

	<u>Budget</u> (Note 18)	<u>2015</u>	<u>2014</u>
Revenue			
Property taxes	\$ 43,103,564	\$ 43,103,564	\$ 40,355,182
Operating revenues	20,765,574	21,339,433	21,227,537
Grant Revenues	11,090,091	6,740,947	9,110,177
Developer contributions	4,374,405	2,330,833	739,951
Other	745,645	1,117,461	831,593
Interest on investments	150,000	1,140,991	1,188,036
Grants in lieu of taxes	149,645	309,109	280,391
MFA debt surplus refunds	-	163,026	-
	<u>80,378,924</u>	<u>76,245,364</u>	<u>73,732,867</u>
Expenses			
General Government	2,322,205	1,693,015	2,003,596
Strategic & Community Development	3,520,619	3,299,141	3,320,302
Wastewater & Solid Waste management	19,461,418	23,096,142	23,864,939
Water, Sewer & Street lighting	4,624,805	5,551,953	5,349,418
Public Transportation	19,499,808	18,696,991	18,031,571
Protective Services	4,094,145	4,494,052	4,357,647
Parks, Recreation & Culture	10,311,975	10,424,014	10,065,248
	<u>63,834,975</u>	<u>67,255,308</u>	<u>66,992,721</u>
Surplus for the year	\$ 16,543,949	\$ 8,990,056	\$ 6,740,146
Accumulated surplus, Beginning of the year	207,496,243	207,496,243	200,756,097
Accumulated surplus, End of the year (Note 15)	<u>\$ 224,040,192</u>	<u>\$ 216,486,299</u>	<u>\$ 207,496,243</u>

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED STATEMENT OF CHANGE IN NET FINANCIAL ASSETS
FOR THE YEAR ENDED DECEMBER 31, 2015

	<u>Budget</u> (Note 18)	<u>2015</u>	<u>2014</u>
Surplus for the year	\$ 16,543,949	\$ 8,990,056	\$ 6,740,146
Acquisition of tangible capital assets	(35,947,273)	(8,623,513)	(7,726,318)
Amortization of tangible capital assets	-	6,745,606	6,752,591
Proceeds on disposal of tangible capital assets	-	13,109	1,420
Loss (Gain) on disposal of tangible capital assets	-	209,723	(1,420)
Change in prepaid expenses	-	(436,428)	29,807
Change in inventories	-	(1,634)	(9,712)
Increase (decrease) in Net Financial Assets	(19,403,324)	6,896,919	5,786,514
Net Financial Assets, Beginning of the year	30,517,922	30,517,922	24,731,408
Net Financial Assets, End of the year (Pg. 3)	<u>\$ 11,114,598</u>	<u>\$ 37,414,841</u>	<u>\$ 30,517,922</u>

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED STATEMENT OF CASH FLOWS
FOR THE YEAR ENDED DECEMBER 31, 2015**

	<u>2015</u>	<u>2014</u>
Operating Transactions		
Surplus for the year	\$ 8,990,056	\$ 6,740,146
Non-cash items included in surplus		
Amortization of tangible capital assets	6,745,606	6,752,591
Contributed tangible capital assets	(322,000)	(139,000)
Loss (Gain) on disposal of tangible capital assets	209,723	(1,420)
Debt actuarial adjustments	(464,576)	(411,555)
Change in non-cash working capital balances related to operations		
Decrease (Increase) in accounts receivable	1,043,686	(2,304,685)
Decrease (Increase) in other assets	2,125	(11,525)
Increase(Decrease) in accounts payable	3,234,927	(1,418,418)
Increase (Decrease) in deferred revenues	651,985	3,627,012
(Decrease) Increase in other liabilities	(693,668)	635,040
Increase (Decrease) in prepaid expenses	(436,428)	29,807
Increase in inventory	(1,634)	(9,712)
Increase in unfunded liabilities	568,647	2,453,158
Cash provided by operating transactions	19,528,449	15,941,439
Capital Transactions		
Acquisition of tangible capital assets	(8,301,513)	(7,562,893)
Proceeds on disposal of tangible capital assets	13,109	1,420
Cash used in capital transactions	(8,288,404)	(7,561,473)
Investment Transactions		
Cash provided by (used in) investment transactions	(6,109,844)	80,949
Financing Transactions		
Short and long term debt issued	544,650	3,904,600
Decrease in capital lease obligation	(471,450)	(242,474)
Repayment of short and long-term debt	(931,397)	(3,674,617)
Cash used in financing transactions	(858,197)	(12,491)
Net change in cash and short-term deposits	4,272,004	8,448,424
Cash and short-term deposits, Beginning of the year	60,315,919	51,867,495
Cash and short-term deposits, End of the year (Pg. 3)	(Note 2) \$ 64,587,923	\$ 60,315,919

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
for the year ended December 31, 2015

The Regional District was incorporated in 1967 under the provisions of the British Columbia Municipal Act. Its principal activities are the provision of district wide local government services to the residents of seven electoral areas and four municipalities within its boundaries. These services include general government administration, bylaw enforcement, planning and development services, building inspection, fire protection and emergency response planning, public transportation, parks and recreation, water supply and sewage collection, wastewater disposal, solid waste collection and disposal, and street lighting.

1. SIGNIFICANT ACCOUNTING POLICIES

(a) Principles of Consolidation

The Regional District follows Canadian public sector accounting standards issued by the Public Sector Accounting Board (PSAB) of CPA Canada.

Consolidated financial statements have been prepared in accordance with the recommendations of the Public Sector Accounting Board (PSAB). The consolidated financial statements include the activities related to all funds belonging to the one economic entity of the Regional District. In accordance with those standards inter-departmental and inter-fund transactions have been removed to ensure financial activities are recorded on a gross basis. The consolidated financial statements have been prepared on a going concern basis.

The consolidated financial statements include the Regional District of Nanaimo's proportionate share of the Arrowsmith Water Service (a joint venture agreement with the City of Parksville and Town of Qualicum Beach) and the Englishman River Water Service (a joint venture agreement with the City of Parksville). The Regional District's share of the joint ventures is accounted for on a proportionate basis as follows:

Arrowsmith Water Service	22.4%
Englishman River Water Service	26.0%

Any inter-entity transactions are eliminated on consolidation.

(b) Short-term deposits

Short-term deposits are carried at the lower of cost and market value.

(c) Long-term investments

Long-term investments are carried at cost less any amortized premium. It is the intention of the Regional District to hold these instruments to maturity. Any premium has been amortized on a straight-line basis using the earlier of the date of maturity or call date.

(d) Non-Financial Assets

i. Tangible capital assets

Tangible capital assets are physical assets that are to be used on a continuing basis, are not for sale in the ordinary course of operations and have useful economic lives extending beyond a single year. Section 3150 of Public Sector Accounting Handbook requires governments to record and amortize the assets over their estimated useful lives. Tangible capital assets are reported at historical cost and include assets financed through operating budgets, short-term and long-term debt, and leases. Tangible capital assets when acquired are recorded at cost which includes all amounts that are directly attributable to the acquisition, construction, development or betterment of the asset. Tangible capital asset cost less any estimated residual value, is amortized on a straight-line basis over estimated useful lives as follows:

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

1. SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

Asset Category	Useful Life Range (years)
Land	n/a
Land Improvements	15 - 50
Building	20 - 50
Equipment, Furniture & Vehicles	5 - 20
Engineering Structures	
Water	25 - 75
Sewer	45 - 75
Wastewater	30 - 75
Solid Waste	20 - 50
Transportation	20 - 50

In the year of acquisition and in the year of disposal, amortization is recorded as half of the annual expense for that year. Assets under construction are not amortized until the asset is available for productive use.

ii. Contributions of tangible capital assets

Tangible capital assets received as contributions (examples are parklands as a result of subdivision, donated land and infrastructure built by property developers which is transferred to the Regional District) are recorded as assets and revenues at their fair value at the date of receipt.

iii. Leases

Leases are classified as capital or operating leases. Leases which transfer substantially all of the benefits and risks incidental to ownership of a property are accounted for as capital leases. All other leases are accounted for as operating leases and the related lease payments are charged to expenses as incurred.

iv. Inventories

Inventories held for consumption are recorded at the lower of cost and replacement cost.

(e) Debt servicing cost

Interest is recorded on an accrual basis.

(f) Financial Instruments

Financial instruments consist of cash and short-term deposits, accounts receivable, investments, other jurisdictions debt receivable, short-term loans, accounts payable, other liabilities and long-term debt. Unless otherwise noted, it is management's opinion that the Regional District is not exposed to significant interest, currency or credit risk arising from these financial instruments.

1. SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(g) Revenue recognition

Revenues are recorded on an accrual basis and are recognized in the period in which they are earned.

Property tax revenues and grants in lieu are recognized as revenue when levied. Operating revenues such as user fees, tipping fees, garbage, and recycling collection fees are recognized when charged to the customer, when amounts are measurable and when collectability is reasonably assured. Interest on investments is recorded when earned on an accrual basis. Developer contributions are recorded as deferred revenues when received and recognized as revenue in the year in which the associated expenditures are incurred. Donations of tangible assets are recognized as revenue on the date of receipt. Other revenues are recognized as revenue when amounts can be reasonably estimated and collectability is reasonably assured.

The Regional District recognizes a government transfer as revenue when the transfer is authorized and all eligibility criteria, if any, have been met. A government transfer with stipulations giving rise to an obligation that meets the definition of a liability is recognized as a liability. In such circumstances, the Regional District recognizes revenue as the liability is settled. Transfers of non-depreciable assets are recognized in revenue when received or receivable.

(h) Expense recognition

Operating expenses are recorded on an accrual basis.

Estimates of employee future benefits are recorded as expenses in the year they are earned. Landfill closure and post closure costs are recognized as costs as landfill capacity is used.

(i) Contingent liabilities

Contingent liabilities are recognized in accordance with PS 3300, which requires that an estimate be recorded when it is likely that a future event will confirm that a liability has been incurred by the financial statement date and that the amount can be reasonably estimated.

(j) Use of Estimates

The preparation of financial statements in conformity with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and the disclosure of contingent assets and liabilities at the date of the financial statements, as well as the reported amounts of revenues and expenses during the reporting period. Significant areas requiring management estimates are the determination of employee retirement benefits, landfill closure and post closure liabilities, likelihood of collection of accounts receivable, useful lives of tangible capital assets and provisions for contingencies. Liabilities for contaminated sites are estimated based on the best information available regarding potentially contaminated sites that the Regional District is responsible for. Actual results may vary from those estimates and adjustments will be reported in operations as they become known. Changes to the underlying assumptions and estimates or legislative changes in the near term could have a material impact on the provisions recognized.

1. SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(k) Liability for contaminated sites

A liability for remediation of a contaminated site is recognized at the best estimate of the amount required to remediate the contaminated site when contamination exceeding an environmental standard exists, the Regional District is either directly responsible or accepts responsibility, it is expected that future economic benefits will be given up, and a reasonable estimate of the amount is determinable. The best estimate of the liability includes all costs directly attributable to remediation activities and is reduced by expected net recoveries based on information available at December 31, 2015.

At each financial reporting date, the Regional District reviews the carrying amount of the liability. Any revisions required to the amount previously recognized is accounted for in the period revisions are made. The Regional District continues to recognize the liability until it is settled or otherwise extinguished. Disbursements made to settle the liability are deducted from the reported liability when they are made.

(l) Recent accounting pronouncements

PS 2200 Related Party Disclosures

In March 2015, as part of the CPA Canada Public Sector Accounting Handbook Revisions Release No. 42, the Public Sector Accounting Board (PSAB) issued a new standard, PS 2200 Related Party Disclosures.

This new Section defines related party and established disclosures required for related party transactions. Disclosure of information about related party transactions and the relationship underlying them is required when they have occurred at a value different from that which would have been arrived at if the parties were unrelated, and they have, or could have, a material financial effect on the financial statements.

This section is effective for fiscal years beginning on or after April 1, 2017. Early adoption is permitted.

The Regional District does not expect application of the new Standard to have a material effect on the consolidated financial statements.

PS 3210 Assets

In June 2015, new PS 3210 Assets was included in the CPA Canada Public Sector Accounting Handbook (PSA HB). The new Section provides guidance for applying the definition of assets set out in PS 1000 Financial Statement Concepts. The main features of this standard are as follows:

Assets are defined as economic resources controlled by a government as a result of past transactions or events and from which future economic benefits are expected to be obtained.

Economic resources can arise from such events as agreements, contracts, other government's legislation, the government's own legislation, and voluntary contributions.

The public is often the beneficiary of goods and services provided by a public sector entity. Such assets benefit public sector entities as they assist in achieving the entity's primary objective of providing public goods and services.

A public sector entity's ability to regulate an economic resource does not, in and of itself, constitute control of an asset, if the interest extends only to the regulatory use of the economic resource and does not include the ability to control access to future economic benefits

1. SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

A public sector entity acting as a trustee on behalf of beneficiaries specified in an agreement or statute is merely administering the assets, and does not control the assets, as future economic benefits flow to the beneficiaries.

An economic resource may meet the definition of an asset, but would not be recognized if there is no appropriate basis for measurement and a reasonable estimate cannot be made, or if another Handbook Section prohibits its recognition. Information about assets not recognized should be disclosed in the notes.

The standard is effective for fiscal years beginning on or after April 1, 2017. Earlier adoption is permitted.

The Regional District does not expect application of the new Standard to have a material effect on the consolidated financial statements.

PS 3320 Contingent Assets

In June 2015, new PS 3320 Contingent Assets was included in the CPA Canada Public Sector Accounting Handbook (PSA HB). The new Section establishes disclosure standards on contingent assets. The main features of this Standard are as follows:

Contingent assets are possible assets arising from existing conditions or situations involving uncertainty. That uncertainty will ultimately be resolved when one or more future events not wholly within the public sector entity's control occurs or fails to occur. Resolution of the uncertainty will confirm the existence or non-existence of an asset.

Passing legislation that has retroactive application after the financial statement date cannot create an existing condition or situation at the financial statement date.

Elected or public sector entity officials announcing public sector entity intentions after the financial statement date cannot create an existing condition or situation at the financial statement date.

Disclosures should include existence, nature, and extent of contingent assets, as well as the reasons for any non-disclosure of extent, and the bases for any estimates of extent made.

When a reasonable estimate can be made, disclosure should include a best estimate and a range of possible amounts (or a narrower range of more likely amounts), unless such a disclosure would have an adverse impact on the outcome.

The standard is effective for fiscal years beginning on or after April 1, 2017. Earlier adoption is permitted. The Regional District does not expect application of the new Standard to have a material effect on the consolidated financial statements.

PS 3380 Contractual Rights

In June 2015, new PS 3380 Contractual Rights was included in the CPA Canada Public Sector Accounting Handbook (PSA HB). This new Section establishes disclosure standards on contractual rights, and does not include contractual rights to exchange assets where revenue does not arise. The main features of this Standard are as follows:

Contractual rights are rights to economic resources arising from contracts or agreements that will result in both an asset and revenue in the future.

1. SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

Until a transaction or event occurs under a contract or agreement, an entity only has a contractual right to an economic resource. Once the entity has received an asset, it no longer has a contractual right.

Contractual rights are distinct from contingent assets as there is no uncertainty related to the existence of the contractual right.

Disclosures should include descriptions about nature, extent, and timing.

The standard is effective for fiscal years beginning on or after April 1, 2017. Earlier adoption is permitted.

The Regional District does not expect application of the new Standard to have a material effect on the consolidated financial statements.

PS 3430 Restructuring Transactions

In June 2015, new PS 3430 Restructuring Transactions was included in the CPA Canada Public Sector Accounting Handbook (PSA HB). The new Section establishes disclosure standards on restructuring transactions. The main features of this Standard are as follows:

A restructuring transaction is defined separately from an acquisition. The key distinction between the two is the absence of an exchange of consideration in a restructuring transaction.

A restructuring transaction is defined as a transfer of an integrated set of assets and/or liabilities, together with related program or operating responsibilities that does not involve an exchange of consideration.

Individual assets and liabilities transferred in a restructuring transaction are derecognized by the transferor at their carrying amount and recognized by the recipient at their carrying amount with applicable adjustments.

The increase in net assets or net liabilities resulting from recognition and derecognition of individual assets and liabilities received from all transferors, and transferred to all recipients in a restructuring transaction, is recognized as revenue or as an expense.

Restructuring-related costs are recognized as expenses when incurred.

Individual assets and liabilities received in a restructuring transaction are initially classified based on the accounting policies and circumstances of the recipient at the restructuring date.

The financial position and results of operations prior to the restructuring date are not restated.

Disclosure of information about the transferred assets, liabilities and related operations prior to the restructuring date by the recipient is encouraged but not required.

The Section is effective for new restructuring transactions that occur in fiscal periods beginning on or after April 1, 2018. Earlier application is encouraged.

The Regional District does not expect application of the new Standard to have a material effect on the consolidated financial statements.

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

2. CASH AND SHORT-TERM DEPOSITS

In 2015, all cash and short-term deposits were held by the General Revenue Fund. Interest income has been allocated to restricted receipt accounts (development cost charges), reserve accounts/funds and unexpended loan proceeds for capital projects based on the relative equity.

3. ACCOUNTS RECEIVABLE

	<u>2015</u>	<u>2014</u>
Province of British Columbia	\$ 24,972	\$ 78,734
Government of Canada	510,581	355,633
Regional and local governments	578,831	507,508
Gas Tax Revenue Transfer program	603,977	2,359,675
BC Transit Annual Operating Agreement	951,827	130,397
Accrued investment interest	223,839	165,812
Solid Waste commercial accounts	627,116	598,095
Utility services customers	401,399	415,513
Developer DCC instalments	328,010	408,198
Other trade receivables	804,514	1,079,186
	<u>\$ 5,055,066</u>	<u>\$ 6,098,751</u>

4. INVESTMENTS

	<u>2015</u>	<u>2014</u>
Investments at cost less amortized premium	\$ 26,133,266	\$ 20,023,422

As at December 31, 2015, the following investments were held by the Regional District:

Investment	Amortized Purchase Price	Accrued Interest	Total Book Value	Market Value at December 31, 2015
TD 0.8% deposit note	\$189,891	-	\$189,891	\$189,891
BMO 1.56% deposit note	\$5,000,000	\$6,625	\$5,006,625	\$5,000,000
PAC&WEST 1.56% deposit note	\$2,802,000	\$31,256	\$2,833,256	\$2,802,000
CWB 1.60% deposit note	\$2,050,000	\$7,099	\$2,057,099	\$2,050,000
CWB 1.65% deposit note	\$3,000,000	\$16,274	\$3,016,274	\$3,000,000
CCCU 1.75% extendible note	\$3,000,000	\$11,934	\$3,011,934	\$3,000,000
BMO 1.75% extendible note	\$2,000,000	\$4,890	\$2,004,890	\$2,012,266
BMO 1.75% extendible note	\$1,973,755	\$6,814	\$1,980,569	\$1,990,901
CWB 2.00% deposit note	\$3,492,000	\$70,031	\$3,562,031	\$3,492,000
BMO 3.979% extendible note	\$2,625,620	\$49,885	\$2,675,505	\$2,684,795
	<u>\$ 26,133,266</u>	<u>\$ 204,808</u>	<u>\$ 26,338,074</u>	<u>\$ 26,221,853</u>

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

5. OTHER ASSETS

	<u>2015</u>	<u>2014</u>
Security deposits for building or development permit applications	23,139	25,264

6. SHORT-TERM LOANS

During 2015 the Regional District entered into a short term loan agreement under the Equipment Financing program of the Municipal Finance Authority in the amount of \$313,700, with interest and principal payable monthly, to fund the purchase of a Refuse Compactor at the Cedar Road Landfill. The principal amount of this short-term loan was reduced by \$20,559 to \$293,141 by December 31, 2015. Interest rate of this loan is variable, which at December 31 was at 1.35%, an increase of 0.01% from 1.34%, the rate at November 1, 2015, the date the loan was advanced. The maturity date for the loan agreement is April 30, 2018.

7. ACCOUNTS PAYABLE

	<u>2015</u>	<u>2014</u>
Payable to Federal Government	\$ 179,392	\$ -
Payable to Provincial Government	599,718	461,776
Payable to other local governments	333,231	316,005
Trade and other payables	4,917,668	2,017,302
	<u>\$ 6,030,009</u>	<u>\$ 2,795,083</u>

8. OTHER LIABILITIES

	<u>2015</u>	<u>2014</u>
Wages and benefits payable	\$ 1,221,031	\$ 2,229,061
Retirement benefits payable - see note 9(a) i	2,673,985	2,385,987
Other benefits payable	153,288	152,099
Permit deposits	374,015	348,840
	<u>\$ 4,422,319</u>	<u>\$ 5,115,987</u>

9. UNFUNDED LIABILITIES

Unfunded liabilities represent the estimated amount of cumulative future expenditures required to meet obligations which result from current operations. These liabilities are related to contractual employment obligations, and landfill operations which are governed by Provincial statute. Special reserves which have been set aside to meet those obligations are described below.

(a) Employee Benefits

- i. Retirement Benefits - The Regional District provides vested sick leave benefits to its employees who retire where they can qualify for a one time payout of up to 60 days of their accumulated unused sick leave. The amount recorded for these benefits is based on an actuarial evaluation done by an independent firm using a projected benefit actuarial valuation method prorated on service. The actuarial valuation was calculated at December 31, 2015.

REGIONAL DISTRICT OF NANAIMO
NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
for the year ended December 31, 2015

9. UNFUNDED LIABILITIES (CONTINUED)

The accrued post-employment benefits are as follows:

	<u>2015</u>	<u>2014</u>
Balance, beginning of year	\$ 1,733,207	\$ 1,681,452
Current service costs	143,052	126,125
Benefits paid	(109,663)	(109,946)
Interest cost	47,549	57,358
Amortization of Net Actuarial Loss/ (Gain)	(24,943)	(21,782)
Balance, end of year	<u>\$ 1,789,202</u>	<u>\$ 1,733,207</u>

The significant actuarial assumptions adopted in measuring the Regional District's post-employment benefits are as follows:

	<u>2015</u>	<u>2014</u>
Discount Rate	3.10%	3.00%
Expected Inflation Rate and Wage & Salary Increases	2.50%	2.50%

	<u>2015</u>	<u>2014</u>
Balance reported in Note 8		
Retirement benefits payable	\$ 2,673,985	\$ 2,385,987
Consolidation adjustment for actuarial valuation	(884,783)	(652,780)
Accrued benefit balance, end of year	<u>\$ 1,789,202</u>	<u>\$ 1,733,207</u>

- ii. Other – Includes vacation pay adjustments and statutory and other benefits provided for in the collective agreement and which are paid in the normal course of business in the following year. The vacation pay liability at December 31, 2015 is \$165,877 (2014, \$117,422). The statutory benefits liability at December 31, 2015 is \$115,444 (2014, \$226,405).

(b) Landfill Closure and Post Closure Maintenance Costs

In accordance with PS 3270 liabilities with respect to permanently closing and monitoring a landfill are incurred as landfill capacity is used. Landfill Closure costs include placing a permanent cover over the face of the landfill. Post Closure Maintenance costs include landfill gas monitoring, leachate collection system operation and general site maintenance for a period of 25 years after the landfill is permanently closed.

- i. Landfill Closure costs - are estimated based on the open area of the remaining unused capacity of the landfill site. In 2009 a revised design and operations plan was approved for the landfill which provides additional airspace for future needs. This plan extended the estimated life of the landfill to 2030 which has since been updated to 2040 based on most recent usage data. The plan includes remediation and reuse of previously filled areas as well as extending perimeter berms for the development of new airspace.

At December 31, 2015, there were approximately 1,765,738 cubic meters of airspace available for waste and daily cover. Landfill Closure costs are estimated at \$8,495,688 (2014, \$7,196,204). As at December 31, 2015, \$1,472,802 (2014, \$1,447,724) has been set aside in reserves for this purpose. The balance of Landfill Closure costs are expected to be funded by a combination of future reserve account contributions, operating budgets and/or borrowing.

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

9. UNFUNDED LIABILITIES (CONTINUED)

ii. Post Closure Maintenance costs – are costs estimated to manage the closed landfill for a statutory period of 25 years. Post Closure Maintenance costs are estimated using a number of factors including the percentage of landfill capacity already filled, the probable closure date, the regulated monitoring period, the estimated annual maintenance costs and a present value discount rate which is the difference between the long-term MFA borrowing rate and the 5 year average Consumer Price Index. The current estimate for annual Post Closure Maintenance costs is \$575,000 (2014, \$575,000). Total Post Closure Maintenance costs are estimated to be \$4,674,687 (2014, \$5,111,015) based on 63% of the total landfill capacity being filled at this date, a 25 year lifespan to 2040, final closure in 2041, and a discount rate of 1.73%. Post Closure Maintenance costs are expected to be funded by annual budget appropriations in the years in which they are incurred.

<u>Unfunded Liability Balances</u>	<u>2015</u>	<u>2014</u>
Employee Retirement Benefits	\$ (884,783)	\$ (652,780)
Employee Other Benefits	281,321	343,827
Landfill Closure Costs	8,495,688	7,196,204
Post Closure Maintenance Costs	4,674,687	5,111,015
Unfunded Liability	<u>\$ 12,566,913</u>	<u>\$ 11,998,266</u>
Reserves On Hand	<u>\$ 1,472,802</u>	<u>\$ 1,447,724</u>

10. DEFERRED REVENUE

	<u>2015</u>	<u>2014</u>
Parkland Cash-in-Lieu receipts	\$ 1,691,619	\$ 1,662,844
Development Cost Charges	10,837,478	11,250,480
Subtotal (Pg. 34)	<u>12,529,097</u>	<u>12,913,324</u>
Gas Tax Revenue Transfer program – Community Works Fund	7,331,503	6,118,541
General Revenue Fund	515,791	692,541
	<u>\$ 20,376,391</u>	<u>\$ 19,724,406</u>

Parkland Cash-in-Lieu - are amounts collected from developers under the authority of Section 941 of the Local Government Act, where the Board has determined that cash rather than land for parkland purposes may be accepted as a condition of subdivision. These funds are held for the purpose of purchasing parkland.

Development Cost Charges - are amounts collected or payable as a result of new subdivision or building developments under the authority of Section 933 of the *Local Government Act*. The purpose of Section 933 is to collect funds for infrastructure which will be built as a result of population growth. Development Cost Charge bylaws have been enacted for the future expansion of wastewater treatment facilities and a bulk water system.

Community Works Fund - is a program component of the federal government's "New Building Canada Fund" which was established to transfer a portion of gas tax revenues to local governments to address infrastructure deficits. Additional information on the Regional District of Nanaimo's use of the Community Works Fund grants is included in the schedule on Pg. 35.

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

11. LONG-TERM DEBT

Debt is recorded and payable in Canadian dollars. It is the current policy of the Municipal Finance Authority to secure debt repayable only in Canadian dollars.

Details of long-term debt, including debt issue numbers, maturity dates, interest rates and outstanding amounts, are summarized in the Schedule of Long-Term Debt on pages 28 to 31.

	<u>2015</u>	<u>2014</u>
Long-Term debt - Regional District services	\$ 14,484,553	\$ 15,629,016
Vancouver Island Regional Library	15,582,525	15,957,989
Member municipalities	53,520,830	52,213,097
Total Long-Term Debt	<u>\$ 83,587,908</u>	<u>\$ 83,800,102</u>

Payments of principal on issued debt of the Regional District, not including member municipalities, for the next five years are:

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>	<u>TOTAL</u>
\$1,125,151	\$1,116,263	\$1,116,368	\$1,073,916	\$ 1,069,880	<u>5,501,578</u>

12. OTHER JURISDICTIONS DEBT RECEIVABLE

Pursuant to the *Local Government Act*, the Regional District acts as the agency through which its member municipalities and other jurisdictions borrow funds from the Municipal Finance Authority. The annual cost of servicing this debt is recovered entirely from the borrowing jurisdiction. However, the Regional District is joint and severally liable for this debt in the event of default.

	<u>2015</u>	<u>2014</u>
Town of Qualicum Beach	\$ 4,629,364	\$ -
City of Parksville	2,043,770	2,410,090
City of Nanaimo	46,847,696	49,803,007
Vancouver Island Regional Library	15,582,525	15,957,989
	<u>\$ 69,103,355</u>	<u>\$ 68,171,086</u>

13. OPERATING AND CAPITAL LEASES

The outstanding obligation balance for leased capital assets as at December 31, 2015 was \$211,227 (2014, \$682,677). The Regional District has financed assets under capital leases with a net book value of \$177,344 (2014, \$715,776). The assets include one road vehicle, one tractor and trailer and landfill site mobile equipment. The 2015 capital lease principal payments totalled \$471,450 (2014, \$242,474).

All capital leases are held by the MFA Leasing Corporation. While payments are fixed for the term of the lease, interest rates are variable daily based upon the Canadian prime rate minus 1.0%. An interest adjustment is made at the time of the final payment. In 2015, interest expenditures related to lease liabilities were \$10,839 (2014, \$15,549).

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

13. OPERATING AND CAPITAL LEASES (CONTINUED)

Lease payment commitments for the next five years are:

Capital Leases

<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>	<u>TOTAL</u>
\$201,449	\$5,138	\$5,138	\$2,996	\$0	\$ 214,721
	Less: Imputed Interest				(3,494)
	Net Obligation under Capital Lease (Pg. 3)				<u>\$ 211,227</u>

Operating Leases – there are no operating lease commitments as at December 31, 2015.

14. TANGIBLE CAPITAL ASSETS

Net Book Value	<u>2015</u>	<u>2014</u>
Land	\$ 38,418,795	\$ 38,096,795
Land improvements	5,649,256	5,907,469
Buildings	31,446,591	31,992,029
Engineered structures	87,955,159	90,102,863
Equipment, furniture and vehicles	8,265,091	8,989,229
Assets under construction	6,434,369	1,425,801
	<u>\$ 178,169,261</u>	<u>\$ 176,514,186</u>
Owned tangible capital assets	\$ 177,991,917	\$ 175,798,410
Leased assets	177,344	715,776
	<u>\$ 178,169,261</u>	<u>\$ 176,514,186</u>

In 2015, parkland dedications and land used as a site for a community water supply well valued at \$322,000 were accepted and recorded as contributed assets. During 2014 parkland dedications valued at \$139,000 were accepted and recorded as contributed assets.

The Consolidated Schedule of Tangible Capital Assets (Pg. 27) provides details of acquisitions, disposals and amortization for the year.

15. ACCUMULATED SURPLUS

The financial operations of the Regional District are divided into three funds; capital fund, general revenue fund and reserve fund. For accounting purposes each fund is treated as a separate entity.

General Revenue Fund – represents the accumulated operating surplus of the Regional District which has not otherwise been allocated by the Board as reserves for special purposes.

Capital Fund – represents amounts which have been expended by or returned to the General Revenue Fund or a Reserve Fund for the acquisition of tangible capital assets and includes related debt and refunds of debenture debt sinking fund surpluses.

Reserves - represents that portion of the accumulated operating surplus that has been set aside to fund future expenditures. It includes both statutory reserves created by bylaw under the authority of the *Local Government Act* and reserve accounts, which may be used by the Board without legislative restrictions.

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

15. ACCUMULATED SURPLUS (CONTINUED)

The Accumulated Surplus consists of individual fund surpluses (deficits) and reserves as follows:

	<u>2015</u>	<u>2014</u>
Surplus		
General Revenue Fund Net Operating Surplus (Note 16)	\$ 11,970,660	\$ 11,415,855
Net investment in Tangible capital assets (Note 17)	163,180,340	160,202,493
Capital Fund advances	(991,006)	(430,123)
Unfunded liabilities	<u>(12,566,913)</u>	<u>(11,998,266)</u>
	<u>161,593,081</u>	<u>159,189,959</u>
General Revenue Fund Reserve Accounts		
Landfill expansion	277,479	272,755
Landfill closure	1,472,802	1,447,724
Property insurance deductible-fire departments	31,429	30,879
Liability insurance deductible	149,497	146,952
Regional Sustainability Initiatives	75,298	90,989
Island Corridor Foundation	809,000	404,500
Regional parks and trails donations	39,487	17,459
Vehicle fleet replacement (various departments)	<u>583,942</u>	<u>553,677</u>
	<u>3,438,934</u>	<u>2,964,935</u>
Statutory Reserve Funds (Pg. 33)	\$ 51,454,284	\$ 45,341,349
Total Reserves	\$ 54,893,218	\$ 48,306,284
Accumulated Surplus (Pg. 3)	<u>\$ 216,486,299</u>	<u>\$ 207,496,243</u>

16. CONSOLIDATION ADJUSTMENTS

The figures reported in the consolidated financial statements differ from the supporting schedules due to differences in grouping and presentation as well as the elimination of inter-fund and inter-departmental transactions. The Net Operating Surplus in the General Revenue Fund Schedule of Revenue and Expenditures has been adjusted as follows to conform to PSAB requirements:

	<u>2015</u>	<u>2014</u>
Net Operating Surplus (Pg. 36)	\$ 11,482,487	\$ 11,280,931
Add: Water User Fee Revenue year end accrual (billed May 2016)	143,881	134,924
BC Transit Operating Reserve Prepaid Expense Adjustment	367,531	-
Less: ICBC Fleet Insurance Premium Adjustment Accrual	<u>(23,239)</u>	<u>-</u>
Net Operating Surplus adjusted for statement presentation (Note 15)	<u>\$ 11,970,660</u>	<u>\$ 11,415,855</u>

17. NET INVESTMENT IN TANGIBLE CAPITAL ASSETS

Net investment in Tangible capital assets represents the historic cost of capital expenditures less debt obligations incurred to purchase and develop the infrastructure.

	<u>2015</u>	<u>2014</u>
Tangible capital assets (Pg. 3)	\$ 178,169,261	\$ 176,514,186
Short-term loans (Pg. 3)	(293,141)	-
Obligation under capital lease (Pg. 3)	(211,227)	(682,677)
Long-term debt - Regional District only (Note 11)	<u>(14,484,553)</u>	<u>(15,629,016)</u>
Net investment in Tangible capital assets (Note 15)	<u>\$ 163,180,340</u>	<u>\$ 160,202,493</u>

REGIONAL DISTRICT OF NANAIMO
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18. BUDGET FIGURES

Budget figures represent the Financial Plan Bylaw adopted by the Board on March 24, 2015. The financial plan includes capital expenditures but does not include amortization expense. The financial plan forms the basis for taxation and fees and charges rates which may be required for a particular year. The following reconciliation of the budgeted "Surplus for the year" shown on Pg. 4 is provided to show which items must be added or removed to reflect to the budgeted financial plan values which are shown compared to actual expenditures on Pg.36 (General Revenue Fund Schedule of Revenue and Expenditures).

	<u>2015 Budget</u>
Budgeted Surplus for the year (Pg. 4)	\$ 16,543,949
Add:	
Transfers from reserves	23,129,131
Proceeds of borrowing	1,616,665
Prior year operating surplus	11,280,947
Less:	
Capital expenditures	(35,947,273)
Debt principal repayments/actuarial adjustments	
Budgeted principal payments	4,424,157
Add: Actuarial Adjustments	490,656
Less: Principal payments for member municipalities	<u>(2,783,995)</u>
Capital lease principal payments included in equipment operating expenditure	(178,365)
Transfer to reserves	<u>(7,179,659)</u>
Consolidated Budgeted Surplus, per Regional District of Nanaimo Financial Plan Bylaw No.1722 (Pg. 36)	\$ <u><u>7,134,577</u></u>

19. MUNICIPAL FINANCE AUTHORITY RESERVE DEPOSITS

The Regional District secures its long term borrowing through the Municipal Finance Authority. As a condition of these borrowings a portion of the debenture proceeds are retained by the Authority as a debt reserve fund. As at December 31, 2015 the Regional District had debt reserve funds of \$294,128 (2014, \$399,479).

20. NORTH ISLAND 9-1-1 CORPORATION

A 9-1-1 emergency call answering service is provided by the North Island 9-1-1 Corporation, which is owned by the Regional Districts of Comox Valley, Strathcona, Mount Waddington, Alberni Clayoquot, Nanaimo and Powell River. The shares in the corporation are owned as follows:

Alberni Clayoquot	3 shares
Comox Valley	6 shares
Strathcona	4 shares
Mount Waddington	1 share
Nanaimo	5 shares
Powell River	2 shares

The Regional District's investment in shares of the North Island 911 Corporation is recorded at cost as it does not fall under the definition of a government partnership (PS3060.06). The Regional District's share of the corporation is equal to 23.8% and the degree of control is proportionate to the ownership share. As no benefits are expected from the ownership, it has not been accounted for as an equity investment.

REGIONAL DISTRICT OF NANAIMO
NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
for the year ended December 31, 2015

21. PENSION LIABILITY

The Regional District of Nanaimo and its employees contribute to the Municipal Pension Plan (the Plan), a jointly trustee pension plan. The Board of Trustees, representing plan members and employers, is responsible for overseeing the management of the Plan, including investment of the assets and administration of benefits. The Plan is a multi-employer contributory pension plan. Basic pension benefits provided are based on a formula. The Plan has about 185,000 active members and approximately 80,000 retired members. Active members include approximately 345 contributors from the Regional District of Nanaimo.

The most recent actuarial valuation as at December 31, 2012 indicated an unfunded liability of \$1.370 billion funding deficit for basic pension benefits. The next valuation will be as at December 31, 2015 with results available in 2016. Employers participating in the Plan record their pension expense as the amount of employer contributions made during the fiscal year (defined contribution pension plan accounting). This is because the Plan records accrued liabilities and accrued assets for the Plan in aggregate, with the result that there is no consistent and reliable basis for allocating the obligation, assets and cost to the individual employers participating in the Plan.

The Regional District of Nanaimo paid \$2,051,074 (2014, \$1,783,224) for employer contributions to the Plan in fiscal 2015.

22. CONTINGENT LIABILITIES

Contingent liabilities are recognized by the Regional District in accordance with PS3300.15. As at December 31, 2015 there were outstanding claims against the Regional District, however, no liability has been accrued because amounts are undeterminable and the likelihood of the Regional District having to make payment is uncertain.

23. ENVIRONMENTAL REGULATIONS

The Regional District is subject to environmental regulations which apply to a number of its operations. These regulations may require future expenditures to meet applicable standards and subject the Regional District to possible penalties for violations. Amounts required to meet these obligations will be charged to operations when incurred and/or when they can be reasonably estimated.

24. EXPENDITURES BY OBJECT

	<u>Budget</u>	<u>2015</u>	<u>2014</u>
Operating goods and services	\$ 33,609,569	\$ 30,566,062	\$ 29,426,565
Wages and benefits	29,069,449	28,219,036	27,148,660
Debt interest	1,155,957	1,155,957	1,211,746
Amortization expense	-	6,745,606	6,752,591
Unfunded expenditures	-	568,647	2,453,159
Total Expenditures by Object	<u>\$ 63,834,975</u>	<u>\$ 67,255,308</u>	<u>\$ 66,992,721</u>

REGIONAL DISTRICT OF NANAIMO
 NOTES TO CONSOLIDATED FINANCIAL STATEMENTS
 for the year ended December 31, 2015

25. ARROWSMITH WATER SERVICE AND ENGLISHMAN RIVER WATER SERVICE JOINT VENTURES

The Arrowsmith Water Service (AWS) was formed in 1996 as a joint venture between the Regional District of Nanaimo, the City of Parksville and the Town of Qualicum Beach. The AWS was established to develop a bulk water supply available to the participants in the service and to construct the Arrowsmith Dam as a first step in that development as well as to provide for protection of the fisheries habitat of the Englishman River.

The Englishman River Water Service (ERWS) is a joint venture between the City of Parksville and the Regional District of Nanaimo, formed to secure a bulk water supply from the Englishman River. This regional partnership supplements existing well supply sources owned and operated by the City of Parksville and Nanoose Bay Peninsula Water Service Area. The ERWS development plan includes a new river water supply intake, new water treatment plant and distribution system.

Financial results and budget for the joint ventures are consolidated in the Regional District of Nanaimo's financial statements proportionately based on the joint venture agreements: 22.4% of the Arrowsmith Water Service and 26% of the Englishman River Water Service.

The following table summarizes the financial statements of the two joint ventures.

	Arrowsmith Water Service	Englishman River Water Service
	<u>2015</u>	<u>2015</u>
Non-financial assets (tangible capital assets)	\$ 6,438,945	\$ 4,453,532
Accumulated surplus	<u>6,438,945</u>	<u>4,453,532</u>
Revenues		
Joint venturer contributions	\$ 50,208	\$ 633,452
Expenses		
Operating	50,208	23,953
Capital		600,134
Writedown of capital assets		<u>421,047</u>
	\$ <u>50,208</u>	\$ <u>1,045,134</u>
Annual surplus (deficit)	\$ <u>0</u>	\$ <u>(411,682)</u>

26. CONTAMINATED SITES

At the reporting date, only one site was identified as potentially contaminated due to past industrial use at this site and on the neighbouring property. For this site there is insufficient information to determine whether contamination exceeding the relevant environmental standard is likely to exist, or whether remediation is required. The future cost and responsibility for remediation of this site is not currently determinable.

27. CHANGE IN ACCOUNTING POLICY

Effective January 1, 2015, the Regional District adopted the recommendations in PS 3260 *Liabilities for Contaminated Sites*, as set out in the Canadian public sector accounting standards. Pursuant to the recommendations, the change was applied prospectively, and prior periods have not been restated.

Previously, no accounting policy existed to account for a liability for contaminated sites. Under the new recommendations, the Regional District is required to recognize a liability for contaminated sites when economic benefits will be given up, as described in Note 1 (k), *Significant Accounting Policies*.

There was no effect on the Regional District's financial statements from adopting the above-noted change in accounting policy.

28. COMPARATIVE FIGURES

Certain comparative figures have been reclassified to conform to the presentation adopted in the current year.

REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED SCHEDULE OF REVENUE AND EXPENSES BY SEGMENT
as at December 31, 2015

	General Government	Planning & Development	Wastewater & Solid Waste	Water, Sewer & Street lighting	Public Transportation	Protective Services	Parks, Recreation & Culture	2015 Total	2014 Total
Revenues									
Property taxes	\$ 1,869,125	\$ 2,102,806	\$ 10,936,188	\$ 4,170,414	\$ 9,140,632	\$ 4,667,817	\$ 10,216,582	\$ 43,103,564	\$ 40,355,182
Operating revenues	-	1,316,616	12,521,588	1,370,637	4,420,194	16,800	1,693,598	21,339,433	21,227,537
Grant revenues	192,827	24,195	504,335	8,356	5,566,235	-	444,999	6,740,947	9,110,177
Developer contributions	-	-	1,845,389	296,385	-	-	189,059	2,330,833	739,951
Other	205,267	3,884	133,465	159,394	192,381	91,584	494,512	1,280,487	831,593
Interest on investments	330,755	10,689	583,119	62,275	41,595	56,338	56,220	1,140,991	1,188,036
Grants in lieu	72,522	8,181	93,777	76	108,174	14,011	12,368	309,109	280,391
	2,670,496	3,466,371	26,617,861	6,067,537	19,469,211	4,846,550	13,107,338	76,245,364	73,732,867
Expenses									
Operating goods & services	(2,194,936)	1,259,474	13,048,860	2,894,593	7,525,907	3,445,282	4,586,882	30,566,062	29,426,565
Wages and benefits	3,841,826	2,015,514	5,508,991	1,486,202	10,801,311	363,074	4,202,118	28,219,036	27,148,660
Debt interest	-	-	639	304,187	-	167,174	683,957	1,155,957	1,211,746
Amortization expense	340,633	24,153	3,674,497	866,971	369,773	518,522	951,057	6,745,606	6,752,591
Unfunded expenses	(294,508)	-	863,155	-	-	-	-	568,647	2,453,159
	1,693,015	3,299,141	23,096,142	5,551,953	18,696,991	4,494,052	10,424,014	67,255,308	66,992,721
Surplus for the year	\$ 977,481	\$ 167,230	\$ 3,521,719	\$ 515,584	\$ 772,220	\$ 352,498	\$ 2,683,324	\$ 8,990,056	\$ 6,740,146

REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED SCHEDULE OF REVENUE AND EXPENSES BY SEGMENT
as at December 31, 2014

	General Government	Planning & Development	Wastewater & Solid Waste	Water, Sewer & Street lighting	Public Transportation	Protective Services	Parks, Recreation & Culture	2014 Total	2013 Total
Revenues									
Property taxes	\$ 1,320,167	\$ 2,018,986	\$ 10,141,332	\$ 3,819,121	\$ 8,721,464	\$ 4,485,467	\$ 9,848,645	\$ 40,355,182	\$ 38,357,564
Operating revenues	-	1,238,470	12,503,506	1,379,421	4,503,348	15,586	1,587,206	21,227,537	20,891,235
Grant revenues	43,660	3,511	2,168,727	750,234	5,700,703	-	443,342	9,110,177	6,819,458
Developer contributions	-	-	486,724	100,227	-	-	153,000	739,951	4,356,188
Other	253,118	3,044	23,487	139,203	40,291	74,874	297,576	831,593	887,904
Interest on investments	348,933	7,606	613,687	66,042	35,776	65,232	50,760	1,188,036	1,070,287
Grants in lieu	66,360	7,747	81,303	4,338	95,665	13,359	11,619	280,391	278,947
	2,032,238	3,279,364	26,018,766	6,258,586	19,097,247	4,654,518	12,392,148	73,732,867	72,661,583
Expenses									
Operating goods & services	(1,971,283)	1,316,866	12,261,940	2,817,783	7,436,731	3,175,468	4,389,060	29,426,565	27,802,363
Wages and benefits	3,695,021	1,975,138	5,422,398	1,398,118	10,184,577	447,595	4,025,813	27,148,660	26,441,064
Debt interest	-	-	-	309,777	-	197,268	704,701	1,211,746	1,186,973
Amortization expense	386,084	28,298	3,621,216	823,740	410,263	537,316	945,674	6,752,591	6,459,787
Unfunded expenses	(106,226)	-	2,559,385	-	-	-	-	2,453,159	(390,763)
	2,003,596	3,320,302	23,864,939	5,349,418	18,031,571	4,357,647	10,065,248	66,992,721	61,499,424
Surplus for the year	\$ 28,642	\$ (40,938)	\$ 2,153,827	\$ 909,168	\$ 1,065,676	\$ 296,871	\$ 2,326,900	\$ 6,740,146	\$ 11,162,159

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
CONSOLIDATED SCHEDULE OF TANGIBLE CAPITAL ASSETS
AS AT DECEMBER 31, 2015**

	Land	Land Improvements	Buildings	Engineered Structures	Equipment, Furniture & Vehicles	Assets Under Construction	Total 2015	Total 2014
COST								
Balance, beginning of year	\$ 38,096,795	\$ 7,457,588	\$ 47,627,924	\$ 142,499,635	\$ 21,549,967	\$ 1,425,801	\$ 258,657,710	\$ 251,088,606
Add:								
Additions	322,000	82,866	973,856	1,312,075	924,148	5,008,568	8,623,513	7,726,318
Less:								
Disposals	-	44,980	62,556	134,644	537,486	-	779,666	157,214
Balance, end of year	38,418,795	7,495,474	48,539,224	143,677,066	21,936,629	6,434,369	266,501,557	258,657,710
ACCUMULATED AMORTIZATION								
Balance, beginning of year	\$ -	\$ 1,550,119	\$ 15,635,895	\$ 52,396,772	\$ 12,560,738	\$ -	\$ 82,143,524	\$ 75,548,147
Add:								
Amortization	-	307,344	1,474,254	3,368,221	1,595,787	-	6,745,606	6,752,591
Less:								
Accumulated amortization on disposals	-	11,245	17,516	43,086	484,987	-	556,834	157,214
Balance, end of year	-	1,846,218	17,092,633	55,721,907	13,671,538	-	88,332,296	82,143,524
NET BOOK VALUE OF TANGIBLE CAPITAL ASSETS								
	\$ 38,418,795	\$ 5,649,256	\$ 31,446,591	\$ 87,955,159	\$ 8,265,091	\$ 6,434,369	\$ 178,169,261	\$ 176,514,186
					Owned capital assets		\$ 177,991,917	\$ 175,798,410
					Leased assets		177,344	715,776
							<u>\$ 178,169,261</u>	<u>\$ 176,514,186</u>

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
LONG-TERM DEBT SUMMARY BY FUNCTION
DECEMBER 31, 2015**

	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>2015</u>
REGIONAL DISTRICT					
RAVENSONG AQUATIC CENTRE	1,166,210	895,635	611,532	313,224	\$ -
OCEANSIDE PLACE ARENA	4,991,710	4,659,501	4,314,003	3,954,686	3,580,996
REGIONAL PARKS	-	-	2,053,653	1,984,688	1,912,964
COMMUNITY PARKS	377,962	356,256	333,617	310,004	285,374
WASTEWATER MANAGEMENT - Northern Community (District 69)	498,905	255,536	-	-	-
FIRE PROTECTION	1,834,993	1,747,681	1,656,878	4,352,441	4,160,535
SEWER SERVICES	2,090,564	2,004,725	1,915,450	1,822,604	1,956,994
WATER SUPPLY SERVICES	2,502,490	2,272,174	2,030,455	2,891,369	2,587,690
VANCOUVER ISLAND REGIONAL LIBRARY	<u>8,000,000</u>	<u>7,857,359</u>	<u>16,319,013</u>	<u>15,957,989</u>	<u>15,582,525</u>
TOTAL REGIONAL DISTRICT	21,462,834	20,048,868	29,234,601	31,587,005	30,067,078
MEMBER MUNICIPALITIES	<u>37,196,676</u>	<u>34,948,088</u>	<u>45,903,812</u>	<u>52,213,097</u>	<u>53,520,830</u>
TOTAL LONG-TERM DEBT (Pg. 3)	<u><u>58,659,510</u></u>	<u><u>54,996,956</u></u>	<u><u>75,138,413</u></u>	<u><u>83,800,102</u></u>	\$ <u><u>83,587,908</u></u>

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
SCHEDULE OF LONG-TERM DEBT
DECEMBER 31, 2015**

FUNCTION	ISSUER	FUNDS	BYLAW NUMBER	MATURITY DATE	INTEREST RATE	ORIGINAL VALUE	2015 DEBT O/S	2014 DEBT O/S
RAVENSONG AQUATIC CENTRE								
	MFA 61	CDN	981	Dec 01, 2015	5.970	4,098,635	\$ -	\$ 313,224
	TOTAL RAVENSONG AQUATIC CENTRE					4,098,635	-	313,224
OCEANSIDE PLACE ARENA								
	MFA 97	CDN	1365	Apr 19, 2023	4.830	6,470,646	3,580,996	3,954,686
	TOTAL OCEANSIDE PLACE ARENA					6,470,646	3,580,996	3,954,686
REGIONAL PARKS								
	MFA 126	CDN	1629	Sep 26, 2033	3.850	2,053,653	1,912,964	1,984,688
	TOTAL OCEANSIDE PLACE ARENA					2,053,653	1,912,964	1,984,688
COMMUNITY PARKS ELECTORAL AREA B								
	MFA 78	CDN	1299	Dec 03, 2022	5.250	100,000	46,431	51,862
	MFA 79	CDN	1303	Jun 03, 2023	5.250	80,000	41,490	45,628
	MFA 81	CDN	1304	Apr 22, 2024	4.900	80,000	45,628	49,569
	MFA 93	CDN	1305	Apr 06, 2025	5.100	80,000	45,010	48,918
	MFA 97	CDN	1306	Apr 19, 2026	4.660	80,000	51,569	55,246
	MFA 101	CDN	1307	Apr 11, 2027	4.520	80,000	55,246	58,781
	TOTAL COMMUNITY PARKS					500,000	285,374	310,004
FIRE PROTECTION SERVICES								
MEADOWOOD FIRE								
	MFA 110	CDN	1587	Apr 08, 2030	4.500	1,773,410	1,450,845	1,520,515
COOMBS HILLIERS FIRE								
	MFA 92	CDN	1396	Apr 06, 2015	4.550	232,725	-	27,589
NANAIMO RIVER FIRE								
	MFA 99	CDN	1488	Apr 19, 2027	4.430	20,761	13,383	14,337
NANOOSE BAY FIRE								
	MFA 130	CDN	1617	Oct 14, 2034	3.000	2,790,000	2,696,307	2,790,000
	TOTAL FIRE PROTECTION SERVICES					4,816,896	4,160,535	4,352,441
SEWER SERVICES								
BARCLAY CRESCENT SEWER								
	MFA 102	CDN	1486	Dec 01, 2027	4.820	895,781	618,599	658,185
CEDAR SEWER								
	MFA 106	CDN	1571	Oct 13, 2029	4.130	926,180	719,876	757,718
	MFA 106	CDN	1572	Oct 13, 2029	4.130	27,200	21,141	22,253
	MFA 106	CDN	1573	Oct 13, 2029	4.130	108,800	84,565	89,010
	MFA 106	CDN	1574	Oct 13, 2029	4.130	61,200	47,568	50,068
	MFA 110	CDN	1584	Apr 08, 2030	4.500	232,286	190,036	199,161
	MFA 117	CDN	1626	Oct 12, 2031	3.250	51,620	44,259	46,209
						1,407,286	1,107,445	1,164,419
HAWTHORNE RISE SEWER								
	MFA 131	CDN	1696	Apr 8, 2035	2.200	173,300	173,300	-
REID ROAD SEWER								
	MFA 133	CDN	1709	Oct 2, 2035	2.750	57,650	57,650	-
	TOTAL SEWER SERVICES					\$ 2,534,017	\$ 1,956,994	\$ 1,822,604

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
SCHEDULE OF LONG-TERM DEBT
DECEMBER 31, 2015**

FUNCTION	ISSUER	FUNDS	BYLAW NUMBER	MATURITY DATE	INTEREST RATE	ORIGINAL VALUE	2015 DEBT O/S	2014 DEBT O/S	
WATER - SAN PAREIL									
	MFA74	CDN	1221	Jun 01, 2016	5.900	193,979	17,798	34,749	
	MFA81	CDN	1367	Apr 22, 2019	4.900	89,476	30,567	37,322	
	MFA97	CDN	1395	Apr 19, 2021	4.660	40,000	18,859	21,593	
	MFA106	CDN	1395	Oct 13, 2024	4.130	94,439	63,155	68,893	
	MFA 117	CDN	1395	Oct 12, 2026	3.250	49,056	38,653	41,408	
						<u>466,950</u>	<u>169,033</u>	<u>203,965</u>	
WATER - SAN PAREIL FIRE IMPROVEMENTS									
	MFA127	CDN	1689	Apr 07, 2034	3.300	1,114,600	1,077,170	1,114,600	
						<u>1,114,600</u>	<u>1,077,170</u>	<u>1,114,600</u>	
WATER - DRIFTWOOD									
	MFA80	CDN	1301	Oct 03, 2023	4.900	100,614	52,181	57,386	
						<u>100,614</u>	<u>52,181</u>	<u>57,386</u>	
WATER - MELROSE TERRACE									
	MFA103	CDN	1539	Apr 23, 2018	4.650	14,349	4,909	6,422	
						<u>14,349</u>	<u>4,909</u>	<u>6,422</u>	
BULK WATER - FRENCH CREEK									
	MFA69	CDN	1127	Sep 24, 2018	4.650	503,655	110,059	143,308	
						<u>503,655</u>	<u>110,059</u>	<u>143,308</u>	
BULK WATER - NANOOSE									
	MFA69	CDN	1128	Sep 24, 2018	4.650	864,095	188,822	245,866	
	MFA74	CDN	1226	Jun 01, 2021	5.900	2,195,223	894,085	1,019,272	
	MFA80	CDN	1239	Oct 03, 2023	4.900	176,295	91,431	100,550	
						<u>3,235,613</u>	<u>1,174,338</u>	<u>1,365,688</u>	
	TOTAL WATER SUPPLY MANAGEMENT						<u>5,435,781</u>	<u>2,587,690</u>	<u>2,891,369</u>
DEBT HELD FOR OTHER JURISDICTIONS									
VANCOUVER ISLAND REGIONAL LIBRARY									
	MFA 117	CDN	1634	Oct 12, 2041	3.250	8,000,000	7,394,281	7,554,732	
	MFA 126	CDN	1674	Sep 26, 2038	3.850	8,610,000	8,188,244	8,403,257	
	TOTAL - VANCOUVER ISLAND REGIONAL LIBRARY						<u>\$ 16,610,000</u>	<u>\$ 15,582,525</u>	<u>\$ 15,957,989</u>
TOTAL LONG-TERM DEBT - REGIONAL DISTRICT						<u>\$ 42,519,628</u>	<u>\$ 30,067,078</u>	<u>\$ 31,587,005</u>	

See notes to consolidated financial statements

**REGIONAL DISTRICT OF NANAIMO
SCHEDULE OF LONG-TERM DEBT
DECEMBER 31, 2015**

FUNCTION	ISSUER	FUNDS	BYLAW NUMBER	MATURITY DATE	INTEREST RATE	ORIGINAL VALUE	2015 DEBT O/S	2014 DEBT O/S	
CITY OF PARKSVILLE									
	MFA68	CDN	1109	Mar 24, 2018	4.650	1,200,000	262,225	341,444	
	MFA69	CDN	1129	Sep 24, 2018	4.650	1,970,000	430,485	560,536	
	MFA74	CDN	1227	Jun 01, 2021	5.900	290,000	118,113	134,651	
	MFA75	CDN	1238	Dec 01, 2021	5.690	1,050,000	427,651	487,529	
	MFA78	CDN	1283	Dec 03, 2022	5.250	765,000	355,200	396,748	
	MFA93	CDN	1420	Apr 06, 2025	5.100	800,000	450,096	489,182	
	TOTAL CITY OF PARKSVILLE						<u>6,075,000</u>	<u>2,043,770</u>	<u>2,410,090</u>
TOWN OF QUALICUM BEACH									
	MFA136	CDN	1729	Nov 30, 2025	2.750	4,629,364	4,629,364	-	
	TOTAL TOWN OF QUALICUM BEACH						<u>4,629,364</u>	<u>4,629,364</u>	<u>-</u>
CITY OF NANAIMO									
	MFA61	CDN	GNWD 50	Dec 01, 2015	4.000	1,166,086	-	125,299	
	MFA72	CDN	1197	Jun 01, 2020	6.450	4,500,000	1,543,830	1,813,877	
	MFA73	CDN	1219	Dec 01, 2020	6.360	4,100,000	1,406,600	1,652,643	
	MFA73	CDN	1220	Dec 01, 2015	6.360	247,947	-	22,495	
	MFA99	CDN	1489	Oct 19, 2026	4.430	15,000,000	9,669,168	10,358,552	
	MFA101	CDN	1489	Apr 11, 2027	4.520	15,000,000	10,358,552	11,021,422	
	MFA 102	CDN	1530	Dec 01, 2027	4.820	3,750,000	2,589,638	2,755,356	
	MFA 126	CDN	1688	Sep26, 2033	3.850	13,300,000	12,388,860	12,853,363	
	MFA 127	CDN	1694	Apr 07, 2034	3.300	9,200,000	8,891,048	9,200,000	
	TOTAL CITY OF NANAIMO						<u>66,264,033</u>	<u>46,847,696</u>	<u>49,803,007</u>
TOTAL LONG-TERM DEBT - MEMBER MUNICIPALITIES						<u>\$ 76,968,397</u>	<u>\$ 53,520,830</u>	<u>\$ 52,213,097</u>	
TOTAL LONG-TERM DEBT						<u>\$ 119,488,025</u>	<u>\$ 83,587,908</u>	<u>\$ 83,800,102</u>	

See notes to consolidated financial statements

RESERVE ACCOUNT ACTIVITY - 2015
SCHEDULE OF STATUTORY RESERVE FUND ACTIVITY AND FUND BALANCES
AS AT DECEMBER 31, 2015

	Balance January 1, 2015	Interest Income	Contributions by Developers & Others	MFA surplus and refunds	Contributions from/(to) Operating Fund	Transfers to Capital Funds	Feasibility, legal & other costs or transfers	Balance December 31, 2015
2015 ACTIVITY								
Feasibility Studies	\$ 13,460	-	-	-	-	-	-	\$ 13,460
Administration Information Systems/Building	\$ 1,768,666	31,206	-	-	132,945	(2,500)	-	\$ 1,930,317
Local Government Elections	\$ 52,382	907	-	-	-	-	-	\$ 53,289
Regional Growth Strategy	\$ 51,419	977	-	-	20,000	-	-	\$ 72,396
Building Inspection	\$ 311,294	5,436	-	-	10,000	-	-	\$ 326,730
Community Planning	\$ 85,340	1,819	-	-	85,000	-	-	\$ 172,159
Carbon Action Revenue Incentive Program	\$ 265,856	5,372	93,732	-	-	(54,844)	-	\$ 310,116
Carbon Neutral	\$ 51,859	898	-	-	-	-	-	\$ 52,757
	\$ 2,600,276	\$ 46,615	\$ 93,732	\$ -	\$ 247,945	\$ (57,344)	\$ -	\$ 2,931,224
Wastewater & Solid Waste Management								
Solid Waste Management	\$ 3,633,356	66,980	-	-	1,200,000	(301,636)	-	\$ 4,598,700
Solid Waste Collection & Recycling	\$ 649,814	11,763	-	-	145,000	(15,892)	-	\$ 160,684
Nanose Wastewater	\$ 6,215,776	114,555	30,898	-	2,243,886	(758,050)	-	\$ 790,685
Northern Community Wastewater	\$ 20,096,214	408,822	809	-	2,145,115	(1,871,778)	-	\$ 7,847,065
Southern Community Wastewater	\$ 166,259	2,902	-	-	5,000	-	-	\$ 20,779,182
Duke Point Wastewater	\$ 30,761,419	605,706	31,707	-	5,899,001	(2,947,356)	-	\$ 174,161
	\$ 30,761,419	605,706	31,707	-	5,899,001	(2,947,356)	-	\$ 34,350,477
Water, Sewer & Street lighting								
Surfside Sewer	\$ -	-	-	-	1,000	-	-	\$ 1,000
Pacific Shores Sewer	\$ 32,751	602	-	-	10,000	-	-	\$ 43,353
French Creek Sewer	\$ 471,580	8,312	10,780	-	-	(14,238)	-	\$ 476,434
Cedar Sewer Collection	\$ 13,766	229	-	-	2,000	-	-	\$ 15,995
Barclay Cres Sewer DCCs	\$ 2,118	14	2,118	-	-	-	-	\$ 4,250
Cedar Estates Stormwater	\$ 11,220	188	-	-	2,000	-	-	\$ 13,408
Englishman River Stormwater	\$ 15,478	275	-	-	4,000	-	-	\$ 19,753
French Creek Water	\$ 152,047	2,634	-	-	-	-	-	\$ 154,681
Madrona Water	\$ 206,269	3,573	-	-	-	-	-	\$ 209,842
Fairwinds Water	\$ -	-	-	-	-	-	-	\$ -
Surfside Water	\$ 13,083	214	-	-	1,000	-	-	\$ 14,297
Arbutus Park Estates Water	\$ -	-	-	-	-	-	-	\$ -
West Bay Estates Water	\$ 41,668	713	-	-	-	-	-	\$ 42,381
Decourcy Water	\$ 10,307	166	-	-	2,500	-	-	\$ 12,973
Meirose Water	\$ 1,000	14	-	-	5,000	-	-	\$ 6,014
Nanose Bay Peninsula Water	\$ 570,056	9,918	-	-	10,000	-	-	\$ 589,974
Nanose Bay Water	\$ 215,023	3,725	-	-	-	-	-	\$ 218,748
Englishman River Water	\$ 224,766	3,959	-	-	15,000	-	-	\$ 243,725

RESERVE ACCOUNT ACTIVITY - 2015
SCHEDULE OF STATUTORY RESERVE FUND ACTIVITY AND FUND BALANCES
AS AT DECEMBER 31, 2015

	Balance January 1, 2015	Interest Income	Contributions by Developers & Others	MFA surplus and refunds	Contributions from/(to) Operating Fund	Transfers to Capital Funds	Feasibility, legal & other costs or transfers	Balance December 31, 2015
San Pareil Water	\$ 10,049	157	5,000	-	-	-	-	\$ 15,206
Whiskey Creek Water	\$ 7,535	109	-	-	-	-	-	\$ 7,644
Nanoose AWS Bulk Water	\$ 622,697	11,928	-	-	404,320	(93,983)	-	\$ 944,962
French Creek AWS Bulk Water	\$ 822,566	13,831	-	-	(25,600)	-	-	\$ 810,797
Drinking Water/Watershed Protection	\$ -	23	-	-	10,000	-	-	\$ 10,023
Englishman River Street lighting	\$ 6,581	88	-	-	1,000	-	-	\$ 7,669
Fairwinds Street lighting	\$ 22,124	381	-	-	1,500	-	-	\$ 24,005
Morningstar Street lighting	\$ 16,535	281	-	-	-	-	-	\$ 16,816
Rural EA E & G Street lighting	\$ 10,083	148	-	-	-	-	-	\$ 10,231
	\$ 3,499,302	61,482	17,898	-	443,720	(108,221)	-	\$ 3,914,181
Public Transportation								
Transit	\$ 2,283,054	41,116	-	-	550,000	-	-	\$ 2,874,170
Descanso Bay Emergency Wharf	\$ 34,406	479	-	-	5,270	(29,436)	-	\$ 10,719
	\$ 2,317,460	41,595	-	-	555,270	(29,436)	-	\$ 2,884,889
Protective Services								
Coombs Hilliers Fire	\$ 623,478	10,223	-	3,585	97,605	(281,761)	-	\$ 453,130
Errington Fire	\$ 527,356	9,505	-	-	130,000	(34,918)	-	\$ 631,943
Extension Fire	\$ 327,478	5,978	-	-	92,195	-	-	\$ 425,651
Nanoose Fire	\$ 640,032	10,091	-	-	85,000	(348,240)	-	\$ 386,883
Dashwood Fire	\$ 373,821	6,420	-	-	92,500	(50,083)	-	\$ 422,658
Bow Horn Bay Fire	\$ 271,035	4,784	-	-	38,000	(6,546)	-	\$ 307,273
Nanaimo River Fire	\$ 102,205	1,841	-	-	16,175	-	-	\$ 120,221
Cassidy Waterloo Fire	\$ 62,107	1,387	-	-	71,570	-	-	\$ 135,064
Emergency Planning	\$ 25,961	575	-	-	29,013	-	-	\$ 55,549
Bylaw Enforcement	\$ 83,447	1,262	-	-	9,500	-	-	\$ 94,209
District 68 911 Service	\$ 132,237	2,291	-	-	-	-	-	\$ 134,528
	\$ 3,169,157	54,357	-	3,585	661,558	(721,548)	-	\$ 3,167,109
Parks, Recreation & Culture								
Area A Recreation & Culture	\$ 276,097	5,143	-	-	83,220	-	-	\$ 364,460
Area B Recreation	\$ 55,771	1,006	6,059	-	2,413	-	-	\$ 65,249
Extension Recreation	\$ 35,854	607	-	-	-	-	(745)	\$ 35,716
Community Parks	\$ 901,039	15,763	75,000	-	47,751	(72,644)	-	\$ 966,909
Regional Parks Capital	\$ 1,290,066	25,576	-	-	755,574	-	-	\$ 2,071,216
Regional Parks Development	\$ 48,075	834	-	-	-	-	-	\$ 48,909
Recreation & Culture	\$ 386,833	7,291	-	162,791	103,180	(6,150)	-	\$ 653,945
	\$ 2,993,735	56,220	81,059	162,791	992,138	(78,794)	(745)	\$ 4,206,404
TOTAL ALL RESERVE FUNDS	\$ 45,341,349	\$865,975	224,396	\$166,376	\$8,799,632	(\$3,942,699)	(\$745)	\$ 51,454,284

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
 SCHEDULE OF DEVELOPMENT COST CHARGES AND PARKLAND ACQUISITION FUNDS
 RESERVE ACCOUNT BALANCES-DEC 31, 2015

ACTIVITY	Northern Wastewater DCCs	Southern Wastewater DCCs	Bulk Water DCCs	Duke Point Sewer DCCs	Parkland Acquisition FUNDS	Total 2015	Total 2014
ASSETS:							
Due from Revenue Fund	\$ 6,545,478	\$ 2,944,667	\$ 757,441	\$ 332,375	\$ 1,691,619	\$ 12,271,580	\$ 12,568,899
Developer Installments Receivable	131,285	126,232	-	-	-	257,517	344,425
DEFERRED REVENUE BALANCE (Note 10)	6,676,763	3,070,899	757,441	332,375	1,691,619	12,529,097	12,913,324
ACTIVITY:							
Balance, Beginning of the year	6,055,215	4,074,133	807,735	313,397	1,662,844	12,913,324	10,645,718
Add:							
Contribution by developers & others	518,670	744,078	0	13,491		1,276,239	2,526,570
Interest earned	102,878	66,370	14,193	5,487	28,775	217,703	226,753
Less:							
Transfer DCCs to Revenue Fund	(1,813,682)		(64,487)	-	-	(1,878,169)	(485,717)
BALANCE, End of the year	\$ 6,676,763	\$ 3,070,899	\$ 757,441	\$ 332,375	\$ 1,691,619	\$ 12,529,097	\$ 12,913,324

(1) Northern Wastewater DCC collection areas include the City of Parksville, Town of Qualicum Beach, portions of Electoral Area G and portions of Electoral Area E.

(2) Southern Wastewater DCC collection areas include the City of Nanaimo and the District of Lantzville.

(3) Bulk Water service areas have been established in the French Creek area of Electoral Area G and the Nanoose Bay Peninsula in Electoral Area E.

(4) Duke Point Sewer DCC collection area includes properties in Electoral A (Cedar).

(5) Parkland acquisition funds consist of payments received from developers in lieu of parkland for each electoral area in the Regional District plus interest earned on these funds. The funds are reserved for future parkland purchases.

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
SCHEDULE OF RECEIPTS AND DISBURSEMENTS
GAS TAX REVENUE TRANSFER PROGRAMS
DECEMBER 31, 2015
(UNAUDITED)

	COMMUNITY WORKS PROGRAM ²	OTHER GAS TAX PROGRAMS ³	TOTAL 2015	TOTAL 2014
Opening balance of unspent (spent) funds	\$ 6,118,540	\$ (2,359,675)	\$ 3,758,865	\$ 4,796,850
Add:				
Amount received during the year	1,621,946	2,275,134	3,897,080	1,784,577
Interest earned	96,993	-	96,993	86,427
Less:				
Amount spent on projects (Notes 2 & 3)	(505,976)	(519,436)	(1,025,412)	(2,908,988)
Amount spent on administration	-	-	-	-
Closing balance of unspent (spent) funds	<u>\$ 7,331,503</u>	<u>\$ (603,977)</u>	<u>\$ 6,727,526</u>	<u>\$ 3,758,866</u>
	(see note 10)	(see note 3)		

Notes to Schedule:

1. Gas Tax Revenue Transfer Programs

The Government of Canada through the Union of BC Municipalities (UBCM) transfers Gas Tax Revenue funds to local governments in British Columbia. The use of funding is established by agreements between the local government and the UBCM. Funding may be used towards public transit, disaster mitigation, recreational, water, wastewater and solid waste infrastructure and asset management or capacity building projects, as specified in the agreements.

2. Community Works Program 2015 Activity

The Regional District applied \$127,100 towards engineering and capital upgrades for the Nanoose Bay Water Quality/Quantity Monitoring Program, Westerne Heights and Whiskey Creek Water Systems; \$189,200 was expended on trail projects at Claudet Community Park, Arrowsmith Community Park, Extension Miners Community Park, the Mordern Colliery Regional Trail and the Gabriola Village Trail; and \$101,500 was contributed to capital projects at community recreation facilities. In addition, \$33,040 was spent on Official Community Plan initiatives and \$31,500 was applied towards green building programs

3. Other Gas Tax Programs 2015 Activity

Under this portion of the program, expenditures are reimbursed on a claims made basis. During 2015, the following projects were under construction or were in progress:

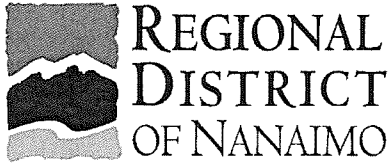
<u>Project</u>	<u>Year Approved</u>	<u>Total Project value</u>	<u>Approved Grant</u>	<u>Grant Amount Expended to date</u>	<u>Amount Received to date</u>
Innovations Fund					
a. Northern Community Wastewater Treatment Plant - Roof Replacement	2014	290,000	200,000	200,000	-
b. Regional Trail System - RDN E&N Rail Trail Project	2014	3,873,206	2,676,489	283,990	-
c. Gabriola Island Recycling Organization Recycling Drop-off Ctr	2014	75,000	75,000	75,000	75,000
d. Rural Village Centre Sewer Servicing Projects	2014	350,000	350,000	119,987	-
Total Other Gas Tax Program Activity		<u>\$ 4,588,206</u>	<u>\$ 3,301,489</u>	<u>\$ 678,977</u>	<u>\$ 75,000</u>

See notes to consolidated financial statements

REGIONAL DISTRICT OF NANAIMO
GENERAL REVENUE FUND
SCHEDULE OF REVENUE AND EXPENDITURES
as at December 31, 2015
(UNAUDITED)

	Corporate Services (Schedule A)	Strategic & Community Development (Schedule B)	Regional & Community Utilities (Schedule C)	Recreation & Parks Services (Schedule D)	Transportation & Solid Waste Services (Schedule E)	Actual 2015	Budget 2015	Actual 2014
REVENUES								
Tax requisition	\$ 7,940,266	\$ 2,628,583	\$ 14,644,132	\$ 10,216,582	\$ 9,603,102	\$ 45,032,665	\$ 45,032,665	\$ 42,207,590
Grants	192,827	24,195	437,691	444,999	6,019,661	7,119,373	11,140,091	9,110,177
Grants in Lieu	85,554	9,160	90,611	12,368	111,416	309,109	149,645	280,391
Interest	283,255	-	-	-	-	283,255	150,000	296,365
Permit fees & other	-	310,194	-	129,009	2,351,838	2,791,041	4,684,017	2,598,826
Operating revenues	-	1,333,416	2,039,935	1,693,598	8,792,088	13,859,037	13,480,742	13,808,110
Disposal fees	-	-	-	-	7,494,219	7,494,219	7,266,784	7,447,196
Other	11,373,422	-	6,399,940	-	-	17,773,362	37,779,938	12,899,206
	19,875,324	4,305,548	23,612,309	12,496,556	34,372,324	94,662,061	119,683,882	88,647,861
EXPENDITURES								
General administration	175,709	395,581	830,184	542,598	2,091,939	4,036,011	4,188,717	3,929,248
Professional fees	194,954	183,762	629,021	140,077	288,118	1,435,932	2,432,841	1,442,982
Community grants	46,012	-	-	-	-	46,012	522,602	158,666
Legislative	474,474	-	-	-	-	474,474	485,432	467,656
Program costs	-	114,082	115,096	610,666	-	839,844	869,364	484,982
Vehicle and Equip operating	288,166	94,181	1,146,016	205,706	5,973,285	7,707,354	7,853,555	6,648,931
Building operating	411,394	64,320	1,162,166	702,453	461,588	2,801,921	3,267,767	2,928,777
Other operating	1,106,647	627,622	3,480,139	715,290	8,991,495	14,921,193	16,294,679	14,242,784
Wages & benefits	3,841,826	2,378,841	3,908,833	4,202,118	13,887,671	28,219,289	29,069,449	27,048,600
Capital expenditures	1,085,794	24,230	6,661,454	737,473	761,530	9,270,481	35,997,273	8,407,092
	7,624,976	3,882,619	17,932,909	7,856,381	32,455,626	69,752,511	100,981,679	65,759,718
OPERATING SURPLUS	12,250,348	422,929	5,679,400	4,640,175	1,916,698	24,909,550	18,702,203	22,888,143
Debt retirement								
- interest	3,559,605	-	304,187	683,957	639	4,548,388	4,700,689	4,524,142
- principal	2,971,685	-	310,796	1,128,230	20,611	4,431,322	4,421,385	4,068,499
Contingency	-	-	-	-	25	25	15,000	-
Reserve contributions	1,165,034	168,083	5,063,111	992,138	1,915,270	9,303,636	7,179,659	6,671,162
Transfers to other govts	4,523,940	200,300	-	1,612,362	88,021	6,424,623	6,531,825	6,259,789
	12,220,264	368,383	5,678,094	4,416,687	2,024,566	24,707,994	22,848,558	21,523,592
CURRENT YEAR SURPLUS (DEFICIT)	30,084	54,546	1,306	223,488	(107,868)	201,556	(4,146,355)	1,364,551
Prior year's surplus applied	1,531,156	1,187,225	3,390,938	1,299,107	3,872,505	11,280,931	11,280,931	9,916,380
NET OPERATING SURPLUS	\$ 1,561,240	\$ 1,241,771	\$ 3,392,244	\$ 1,522,595	\$ 3,764,637	\$ 11,482,487	\$ 7,134,576	\$ 11,280,931

See notes to consolidated financial statements



RDN REPORT		
CAO APPROVAL		
EAP		
COW	✓	
APR 29 2016		
RHD		
BOARD		

STAFF REPORT

TO: Joan Harrison
Director of Corporate Services

DATE: April 26, 2016

FROM: Mike Moody
Manager, Information Technology and
Geographic Information Systems

MEETING: COW – May 10, 2016

FILE:

SUBJECT: Microsoft Enterprise Agreement 2016 - 2019

RECOMMENDATION

That staff be authorized to enter into a three-year Enterprise Agreement with Microsoft for licensing the use of Microsoft software products by the Regional District of Nanaimo (RDN) for \$102,237 per year.

PURPOSE

To seek approval of the RDN Board to enter into a three-year Enterprise Agreement with Microsoft.

BACKGROUND

The RDN has standardized a majority of its software on the Microsoft platform for use across the whole corporation. Microsoft software is found on desktop PCs, laptops and also on server based software systems with additional licenses required for each device requiring access to server based software and services. The RDN’s software vendors require the use of Microsoft software and are constantly upgrading to current versions to be more competitive in the market place. Vendor upgrades also require the RDN to upgrade its software for compatibility reasons. Additionally, upgrading Microsoft software allows the RDN to take advantage of increased security measures to ensure proper data integrity and network security.

The RDN is currently enrolled in a three-year “Enterprise Agreement” with Microsoft which provides for the ability to upgrade to newer versions of software whenever required for a set annual cost. The current Enterprise Agreement expires June 16, 2016. Staff recommend entering into a new three-year agreement with Microsoft. If the RDN does not renew the Enterprise Agreement, the RDN must pay full license costs for any upgrades which may be required. The annual cost of the Enterprise Agreement with Microsoft for software is built into the RDN’s departmental operational budgets.

ALTERNATIVES

Alternative 1 – To renew a three-year Enterprise Agreement with Microsoft

Alternative 2 – To not renew a three-year Enterprise Agreement with Microsoft

FINANCIAL IMPLICATIONS

Alternative 1 – The cost of the Microsoft Enterprise Agreement is \$102,237 per year for three years.

Alternative 2 – If the Board does not renew the Microsoft Enterprise Agreement, the cost of operating without an agreement would be \$757,421 to repurchase the software upon upgrading. Assuming one upgrade within three years of the agreement will be required, the annual cost would average \$252,473. This would result in a substantial yearly increase to the RDN’s operational budget by \$150,236. It is not unlikely that more than one upgrade could be required within the three-year period.

STRATEGIC PLAN IMPLICATIONS


Consistent funding for software allows for the maintenance and secure access of data which enables RDN staff to service requests both internally and from the community with efficiency and cost effectiveness, reflecting the Board’s Strategic Priority under “Service and Organizational Excellence”, “to be effective and efficient”. As well, the agreement is reflected under the governing principle to “Show Fiscal Restraint”.

SUMMARY


The Regional District of Nanaimo is committed to using the Microsoft platform for its desktop and server based systems. There are no alternative, cost effective enterprise wide software systems available that would meet the RDN’s business needs.

An Enterprise Agreement with Microsoft allows us to pay for the cost of software upgrades over the term of the three-year agreement in equal payments to keep software revision levels current. This is specifically critical as RDN software vendors require the latest versions of software on the enterprise systems used, as well as the need for the RDN to keep current with data and network security.

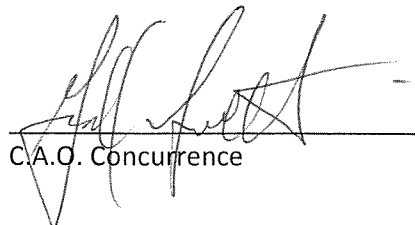
The total cost of the Microsoft Enterprise Agreement is allocated amongst the RDN departments based on the number of users per department and the specific enterprise software systems required by those departments. By renewing an “Enterprise Agreement” with Microsoft, it is estimated that organizationally, the average annual cost savings would be \$150,236.



Report Writer



Director Concurrence



C.A.O. Concurrence



RDN REPORT		
CAO APPROVAL		Gre
EAP		
COW	✓	
MAY 04 2016		
RHD		
BOARD		

TO: Dennis Trudeau
Interim Chief Administrative Officer

DATE: May 3, 2016

FROM: Geoff Garbutt
General Manager of Strategic
and Community Development

MEETING: COW May 10, 2016

FILE:

SUBJECT: RDN Fire Services Review Report and Fire Services Coordinator

RECOMMENDATION

1. That the Regional District of Nanaimo Fire Services Review report dated April 2016 be received and the recommendations of the report be endorsed.
2. That staff, in consultation with the Fire Departments, be directed to initiate the process to create a Fire Services Coordinator position required to implement the recommendations.

PURPOSE

To receive the Regional District of Nanaimo (RDN) Fire Services Review report dated April 2016, consider the recommendations of the report and direct staff, in consultation with the Fire Departments, to initiate the process to create a Fire Services Coordinator position required to implement the recommendations.

BACKGROUND

At the June 23, 2015 Regional District of Nanaimo Board meeting, staff were directed to engage a consultant with Structure Firefighters Competency and Training Playbook (the Playbook) and rural fire service experience to work directly with fire departments to review the Regional District of Nanaimo’s support structure for fire services; to develop a process to ensure compliance with the Playbook and to provide recommendations to the RDN Board to meet its statutory requirements for the effective delivery of fire services in the Regional District.

In response to this direction, Dave Mitchell and Associates Ltd. was hired to undertake this work and over a ten month period worked with Fire Departments (Chiefs, Training Officers and Society Members) to review their operations, training and capacity. The consultants also held sessions with RDN Directors and staff to discuss the current approach and levels of support services provided to assist in the delivery of the fire service as well as opportunities to better support this essential community service.

Following the consultation and information gathering phase, the consultants produced a comprehensive report and met with RDN Directors and staff on April 26, 2016 to receive a briefing on the

recommendations of the Fire Services Review. On April 27, 2016 RDN Fire Services Select Committee was held with representation by all Fire Departments to discuss the draft report and key recommendations. At the Fire Services Select Committee the following recommendation was carried:

MOVED Director Rogers, SECONDED Director Fell, that the Board direct staff to prepare a report to come forward to the May 10, 2016 Committee of the Whole Meeting with respect to engaging a Fire Services Coordinator.

Fire Services Review Report Findings

The comprehensive report addresses the Terms of Reference for the project by providing analysis in the areas of RDN support for fire services administration and training, implications of the provincial Playbook for training standards and requirements, overview of the results of the Fire Department audits as well as volunteer retention and recruitment. In addition, the consultants were also asked to provide recommendations on the future of the Cassidy-Waterloo fire service area and feasibility of combining the Errington and Coombs Hilliers Fire Departments. The summary report is attached as Appendix 1 and the individual Fire Department audits are available upon request.

In accordance with the terms of reference for the project, the report makes 19 key recommendations in the areas of:

- Joint Health and Safety (1)
- Organizational Structures (6)
- Records (1)
- Operational Guidelines (1)
- Apparatus and Equipment (3)
- Training Standards/Requirements (1)
- Volunteer Recruitment/Retention (6)

ALTERNATIVES

1. Receive the Regional District of Nanaimo Fire Services Review report dated April 2016, endorse the recommendations of the report and direct staff to initiate the process to create a Fire Services Coordinator position required to implement the recommendations.
2. Provide alternate direction to staff.

ORGANIZATIONAL IMPLICATIONS

The RDN provides fire services to ten areas within the Electoral Areas through a combination of six Fire Departments and four service agreements with the Town of Qualicum Beach, City of Parksville, City of Nanaimo and the Cranberry Fire Protection District. The consultants have identified that all of the Fire Departments are doing a very good and efficient job of providing fire protection services to the communities in a cost effective manner. The attached report provides a thorough review of the Fire Departments, their operations, training and capacity as it relates to the provincial Playbook.

As outlined above, following the data gathering and consultation with the fire service providers, the consultants have made a series of 19 specific recommendations designed to incorporate efficiencies and processes that will enhance the delivery of fire service within the RDN Electoral Areas and address some of the coming challenges as fire protection becomes increasingly more challenging with administrative/financial planning and legislative changes like the Playbook. The most important of these

recommendations is the creation of a coordinating position within the RDN to assist Fire Departments with the development of common processes and efficiencies.

This Fire Services Coordinator will ensure that the RDN, as the Authority Having Jurisdiction (AHJ) over fire services, meet its obligations under the legislation and provide greater assistance in a support capacity and internal expertise to the area Fire Departments. In consultation with Fire Departments this position will be developed to:

- Provide central coordination and support to all Fire Departments;
- Facilitate the development of common, formal Operational Guidelines;
- Facilitate the delivery and documentation of Occupational Health and Safety programming; and
- Assist the Fire Departments in meeting their Playbook obligations.

From the RDN perspective, the Fire Services Coordinator would work with the Fire Departments to ensure that appropriate records are maintained and available for audit purposes related to training and firefighter competency. In addition, the position will also be able to provide the RDN in its role as the AHJ, with a direct line of communication to the Fire Departments to provide insight into the operation of the area Fire Departments so that the RDN Board is able to meet its various supervisory obligations.

It is important to note that should the RDN Board support the creation of this position, it would be developed in close consultation with the Fire Departments and the active involvement of this position would come on a gradual or phased basis with each Fire Department. It is anticipated that with the creation of this position that an action plan will be developed with the Fire Departments to outline focus areas, the key action items and a timeline for implementation. This position would also function as a liaison with the RDN Member Municipality Fire Services and the various Improvement District Fire Services to facilitate ongoing cooperation and coordination.

FINANCIAL IMPLICATIONS

Addition of a Fire Service Coordinator position has been included at an incremental cost of \$50,000 for 2016. The cost of the position is allocated across the ten Fire Service Areas in the RDN resulting in an approximate increase of \$0.90 per \$100,000 of assessment in 2016. The 2016 total requisition for fire services in the RDN is \$3.4 million. Further financial implications resulting from the recommendations of the Dave Mitchell & Associates review and the implementation of the Fire Services Coordinator position will be brought forward as the recommendations are implemented.

STRATEGIC PLAN IMPLICATIONS

Engaging the Fire Departments directly in discussions regarding how the RDN can assist them, development of recommendations on how to implement the Structure Firefighters Competency and Training Playbook and the creation of a Fire Services Coordinator will directly support the *Service and Organizational Excellence Strategic Focus Area* in the 2016-2020 RDN Strategic Plan and will address **RDN Strategic Priority** of supporting Emergency Services as a core element of community safety.

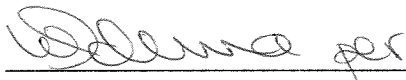
SUMMARY/CONCLUSIONS

At the June 23, 2015 Regional District of Nanaimo Board meeting, staff were directed to engage a consultant with Playbook and rural fire service experience to work directly with Fire Departments to review the Regional District of Nanaimo's support structure for fire services; to develop a process to ensure compliance with the Playbook and to provide recommendations to the RDN Board to meet its statutory requirements for the effective delivery of fire services in the Regional District of Nanaimo.

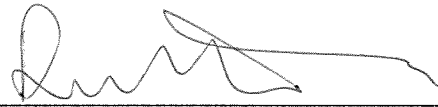
Dave Mitchell and Associates Ltd. was hired to complete this project and undertook a review process incorporating meetings with Fire Departments, their boards, RDN Board members and staff. They have provided a summary report (attached) as well as individual departmental reports for the Societies the RDN contracts with for services in six fire service areas.

As noted in the financial implications section above, funding is in place to initiate the process to create the Fire Service Coordinator position in 2016. Future funding for this position and the work to implement the 19 recommendations in the RDN Fire Services Review Report would be reviewed during the 2017 – 2021 financial planning process.

Staff are recommending that the Board proceed with initiation of the process in coordination with the various Fire Departments to create a Fire Services Coordinator.



Report Writer



C.A.O. Concurrence

Appendix 1



Regional District of Nanaimo Fire Services Review

Dave Mitchell & Associates Ltd.

April 2016

Regional District of Nanaimo

Fire Services Review

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Executive Summary

The Regional District of Nanaimo (the “RDN” or the “Regional District”) rural fire service consists of six volunteer fire departments (the “Departments”), operated by a like number of fire protection societies, each of which provides service under the terms of an agreement with the RDN. In addition, the RDN contracts with the City of Nanaimo, the City of Parksville, the Cranberry Fire Protection District and the Town of Qualicum Beach for fire protection in areas within the RDN, but not located within the fire service area boundaries of the six Departments. The scope of this review was limited to the six Departments.

The introduction of the Office of the Fire Commissioner’s *Structure Firefighters Competency and Training Playbook* (2nd ed., May 2015) (the “Playbook”) requires the local Authority Having Jurisdiction (the “AHJ”) to set the level of service to be provided by its fire service(s). The Office of the Fire Commissioner (the “OFC”) has indicated that, in its view, where a local government has established and is funding the service, it will be expected to fulfil this responsibility, even if providing the service through a contract with an independent society. The chosen level of service, in turn, establishes certain minimum training standards which must be met, and the Playbook requires the AHJ and the individual departments to ensure that these standards are met, that a training program is in place and that proper records are maintained.

The RDN retained Dave Mitchell & Associates Ltd. (the “Consultants”) to conduct a review and analysis of the impact of the Playbook in the context of six specific tasks. These tasks were to assess the current operational capability of each Department to enable an appropriate service level determination, as well as to advise on appropriate training and competency requirements. The review was also to assess the needs and requirements of each Department in relation to meeting the newly mandated training obligations, and the nature and type of support that should be provided by the RDN. The final principal task was to review the underlying bylaw and contractual structure and provide comments and advice on realigning the existing structure to reflect both the Playbook requirements as well as best practices. As the Departments operate with volunteer or paid-on-call members, advice was also provided on recruitment and retention issues.

The operation of fire departments by societies is a legacy model which is becoming less common in the province. One recommendation going forward is for the RDN to take a more active role overseeing the delivery of emergency response services by the societies and the individual Departments, and to provide a higher level of administrative support. This is for a number of reasons including that the RDN is the AHJ and has ultimate responsibility for the service.

At a high level, there are a few issues which stand out. First, as the supporting tax bases vary widely between the six local fire service areas, there are “have” and “have not” departments. The Department with the smallest tax base has the lowest budget, but the highest mill rate for the service being provided. Not surprisingly, there is a direct correlation between the available funding and the level to which each Department is functioning. Operating a fire service that is fully compliant with the increasingly complex web of externally-mandated regulations and standard is both difficult and expensive. As the RDN steps up its capacity to provide support, it

will need to focus initially on measures that will assist these Departments to bridge the gaps in their formal systems and structures. The recommendations in this report, which cover matters such as the development of a uniform set of operational guidelines, common proficiency requirements and training programs, will greatly assist all of the Departments and materially relieve some of the administrative burden with which several of the Departments are currently struggling.

There are service agreements with the societies which need to be reviewed and updated to clearly tie these agreements to the local service bylaw and operational bylaw, and to reflect the obligations arising from the Playbook. The agreements should also clarify the RDN's right to oversee and prescribe standards or requirements and to clarify how the service level is set and potentially revised. The agreements should provide for regular consultation with the societies and the Departments, as well as establishing clear reporting expectations relating to training, operational and occupational health and safety ("OH&S") matters. The RDN should also ensure that Operational Guidelines (the "OGs"), which are necessary for the safe and proper operation of the fire service, are developed for each Department. In that regard, we are recommending that the RDN adopt the approach in use by other regional districts, and, in consultation with the Fire Chiefs and officers, create a uniform set of OGs which are utilized by all Departments.

The six Departments operate with the support of other area fire services through mutual aid and automatic aid agreements. In general, the principal agreements have been very well drafted, though some specific recommendations have been offered on clarifying the power and authority of each participating fire service to operate in the service areas of the other fire departments. Consideration also should be given to ensuring that each participating fire service operates under the same incident command system, and that training and accountability systems be clearly spelled out so that the training and competency of every firefighter at an emergency scene can be readily ascertained by an incident commander.

The Departments, like most in British Columbia, are responding to an increasing number of calls over the most recent period of years.

The appointment of chief officers was reviewed and it is recommended that the RDN work with the Departments and societies to develop clear policies with regard to the educational, training and experience requirements for the position of Fire Chief, and clarify that promotion be based on open competition subject to meeting the specified proficiency and experience requirements. Compensation for officers and firefighters should be reviewed to develop a reasonable level of equity and to ensure all out-of-pocket expenses are reimbursed.

In terms of greater efficiencies, it is recommended that the Departments consider increased utilization of RDN (or member municipality) staff for apparatus maintenance and equipment testing. A more centralized approach in equipment maintenance and testing will help manage costs, while ensuring that all such practices comply with National Fire Protection Association ("NFPA") and WorkSafe BC requirements.

Each of the Departments was reviewed and their current organization, administration and operations considered in separate departmental reports. These reports examined the current

level of training in each Department, including a review of their present capabilities against their anticipated level of service. The training plan to achieve compliance with the level of service they are expected to provide should be confirmed and budgets developed which reflect the additional training that likely will be required.

It is also recommended that the RDN authorize a new position of fire services coordinator. In order to meet its own, more explicit obligations, and to provide greater assistance to the area Departments, requires that the RDN develop its support capacity and increase its available internal expertise. The role of this position would be to provide central coordination and support to all Departments, to facilitate the development of formal structures (such as OGs and OH&S programs) that currently are lacking or in need of improvement, and to assist the Departments in meeting their Playbook obligations. The fire services coordinator would also ensure that appropriate records were maintained and available for audit purposes to ensure training and competency. The fire services coordinator will also be able to provide the RDN, in its role as the AHJ, with better insight into the operation of the area Departments, so that the Board is able to meet its various supervisory obligations.

Recruitment and retention of volunteer firefighters is a challenge facing volunteer and composite departments throughout the province. Most of the Departments reviewed are generally managing reasonably well by comparison to a number of their peers in other jurisdictions. It is recommended that a multi-path approach be considered, in which the RDN (including its elected officials) play a more proactive role. The RDN and its Departments should consider a review of remuneration for its paid-on-call members, as well as developing a duty crew system, in addition to an outreach program with business owners to permit volunteers to respond to emergency calls. The RDN may also wish to consider developing a Work Experience Program, an approach taken in a number of other communities in the province. Such a program is designed to provide a core number of trained firefighters during normal business hours when responses by volunteers may be lower.

Throughout the review process both the RDN staff and the individual Fire Chiefs have been fully cooperative, they have made themselves readily available and provided all the requested information in a timely manner. They have demonstrated a high degree of professionalism and interest in the process. In our follow-up with individual Departments regarding their particular reports, many are already seeking to implement the recommendations and address identified concerns. Their commitment to providing effective and timely emergency responses is readily evident, and the residents owe them much for the commitment of time, care and attention that they collectively provide. The same is true for the individual societies and their volunteer boards, where members of the community have stepped forward to support the Departments, and to aid them in dealing with in an increasingly complex, and at times fraught, regulatory milieu. We offer our thanks to everyone involved in the review process.

Background and History

On 14 October 2014, the OFC issued a new training standard – the Playbook – applicable to the training of fire services personnel in the province. This new standard was issued pursuant to

and approved by the Minister of Justice under paragraph 3(3)(b) of the *Fire Services Act* (B.C.). An updated, second edition was released in May 2015. The Playbook replaces the 2002 minister's order on training and is binding on all "fire services personnel" in the province.¹ The previous minister's order, MO-368 (December 2002), has been rescinded. A more detailed review of the Playbook and the impact it will have on the British Columbia fire service and those that manage this service can be found later in this report. Suffice to say, the Playbook requires those communities or organizations that are responsible for establishing a fire service, to formally declare and adopt through bylaw or policy, the level of service the fire department will provide. Once a service level is selected, the AHJ is then responsible to properly fund and ensure that the fire department's level of training adequately meets the mandated proficiency requirements. The Playbook establishes three levels of service, each with a concomitant level of training:

- Exterior Operations Level
- Interior Operations Level
- Full-Service Operations Level

The second edition of the Playbook set 30 June 2016 as the transition date by which the service level must be declared and an appropriate training program developed.

In July 2015, the RDN issued a Request for Proposals (the "RFP") to conduct a Regional District of Nanaimo Rural Fire Services Playbook Implementation Review.

In order to properly understand the impacts of implementation of the Playbook on its fire services and to gain an understanding of the current training and operational levels within those fire services, the Regional District contracted the Consultants to conduct this review. The following report outlines the scope of work and methodology under which the Consultants conducted the Review, our findings and recommendations for implementing the Playbook, and further recommendations to improve the efficiency and effectiveness of the RDN's Fire Services.

Scope of Work and Methodology

The Scope of Work as outlined in the RFP defined the need to "...undertake a review and analysis of the impacts to the RDN's rural fire services resulting from the implementation of the Office of the Fire Commissioner's Structure Firefighters Competency and Training Playbook Second Edition, (Playbook) released May 15." In addition, the RFP outlined the following six areas that needed to be addressed during the review:

- 1) A review and analysis of the current service levels, competencies and training programs in each fire service area;

¹ As that term is defined in the *Fire Services Act* (B.C.). The Playbook is not binding on fire suppression operations undertaken by the Wildfire Service under the *Wildfire Act* (B.C.).

- 2) An assessment of recommended future service levels in each fire service area based on the nature of each community served in terms of development and infrastructure as well as fire department capacity and budget;
- 3) Strategies for improved service levels and developing potential efficiencies between fire departments in terms of training, purchasing and development of operational guidelines;
- 4) A review and analysis of the existing Regional District's support structures for the fire service areas and recommendations to improve those support structures;
- 5) Recommendations on improvements to the contracts and bylaws in place for each fire service area; and
- 6) Recommendations for volunteer recruitment and retention strategies.

The review commenced in early November 2015 and was to be completed in early 2016; the project was divided into four phases as follows:

Phase 1 – Review of Background Material and Administrative Structures

This phase focused on a review of the existing structures in place for the delivery of rural fire service protection within the Regional District. The review involved conducting a thorough analysis of the existing governance and administrative arrangements, and general operational capabilities of the Departments, including a review of all relevant background materials, such as the establishment and operational bylaws, mutual and automatic aid agreements, budgets, annual call volumes, the Departments' operational guidelines, and similar matters.

The review was conducted in the context of applicable statutory requirements and fire services best practices, including the *Fire Services Act* (B.C.) (and orders made thereunder), the Playbook, WorkSafe BC regulations, Fire Underwriters Survey requirements, and NFPA standards.

Phase 2 – On-site Review of the Departments and Stakeholder Input Sessions

This phase consisted of two parts. The first was an on-site assessment of the Departments including a consideration of the operational context followed by a review of each Department's existing organizational and administrative structure. Gaining an understanding of a fire department's capabilities, operational needs, training programs and service requirements, is critical to developing an overall plan for the Department's and Regional District's future needs, and for ensuring that they are able to deliver their services safely, effectively and efficiently.

To assess fire service capabilities, the Consultants arranged to meet with each Department and the respective Fire Chief. In some cases, other officers or department members also were present during the review. The review included an assessment of the current operational model, the fire halls, the apparatus and equipment, maintenance programs, fire prevention and training programs as well as emergency communications and dispatch. The Consultants reviewed a sampling of training and other records kept by each department and also sought to identify the current and future major risks facing each of the fire service districts.

The second part of phase two included meetings with appropriate members of the Regional District administrative staff (including the CAO, finance and emergency programs), Society Board Members and Electoral Area Board Directors.

The process was designed to be as inclusive as possible for relevant stakeholders. It is our experience from similar projects that when there is broad involvement in the process, the outcomes are more readily accepted. We sincerely hope that all those involved have enjoyed and found value in the process.

Phase 3 – Development of Options

In the third phase, the Consultants have integrated the information obtained from the background review, on-site visits and stakeholder interviews and developed a series of options and recommendations for consideration by the stakeholders. Draft reports covering each Department were prepared, along with the initial draft of the main report.

Phase 4 – Develop and Present Final Report

The draft reports were reviewed with District staff and the individual departments. Comments from this phase were incorporated into the reports and, where required, further research was conducted and incorporated into the final reports. This final report provides an analysis of the RDN's existing service delivery model for its rural fire services, including an examination of the matters the RDN, the Departments and their respective societies must address in order properly to implement the requirements of the Playbook. In addition, the report identifies a series of options for changes to the existing model and a high level implementation plan and general timeline for implementation.

The focus of the review is on six rural fire services which are the principal responsibility of the RDN. The RDN also contracts for fire services into certain service areas from other local governments (either municipalities or an improvement district). Certain comments relating to service agreements and issues arising from the Playbook will need to be incorporated into these contracted services, although the Consultants did not conduct an operational review in those areas. Detailed reviews were undertaken in respect of the following departments:

- Bow Horn Bay Volunteer Fire Department
- Coombs-Hilliers Volunteer Fire Department
- Dashwood/Meadowood Volunteer Fire Department
- Errington Volunteer Fire Department
- Extension Volunteer Fire Department
- Nanoose Volunteer Fire Department

Our approach to these projects is to be inclusive of all relevant stakeholders, and is an iterative process which ensures that stakeholder feedback and input is properly captured and reflected.

Administrative Review

Overview

The Regional District was incorporated in 1967 and is local government to an estimated 140,000 residents. The RDN is approximately 206,840 hectares, includes four member municipalities and is divided into seven Electoral Areas. Each of the Electoral Areas, other than Electoral Area B, has at least one fire protection district contained within its boundaries.

Fifteen fire departments operate 23 fire halls throughout the Regional District, providing fire protection for all four municipalities and most unincorporated areas. Nine of these fire departments are administered and financed by municipalities or improvement districts, and operate independently of the RDN. The remaining six fire departments are volunteer fire department societies operating under service contracts with the Regional District. These societies provide fire protection and emergency response services in portions of Electoral Areas “C,” “E,” F, “G” and “H.” The RDN has established service areas, collects property taxes to fund the service, and, through service contracts with each Department’s society, funds the principal operational and capital costs operating the various Departments. Each of the societies is responsible for establishing and operating the Departments. They are the “employers” of the firefighters and are directly responsible for OH&S matters and day-to-day management of the Departments. The societies are contractually responsible for the delivery of emergency response services by their respective Departments. The societies also are responsible for developing budgets for their Departments, which budgets are subject to review by RDN staff and approval by the RDN Board.

The use of a volunteer society-operated fire service is an older model, which increasingly is being replaced by the direct delivery of emergency response services by local government. The model developed in the period from the 1960s to 1980s, principally as a means enabling the establishment and delivery of such services when regional district governments lacked the administrative structures to provide the service directly, and during a period when the regulation and operation of the fire service was far less demanding. Since the 1980s, the operation of a fire department has become increasingly demanding from the perspective of training standards, equipment and apparatus requirements, operational and capital investment, OH&S requirements and overall risk of personal and collective liability for service delivery.

The RDN does not currently have any staff directly dedicated to overseeing the fire services for which it is responsible. As it stands today, the Regional District has limited insight into the day-to-day operations of the various Departments that it funds, and relies, as it has in the past, on the individual societies and their local fire chiefs to ensure that effective fire protection is provided in the various service areas. The recent implementation of the Playbook has necessitated a reconsideration of this approach. The RDN has received external advice that it is AHJ under the Playbook, a view that concurs with the position taken by the OFC in its published materials. As the AHJ, the RDN is responsible for establishing and determining the level of service provided and has significant obligations to meet under the Playbook; the

societies, however, as the entities operating the six Departments, also are directly responsible for ensuring that the Playbook's requirements are met by their respective Departments.

Given its obligations under the Playbook, and the need to ensure that the fire services operate in a more coordinated and consistent fashion, the Regional District will need to take a more active role in overseeing and coordinating the delivery of fire and emergency response services by the various departments. In consultation with its fire departments and their respective societies, the RDN also should examine modernizing the overall structure, so that the risks and liabilities attendant on delivering emergency responses services rests with local government rather than volunteer societies.

The following sections review the organizational and legal structures currently in place and recommend changes where appropriate. Nothing in this report should be construed as legal advice. Any legal or liability issues identified in this report should be reviewed by the RDN or the individual societies with their respective legal advisors.

Organizational and Legal Structure of the Fire Services

The basic structure used to operate the RDN's fire services is reasonably consistent:

1. There is a service establishment bylaw (the "Service Bylaw"), which authorizes the RDN to provide or "otherwise obtain" fire suppression and emergency response services. These bylaws define the specific service areas within which the service is provided, authorize the levying of taxes to fund the service and set a maximum tax rate. Most of these bylaws are "conversion" bylaws, which transformed "specified areas" into "local services areas" in accordance with the *Municipal Act* (B.C.) or its successor legislation, the *Local Government Act* (B.C.).
2. There is an operational powers bylaw (the "Operational Bylaw"), which confers on each Department various powers and authorities to respond to incidents and undertake emergency response activities. These bylaws also generally identify the services provided and address (or should address) certain administrative structures and processes. These bylaws are critical to defining each Department's operations and empowering it to act at and in relation to various emergencies. In the case of one Department (Coombs-Hilliers), for reasons that are not clear, this essential bylaw has not been enacted. This issue is considered in greater detail below, along with a more detailed discussion of the importance of these bylaws and some of the issues identified in connection with the current versions that exist. Recommendations are made to move to a single Operational Bylaw covering the operations, administrative processes and Playbook issues for all of the Departments involved.

Some of the Operational Bylaws also contain certain fire prevention provisions (e.g., bans on open burning, control of the use of domestic and commercial incinerators, etc.). These fire prevention provisions will need to be reconstituted in separate, area-specific bylaws if the recommendation made below, to create a single operational bylaw covering all Departments, is adopted by the RDN.

3. Some jurisdictions have separate fire prevention bylaws (“Fire Prevention Bylaws”), covering matters such as open burning, maintenance of premises and other matters. These types of bylaws are area-specific. As part of the overall refreshing of the bylaw structure, it may be beneficial to review each of the Fire Prevention Bylaws and update them where required. In particular, it may be useful to tie enforcement measures under the Operational Bylaws and Fire Prevention Bylaws to a ticketing bylaw. This approach will facilitate enforcement activities (as opposed to having to proceed under the *Offence Act* (B.C.)).
4. There is service agreement between the RDN and each society (the “Service Agreement”), under which the RDN contracts for the provision by the society of fire protection and emergency response services. This service agreement is substantively the same across all six jurisdictions, and is reviewed in greater detail below. Each of the agreements dates from the 2004 – 2006 period. If fire protection and emergency response services continue to be provided by one or more societies, this form of agreement should be updated, as discussed below. In addition, we would recommend that the RDN review its service agreements related to the contracted fire protection services that it receives from other local governments, to ensure that various Playbook and other concerns are properly addressed.
5. Each society has its own constitutional structure under which it operates. The societies all have been formed and are subsisting under the *Society Act* (B.C.). Some of these entities are now fifty or more years old, and have undergone various revisions to their constitutional documents (their respective constitutions and bylaws). We reviewed a sampling of these materials of which the RDN had copies, although in discussions with some of the society board members, it appears that the RDN does not have the most recent or up-to-date versions. In addition, certain societies indicated that they were actively in the process of updating their constitutional documents. We would recommend that each society review and comprehensively update its constitutional documents, to ensure that their corporate structure is fully modernized and properly designed to address the considerable legal obligations and liabilities that flow from being responsible for a fire department and the delivery of emergency response services.

Operational Bylaws

In the individual Department reports, an overview was provided regarding the role and importance of the Operational Bylaws, as well as a summary review of each jurisdiction’s existing Operational Bylaw. Understanding the role of this type of bylaw in connection with fire department operations is crucial. As a starting point, it needs to be recognized that, for local governments, fire departments are an optional service.² Unlike provincially created emergency services, such as police and ambulance, which are established under and/or operate pursuant to provincial statutes and have a uniform range of powers, a fire department only has the power and authority granted to it under the local bylaw which creates and defines its operations.

² The only exception to this is the City of Vancouver, which is required to maintain a fire department pursuant to the terms of the *Vancouver Charter* (B.C.).

Outside of its operating jurisdiction – which, in the case of a service established by a regional district, is the boundaries of the local service area³ – a fire department has no specific authority to act at or to respond to an incident. Care must be taken, therefore, to ensure that each fire department has the full range of powers needed to respond effectively to incidents within its jurisdiction. Where it is responding outside of its ordinary jurisdiction, express consideration should be given to the source of the department’s powers to respond to and operate at an incident – whether under a mutual or automatic aid agreement, under a fire service contract or in support of another emergency response agency, such as the Wildfire Service.

Similarly, there is no standard range of services defined for a fire department. As such, the bylaw structure needs to define the services expected to be provided in the local service area. Given that fire departments are the only “all hazards” response agency under the control of local government, we recommend that both the grant of powers and authorization to respond to incidents be very broadly cast, but that their exercise be made subject to training and the availability of necessary personnel, apparatus and equipment.⁴ In addition, the exercise of certain powers (such as entry onto property in non-emergent situations) should be carefully circumscribed – if not in the bylaw itself,⁵ then in policy and operational guidelines.

The existing structure described above, has a separate operational bylaw for five of the six Departments. Each bylaw has a slightly different “flavour,” reflecting the fact that they were drafted and passed at different times between 1990 and about 2005/06. We would recommend, therefore, that the RDN follow the practice of a number of other regional districts which have adopted a single operational powers bylaw covering all of their fire departments.⁶ There are a number of advantages to this approach:

- The grant of powers is uniform across the region, so each Department has the same authority to operate at and control a scene;
- Uniform processes for matters such as incident command, personal accountability systems, operational guidelines and various administrative matters (such as adherence to OH&S requirements) can be established;
- Bylaw maintenance is reduced, since only one bylaw needs to be revised or updated;

³ For a fire service established by a municipality, the boundaries typically align with the municipal boundaries.

⁴ There may also be a need for additional authorizations to provide some services – for example, providing “emergency health services”, as contemplated by the *Emergency Health Services Act* (B.C.), requires appropriate training and certification and an agreement with the Emergency Health Services Commission.

⁵ The bylaw should stipulate the circumstances in which entry can be sought, and statutory authority which underpins that authority.

⁶ This approach has been adopted by, among others, the Columbia-Shuswap Regional District (12 departments), the Comox Valley Regional District (four departments), the Regional District of Central Kootenay (17 departments) and the Regional District of Fraser-Fort George (13 departments).

- The RDN can establish a uniform process by which the Service Level will be set for each department as required by the Playbook;⁷
- The RDN can establish uniform reporting requirements to ensure that it is able to monitor each Department's adherence to the Playbook and other service standards;
- The RDN can specify powers and authority for a fire services coordinator position (if the recommendation to create such a position, as set out later in this report, is adopted);
- The RDN can authorize consistent extra-jurisdictional operations for each Department, and empower those Departments to operate in other unincorporated portions of the RDN, as may be necessary.

At least one regional district – Columbia Shuswap Regional District (the “CSR D”) – has used its common Operational Bylaw also to establish joint mutual aid arrangements among all of its departments. In that case, the CSR D provided general mutual aid response authority which was then further refined by the CSR D departments in uniform operational guidelines. The bylaw also included a provision pursuant to which the CSR D fire services coordinator was advised of mutual aid call-outs, so that he or she potentially could pre-alert other departments in the event that further resources are required.

The following principal matters should be covered in a common Operational Bylaw:

1. A process for establishing (and, if necessary, modifying) the Service Level for each Department.
2. A list of the services which the Departments are authorized to provide. Certain Departments may not provide all services (e.g., not all departments provide First Medical Responder (“FMR”), auto extrication or hazmat services) and the bylaw should include a process by which the specific service delivery by each Department will be determined. There also should be a clear process for Departments to provide additional authorized services (e.g., to begin providing FMR services). By way of example, the services authorized may include:
 - Fire suppression (subject to the chosen Level of Service);
 - Wildfire and interface fire suppression;
 - Fire prevention, pre-fire planning and public education;
 - Emergency health services (subject to any agreement with the Emergency Health Services Commission) and/or ancillary health services under the *Emergency Health Services Act* (B.C.);
 - Vehicle extrication/road rescue services;
 - Technical rescue services – the types of technical rescue authorized should be specified (e.g., low angle, high angle, confined space);
 - Hazardous materials responses;
 - Water rescue and/or swift water rescue;
 - Fire inspections under *Fire Services Act* (B.C.);⁸

⁷ This is not to suggest each department will operate at the same Service Level – merely that the *process* by which the Playbook Service Level will be set, can be uniformly established.

- Fire-cause investigations;
 - Support of other emergency response agencies including police and ambulance; and
 - Such other life and health safety responses as may be authorized through a defined process.⁹
3. The bylaw should note that services are being delivered by volunteers and paid-on-call members, and that a poor turn-out for any given incident may adversely impact a department's ability to provide services.¹⁰ In addition, the bylaw should note that an incident commander has the authority to restrict or terminate emergency response activities, in his or her discretion, where the incident exceeds the training, equipment, apparatus and/or personnel available.
4. The bylaw should include a list of standardized administrative and operational requirements applicable to all Departments. This list should be developed in consultation with the Departments and their chief officers. The RDN should be prepared to assist each Department in meeting the requirements that may be set. The types of issues that regularly are addressed include the following:
- A process for developing standardized, region-wide operational guidelines (as with a common operational bylaw, many regional districts are also developing a common set of operational guidelines for use by their departments¹¹). Maintaining operational guidelines is a problem which bedevils most volunteer departments. These standardized operational guidelines also can be used to ensure that a common incident command system is used by all RDN departments.
 - The requirement to, and a process for, developing a standardized set of proficiency and qualification requirements for each position in a Department.
 - The requirement to, and a process for, developing of a standardized training program to achieve the principal training and qualification requirements (e.g., to

⁸ **Note:** under sections 26 and 36 of the *Fire Services Act* (B.C.), municipalities are required to provide for a regular system of inspections of public and commercial buildings. Regional districts may elect to provide such service, but the service needs to be expressly authorized.

⁹ The bylaw should define the process by which new services may be added (and what authorization is required). In addition, the RDN will need to build comparable language into the contract with each Society responsible for providing services.

¹⁰ A recent bylaw passed by the Greater Vancouver Regional District in relation to the Sasamat Volunteer Fire Department, noted that the bylaw did not provide "a guarantee or warranty by the Greater Vancouver Regional District or any of its agents, as to the service level expectations of the Sasamat Volunteer Fire Department under this bylaw, or any other applicable codes, enactments, agreements or standards" or constitute "a warranty with respect to the services of the Sasamat Volunteer Fire Department or with respect to the certainty of timely response levels." See: *Greater Vancouver Regional District Sasamat Volunteer Fire Department Administration and Regulation Bylaw No. 1204, 2014*, s. 1.5.

¹¹ The Columbia Shuswap Regional District has posted its common operational guidelines on-line. They can be reviewed at: <http://www.csr.bc.ca/node/1397>. Common operational guidelines are also in use in the Region District of Fraser-Fort George, the Cariboo Regional District and Comox Valley Regional District.

qualify for the Exterior or Interior Operations Service Level in accordance with the requirements of the Playbook).

- Most such bylaws also specify a process for appointing fire department members, officers and fire chiefs. Under the existing RDN system that approach would be complicated, as the societies (not the RDN) are directly responsible for fire department appointments. To the extent that the RDN takes over direct responsibility for delivery of fire services in one or more service areas, the process should be specified. Where societies remain responsible for service delivery, the agreed proficiency requirements should be used to determine whom can be selected (or elected) to various positions.
- A standardized accountability system which ensures that all members at an emergency scene are properly accounted for and that their training levels are readily apparent. The latter is particularly critical for mutual aid responses.
- A process for sharing pre-incident plans, particularly amongst regular mutual or automatic aid partners.
- Standardized reporting requirements from the various Departments so that the RDN is able to monitor its obligations, including those under the Playbook. The nature of these reporting requirements may vary depending on whether RDN is responsible for directly delivering the services or continues to use a contracted service through one or more of the societies.

It should be noted that most bylaws establish a process and assign responsibility for creating many of these common systems. Typically, the “fire services coordinator” is directed to work with the area departments and chief officers, and develop and implement the necessary policies or systems.

5. The bylaw needs to provide a comprehensive set of powers for the Departments to operate at and mitigate incidents to which they have responded. These powers include the right to enter property and premises where an incident has occurred; to pass over or station on properties to gain access to an incident; the power to tear down buildings or structures, or remove things, to prevent the spread of fire or mitigate an incident; the power to commandeer equipment; the power to establish a perimeter around an incident and ban people from entering such perimeter. There also should be a broad definition of the term “incident,” so that a Department is authorized to use its powers as required.
6. The bylaw needs to address situations where the Department has to enter property in non-emergent situations. The RDN departments do not currently conduct “fire inspections” under section 26 and 36 of the *Fire Services Act* (B.C.). However, they may need to address fire hazards on complaint, or where a hazardous situation becomes evident. In addition, fire departments which are providing the Interior Operations Service Level will need to undertake pre-planning of risks larger than a standard residential dwelling, if they intend to conduct interior operations in such structures. They will need to be granted powers to enter onto properties or premises in such for such purposes. There are powers of entry provided for in the *Fire Services Act* (B.C.) and in the *Community Charter* (B.C.) which can be used. (It should be noted, however, that the

Fire Services Act (B.C.) is in the process of revision: a substantially revised statute has been introduced in the current sitting of the Legislature. Bill 4, the new *Fire Safety Act*,¹² will substantially impact a number of matters, including powers and authority, and inspection obligations. The changes introduced by the new *Fire Safety Act*, as they are relevant to the Regional District and its Departments, are summarized at the end of this section.

7. The Departments need to be authorized to enforce other RDN bylaws (e.g., area-specific fire prevention bylaws). They also should be empowered to order the rectification of fire hazards and similar risks. Ideally, the powers to enforce such bylaws should include the ability to write tickets under the municipal ticket information system. This system permits local governments (including regional districts),¹³ to use a ticketing system for enforcing their bylaws. The need for this power may vary by jurisdiction: the issue should be reviewed with the various Departments and their chief officers.
8. The Operational Bylaw should specify the circumstances in which a Department can operate outside of its ordinary boundaries. As noted above, where a Department is undertaking response activities outside of its ordinary jurisdiction, consideration should be given as where it draws its operational authority from when so acting. The list of permitted circumstances usually includes:
 - Responses under a mutual aid or automatic aid agreement with another jurisdiction;
 - Responses under a contract for service (e.g., into a First Nations reserve);
 - Responses in support of the Wildfire Service under the *Wildfire Act* (B.C.), in accordance with the Wildfire Service's current operational guidelines;
 - Responses in connection with an authorization received from Emergency Management BC ("EMBC"), with an EMBC authorization number (e.g., for road rescue) or at the request of the OFC with appropriate EMBC authorization (typically where there is an emergency resource mobilization related to a major wildfire or natural disaster);
 - Discretionary responses on the periphery of a Department's fire service area in relation to events which, if left untended, may pose a threat to the fire service area;
 - Responses made under or in relation to a local or provincial declaration of emergency under the *Emergency Program Act* (B.C.); and
 - Such other extra-jurisdictional responses as may be authorized or approved by the RDN.

The RDN can authorize and empower a Department to operate in other unincorporated portions of the Regional District. However, for a Department to operate in another

¹² Bill 4 – 2016: *Fire Safety Act*, 2016 Legislative Session: 5th Session, 40th Parliament (1st Reading) (hereafter, the "*Fire Safety Act*"), at: <https://www.leg.bc.ca/parliamentary-business/legislation-debates-proceedings/40th-parliament/5th-session/bills/first-reading/gov04-1>, accessed 26 March 2016.

¹³ See section 414 of the *Local Government Act* (B.C.).

regional district or within a municipality's borders, an agreement with the other local government is needed. Extra-jurisdictional responses also should be specifically addressed in the common operational guidelines noted above.

9. The common Operational Bylaw should also be used to specify the responsibilities of each Fire Chief (or delegate), including:
 - General oversight and control of the Department;
 - Any specific reporting obligations to the RDN (either directly or through the relevant society);
 - Establishing and operating a training program which reflects the department's Service Level and service commitments and complies with the Playbook, *Workers Compensation Act* (B.C.) ("WCA") and regulations, and any other applicable legislation or standards;
 - Operating an OH&S program and joint committee (or worker representative) system in accordance with the WCA;
 - Maintaining appropriate records of required training, personnel issues, OH&S matters and other matters as required;
 - Development of pre-plans and identification of major risks within the fire service area including, where relevant, any which the Department is restricted from entering due to a lack of pre-planning or because of the nature of the risks posed;
 - Conducting fire cause investigations and reporting to the OFC; and
 - Such other duties, reporting obligations or functions as may be considered necessary or appropriate.

10. Where the RDN is directly providing the service, the bylaw should make clear that the Department members and officers are considered "local public employees" within the meaning of s. 738 of the *Local Government Act* (B.C.) and entitled to the benefit of the Regional District's indemnity bylaw. It is not clear whether individuals who are employees of, or volunteers of, a separate legal entity (a society), which is paid to provide services under contract to the RDN, can be included in such a designation. This issue should be examined with outside counsel.

For reasons which are not clear, an Operational Bylaw does not appear to have been passed covering the Coombs-Hilliers fire protection area. This lack of a powers bylaw presents some challenges and risks. The Department's power to operate at an emergency scene essentially has to be inferred from the creation of the service. Certain powers (e.g., the power to pull down buildings or structures to prevent the spread of fire) need to be specified by bylaw in order for the Department to be comfortable that it is authorized to take such actions.¹⁴ As an interim measure, a powers bylaw probably should be passed covering the Department's operations.

¹⁴ See, for example, s. 303 of the *Local Government Act* (B.C.), which stipulates that a regional district board can grant certain powers to the fire chief (or others), but must do so by bylaw.

New Fire Safety Act

When the new *Fire Safety Act* comes into effect later this year, it will replace the existing *Fire Services Act* (B.C.). At a high level, this new statute impacts the following matters:

- fire inspections;
- fire investigations; and
- the powers exercised by fire chiefs, fire inspectors and fire investigators.

Certain of the matters dealt with in the new *Fire Safety Act* will need to be incorporated into bylaw by the Regional District. It should be possible to address the necessary matters in the proposed standardized “operational bylaw”.

Fire Inspections

For the most part, the new *Fire Safety Act*'s regime for conducting inspections of public buildings will not impact the Regional District or its fire services. No obligation was created under the new statute requiring regional districts to undertake fire inspections: as was the case under the *Fire Services Act* (B.C.), only municipal governments have to conduct such inspections. Nevertheless, the Regional District will still have to appoint, in writing, an individual (or group of individuals) who will be authorized to act as “fire inspectors.”¹⁵ The reason for this obligation is that the existing office of “local assistant to the fire commissioner” has been terminated.¹⁶ Under the *Fire Safety Act*, fire inspectors will have the authority to undertake inspections on complaint or if considered advisable.¹⁷ It is important to note, however, that the obligation *is not limited to the unincorporated portions of the Regional District which have fire service areas*. Thus, consideration will need to be given as to who will be responsible for conducting such inspections in areas outside of the existing local fire protection service areas. It may be appropriate to roll this responsibility into the job requirements for the fire services coordinator.

Following a transition period, fire inspectors will be required to meet the training and proficiency requirements specified by regulation.¹⁸ If members of the various fire departments are to fulfil the fire inspector role for their respective fire service areas, the contracts with the Societies will need to address this obligation (including meeting the training requirements, when they are promulgated).

¹⁵ *Fire Safety Act*, s. 8(1): “A local authority must designate in writing persons or a class of persons as fire inspectors to conduct fire safety inspections.”

¹⁶ Under s. 55 of the *Fire Safety Act*, local assistants are required to return their badges within three months of the new statute coming into force.

¹⁷ *Fire Safety Act*, s. 9, (a), (b) and (c); (d) applies only to municipalities, unless the Regional District passes a fire inspection bylaw for any portion of its unincorporated area.

¹⁸ *Fire Safety Act*, s. 8(2). The transition period is provided for in s. 53.

Fire Investigations

The requirement to conduct fire investigations is prescribed by section 25 of the new *Fire Safety Act*. Under that section, the Regional District is required to commence a fire investigation within five days of learning of a fire that has destroyed or damaged property or resulted in death or injury. Section 23 requires the Regional District to designate in writing persons or a class of persons as “fire investigators.” As with fire inspectors, following a transition period, fire investigators must meet the training requirements specified by regulation.¹⁹ Those regulations have not yet been promulgated.

Again, the Regional District will likely want to incorporate this authority in the fire services coordinator, as well as in designated members of the individual Departments.

Powers and Authority

Under the *Fire Services Act* (B.C.), powers and authority were granted principally through the mechanism of appointing fire chiefs as “local assistants to the fire commissioner”.²⁰ In a municipality, the fire chief automatically became the local assistant. As noted above, the role of local assistant is being abolished. In place of the powers granted to local assistants, the new statute:

- grants a fire chief (or designate) the power to order a tactical evacuation where he or she “believes that there is an immediate threat to life due to a fire hazard or explosion”,²¹ and
- deems fire chiefs, fire investigators and fire inspectors to be peace officers for the purposes of the new act.

Certain other powers are granted to both fire inspectors and fire investigators. In addition, local governments are granted the power to order a “preventive evacuation” where the local authority “believes that conditions exist on or in the premises that fire on or in the premises would endanger life” and orders to correct the hazardous conditions have not been complied with.²²

In connection with these new authorities, the Regional District, in consultation with its Departments, will need to assess how such powers are to be exercised, by whom and in what circumstances. These matters should be addressed in the standardized operational bylaw and the individual contracts with the various societies. Consideration also should be given to addressing these types of issues in standardized operational guidelines.

¹⁹ *Fire Safety Act* s. 23(2); the transition period is provided for in s. 53.

²⁰ *Fire Services Act* (B.C.), s. 6.

²¹ *Fire Safety Act*, s. 13.

²² On fire inspectors’ powers, see ss. 10 and 11; on fire investigators’ powers, see s. 26. The power of a “local authority” to order a preventive evacuation is set out in s. 14 of the *Fire Safety Act*.

Service Agreements

At present, the RDN does not directly provide fire services in any of its local fire service areas. With respect to the six Departments under review, the RDN has entered into a contract for the provision of fire and emergency response services with each of the respective societies that govern the individual Departments. The “Service Agreement” with each society is in substantively the same format, although there are minor variations reflecting particular issues specific to individual service areas.

It should be noted that each of the Service Agreements has numbering errors, where provisions are incorrectly numbered (with duplicate or repeated section numbers).²³

Term and Termination

The Service Agreements were signed between 2004 and 2006. Each Service Agreement is for an initial five-year term and then automatically renews: some for up to three further five-year terms; one for four further five-year terms; and three which potentially continue indefinitely.²⁴

Each of the Service Agreements may be terminated on written notice, which has the effect of terminating the particular agreement on 31 December of the next calendar year following the notice. So, a termination notice delivered on 30 June 2016 would result in the termination of the particular agreement on 31 December of 2017.

Five of the six Service Agreements contain substantively the same early termination provisions (essentially on a default or breach of the agreement, or if the RDN is of the view the society cannot properly provide the services or if the society fails to maintain its corporate standing). The Service Agreement with Bow Horn Bay also permits the RDN to terminate early if the RDN provides “alternate fire prevention and suppression services within the Service Area.”²⁵ That agreement also has language in s. 26 which states that the “[...] Agreement shall terminate not later than December 31st, 2009,” a provision which is inconsistent with the automatic renewal provided for in section 3.

²³ By way of example, the numbering of the sections in the Bow Horn Bay Service Agreement goes: 21, 22, 23, 22, 23; the comparable numbering in Errington Service Agreement goes: 20, 21, 22, 22.

²⁴ Three additional five-year terms: Coombs-Hilliers and Nanoose; four additional five-year terms: Dashwood; unlimited number of five-year terms: Bow Horn Bay, Errington and Extension.

²⁵ Bow Horn Bay Service Agreement, s. 27(c).

Services

Each Service Agreement sets out the services that the relevant society is responsible for delivering in an attached schedule. For four of the six Departments, the services provided were defined as follows:²⁶

- (1) fire prevention and suppression, including without limiting the generality of the foregoing, training of volunteer firefighters, inspections, enforcement of enactments relating to fire prevention and suppression, elimination of fire hazards and attending at fires for the purpose of containment and extinguishments of the fires and to provide assistance to persons and animals;
- (2) providing assistance in response to other classes of emergency as follows:
 - (a) explosion
 - (b) flood, tempest, earthquake, landslide, tidal wave or other natural event;
 - (c) building collapse or motor vehicle or other accident;
 - (d) spill, release or leak of a substance capable of injuring property or the health or safety of a person;
 - (e) risk of explosion or fire or a risk of a spill, release or leak of a substance referred to in (d);
 - (f) any emergency as declared under section 798.1 of the Local Government Act or under the Emergency Program Act;
 - (g) first response to medical emergencies; and
 - (h) rescue operations[.]

The Nanoose Service Agreement does not specifically include s. 2(e) – “risk of explosion or fire or a risk of a spill, release or leak of a substance referred to in [2](d)”, although this service is specifically authorized by the relevant Operational Bylaw.²⁷

The Extension Service Agreement omits “first response to medical emergencies”, as the Department does not provide FMR services. However, there also is a typographical error which appears to arise from attempting to delete the equivalent to s. 2(e), resulting in one of the services being provided being described as a response to:

“[the] risk of explosion as declared under section 798.1 of the Local Government Act or under the Emergency Program Act.”

Asset Ownership

Each Service Agreement contains an acknowledgement that the principal assets are owned by the RDN. Some also contain a separate schedule identifying particular assets owned by the individual society. In each case, the relevant society is given the authority to use the RDN assets to deliver Services “within and for the Local Service Area, or within and for any other

²⁶ See, for example, Schedule ‘A’ to the Bow Horn Bay Service Agreement. The list of services has been extracted from the definition of “Incident” in the Operational Bylaws.

²⁷ See Bylaw No. 1003 (1996), definition of “Incident” in section 2.

area in accordance with the terms of a mutual aid agreement.”²⁸ This formulation is somewhat constraining: it would be preferable for the societies to be able to use the assets for delivery of the Services within the Service Area, and as otherwise authorized by the Operational Bylaw or by the RDN (to deal with various possible extra-jurisdictional responses).

The Nanoose Bay Service Agreement stipulates that all the firefighting equipment and other assets which are used by the society and are within the boundaries of the Service Area must be retained by the RDN “to be used for the exclusive benefit of property owners within the Service Area.”²⁹ This provision is highly constraining and somewhat unclear. It would seem to prohibit the sale, for example, of used equipment (since proceeds are not specifically addressed) or the discard of equipment which is no longer serviceable. The RDN already has legal obligations specified in the *Local Government Act* (B.C.) in relation to its management of assets and funds which are financed through taxation in a local service area. The need for this provision is unclear.

Each of the societies is obligated to maintain the apparatus, equipment, fire halls and property in good working condition, to the satisfaction of the RDN.

Funding

Each of the Service Agreements recognizes that the principal cost for the delivery of Services by the relevant society is to be funded by local taxpayers. A standardized budgeting process is defined, with the RDN Board having final budget approval. The societies are required to administer the funds in accordance with the approved budget. In some Service Agreements, there is specific recognition that the relevant society may raise funds from sources other than the RDN.³⁰

The Service Agreements establish a process for making quarterly payments to the societies (subject to delivery of quarterly financial statements); they also impose obligations on the societies to present annual audited statements to account for amounts disbursed in accordance with the approved budget. The RDN has a right of audit in respect of each society’s use of public funds and may stipulate the manner in which each society’s books must be maintained.

Insurance

The RDN is responsible for insuring the vehicles, fire hall(s), related land, and other chattels and equipment used to provide the Services by the societies. The cost of such insurance is required to be included in each society’s annual budget. The Regional District also agrees to provide liability insurance coverage for the Services through the Municipal Insurance Association of BC (“MIA-BC”),³¹ subject to payment of the cost of obtaining such insurance (which is built into the

²⁸ See, for example s. 6 of the Dashwood Service Agreement.

²⁹ Nanoose Service Agreement, s. 6.

³⁰ See, for example, the Nanoose Service Agreement, s. 8; or the Coombs-Hilliers Service Agreement, s. 7.

annual budgets). The societies are permitted to take out insurance for matters not covered by the MIA-BC policy and the RDN may require them to do so.

Societies' Obligations

While the Service Agreements create a host of obligations for the societies and their departments, two are worth highlighting. The societies are required to:³²

“[...] operate the equipment and in all other ways provide the Services without negligence and in accordance with the standards of operation maintained by other volunteer fire departments, or [in accordance with] operational guidelines as may be established by the Regional District [...]”; and

“[...] comply with all enactments as defined in the *Interpretation Act* and all orders and requirements under an enactment including orders and requirements of the Workers' Compensation Board.”

These provisions make each society fully responsible for the manner in which fire and emergency response services are delivered and responsible for ensuring, among other things, that their respective departments meet the obligations arising under the Playbook and under the WCA.

Updating the Service Agreements

The Service Agreements are a decade or more old and require updating, both to ensure that the existing framework structure for matters such as budgeting, payments, insurance, maintenance and financial reporting remains appropriate, and to address the various requirements arising from the current review (including Playbook issues, RDN coordination and oversight functions and similar matters). The following matters should be contemplated for inclusion in the revised agreements:

- When updated, the Service Agreements should clearly tie into both the local service bylaw, and to the Operational Bylaw. The Departments rely on these bylaws for their powers and authority; their operation should be made subject to the provisions in those bylaws as they may be amended from time to time.
- The RDN's right to oversee and prescribe standards or requirements for fire department operations should be specified. Preferably, the role and authority of a fire services coordinator (or similar position) will be set out in the common Operational Bylaw. The Service Agreement will acknowledge the role to be played by such an individual. The

³¹ At the time the Service Agreements were signed, the MIA-BC policy technically did not cover services provided by external third parties (such as the societies) under contract to local government. The misunderstanding appears to have arisen internally at MIA-BC, and was not the fault of the RDN. MIA-BC amended its policy coverage commencing with the 2014 calendar year, to permit such coverage to be offered, so this issue is now moot.

³² See, for example, ss. 18 and 20 of the Nanoose Service Agreement; or ss. 18 and 20 of the Errington Service Agreement.

goal is to create a collaborative process, but as the AHJ, the RDN ultimately has to have the authority to establish requirements that the Departments must meet. It should be noted that other regional districts, such as the CSRD, through careful deliberative processes involving their fire departments and qualified regional district staff, have developed excellent, standardized requirements for their departments.

- There should be a better framework created for regular consultation between the RDN and its Departments and their respective societies.
- Reporting requirements for operational and administrative matters – such as training levels, training programs, records keeping and OH&S matters – should be more clearly defined. The RDN needs to ensure that it is receiving regular and thorough updates about fire service matters, particularly in respect of those issues for which it has responsibility as the AHJ.
- The process by which the Service Level will be set under the Playbook should be set out in the common Operational Bylaw and acknowledged in the Service Agreement. Where a society (or its Department) wishes to vary that Service Level, a process should be defined in the Service Agreement.
- The RDN should be prepared to commit to providing support services for the area Departments, which are specified in the Service Agreements. These support services could include:
 - Assistance with administration matters (e.g., managing books and records, payments, etc.). The RDN already provides such support to some societies: this assistance should be reflected in the relevant Service Agreement;
 - Assistance with meeting specific OH&S requirements;³³
 - Assistance with records keeping; and
 - Other administrative assistance.
- If the RDN wishes to encourage joint purchasing and equipment standardization by the area Departments, the Service Agreements should address those processes.

Mutual Aid Agreements

Mutual aid agreements are essential tools that enable fire departments to provide aid to one another, when circumstances warrant. They permit departments to share resources and specialty services (e.g., specialty rescue or hazardous materials responses), and enable them to obtain critical support for major incidents or other situations where a department's resources are overwhelmed by events. Mutual aid agreements require a specific request for assistance from the requesting department, before another department responds to the incident.

Operationally, it usually means that a department arrives on scene, determines it will need assistance, and then makes a request through its dispatch provider for a mutual aid turn out. This can result in a significant delay before assistance arrives.

³³ Note: so long as the Society structure remains in place in its current form, each Society is the employer of the individual Department members. Administrative assistance in fulfilling their obligations, however, is clearly needed by a number of the Societies and Departments that we met with in the course of this review.

Automatic aid agreements are a variant under which the participating departments agree that they will be automatically dispatched to assist neighbouring departments. Most such agreements limit the call-outs to certain classes of calls, such as structure fires. Some automatic aid agreements further refine the approach by specifying particular areas covered (e.g., areas along each department's border), the nature of assistance provided (e.g., ladder trucks or tenders), the time of day (e.g., call-outs during work days when responses may be weak) and similar factors. Automatic aid agreements require close collaboration between the participating departments and with their dispatch providers. The principal benefit of automatic aid agreements is that they minimize the delay before additional resources begin responding from an assisting department.

As noted in the discussion of the Operational Bylaws, a fire department's operational authority does not extend beyond the boundaries of its defined fire service area. Mutual and automatic agreements provide the mechanism by which such assistance can legally and properly be provided, as well as protection for the fire departments involved.

There are two mutual aid agreements covering RDN departments:

- The District 69 agreement covering Bow Horn Bay, Coombs-Hilliers, Dashwood, Errington and Nanoose on the RDN side, and the departments from the Deep Bay Improvement District, Parksville, Qualicum Beach, and the District of Lantzville, dated as of 1 August 2010 (the "D69 Agreement"); and
- An older agreement between the "Extension Fire Protection District" and the "Cranberry Fire Protection District".

This section will focus on the D69 Agreement. In the individual department report for Extension, it was noted that the mutual aid agreement with Cranberry should be revised and updated. The form used for the D69 Agreement and comments and discussion here can be applied to that agreement as well.

There also is an automatic aid agreement, dated as of 12 December 2013, between the RDN, three RDN departments (Coombs-Hilliers, Dashwood and Errington), Parksville and Qualicum Beach (the "Automatic Aid Agreement"). This agreement was considered in some detail in the relevant individual department reports and will not be re-examined here.

D69 Agreement

The D69 Agreement is one of the best mutual aid agreements we have reviewed. An overview of its principal terms follows:

- The agreement has a five-year term, which automatically renews for up to three additional five-year terms, unless terminated earlier in accordance with s. 1.2.
- There is a clear statement of how mutual aid may be initiated (s. 3.1) and "Providing Parties" are given full discretion as to whether or not to provide assistance in connection with any request for aid (s. 3.3). A Providing Party is also entitled to recall personnel and

equipment that may be required in its home jurisdiction, and Requesting Parties are to use their own resources for overhaul and incident clean-up activities (ss. 3.5 and 3.7).

- There is a brief statement regarding training levels of responding members (s. 3.3) and the parties are required to use a common accountability system for tracking of personnel and equipment at an emergency scene (s. 5.4). The parties also provide for joint training exercises annually between “immediately adjacent mutual aid jurisdictions” (s. 5.7) and have established a committee of Training Officers who are to meet annually to coordinate joint training (s. 5.8).
- The costs incurred by a Providing Party can only be reclaimed if they are specifically identified in the D69 Agreement (s. 3.4). Section 8.0 defines what costs and damages are reimbursable, and sets out a process making such claims. The reimbursable costs and expenses are as follows:
 - for consumables (e.g., foam and absorbents);
 - for damage to equipment and tools to a maximum of \$5,000/incident; and
 - for damage to apparatus to a maximum of \$5,000.³⁴
- The parties have agreed to coordinate the equipment of tankers to ensure interoperability between the different departments (s. 3.6) and provide by schedule a list of agreed communications channels (s. 5.5, Schedule A) and certain common operational guidelines (Schedule B). The parties also have agreed to use common terms for emergency communications, based on the operational guidelines of their emergency dispatch provider (s. 5.6). We would note that this is the first mutual aid agreement which we have reviewed where such matters were expressly addressed and the participants are to be commended for the careful thought that went into creating these provisions.
- Section 3.8 provides that incident command rests with the Requesting Party, which has the authority “to command and control the personnel and equipment of the Providing Party” during the incident.
- Section 4.0 provides a blanket indemnity from a Requesting Party in favour of a Providing Party (s. 4.1), and sets minimum insurance levels which must be maintained.
- Each Party is required to provide updated mapping to its mutual aid partners annually (ss. 5.1, 5.2).
- The parties have also agreed to certain minimum maintenance standards for principal equipment (s. 5.9 and Schedule C). The equipment covered by this provision is as follows: ground ladders, fire hoses, SCBA, motorized apparatus, radio equipment, small

³⁴ In the case of damage claims, the damage cannot be due to the negligence of the Providing Party.

tools, specialized equipment and protective clothing.³⁵ Again, this shows an attention to detail that is to be commended.

- It should be noted for the participating RDN departments, that this creates an additional obligation of a contractual nature with respect to their maintenance obligations for the equipment that is listed in Schedule C.
- The parties have created an Operating Committee under s. 6.0, which has authority to revise the Schedules to the D69 Agreement (s. 6.2) and provides a mechanism for reviewing mutual aid activations (s. 6.3). The Operating Committee is also responsible for ensuring the participating departments exchange and review operational guidelines for compatibility, including (but not limited to) those listed in Schedule B. The Operating Committee's primary contact is also responsible for maintaining a list of resources available from each participating department (s. 7.0).
- The agreement includes a dispute resolution process in s. 10.0, which includes an "adjudication" panel of non-interested parties, or reference to court or arbitration.

Overall, this is almost certainly the best mutual aid agreement we have had the opportunity to review. It shows careful thought and consideration by the participants. There are a few matters which should be considered for addition, some of which can be dealt with through the schedules, though others would require amendments to the agreement itself.

Parties

As the RDN contracts for fire services from the various societies, which are separate legal entities, those societies should be added as parties to the D69 Agreement. In this way, the benefit of any indemnities and responsibility for certain obligations clearly apply to the entity responsible for the particular fire department. We would note that this approach has been adopted with respect to the Automatic Aid Agreement and the same approach should be taken here.

While the travel distances to Extension may be somewhat formidable, it might also be useful to include Extension in this agreement. In the event of a major incident (e.g., an interface fire), it would be useful to be able to activate support resources without having to first initiate a local declaration of emergency (alternatively, this type of assistance from other RDN departments can be provided for in the common Operational Bylaw, as outlined above).

Powers and Authority

The D69 Agreement should include an express provision dealing with the powers and authority of Providing Parties to operate in the neighbouring jurisdiction under a mutual aid request. Circumstances may arise where the Providing Party is either first on scene, or has been activated because the Requesting Party is otherwise fully engaged on another incident. A clear statement of the Providing Party's authority to control a scene, and undertake the full range of

³⁵ Rope rescue equipment is also listed in Schedule C, but no maintenance requirement is set.

emergency response activities would be useful. There are two basic approaches to this issue: either the responding department can be granted the same power and authority as is enjoyed by the requesting department; or the responding department can be granted the same power and authority to operate in the requesting department's jurisdiction, as it enjoys in its home jurisdiction. If the former option is selected, in addition to reviewing and updating operational guidelines, the Mutual Aid Operating Committee should be tasked with identifying any major differences in the operational powers that can be employed by the various participating departments, and working to harmonize them.

With the advent of "Service Levels" under the Playbook, the D69 Agreement should expressly authorize each responding department to provide its authorized level of service in the other party's jurisdiction (notwithstanding that such Service Level might be different than that provided by the department in that other jurisdiction).

Incident Command

The parties should consider expressly adopting a uniform incident command system (e.g., BCERMS³⁶). While the provisions covering common and compatible operational guidelines may result in this issue being addressed – indeed, it is likely each participating department already uses BCERMS – the express addition of an agreed incident command approach would be useful.

At the same time, from an incident command perspective, the D69 Agreement should contemplate the following situations as well:

- (a) Situations where a Providing Party is first on scene or where the Providing Party is the only department on scene (e.g., because the Requesting Party is fully involved on another incident). In both cases, the Providing Party will be establishing and operating incident command. The Automatic Aid Agreement has express provisions dealing with these types of circumstances that could be contemplated for use here. This also is a matter that easily could be dealt with through common operational guidelines, rather than an amendment to the D69 Agreement.
- (b) Situations where the Requesting Party does not have sufficiently qualified personnel on scene to manage the incident, or to oversee the response that is appropriate for the event (e.g., is not qualified to manage an interior attack). The same situation can arise if the Requesting Party's department is operating at a lower Service Level under the Playbook. While these circumstances will likely be rare, it would be useful for the Operating Committee to consider how such situations should be managed and develop a process and guidelines which can be added to Schedule B.

Training and Accountability Systems

The D69 Agreement notes that the Providing Party is supposed to ensure that its personnel have "the experience and/or qualifications" necessary for the type of incident, when sending

³⁶ BC Emergency Response Management System

them in response to a mutual aid request.³⁷ This section may be difficult to apply in practice, as the nature of the incident may not be fully understood when the request is made and personnel from a Providing Party are sent in response.

The critical issue, however, and this ties to the accountability system in use, is to ensure that personnel at an incident are only tasked with assignments that they are qualified and trained to undertake. This means that the proficiency level of each person at an incident must be readily and reliably ascertainable by the incident commander – particularly where the incident commander is directing another department's members. A number of jurisdictions (e.g., Kootenay Boundary, the South Cariboo fire departments, etc.) use a colour coding system for each member, where each different colour indicates the individual's level of proficiency and training. If such a system is not in use, it should be adopted. If it is in use, we recommend that the Training Committee be tasked with periodically reviewing how each participating department is determining the "colour coding" and proficiency levels of its members. We have worked with some jurisdictions where such systems were in use, but the participating departments admitted that the same colour did not always mean that members from different departments had the same level of training and proficiency.

We also would recommend that the Training Committee also consider developing minimum standards of training applicable before a Providing Party will include a member on a mutual aid call (e.g., at a minimum, qualified to the Exterior Operations Level under the Playbook).

Indemnity Provision – s. 4.0

There is a blanket indemnity given by Receiving Parties in favour of Providing Parties in relation to "all claims, causes of action, suits, demands and expenses whatsoever arising of out or related to the Mutual Aid Agreement [...]". Consideration should be given to excepting out:

- Any claims contemplated by the provisions of section 8.0 (reimbursable costs/damage to equipment and apparatus);
- Where there has been gross negligence or wilful misconduct on the part of a Providing Party; and
- In relation to claims by members of the Providing Party which are covered under the WCA.

Each party also should expressly commit to maintaining coverage for all of its responding members under the WCA. In the event a member of a Providing Party is injured during a response, the Providing Party should be required to make a claim under its coverage for that member. This type of language exists in the Automatic Aid Agreement – see section 3.3 of that agreement.

³⁷ D69 Agreement, s. 3.3.

Dispute Resolution

We would recommend the RDN and other parties review the language in section 10.2, which deals with referring a matter to court or arbitration. Section 10.1 provides for an “adjudication panel” of other parties; the language in section 10.2, however, makes it mandatory – “shall be referred” – that these matters also be taken to court or arbitration. This section should be permissive, with either party to a dispute able to elect to go to court or to seek arbitration of a matter, rather than use the adjudication panel.

Recommendation: The RDN, in consultation with the Departments and their respective societies, review the bylaw structure, service contracts and mutual and automatic aid agreements based on the issues identified in this section on organizational and legal structures. In particular, the RDN should consider:

- (a) developing a standard operational bylaw authorizing the services provided by the Departments and empowering them to operate at an emergency scene, and providing a process for service level establishment (and revision);
- (b) reviewing and updating each service agreement with the relevant societies to address Playbook matters and related reporting requirements;
- (c) review and update, with the partner local governments and the societies, the mutual and automatic aid agreements currently in use.

Occupational Health & Safety

The statutory basis for OH&S programs is found in the WCA and the *Occupational Health and Safety Regulation*, B.C. Reg. 296/97 (the “Regulations”), as well as in other regulations and the policies of WorkSafe BC.

Under the existing structure, the societies are the employers of the fire department members. As such, it is the responsibility of the societies to ensure that the various obligations under the WCA and Regulations are being met. The six departments differ considerably in the level at which they meet their respective OH&S responsibilities. The following is a brief overview summary:

- **Dashwood** – Has a formal, written OH&S program including a respiratory protection program. The Department conducts regular OH&S meetings and posts minutes in the fire hall. The existing program could benefit from a substantive review and updating. The selection process for the joint committee should be revised as it does not entirely comply with the WCA requirements relating to composition and selection of members (see discussion of the Joint Committee, below).

- **Bow Horn** – Does not have a formal, written OH&S program or formal committee structure. OH&S meetings are occasionally held however no minutes are taken. For the most part safety issues are discussed during training sessions.
- **Coombs-Hilliars** – Does not have a formal, written OH&S program or formal committee. Safety issues are routinely discussed during training session however no minutes are taken
- **Errington** – Does not have a formal, written OH&S program however they do have a formal OHS committee. Monthly meetings are conducted and minutes are posted in the fire hall.
- **Extension** – Does not have a formal, written OH&S program; however, they do have a safety committee. Monthly meetings are conducted and minutes are posted in the fire hall.
- **Nanoose** – Has a formal written OH&S program including a respiratory protection program. The department conducts regular OH&S meetings and posts minutes in the fire hall. As with the Dashwood program, the Nanoose OH&S program would benefit from a substantive review and updating. The process of establishing the joint committee is not specified, so it is not clear whether the approach taken is WCA-compliant.

As can be seen from the brief summaries, only two of the six Departments have formal OH&S programs, and operate with regular OH&S meetings. The RDN should assist the societies and their Departments to develop a format for an appropriate fire department OH&S program and related joint committee structure as quickly as possible.

The following section lays out the framework for ensuring that there is in place an appropriate OH&S program and related joint committee. It is worth observing that neither the WCA nor the Regulations lay out a straight forward discussion of either the formal requirements or content of an OH&S program for the fire services (or any occupation, for that matter). The statutory and regulatory structure is complex. In the event that the RDN becomes directly responsible for delivering fire suppression and emergency services within any of the service areas, its existing OH&S program will apply to the departments in question – although a separate joint committee will still be required for those departments.³⁸ Each of the societies which remains responsible for direct service delivery must ensure that all of the formal requirements in the WCA and Regulations are met, and their respective Department’s particular risk and hazard issues are comprehensively addressed.

Formal Requirements

³⁸ The language in section 3.1(1.1) of Part 3 of the Regulations notes that the employer’s OH&S program must cover the “whole of the employer’s operations”. The need for a separate joint committee (or worker representative) is found in s. 31.23 of Part 31 of the Regulations. Many local governments develop a specific OH&S program just for their fire services, to address the specific nature of the risks that they face.

The following section sets out a general overview of the requirements for an OH&S program.

The starting point for any consideration of OH&S is section 115 of part 3 of the WCA, which makes employers responsible, among other things, for:

- ensuring the “health and safety of all workers working for that employer”,
- complying with the WCA and related regulations and orders, and
- establishing OH&S policies and programs in accordance with the WCA regulations.

Section 3.3(1) of Part 3 of the Regulations requires an employer to initiate and maintain an OH&S program when it has a workforce of more than 20 or more workers and a workplace that is determined to create a “moderate or high risk of injury,” or by every employer which has 50 or more employees. The “moderate or high risk of injury” should be assumed to apply to fire department operations. The OH&S program must apply to “the whole of the employer’s operations”.³⁹ The program must be designed to prevent injuries and occupational diseases, and is required to include:⁴⁰

- (a) a statement of the employer’s aims and the responsibilities of the employer, supervisors and workers;
- (b) provision for the regular inspection of premises, equipment, work methods and work practices, at appropriate intervals, to ensure that prompt action is undertaken to correct any hazardous conditions found;
- (c) appropriate written instructions, available for reference by all workers, to supplement WorkSafe BC’s Occupational Health and Safety Regulation;⁴¹
- (d) provision for holding periodic management meetings for the purpose of reviewing health and safety activities and incident trends, and for the determination of necessary courses of action;
- (e) provision for the prompt investigation of incidents to determine the action necessary to prevent their recurrence;⁴²
- (f) provision for the maintenance of records and statistics, including reports of inspections and incident investigations, with provision for making this information available to the joint committee or worker health and safety representative, as

³⁹ Section 3.1(1.1) of Part 3 of the Regulations.

⁴⁰ Section 3.3 of Part 3 of the Regulations.

⁴¹ This provision establishes the requirement for formal operational guidelines and/or standard operating procedures for the Department’s primary activities, including emergency scene operations.

⁴² Section 3.4 of Part 3 of the Regulations stipulates the required contents of any incident investigation report that is required to be completed.

applicable and, upon request, to an officer, the union representing the workers at the workplace or, if there is no union, the workers at the workplace; and

- (g) provision by the employer for the instruction and supervision of workers in the safe performance of their work.

Joint Health and Safety Committee

As part of an OH&S program, employers are required to establish joint committees (or appoint worker safety representatives) to review safety issues. Pursuant to section 31.3 of the Part 31 of the Regulations, in a situation where an employer is required to

“establish a joint committee or **[appoint a]** worker health and safety representative, then a fire department ... operated by the employer must have a separate joint committee or worker safety representative, as applicable”.

As noted above, four of the Departments are not operating a joint committee as required by the Regulations. The following is a general discussion of the requirements for the proper creation and operation of a joint committee by the societies responsible for the Departments.

The provisions covering the establishment of joint committees are found in sections 125 – 129 and section 139 of the WCA. Section 125 requires that a separate committee be established for each workplace where 20 or more workers of the employer are regularly employed, while section 139 requires that a worker safety representative be appointed in each workplace where there are from 10 to 19 employees.

Each of the Departments has more than 20 members, though some may be operating out of two halls (which constitute separate work places – in which case, if there are fewer than 20 firefighters at each hall, the Department could operate with a worker representative appointed from each hall). It is possible to make application to WorkSafe BC for permission to operate a single joint committee covering both fire halls.⁴³ Some regional districts, such as the CSRD, have obtained permission to operate a single joint committee across multiple fire departments. The approach may be worth examining in the RDN, though it should be noted that, in the case of the CSRD, the regional district is the sole employer of the firefighters and officers.

In relation to the establishment of a joint committee, the WCA sets out detailed requirements regarding (among other things):

- membership on the joint committee and appointment of co-chairs from amongst the employer and employee representatives;⁴⁴
- the means of selecting the worker and employer representatives;⁴⁵

⁴³ See section 126(1)(b) of the WCA.

⁴⁴ Section 127 of the WCA. Minimum membership on the joint committee is four: two employer representatives and two worker representatives. One employer representative and one worker representative must act as co-chairs.

- the duties and functions of a joint committee;⁴⁶
- the requirement for monthly meetings;⁴⁷
- certain administrative requirements (such as the keeping and posting of minutes of the joint committee meetings);⁴⁸
- the obligation of an employer to respond to recommendations from the joint committee;⁴⁹ and
- the employer's obligation to provide administrative support to the joint committee.⁵⁰

The establishment and operation of a proper joint committee is statutory requirement. Each of the societies, with the assistance of the RDN, should develop an OH&S program and establish a joint committee. Where programs already exist, the relevant Departments should undertake a review and ensure they are operating in accordance with formal requirements of the WCA and its Regulations. A review of the Dashwood and Nanoose OH&S programs suggest that both could benefit from refreshing and updating.

Once established, the joint committee is primarily responsible for ensuring that the Departments are meeting the requirements of their respective OH&S programs (including, for example, regular checks of the premises, apparatus and equipment), and for investigating workplace incidents should they arise.

The proper operation of a joint committee can be a time consuming task. One of the issues frequently identified during when working with volunteer and paid-on-call departments is a lack of interest or willingness on the part of the members to afford additional personal time to this administrative responsibility. To overcome this problem, the societies and Departments should consider the following:

- whether the individuals who participate on the committees be remunerated for the time they will be required to commit – perhaps with a separate monthly stipend, plus an hourly rate in the event that the joint committee has to undertake an accident investigation or similar enquiry; and

⁴⁵ Section 128 (worker representatives) and section 129 (employer representatives) of the WCA. As there is no union involved, selection of worker representatives must be by secret ballot – see section 128(1)(b).

⁴⁶ Section 130 of the WCA.

⁴⁷ Section 131(2) of the WCA.

⁴⁸ See sections 137(1) and 138 of the WCA. Minutes of the last three meetings of the joint committee must be posted in the fire hall.

⁴⁹ Section 133 of the WCA.

⁵⁰ Section 136 of the WCA.

- whether the regular monthly meetings of each joint committee could be timed to occur at the end of the one of the regular practice nights. Most monthly committee meetings will not be long and committee members can be excused from any post-practice apparatus or equipment clean-up to attend the meeting.

Recommendation: Having a formal written OH&S program, having a formal joint committee (or worker representative), conducting regular meetings and posting minutes of those meetings is a mandatory requirement of WorkSafe BC. We strongly recommend that the RDN ensure that any societies and Departments not in compliance with these requirements undertake the work necessary to meet their obligations under the WCA and related regulations.

Playbook – Impact of Implementation

The Playbook established a new set of training standards for fire services personnel in B.C. In order to determine what standards apply, it contemplates that a fire department may deliver one of three possible levels of service, and then establishes the principal minimum training required to qualify for each level of service:

- **Exterior Operations** – where a fire department does not undertake interior attack or rescue operations on a fire-involved structure or object, or operate in an environment that is “immediately dangerous to life and health”.
- **Interior Operations** – where a fire department, in appropriate circumstances, will enter a fire-involved structure or object to undertake fire suppression activities or conduct rescue operations. Interior operations by these departments are generally to be limited to smaller structures, such as single family dwellings and vehicles, except where specific hazard assessments and preplanning have been undertaken in respect of more complex risks.
- **Full Service** – a full service department is equipped, staffed and trained to provide a full spectrum of fire suppression services.

One of the new aspects introduced by the Playbook is an explicit requirement for the “Authority Having Jurisdiction” over a fire department expressly to set the level of service that is expected to be provided by the department. The training, organization, staffing, equipment and apparatus required to support the chosen level of service will be impacted by that determination.

The Authority Having Jurisdiction will typically be the local government (i.e., a municipality, a regional district or an improvement district) which has established and is operating the fire service. In some regions, fire services are delivered by societies, or by unincorporated organizations of volunteers, which may then be considered the AHJ. In the case of the Fire Departments, the RDN has been advised by external counsel that it is the AHJ, a view which concurs with the opinion of the OFC. It should be noted, however, that the requirements and obligations created by the Playbook also are imposed on the societies, since they are “entities” which are operating fire departments. The AHJ, however, has some specific obligations which must be met, and which will be considered in greater detail below.

The Playbook also establishes minimum standards for individuals providing training. The second edition clarified that no third-party certification is required for in-house trainers. Rather, they must be “qualified” in the subjects or areas that they are teaching.

The Playbook emphasizes the responsibility of the AHJ to ensure that firefighters are properly trained and equipped, and that adequate records are maintained evidencing the qualifications of both members and officers. These are not new obligations – they essentially are derived from the WCA requirements – but the Playbook has highlighted these issues, since they reflect endemic challenges in the fire service. It may also have shifted the onus somewhat, as the RDN is the AHJ.

As a result of the Playbook, the RDN must now set – whether under bylaw or by policy – the service level that it expects each of the Departments to provide. In the second edition of the Playbook, the OFC has required that each AHJ to establish a service level for its department or departments by 30 June 2016 and implement corresponding training programs for its members and officers.

As noted above, our recommendation is that the Regional District implement a common Operational Bylaw that allows the service level to be set by Board policy. This approach permits greater flexibility than setting the actual service level in the bylaw itself.

It should be noted that the Playbook is not a complete system – unlike the former Minister’s Order on training, it is not yet all-encompassing. One issue that arises, therefore, is the question of what standards apply to matters not covered by the Playbook itself. Although there are several indications in the Playbook that NFPA standards are expected to apply to other functions (which was what was required by the previous Minister’s Order on training),⁵¹ ambiguity now exists as to the standards applicable for a wide range of firefighter training.

Given the requirements of the WCA, which imposes a positive obligation on employers to train workers appropriately, and given that the only recognized standards that exist in North America for the training of fire services personnel are those established by the NFPA, the better approach is to assume that those standards remain applicable to the training of fire service personnel. Should a local government choose to adopt a different standard (or no standard at all) in relation to the training applicable to other fire service functions, if an incident occurs which relates back to training issues (as occurred in the Clearwater case),⁵² that local government will be faced with the unenviable task of justifying the approach that it has taken, in circumstances where, *prima facie*, there is evidence of a problem.

⁵¹ The second edition did not entirely clarify the matter, though it even more clearly suggests that the appropriate standards applicable to matters not yet covered are those set by the NFPA.

⁵² The death of fire fighter Chad Schapansky in Clearwater, BC in 2004 which resulted in a Coroner’s report “Judgement of Inquiry into the Death of Chad Jerry Schapansky”. This report found that the Clearwater fire department lacked written operational guidelines governing interior attacks; it could also produce no training records for accredited training done by the interior attack team, rapid intervention team or fire officers in charge.

As such, when the RDN formally implements the Service Levels for its Fire Departments, it is recommended that it also require that NFPA standards form the basis of all training for the operational functions undertaken and emergency services provided by fire services personnel, where such matters are not expressly stipulated by the Playbook.

As the AHJ, the RDN has the following principal obligations under the Playbook:

- Establishing the Service Level for each department; (s. 3, p. 4/20);
- Ensuring that each Department meets “the appropriate competency requirements as identified in the Competency Ladder, as well as for functions and roles not expressly covered” in the Playbook; (s. 3, p. 4/20);
- Determining the appropriate means of delivering training (e.g., in house, externally or some combination of both); s. 6;
- Ensuring that appropriate records are kept; s. 6 p. 6/20;
- Ensuring that the Departments undertake the necessary maintenance training; s. 7 p.7/20; and
- Ensuring that the training program established meets the requirements of the Playbook and WCA p. 10/20.

In general, the AHJ’s role is to provide oversight and ensure compliance. The Departments and the societies are responsible for actually undertaking the activities (e.g., records keeping) or implementing the requirements (e.g., training of fire services personnel).

Standards of Service

The standards of service that apply to the fire service include those related to response time objectives. These are defined by the NFPA and include time intervals for 911 call handling, dispatch, turnout of crews and travel to the scene. Each of these will be described in further detail in the following sections however a key element for all fire responses is the relationship between time and the degree of fire damage. This is illustrated in Figure 1 which shows the rate of change / percentage of destruction from the time at which a fire ignites. This fire propagation model is well documented and explains why each element of fire response is critical because at or about eight minutes from ignition a fire will flashover and extend beyond the room of origin. This increases the risk to the resident as well as to the firefighter, and

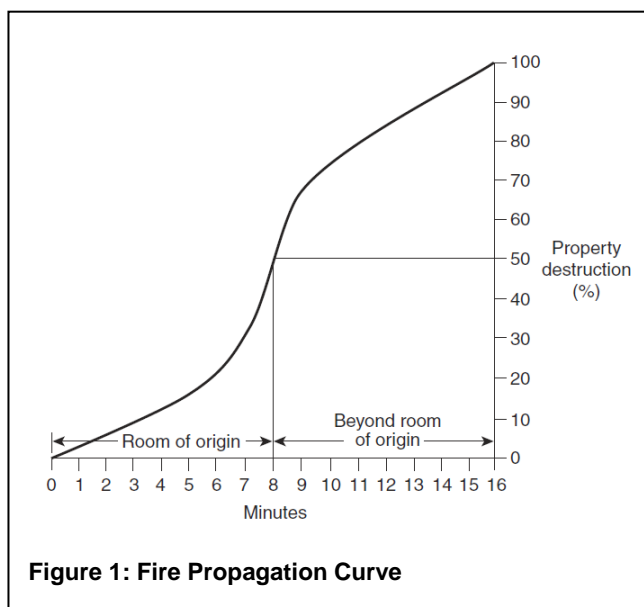


Figure 1: Fire Propagation Curve

certainly increases the amount of resulting damage.

The relationship between the deployment of sufficient firefighters within a defined timeframe relative to fire loss and injury has been documented by the NFPA and this is shown in Table 1. From this it can be seen that confining a fire to the room of origin results in an average dollar loss of \$2,993.

Flame Spread	Civilian Deaths	Civilian Injuries	Average Dollar Loss per Fire
Confined fires or contained fire identified by incident type	0.000	10.29	\$212
Confined fire or flame damage confined to object of origin	0.65	13.53	\$1,565
Confined to room of origin, including confined fires and fires confined to object	1.91	25.32	\$2,993
Beyond the room but confined to the floor of origin	22.73	64.13	\$7,445
Beyond floor of origin	24.63	60.41	\$58,431

Table 1

Fires which extend beyond the room of origin but which are contained to the floor of origin result in an average dollar loss of \$7,445, while fires which extend beyond the floor of origin result in an average dollar loss of \$58,421⁵³. Similarly, where a fire is held to the room of origin civilian fire deaths do not exceed 1.91 per thousand fires, but where the fire extends beyond the room of origin there are 22.73 deaths per thousand fires.

This data is shown graphically in Figure 2 in terms of dollar loss per 1,000 fires and in Figure 3 in terms of deaths per 1,000 fires.

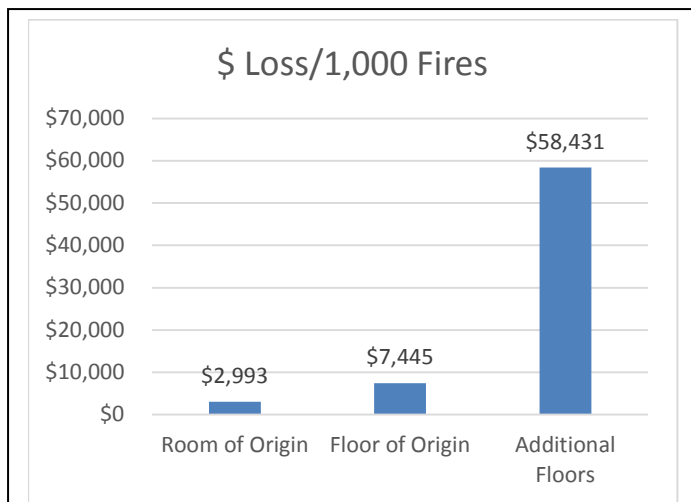


Figure 2: Average \$ Loss / 1,000 Fires

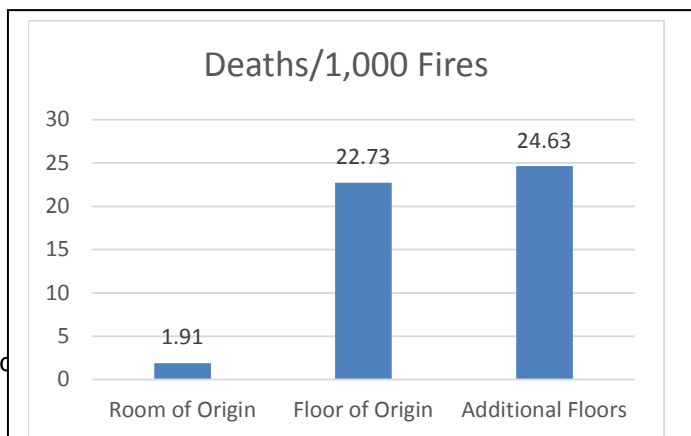


Figure 3: Deaths / 1,000 Fires

⁵³ The data used in this table is for the United States and Canada.

NFPA 1221

The NFPA 1221 Standard outlines that 911 call handling, pickup of the 911 call by a fire dispatcher and the process to dispatch fire apparatus should occur within a total of 109 seconds as shown in Figure 4. The alarm handling times are the sum of alarm

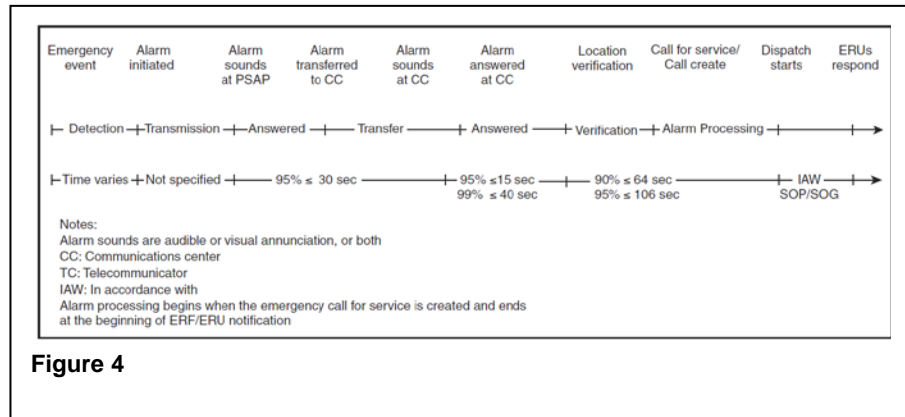
transferred to the CC (call center) + alarm answered + location verified + call for service created.

From that point the key time elements are found in NFPA 1720 which is the standard for volunteer fire departments.

NFPA 1720

The NFPA 1720 standard applies to volunteer fire departments and the proposed response times recognize that there is variability in terms of density of population in suburban and rural areas. For this reason, the expectation for arrival and assembly of a fire crew decreases with density as shown in Figure 5. It is understood that for

some fire departments challenged by longer travel distances they are not likely to arrive with sufficient firefighters within eight minutes; however, that remains a goal based on our understanding of the effect of longer response times on damage, injuries and fire fatalities.



Demand Zone ^a	Demographics	Minimum Staff to Respond ^b	Response Time (minutes) ^c	Meets Objective (%)
Urban area	>1000 people/mi ²	15	9	90
Suburban area	500-1000 people/mi ²	10	10	80
Rural area	<500 people/mi ²	6	14	80
Remote area	Travel distance ≥ 8 mi	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

^aA jurisdiction can have more than one demand zone.
^bMinimum staffing includes members responding from the AHJ's department and automatic aid
^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

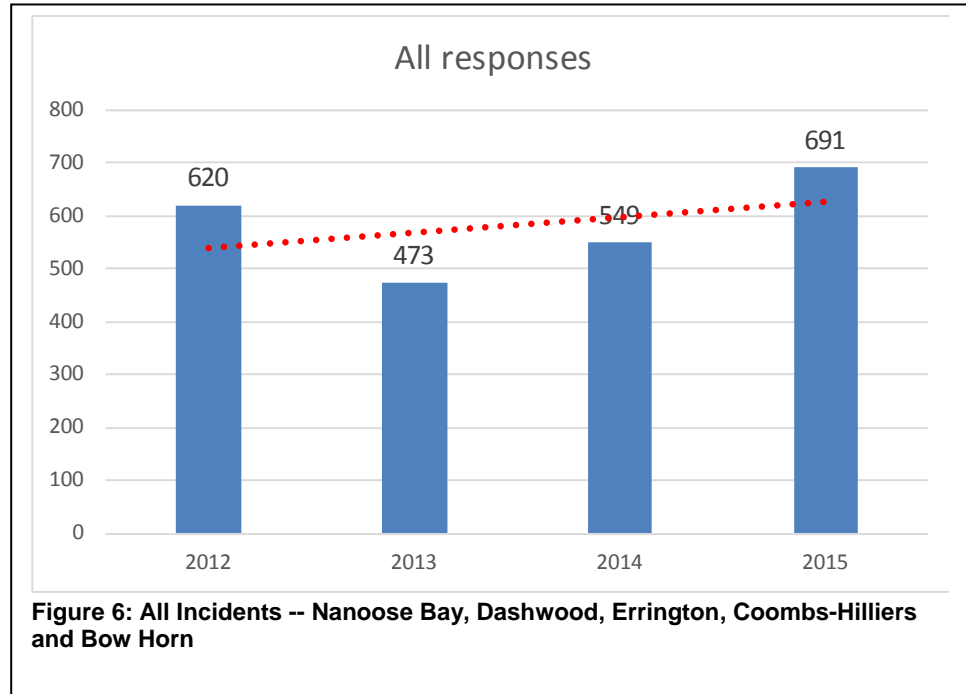
Figure 5

Department Responses

Responses for the Departments are based on two data sets; the first provided by the Campbell River Fire Department which provides dispatch service for five of the six departments: Nanoose Bay, Dashwood, Errington, Coombs-Hilliers and Bow Horn. For these departments, the data is from 2012 to 2015 inclusive. For Extension the data set is for five complete years, 2010 through 2015⁵⁴.

The data for the five departments is shown in Figure 6.

Within this data, we can also review responses by incident type. This analysis will show that some incident types are increasing while others are showing a decline.



⁵⁴ The reason for the difference is that Extension is dispatched by the Nanaimo Fire Department; Nanoose Bay, Dashwood, Errington, Coombs-Hilliers and Bow Horn are dispatched by the Campbell River Fire Department

Fire Responses

The number of fire responses is shown in Figure 7. This data shows an increase over the period. It should be noted that the data as provided did not differentiate between the several fire subtypes such as structure fires, chimney fires, vehicle fires, etc.

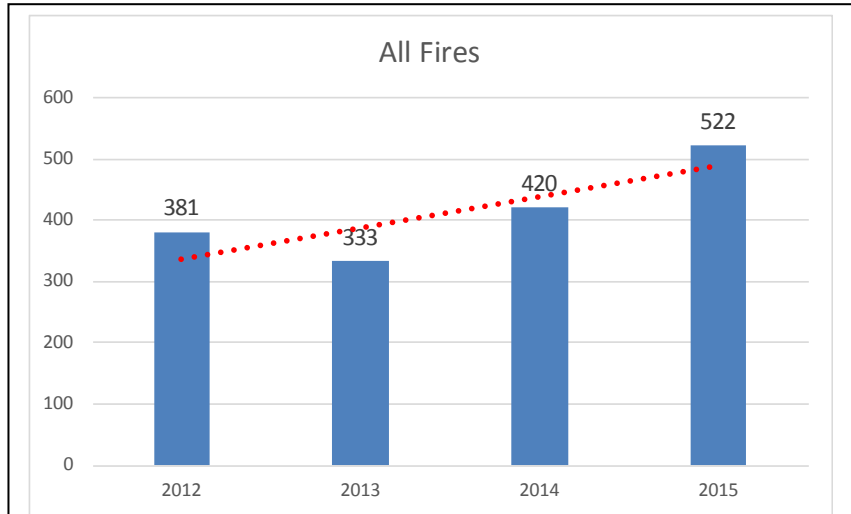


Figure 7: All Fire Responses by Year

FMR Responses

The number of FMR incidents over the period is shown in Figure 8.

This decline in the number of FMR incidents is reflective of changes by the departments in terms of which incidents they would respond to.

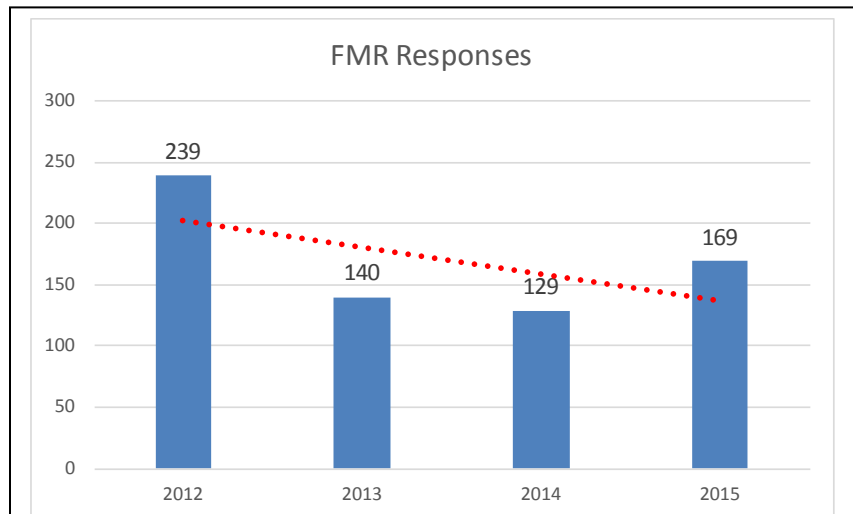


Figure 8: FMR Responses

Extension Volunteer Fire Department

There is less data available for the Extension Department and it can be summarized in Table 2

Type	2010	2011	2012	2013	2014	2015	Grand Total
Alarms Activated	1	2	2	2	4	1	12
Assistance		1	3	4	1	1	10
Burning Complaint	2	5	3	2	6	13	31
Bush Fire	1		4		2		7
Fire - Other		5	6	2	1	6	20
Hazardous Materials		1			1		2
Hydro Lines - Fire			2	1	2	2	7
Medical Aid	2	6	1		3	1	13
Mutual Aid	2					1	3
MVI	4	4	6	10	2	3	29
MVI - Minor					1		1
Rescue						1	1
Structure Fire			1	3		1	5
Trouble/Test - Alarms		2	1	1	4	3	11
Total	12	26	29	25	27	33	152

Table 2

The responses over the six-year period are shown in Figure 9. The incident volume for this Department is low and so a trend is somewhat difficult to determine. With the exception of 2010, responses are between 25 and 33 which suggests an increase; this is particularly the case for burning complaints which have shown a significant jump in the past two years.

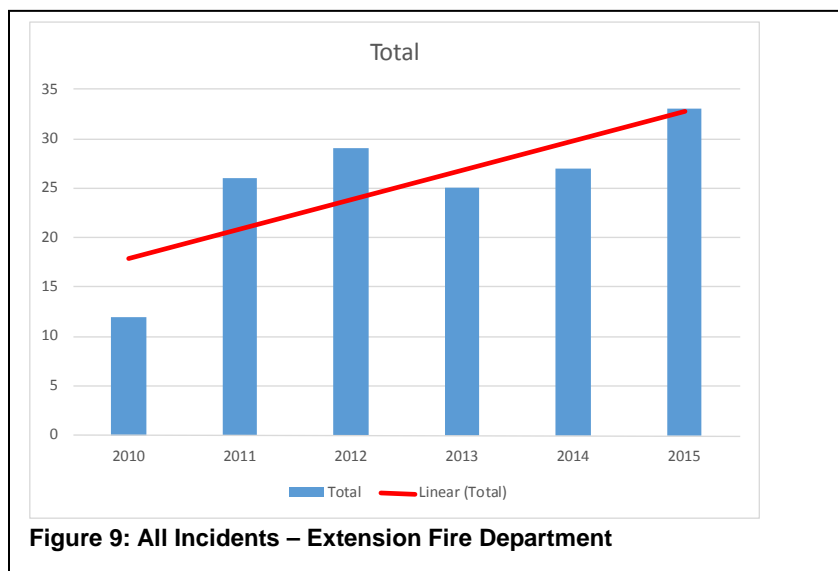


Figure 9: All Incidents – Extension Fire Department

In summary, the number of responses by the fire departments is increasing. For Nanoose Bay, Dashwood, Errington, Coombs-Hilliers and Bow Horn the rate of increase is significant and is reflective principally of FMR and other rescue-type incidents. The number of fires, either structure fires or chimney fires appears to be decreasing slightly over the period being reviewed.

Overview of Results from Fire Department Audits

The on-site fire Department audits were conducted during the week of 7 December 2015 and consisted of an interview with the Department senior staff and an inspection of records, apparatus and equipment, training programs and fire hall and training facilities.

Prior to the scheduled date of inspection, the Fire Chiefs were requested to complete and return a comprehensive questionnaire dealing with all aspects of their respective Departments. The responses provided the Consultants good background information on the Departments and provided the basis for the interviews and on-site inspections. We are pleased to report that we had good cooperation from all of the chiefs during this process and for that we offer our thanks.

From the information gathered during the audit and inspection process an individual report has been created for each of the six Departments. These individual reports can be found as appendices attached to this report.

The following is an overview of the six individual Department reports. It should be noted that many of the following comments should be considered general observations and remarks that affect one or more of the Departments. To determine how one particular Department rated on any one specific issue, the individual Department records should be reviewed.

Organizational Structures

The Society - As discussed previously, all of the Departments are operated by societies; and depending on the establishment bylaw (and individual society bylaws) the societies provide a variety of functions for the Department in question. Two of the Societies are non-reporting and do not handle funds, relying on the Regional District to pay their bills, while some of the Societies are fully reporting and oversee all of their respective Department's funds. Similarly, some of the Societies take an active role in hiring or appointing the local Fire Chief, while others rely on the members to elect their respective officers.

The system of having a society operate the local fire department has been in place for many years in the province. It is unknown exactly how many societies continue to operate fire departments in B.C., but what is known is that the number has reduced considerably in recent years to the point where it is no longer a popular method for providing fire protection services. This is not to say there are not still many active fire department societies within the province, but most have primarily taken on the role of the managing community relations/consultation and the social aspects of their departments as opposed to the operational or managerial roles or direct responsibility for emergency response services.

During our discussions with the individual Fire Chiefs, a question was posed as to whether they believed the role of the society (in an operational/managerial role) was still required. The responses varied from a definitive yes, to a consideration to what would replace them; and finally to a definitive no. During our discussions with the society board members we also heard a variety of responses to a similarly worded question. Some members indicated their specific society was having difficulty getting and retaining members for the board, while others indicated they had the members but questioned whether those members had the qualifications to properly

perform the duties required of a board member. Other members indicated all was well in their respective area but they did have some concerns around the area of not having rules and standard procedures under which the Board operated. It was suggested that the Regional District might consider developing such procedures.

During the facilitated session with the society board members, each participant was asked to share the strengths and weaknesses of their respective Departments. While many of the comments bore out during the actual fire department audit and inspections process, it is interesting to note that several of the responses, especially around training and records, were not accurate reflections of what was actually taking place in the Departments. This may simply be the case of the members not having a full understanding of what is required in these areas; alternately, it raises the question as to whether the majority of society board members have the necessary appreciation of how their Departments are operating. It also raises the question as to what qualifications are needed for the board members, if they are to be able to manage and oversee the operations of a volunteer fire department. The RDN should work with the Societies to determine where their processes are weak, or where they lack the skillsets to provide proper and effective oversight, and help develop those processes and skillsets.

Recommendation: That the Regional District, in conjunction with the Societies and the Fire Departments, undertake a review of the current structure to determine how best to manage the RDN Fire Services into the future and what role the Societies should play.

Recommendation: In the event the above noted review determines to continue to use the society system, the RDN, in conjunction with the Societies, develop policy and procedures outlining how the societies will be managed, how they will report to the RDN and finally, how they will manage their respective fire Departments.

Recommendation: In the event the above noted review determines to continue to use the society system, that the RDN develops a process whereby any Society that determines it is no longer prepared to be responsible for the operational aspects of its Department, can be released of its responsibilities, with the Regional District then assuming such role.

The Department Structure – Each of the Departments has internally developed a similar structure. Each has a fire chief and deputy fire chief, captains and lieutenants. All Departments have a training officer or someone designated as such with a different rank.

The six Departments differ considerably in the level at which their Fire Chiefs operate. The following is a brief summary:

- **Dashwood** - career fire chief and part-time deputy fire chief. Promotions based on open competition and selected by the Society Board.

- **Bow Horn** – volunteer chief and deputy. Both receive an annual stipend. Promotion to Fire Chief by election of members, subject to Society Board approval.
- **Coombs-Hilliers** – career fire chief position (effective 1 January 2016) based on a four-day week. Promotions based on open competition and selected by the Society Board.
- **Errington** – career fire chief. Promotions based on open competition – selection panel made up of the Society Board and other department officers.
- **Extension** – volunteer chief and deputy. No stipend received. Only pay in Department is for attending training night. Promotion based on annual election by the membership.
- **Nanoose** – volunteer chief, deputy and training officer. All receive an annual stipend based on level of training, practice attendance, as well as an incentive component for years of service and attendance. The chief is budgeted for 1,800 hours per year (basically equal to career). Promotion to all positions by membership election.

Having a career fire chief, or in the case of Nanoose whose chief is budgeted considerable hours to undertake his duties, is a distinct advantage for a volunteer department. A career fire chief has the time to deal with issues such as training preparation, record keeping and maintenance of operational guidelines, all which have become mandatory requirements for departments in recent years. In addition to having career chiefs, some of the Departments have allotted funding for administrative assistance to aid with the extra administrative responsibilities. This is a good idea and should be encouraged as it will assist Departments to improve and better maintain their records.

One area of concern is the matter of the election of officers by Department memberships. Of primary concern, and setting aside the issue of potential conflicts of interest, is the matter of electing officers to positions for which they may not be qualified to hold, thereby putting the general membership and the public at risk. We would recommend the following:

Recommendation: That the RDN, in conjunction with Societies and the Departments, adopt a policy setting out the educational and experience requirements for the position of Fire Chief.

Recommendation: That the RDN, in conjunction with the Societies, adopt a policy confirming that promotion to the position of Fire Chief will be held through open competition and subject to meeting the educational and experience requirements.

Recommendation: That the RDN, in consultation with the Societies and Departments, develop standardized proficiency requirements for each officer position within the Departments. Where elections are still used to appoint officers, a member should only be permitted to stand for election if he or she meets the minimum proficiency requirements for such position.

Records

One of the most significant changes in requirements for fire departments in recent years has been the increased need to create and maintain thorough records of department operations, maintenance and training. It is necessary to meet these obligations to ensure that each Department can properly manage its operations, improve member safety and limit liability concerns for the Department, its society and the RDN. Each individual Department report provides an overview of where that specific Department has met or fallen short of its record keeping requirements.

The critical nature of proper records keeping was made evident in the accident investigation report conducted by WorkSafe BC into the 2004 line of duty death in Clearwater. In that case, a 23-year-old volunteer firefighter, Chad Schapansky, died during an interior attack at a restaurant fire. The WorkSafe BC investigation noted, among other things, that:⁵⁵

- the Clearwater department lacked written operational guidelines governing interior attacks;
- neither the Fire Chief nor the Deputy Chief could prove that they had appropriate incident command training;
- the Clearwater department could produce no training records for accredited training done by the interior attack team, rapid intervention team or fire officers in charge;
- there was no documentation proving that the self-contained breathing apparatus (“SCBA”) equipment had been serviced or repaired by qualified persons, and the records themselves had not been maintained in accordance with the required standards.

In Appendix 2, we have set out an overview of the records which fire departments generally must or should keep in order for meeting their statutory, regulatory and operational requirements. The Departments should review those requirements and ensure that they are maintaining all of the required records.

Recommendation: The RDN, as AHJ, must ensure that Departments are maintaining adequate records to meet their statutory, regulatory and operational requirements. The RDN should review records keeping processes and requirements with each of its Departments and their Chief Officers. Service contracts with each society should be updated to expressly specify what records must be kept, the manner in which the records are to be stored and how the Departments are to report back to the RDN on the status of their records keeping. Some regional districts have instituted area-wide records keeping systems used by each department for which it is responsible. The RDN may wish to review with its area

⁵⁵ The WorkSafe BC accident investigation report was completed 26 April 2005; references to this report are drawn from the B.C. Coroners Service, “Judgement of Inquiry into the Death of Chad Jerry Schapansky,” 2 February 2006 (the “Schapansky Inquiry”), at pp. 4 - 5.

Departments the prospect for introducing a share records management system.

Operational Guidelines

An effective set of OGs is both a WorkSafe BC requirement, and a prerequisite of the Playbook to conducting any form of fire ground operations including both interior and exterior operations. As discussed above, the absence of written operational guidelines greatly increases the risk for firefighters undertaking fire ground operations, and significantly increases the potential for liability for the individual Departments, their societies and the RDN.

During the audit process, each Department was requested to provide its operational guideline manuals for review. Dashwood, Nanoose and Errington were able to comply with this request as did Bow Horn Bay after we conducted the on-site visit. Extension is in the process of developing OGs, a selection of which exists in draft form, but they are not yet being used operationally or in connection with the Department's training program. Coombs-Hilliers were unable to comply because they simply did not have OGs. Of the OGs that were submitted for review, Nanoose has the more complete set followed by Dashwood, although even these Departments are missing certain specific required subjects. The Department-specific issues are discussed in the individual Department reports.

In the case of the Departments, developing an effective set of written OGs does not need to be an overly onerous undertaking. There is no need for each Department to start from the beginning in developing these guidelines – rather, it can use OGs developed by other departments within the Regional District or throughout the province as templates. In saying this we caution the Departments to ensure they do not simply adopt other departments' guidelines without first adapting or amending same to their local conditions. Alternatively (and probably preferably), the RDN, in consultation with the Departments, could develop a standardized set of OGs that would be used by all Departments. Specific issues to fit one-off local situations would still be required but the majority of the work could be shared amongst the Departments with RDN acting as the coordinator and providing necessary administrative assistance. Maintenance of the OGs would then be shared, reducing the work for any single Department. A uniform set of OGs also will make it easier to develop a common training program and ensure that Departments are utilizing the same approach when operating under mutual aid or automatic aid agreements.

Recommendation: The RDN, in cooperation with the Departments, ensure that each Department has a complete set of OGs as required by WorkSafe BC, the Playbook and best practices. We would recommend that the RDN and the Departments develop a uniform set of region-wide OGs for use by each Department, to reduce the workload involved and ensure consistency.

Apparatus and Equipment

An inspection and review of each Department's apparatus was conducted as part of the review. In general, all apparatus was found to be in good order and, according to the respective Fire Chiefs, was sufficient to provide the required level fire and rescue protection as mandated.

Those Departments that had apparatus nearing, or in some cases, exceeding their Fire Underwriters ("FUS") rateable life span, had plans in place to replace the apparatus in the near future. In the case of Extension, whose pumper is beyond its normal 20-year life span as required by FUS, the Department has made application and received approval to extend that vehicle's life span.

The Fire Underwriters do permit departments in small to medium-sized communities to apply to extend the grading recognition status of older apparatus. In that regard, they note as follows:⁵⁶

"Exceptions to age status may be considered in a [sic] small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing."

Under the FUS system, it appears that the testing required is an annual "Acceptance Test" as specified under NFPA 1901, *Standard for Automotive Fire Apparatus*. By utilizing this approach, it may be possible to extend the lifespan of a particular piece of apparatus by a further five years (so that replacement does not occur until the apparatus is 25 years old).⁵⁷

Some caveats should be noted. FUS requires that municipalities which wish to extend the usable life-span of their apparatus to make application to FUS; they also appear to reserve the right to refuse to grant credit to such vehicles:⁵⁸

"Due to municipal budget constraints within small communities we have continued to recognize apparatus over twenty years of age, provided the truck successfully meets the recommended annual tests and has been deemed to be in excellent mechanical condition."

They go on to note, however:⁵⁹

"Apparatus exceeding 20 years of age may not be considered to be eligible for insurance grading purposes regardless of testing. Application must be made in writing to Fire Underwriters Survey for an extension of the grade-able life of the apparatus."

There are, however, obvious risks in attempting to extend the life of fire apparatus beyond ~20 years. Although actual mileage on these vehicles tends to be relatively low, their usage is

⁵⁶ Fire Underwriters, *Insurance Grading Recognition of Used or Rebuilt Fire Apparatus* (2007), p.3, note 2 (hereafter, *Apparatus Recognition*).

⁵⁷ FUS, *Apparatus Recognition*, p. 5, table 2.

⁵⁸ FUS, *Apparatus Recognition*, p. 2

⁵⁹ FUS, *Apparatus Recognition*, p. 5, table 2, note 4.

extreme: they always travel fully loaded, and in responding to any emergency call, typically are significantly stressed by each use.

Currently each Department, on an individual basis, maintains apparatus either in-house or through the use of a local independent contractor. Similarly, major repairs and annual pump testing is contracted out to one of several qualified contractors. It should be noted that annual pump testing is an NFPA and WorkSafe BC requirement. During our discussions with the Fire Chiefs it was brought up on several occasions that this is one area where the RDN should take a more active role. More specifically, the RDN has the facilities and qualified personnel to provide maintenance services for the fire apparatus and likely at a lower cost than those provided by outside contractors. We therefore recommend that the RDN and the Departments consider this option and investigate any potential savings that might be found in having the Regional District's (or member municipality) mechanical staff provide maintenance for the Departments' fire apparatus.

As noted earlier the FUS has set the gradable lifespan of fire apparatus at 20 years. Tenders and rescue trucks tend to have less stringent replacement requirements although as discussed previously it is advisable to replace these vehicles before they reach a condition in which their reliability becomes uncertain.⁶⁰ Under the current arrangement, the RDN owns all apparatus and allows the societies, and thereby Departments, full use of the equipment to provide the contracted fire protection services. Replacement of the vehicles from a perspective of what type of vehicle and how they are outfitted is for the most part, left to the Departments. The RDN has provided assistance with writing specifications and the tendering process when requested. The result is a lack of uniformity amongst the Departments in terms of apparatus or equipment. It is also likely that very little in the way of savings in the area of bulk purchases could be achieved under the current system.

From a high level perspective, the RDN has a fleet of 12 pumpers, 11 water tenders and 6 rescue trucks; most of which are a different make and model from the next one. Currently, when replacing each vehicle, an individual specification and tender is written for the particular vehicle based on the input from the particular Department. Whether these specifications are drawn up by RDN staff or the individual Fire Chief, this is a time consuming endeavor which can easily be streamlined, provided there is a willingness to have some uniformity and cooperation in the area of fire apparatus. We recommend that the RDN and the Departments investigate the possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered in the future.

The final issue under this section is the matter of equipment testing for turnout gear, ladders, SCBA, rescue ropes and related equipment. Most of the equipment used in the fire service has standards under which it must be tested. Each specific item has a different time frame upon which it must be tested; and records of those tests must be kept and be available for inspection in the event of an equipment failure or worse, a firefighter injury or death.

⁶⁰ We have seen occasions where tenders also have been subject to a 20-year life span rating by the Fire Underwriters. Rescue trucks are not rated because they do not, in the Fire Underwriters' view, contribute to fire suppression activities.

While we did not do a detailed review of the equipment testing records during this review, some of the issues that did arise during the on-site visits have been addressed in the individual reports. However, there is a need for all of the Departments to review their individual equipment testing procedures and records keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any shortfalls should be addressed immediately.

Recommendation: That the RDN in cooperation with the Fire Chiefs, investigate and consider having maintenance and repair of fire apparatus conducted by RDN (or member municipality) mechanical staff.

Recommendation: That the RDN and the Departments investigate the possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered in the future.

Recommendation: That the Departments review their individual equipment testing procedures and record keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any deficiencies should be addressed immediately.

Fire Hall Facilities

A review of fire hall facilities was conducted during the on-site inspections. The Consultants also reviewed the 2007 Seismic Report on the fire halls produced for the RDN by Johnson Davidson Architecture and Herold Engineering. In addition, we reviewed an internal report from N. Avery, General Manager, Finance & Information Services to C. Mason, Chief Administrative Officer dated 5 April 2009 titled, "Seismic Review of Rural Fire Halls".

Although the original 2007 Seismic Report and the 2009 internal report are now somewhat dated, and several of the recommendations have been since implemented (including the replacement of the Nanoose Fire Hall and the addition of the Dashwood #2 Fire Hall), most of the current fire halls and the condition of those facilities as stated in the reports, are still true today.

Each individual report contains a section dealing with that specific Department's fire hall(s) including the overall condition of the hall, the ability to adequately store all fire apparatus inside, the availability for classroom training space, the facilities within the hall for providing suitable space for storing, repairing and maintaining equipment and finally the availability of health and safety conditions such as proper ventilation, washroom and shower facilities and kitchen facilities.

We recognize that replacing fire halls is an expensive undertaking that requires long term planning. We note that the Ten Year Capital plans for most Departments include either the replacement or refurbishing and seismic upgrading of those fire halls most in need. In general, the RDN has a sound strategy for upgrading and replacing of its fire halls.

Further discussion on the Coombs-Hilliers #1 Fire Hall can be found in the “Review of Other Matters” section of this main report.

Budgets and Finance

Fire departments throughout the country are operating under budget constraints. The services they offer are life-critical and involve material investments in equipment, staffing, technology and training. At the same time, in addition to life-safety issues, there is a hard cost-benefit analysis which is uniquely applicable to the fire service. As a result of the work undertaken by the Fire Underwriters, insurance rates for properties protected by a recognized fire department will be substantially reduced. A well-rated department will save local residents and businesses as much as 50% - 60% on their respective fire insurance rates. The “tax cost” of a fire department, therefore, needs to be considered against the amount residents save on their insurance costs.

An overview discussion can be found in the “Fire Underwriters Survey” section of this main report of how the Fire Underwriters rate fire departments against the risks they protect and the insurance cost reductions which flow from those ratings. This summary on RDN department finance and budgets needs to be considered in the context of that discussion.

During this review, the annual budgets for each Department were examined. The individual reports provide a high level review of each including an overview of the level of annual contribution into capital reserves. There is no real value in providing a comparison of the various budgets since factors such as having or not having career fire chiefs, and the population served (tax base from which to draw) make comparisons difficult.

For most Departments the principal cost drivers are:

- Costs of initial training and on-going training of members;
- Capital costs for major apparatus and equipment (and creation of reserves or amortising of those costs over time for eventual replacement);
- Capital costs for maintaining, upgrading and eventually replacing fire halls; and
- Salaries and benefits for career members.

It should be noted that most fire department equipment has a specified life span. For example:

- Apparatus: 15-20 years as front line equipment; 5 years as reserve;
- Personal Protective Equipment: usually 10 years;
- SCBA: usually 10 years; and
- Fire Hose: usually 10 years.

These capital items can be identified and replacement expressly planned. Ideally, the replacement schedule will be staggered so that some equipment is replaced every year or every other year, to better manage the costs.

One area of note in the overall budgets is the allocation for training. Currently there is considerable variation to the level at which training is being funded in the Departments. It is our experience while conducting many such similar reviews throughout the province that without

adequate funding for training, departments cannot attain the levels of professionalism required of modern volunteer fire services. The simple fact is training costs money and without it, departments are much more likely fail in achieving the required training standards. It is our view that Departments should budget, at a minimum, \$1,500 - \$2,000 per year per member for training. This amount does not include the hourly rate paid for attendance at training sessions which should be budgeted for separately.

As noted in the following section dealing with training matters, the introduction of the Playbook and the need for many of the Departments to increase their levels of training will likely result in a greater time commitment by the members. To ensure continued participation by those members, the RDN in conjunction with the Societies might consider reviewing training compensation levels in order to provide greater incentive and encouragement to members to meet the new standards.

Training Standards and Requirements

Playbook Requirements

Obligation to Establish Service Level

As discussed earlier in this report, the OFC initially issued the Playbook in October 2014.⁶¹ A revised edition of the Playbook was issued in May 2015 and this continues to be the current issue. The Playbook replaces the previous minister's order on training and is binding on all "fire services personnel" in the province. The previous minister's order, MO-368 (December 2002), has been rescinded.

As a result of the Playbook, the RDN must now set – whether under bylaw or by policy – the service level that it expects each of the Departments to provide. In the second edition of the Playbook, the OFC has required that each AHJ establish a service level for its department (or departments) by 30 June 2016 and implement corresponding training programs for its members and officers. Our recommendation is that the Regional District amends the Operational Bylaws to allow the service level to be set by Board policy. This allows greater flexibility than setting the actual service level in the bylaw itself.

In the case of the RDN Fire Services, the declared service level is unlikely to be the same across the entire district. Four of the Departments are anticipating being declared as Interior Operations Level; one Department anticipates being declared as Exterior Operations Level; and one Department anticipates being declared a Full Service department. In saying this it should be noted that declaring a specific service level is not an irrevocable decision and, depending on the circumstances, can be amended to a higher or lower service level at the discretion of the AHJ and in accordance with the level of training within the specific Department. However, the Playbook is clear in that in addition to declaring the level of service, the AHJ is responsible for ensuring the fire department in question has all the required training programs, training records,

⁶¹ Although dated September, the first edition of the Playbook was actually released in October 2014.

operational guidelines and meets all statutory and regulatory requirements. The discussion below, while not exhaustive, provides a general review of the training requirements followed by a high level review of where each Department is in relation to those standards and a recommendation for the initial service level for each.

Training Standards

As already noted, the Playbook is not a complete system – unlike the former Minister’s Order on training, it is not yet all-encompassing. We have recommended above that the training for functions and roles not covered by the Playbook be based on NFPA standards and for the purposes of this section, we will operate on the premise that NFPA standards, which are generally considered the relevant industry standards, apply in matters not specifically covered in the Playbook.

For each of the three levels of service, the Playbook outlines corresponding competency levels (levels of training) which must be met in order to provide that level of service. The service levels and corresponding training levels are:

Exterior Operations Level

- Exterior Attack Firefighter
- Exterior Attack Team Leader
- Risk Management Officer (an administrative role)

Interior Operations Level

- Interior Attack Fire Fighter
- Interior Attack Team Leader

Full Service Operations Level

- Firefighter
- Company Fire Officer

Each of the training levels has identified requisite minimum training requirements which are identified in the Playbook. For example, to train to the Interior Attack Firefighter one must also complete the training required of the Exterior Attack Firefighter. Similarly, Interior Attack Team Leader training also includes completion of all Exterior Attack Team Leader training. In this way the training is intended to build on that training already completed.

As discussed earlier, the basis for all training outlined in the Playbook is the NFPA standards including: NFPA 1001 *Standard for Fire Fighter Professional Qualifications* and NFPA 1021 *Standard for Fire Officer Professional Qualifications*; in addition, there are other references to NFPA standards to be used.

Prior to the implementation of the Playbook, a common training program used by many volunteer fire departments throughout the province was the “BC Basic Firefighter” program (“BC Basic”). This program was developed and offered by the Justice Institute of BC (“JIBC”) and

could be taken in a distance learning format (popular with volunteer departments). The program content was derived from the NFPA 1001 Firefighter I standard and therefore met the intent of the previous Minister's Order, in that training was to NFPA standards. Completion of the BC Basic program, in the words of the JIBC "... allows departments to demonstrate that their fire fighters possess the **minimum** fire fighter skills within NFPA 1001" (emphasis added).

Although BC Basic is aligned with a number of the requirements for Exterior Operations Firefighter, there are some missing components which are now required in the Playbook. The Playbook does, however, contemplate bridging of prior learning or previous training into the new training requirements. Those firefighters who are currently or were previously enrolled in the BC Basic or similar programs, can bridge those courses, provided they meet the criteria and can be shown through adequate training records and evaluation forms, to the Playbook requirements. Similarly, existing officers or those members currently working towards officer positions can have those courses they have currently completed, assessed and bridged to the Playbook requirements. The Playbook provides description of who is responsible to complete these assessments and what qualifications they must possess.

Current Training Levels and Recommended Level of Service

The Consultants did not witness actual operational training of Department members and therefore have relied on a combination of a review of each Department's training records, interviews with the chief officers and a review of each Department's overall operations and structure (including operational guidelines, OH&S programs and pre-fire planning programs) in developing the analysis below.

As discussed earlier in this report, the Playbook requires the AHJ to make a declaration of the level of service a department is to provide by 30 June 2016. The AHJ is also required to ensure that each department has training programs in place which meet both the Playbook Competency Requirements and the other training requirements needed to deliver the services which it is mandated to provide. The Playbook, however, does not say that all Competency Requirements must be met by 30 June 2016 or that all members of a department must be trained to the chosen service level. Indeed, the Playbook specifically contemplates that some departments may have active members who undertake restricted duties or are trained to a lower level of competency, and virtually all volunteer and composite departments will have members at various levels of training as new members join.⁶² In selecting a service level, an AHJ has to be comfortable that the department will, alone or in close cooperation with its neighbours, reliably be able to provide the chosen level of service. What the Departments need to ensure is that, at any given time, there are sufficient members trained (or being trained) to the relevant Service Level requirements to provide the level of service for which the Department has been designated.

⁶² The issue then becomes one of incident command and supervision: firefighters must be tasked only with those responsibilities for which they have been trained. Some departments will have members who only provide support services; others may have members whose responsibilities are limited to first medical responder calls.

On that basis, our recommendations for appropriate Service Levels are based on a combination of where each Department currently is at in its training and competency levels and where they can reasonably be expected to be in the next twelve to eighteen months. The recommendations are also conditioned by the goals set for each Department by their chief officers, as expressed during the interview process.

The RDN will need to provide assistance to its Departments as they work to meet their service level obligations. In particular, various administrative tasks (such as developing and implementing compliant training programs, developing and setting standardized proficiency criteria for different positions within the fire service, developing a compliant set of operational guidelines and compliant OH&S programs, and improving records keeping) would benefit greatly from centralized assistance, facilitation and direction from the RDN. These recommendations, therefore, also assume that the RDN will develop its internal support capacity so that it is better able to assist the area departments as they work to meet Playbook and NFPA requirements. The recommendations also assume that the RDN will take a more proactive role in overseeing the actual level of qualification of its individual Departments, as part of meeting the RDN's obligations as the AHJ under the Playbook.

Bow Horn Bay

The Fire Chief in Bow Horn Bay anticipates that the Department will seek to meet the interior operations service level requirements, and will design its training programs accordingly. The selection of officers for this Department has traditionally been through election by the general Department membership. Currently the Department has no written prerequisites or qualifications for election as an officer.

A review of the Department's current training levels shows eight members (one firefighter and seven officers) who meet the minimum criteria required by the Playbook for interior level operations with ten additional members enrolled in either the NFPA 1001 or the BC Basic program. A similar review of the fire officer or team leader group indicates that two members currently meet the Team Leader competencies and requirements of the Playbook.

Recommendations dealing with the need to set proficiency requirements for officer positions, to develop appropriate operational guidelines, to meet OH&S requirements and to maintain appropriate training records can be found in the Department's individual report as well as in this report.

In addition to the recommendations contained within Bow Horn Bay's individual Department report and those contained within this main report, the Department needs to train up additional firefighters to the Interior Operations Service Level as outlined in the Playbook in order to be able reliably to deliver that level of service.

In addition, the Department should ensure that all officers and those members who will be required to perform the functions of team leader are training to the level of Team Leader – Interior as outlined in the Playbook. We believe that completion of this training can easily be

completed over the coming twelve to eighteen-month period, provided that the members and officers are prepared to commit to obtaining the additional qualifications required.

Assuming the recommendations regarding developing operational guidelines, meeting OH&S requirements and improving training records are put in place, we believe the RDN can be reasonably comfortable in declaring the service level for the Bow Horn Bay Volunteer Fire Department at the **Interior Operations Service Level**.

Dashwood

The Fire Chief in Dashwood anticipates that the Department will seek to meet the interior operations service level requirements, and will design its training programs accordingly. The Fire Chief is a fulltime career member of the Department. Prior to the selection of the current fire chief the selection of officers had traditionally been through election by the general Department membership. This was recently changed to an open competition process with the Society Board selecting the fire chief, with a selection panel made up of the Department's current officers evaluating future officer candidates based on training, ability to do the job and prior commitment to the Department. There are written qualifications for all officer positions within the Department. These qualification requirements should be reviewed against the Playbook to ensure conformity with the Competency Requirements for the interior operations service level.

The review of the Department's current training levels indicated that eight members currently meet the minimum criteria required by the Playbook for interior level operations. The remaining members are currently enrolled in the training necessary to achieve this level. It should be noted that the Department's current training program is the BC Basic program which does not meet all of the Playbook requirements for Exterior Operations Service Level firefighter. The Department is aware of and is addressing this matter by updating its training program.

A similar review of the fire officer or team leader group shows that five members, who include the Fire Chief and Deputy Chief, meet the Playbook requirements for officers and Team Leaders. The Fire Chief indicates that the remaining six officers are currently enrolled in, or are intending to enroll in, the required training.

The Department currently has operational guidelines in place and a functioning OH&S program and joint committee. The Consultants have made recommendations in the individual Department report regarding the operational guidelines. Additional recommendations dealing with the need for appropriate operational guidelines, OH&S program and joint committee requirements and appropriate training records can be found throughout this report.

In addition to the recommendations contained within Dashwood's individual Department report and those contained within this main report, the Department needs to train up additional firefighters to the Interior Operations Service Level as outlined in the Playbook in order to be able reliably to deliver that level of service.

In addition, the Department should ensure that all officers and those members who will be required perform the functions of team leader are training to the level of Team Leader – Interior

as outlined in the Playbook. We believe that completion of this training can easily be completed over the coming twelve to eighteen-month period, provided that the members and officers are prepared to commit to obtaining the additional qualifications required.

Assuming the recommendations regarding operational guidelines, meeting OH&S requirements and improving training records are put in place, we believe the RDN can be reasonably comfortable in declaring the service level for the Dashwood Volunteer Fire Department at the **Interior Operations Service Level**.

Coombs-Hilliers

The Fire Chief in Coombs-Hilliers anticipates that the Department will seek to meet the interior operations service level requirements, and will design its training programs accordingly. Promotion to the position of Fire Chief within the Department is through an open competition process. Members apply for the position, are interviewed by Society Board members with the successful candidate being appointed. Chief Poirier is the first career fire chief that the Department has hired. The Department's current written qualifications for officer positions are in need of updating and are discussed in detail in the individual Department report.

The review of the Department's current training levels indicates that only the Fire Chief currently meets the minimum criteria for Interior Operations Level Firefighter as defined in the Playbook; however, the Deputy Chief, Captains, and several other Department members are nearing this level of qualification.

A similar review of the fire officer or team leader group indicates that three members currently meet the Team Leader competencies and requirements of the Playbook. Specific information on current officer training qualifications was provided by the Department:

- The Fire Chief has completed NFPA 1021 Fire Officer (presumably Fire Officer 1);
- The Deputy Chief and one Captain have also completed NFPA 1021 Fire Officer 1; however, both currently need to complete the NFPA 1001 certification which is a prerequisite to achieving the NFPA 1021 Fire Officer 1 certification.

The Department does not have a formal written OH&S program or formal joint committee. Safety issues are routinely discussed during training session, though no minutes are taken. Recommendations regarding the need for appropriate operational guidelines, WorkSafe OH&S requirements and maintaining appropriate training records can be found throughout this report.

In addition to meeting the recommendations contained within Coombs-Hilliers Department report and those contained within this main report, the Department needs to train up a significant number of additional firefighters to the Interior Operations Service Level as outlined in the Playbook in order to be able reliably to deliver that level of service.

In addition, the Department will need to focus some training resources on its officers and members who will be required to perform the functions of team leader. It will need to significantly increase the number of officers and members trained to the level of Team Leader – Interior as outlined in the Playbook. As part of its focus on increased training, the Department

also needs to materially improve its record keeping practices. We believe that completion of this training can easily be completed over the coming twelve to eighteen-month period, though it will require a significant dedication of time and effort from the Department's members and officers. The Department would benefit significantly from RDN assistance in managing its administrative issues (e.g., OH&S matters and training records).

Assuming the recommendations regarding developing operational guidelines, meeting OH&S requirements and improving training records are put in place, we believe the RDN can be reasonably comfortable in declaring the service level for the Coombs-Hilliers Volunteer Fire Department at the **Interior Operations Service Level**.

Errington

The Fire Chief in Errington anticipates that the Department will seek to meet the interior operations service level requirements, and will design its training programs accordingly. Promotion to the position of Fire Chief within the Department is by a standard open competition basis. A selection committee, comprising Society Board members and Department officers, conduct interviews and make recommendations. Final approval for hiring the Fire Chief lies with the Board. According to the Fire Chief, qualifications for the position and that of the deputy chief are currently under review and will be formalized in writing in the near future. Upon a review of the Department's current training levels, only one member meets the minimum criteria for Interior Operations Level Firefighter as defined in the Playbook; however, about 13 members are at various levels of the Department's basic recruit firefighter training program, including those still on probation. The Department has been advised to begin to transition their current basic program to align with that of the Playbook requirements.

A similar review of the fire officer or team leader group indicates that none of the officers currently meet the Team Leader competencies and requirements of the Playbook. The Department should undertake a gap analysis review to determine what modules or portions of the Playbook (and NFPA standards) are missing, and develop a training program to enable their officers to bridge the gaps in their formal qualifications. Alternatively, the Department may wish to consider using a formal prior learning assessment process (as outlined in the Playbook) to determine whether some or all of the existing officers meet Playbook requirements based on experience and capabilities.

The Department does not have a formal written OH&S program however they do have a formal OH&S committee. Monthly meetings are conducted and minutes are posted in the fire hall. Recommendations dealing with the need for appropriate operational guidelines, WorkSafe OH&S requirements and maintaining appropriate training records can be found throughout this report.

In addition to the recommendations contained within the Errington Department report and those contained within this main report, the Department must train up a significant number of firefighters to the Interior Operations Service Level as outlined in the Playbook in order to reliably provide that level of service. As to the fire officer or team leader level, the Department should ensure that all officers and those members who will be required to perform the functions

of team leader are training to the level of Team Leader – Interior as outlined in the Playbook. In addition, the Department needs to improve their record keeping practices. We believe that completion of this training can easily be completed over the coming twelve to eighteen-month period provided that the members and officers are prepared to commit to obtaining the additional qualifications required. The Department would benefit significantly from RDN assistance in managing its administrative issues (e.g., OH&S matters and training records).

Assuming the recommendations regarding developing operational guidelines, meeting OH&S requirements and maintenance of training records are put in place, we believe the RDN can be reasonably comfortable in declaring the service level for the Errington Volunteer Fire Department at the **Interior Operations Service Level**.

Extension

The Fire Chief in Extension anticipates that the Department will seek to meet the exterior operations service level requirements, and will design its training programs accordingly. The selection of all officers in the Department has traditionally been through an annual election by the general membership. There currently are no written proficiency or qualification requirements for election to an officer position within the Department.

For the most part, the Department uses the JIBC's Basic Firefighter training program as the basis of their training. The Fire Chief, Deputy Fire Chief and one other member have completed this program. As noted previously, the BC Basic Program does not fully meet the Playbook requirements for exterior service level.

As part of the Departments re-design of its training program to meet the exterior service level qualifications, it should consider undertaking a gap analysis to determine what modules or portions of the Playbook (and NFPA standards) are missing, and develop a training program to enable their officers and members to bridge the gaps in their formal qualifications. Alternatively, the Department may wish to consider using a formal prior learning assessment process to determine whether some or all of the existing officers meet Playbook requirements based on experience and capabilities. As it stands, none of the Departments members currently meet Playbook requirements for exterior operations level.

The Department is in the process of developing operational guidelines, a selection of which exist in draft form, but they are not yet being used operationally or in connection with the Department's training program. The Department does not have a formal written OH&S program although they do conduct monthly safety committee meetings and record minutes of same. Recommendations regarding the need for appropriate operational guidelines, OH&S requirements and maintaining appropriate training records can be found throughout this report.

In addition to the recommendations contained within Extension's individual Department report and those contained within this main report, the Department will have to train up a significant number of its firefighters to meet the Exterior Operations Service Level as outlined in the Playbook. In addition, the Department will need to focus some training resources on its officers and members who will be required perform the functions of team leader. It will need to

significantly increase the number of officers and members trained to the level of Team Leader – Exterior as outlined in the Playbook. As part of its focus on increased training, the Department also needs to materially improve its record keeping practices. We believe that completion of this training can be completed over the coming twelve to eighteen-month period, though it will require a significant dedication of time and effort from the Department's members and officers and considerable support from the RDN. Additionally, the Department would benefit significantly from RDN assistance in managing its administrative issues (e.g., OH&S matters and training records).

Assuming the recommendations regarding developing operational guidelines, meeting OH&S requirements, improving training records and improved training programs (which meet the Playbook requirements) are put in place, we believe the RDN can be comfortable in declaring the service level for the Extension Volunteer Fire Department at the **Exterior Operations Service Level**.

Nanoose

In discussion with the Fire Chief, the Department anticipates being declared an interior or full service operation level Department. Promotion to the positions of Fire Chief, Deputy Fire Chief and Training Officer/Deputy Chief within the Department are on the basis of an election by the membership. While there are written qualifications for these three positions, the Department should consider revising these to better align with the Playbook. There are also written qualifications for the Captain and Lieutenant positions.

Upon a review of the Department's current training levels, and discussion with the Fire Chief, some 12 of the 23 active members meet the minimum criteria required by the Playbook for interior level operations, with 8 of the remaining members only requiring completion of Live Fire 1 and/or 2 to meet these requirements. Similarly, based on the documentation provided, the Department has nine members that meet the Playbook requirements for Team Leader for Interior Service Level operations. The Department should be congratulated on achieving this high level of training.

The Department has a very good operational guidelines manual. Recommendations for additional guidelines are contained within the individual report. The Department has a written OH&S program and a formal committee. Safety issues are routinely discussed during safety meeting and minutes are taken and posted in the fire hall. Recommendations dealing with the need for appropriate operational guidelines, WorkSafe OH&S requirements and maintaining appropriate training records can be found throughout this report.

In addition to the recommendations contained within Nanoose Department report and those contained within this main report, the Department must continue to train those firefighters that have not yet met the Interior Operations – Firefighter to this level. In addition, the Department should continue to ensure that all officers and those members who will be required to perform the functions of team leader are training to the level of Team Leader – Interior as outlined in the Playbook.

Assuming the recommendations dealing with operational guidelines are put in place, we believe the RDN can be comfortable in declaring the service level for the Nanoose Volunteer Fire Department at the **Interior Operations Service Level**.

Role for the RDN

As noted above and elsewhere in this report, there is much to be accomplished by the Departments over the next twelve to eighteen months to ensure compliance with the Playbook. In our experience, this is unlikely to occur under the current system where the Societies and Departments have lacked support or assistance from the RDN or without some formal level of organizational structure and direct accountability. Given that the RDN is the AHJ and has direct responsibility to ensure compliance and the resulting liability which could result for non-compliance; it is imperative that they take the lead in resolving the Departments' shortcomings.

Currently, Wendy Idema, the Director of Finance has responsibility for oversight of the fire services within the RDN. How overseeing the fire services became part of the Finance Director's job portfolio is not clear. Prior to the current appointment, the previous General Manager of Finance was charged with these responsibilities. Clearly, whoever has been assigned the role overseeing the fire services has been required to perform this task in addition to their regular job -- in essence, "off the side of their desk". Also, neither individual had any formal background or experience in managing fire services. We certainly do not presume to cast blame on any one person for the current situation; rather we suggest the cause of the problem is that the organizational structure and oversight model did not fully keep pace with the growing responsibilities related to properly managing a multi-department fire service. When these departments first developed -- many as far back as the mid-1960s, it was common for local government to adopt a hands-off approach to operations and oversight. As the regulatory and administrative requirements involved in operating a fire department became increasingly demanding, local governments have had to adjust their approach. Increasing attention to proper risk management, and the recent introduction of the Playbook which formalizes the obligations of local governments in relation to their fire departments, have combined to underscore the need to ensure that properly qualified individuals are appointed to oversee, manage and, where appropriate, direct the fire services.

We recommend that a new position be created within the RDN with the title of Fire Services Coordinator (the "FSC") and that the primary role of this position be coordination and oversight of the RDN fire services. Similar positions exist throughout the province and the duties assigned and the authority vested to those individuals varies by jurisdiction and the needs of that specific area. In the Regional District of Fraser Fort George for example, the FSC plays the role of a coordinator, assisting the area fire departments with budgets, purchasing, OGs, maintaining records, etc. In another example the FSC in the Regional District Central Kootenay operates as a regional fire chief and has direct authority over the fire departments and how they operate.

In the case of the RDN we suggest that initially the FSC role be that of coordination and oversight. Coordination - to work with the Departments in such areas as developing regional OGs, developing standard training programs and sharing training resources, assistance with

recruitment and retention, assisting with apparatus tendering and bulk purchasing, etc. Oversight – to ensure that Departments are doing the required training, maintaining the required records, operating safely and effectively at fires. We do not envision the FSC responding to emergency incidents with the individual Departments on a regular basis, nor do we envision the FSC assuming control or over ranking Department Fire Chiefs; we do however believe that the FSC should have the training and experience to assume the role of an incident commander if so requested by a local fire chief, or during the event of a major regional disaster such as wildfire, flooding or earthquake. Funding for the position of FSC should be shared equally between all electoral areas within the RDN funded fire services.

Recommendation: That the RDN consider the creation of a Fire Services Coordinator position within the Regional District; and that prior to filling the position, the RDN in conjunction with the Fire Chiefs, jointly develop the job functions and primary roles for the position.

Volunteer Recruitment and Retention

The recruitment and retention of volunteer firefighters has become one of the principal challenges facing the fire service in British Columbia and across Canada. The difficulties surrounding the recruitment and retention of volunteers were specifically identified as an issue in the Fire Services Liaison Group report, *Public Safety in British Columbia: Transforming the Fire Service* (2009),⁶³ and has universally been identified as a problem by each of the volunteer-based services with whom we have worked over the past decade or more.⁶⁴ Some of the Departments are facing challenges in this area while others are more successful.

The problems facing the recruitment of volunteer firefighters are manifold and include:

1. The time commitment required to meet to the training and qualification standards required of a firefighter has significantly increased since the 1970s and 1980s. The discussion of training issues in this report aptly illustrates how challenging it can be to train firefighters to the mandated standards. It can take as much as two to three years to train a volunteer firefighter to NFPA 1001 standards and the time involved in meeting the on-going skills maintenance is significant;
2. It is more challenging to attract new candidates. The reasons vary, but include: changing demographics (an “aging population”); increasingly transient populations; a change in the overall level of “volunteerism”; and changes in work patterns, where families have both parents working (sometimes in multiple jobs) to make ends meet. Departments face additional challenges in that the population base from which they draw

⁶³ The report examined the challenges facing the fire services generally in the province. See recommendation 4, on pp. 20 ff.

⁶⁴ While the experience varies with department, even those which are “doing well” identify that recruitment and retention of volunteers is a significant issue for them, which demands time and attention from the fire services management team.

their volunteer complements are usually relatively small. Several Fire Chiefs noted that the community's demographics are increasingly moving towards a "retirement" age population and that many of the younger residents move away for better economic or educational opportunities;

3. Even where volunteers have successfully been recruited, business-day responses are weak, as employers are less willing to allow their employees to leave work to respond as a member of the local fire department or the members are working at jobs outside of the community and are unable to provide a timely response; and
4. Fire chiefs and fire officers have been increasingly tasked with more burdensome administrative and training requirements. They have less time available and often lack the skill sets required, to develop and maintain a successful recruitment process in light of the challenges which have developed in this area.

In much of British Columbia, reliance on volunteer responders is both an economic and operational necessity. The costs of maintaining a career department are simply too great and cannot be supported by the economic base or justified by the call volume. Given the circumstances, the Departments will be dependent on volunteers for the foreseeable future. Faced with the necessity of maintaining an adequate number of volunteers, and the challenges of so doing, local governments – both at the municipal and regional district level – and fire departments must become more innovative in their approach to this issue. It can no longer be viewed as just a challenge for which the fire department has sole or even primary responsibility. Rather, the problem must be treated as one which is addressed in a coherent fashion by local government and the fire department acting in tandem.

In the RDN's current system, the Fire Chiefs are primarily responsible for recruitment. Many find the recruiting process to be a significant challenge.

The existing approach to recruitment needs to be reviewed. The RDN needs to become more proactive in seeking volunteers for the fire services, if those services are to be maintained. The Regional District needs to assist the Departments with developing and managing an effective public relations / public information campaign to attract and retain new members.

Some specific issues to be considered include the following:

1. Reviewing remuneration practices for volunteer members;
2. Ensuring that the appeal for new members is as broadly-based as possible;
3. Developing and implementing the concept of "duty crews";
4. Working with employers in the region (including the local governments themselves) to encourage volunteers from amongst their employees and to permit those employees to respond to day-time calls;

5. Developing an effective and proactive recognition process that acknowledges the contribution of the volunteers (and their families) and the employers who participate as partners;
6. Reviewing the possibility of implementing a “Work Experience Program”; and
7. Hiring at least one person to assist with the Departments’ administrative requirements.
8. Providing certified training to those looking to become career firefighters in the future.

Each of these issues is considered below.

Compensation

In our experience, people do not join their local volunteer fire department with the thought of financial gain; rather they do so to serve their community and to provide protection to their families and their neighbours. That being said, compensation can make a considerable difference in the area of retention of members, particularly as the demands placed on them (e.g., increased training requirements or administrative duties) increase. Based on our discussions with the Departments during the on-site sessions, there appears to be considerable difference in the rates of pay for practices and responses. It is useful to review whether the compensation members receive for the time commitment required is sufficient to ensure they are not out-of-pocket as a result of time spent training or providing services to the Department, and are adequately compensated for any day-time responses, if those responses result in a loss of wages. It also is important to review how each Department manages its essential administrative functions and to ensure that members are compensated if they actively and regularly provide such support services.

Where one or more of the Departments is having to concentrate on upgrading or confirming skill and proficiency requirements, attention also should be paid to ensuring that the members who are being asked to commit even more time to their respective Departments, are compensated for the extra effort. This approach will mitigate some of the concern that likely will surface, particularly for long serving personnel who need to cover “formal” gaps in their records (either through additional courses or a prior learning assessment).

Recruitment Processes

Fire departments need to attract recruits from the broadest possible range of candidates. They also need to make effective use of both traditional and new media, to be aggressively proactive in getting their message out. It is critical for the RDN to assist the Departments in these efforts, both by helping to develop and implement any media campaigns, as well as by clearly and effectively conveying to the public and to employers the need for volunteer members and the benefits that accrue to the community as a whole from active participation.

Some volunteer departments have also taken to recruiting new members specifically to assist with administrative or support functions. They have found that there is a willing group within their communities who would like to help, but not as active emergency responders. While there

is always turn-over (or the potential for turn-over) in volunteers, the Departments may wish to consider whether they could attract individuals interested in helping principally with such administrative tasks. It is noted that some departments in other regional districts have already adopted this approach.

“Duty Crews” and Employer Participation

These concepts, in some respects, are inter-linked. One of the issues facing all volunteer departments is that weekday business-hour responses are typically very low. The problem increasingly has become one where employers, which traditionally would permit a volunteer firefighter to leave work to respond to an emergency, are no longer willing to do so. In some cases, it also is an issue for the volunteer who may not be able to afford to lose his or her pay for the time required to respond to a call. The problem is made more challenging in the Departments whose fire service areas are primarily in a residential community.

There are no magic solutions to these issues. Some approaches which should be considered include:

1. Implementing a duty crew system – for example, each member who is able, commits to responding during a specified time frame each month (e.g., one week per month) during business hours. Under this arrangement, an employer would know that his or her employee would only be responding during business hours one week per month. The concept can be refined to limit the types of calls that would go out to duty crews (e.g., to structure fires or other “major” incidents), thereby limiting the number of times per week that a day-time response will be required. Some Departments are already using a “Duty Officer” program to ensure rotating weekend coverage by officers: a similar concept could be used to create duty crews.
2. Rewarding the employer for participation. This reward can be tangible (e.g., a partial reimbursement of wage expense), intangible (express public recognition by the RDN of the employer’s participation – including a plaque or signage for the business, an awards dinner, media release by local government etc.) or a combination of both.
3. Ensuring that volunteers are not directly “out of pocket” for responding. Some jurisdictions provide wage-loss compensation (in place of regular remuneration for a call response). We recognize this could be expensive: it would require detailed study and review before implementation.

Recognition

The time and cost of training up volunteers makes retention efforts as critical as recruitment. Appropriate recognition of the volunteers, and their families, is critical to ensuring their retention. Similarly, a well-developed and focused recognition of local employers who participate as partners will help to encourage participation from businesses. Recognition events need the active support and participation of all levels of local government, including elected representatives, to be fully effective.

Work Experience Program

One option that may assist in addressing staffing shortage is the introduction of a “work experience program” (“WEP”). In British Columbia, the creation of WEPs has principally been spearheaded by mountain resort communities, such as Big White, where small permanent populations combined with large, seasonal influxes of tourists and some material fire and other hazards, posed unique challenges. On the one hand, there are significant fire and other risks which make a fire service essential; on the other, there is a limited population base and limited tax base (and enormous seasonal fluctuation), which makes it difficult to sustain either the traditional POC/volunteer or composite/career model for a fire service. Under a WEP, the local department provides accommodation and either a small stipend or a job.⁶⁵ WEP appointments typically lasts for 10 to 12 months and applicants must be fully NFPA 1001 qualified for consideration. While there are various ways to structure the system, the goal (for a typical volunteer department) would be to improve day-time responses by fully-trained members. For the WEP members, the aim is to acquire a broad range of practical experience and additional training, to assist with their application for a career position in a larger department.

The challenges faced in maintaining POC/volunteer staffing levels in small communities has meant that WEPs are now actively being considered or implemented by non-resort communities.⁶⁶ In the medium term (three to five years), the Regional District should explore the possibility of introducing a WEP as a partial solution. The roll-out of such programs in other communities should be monitored and reviewed and a program be considered for implementation in the Regional District. The issue of providing or arranging accommodation for the WEP members would require fire hall modifications.

There clearly will be an additional cost to operating a WEP⁶⁷ and the Departments will require additional administrative support to ensure that such a program is properly managed and overseen. The benefits will be a significantly improved business-day response and the availability of an additional cadre of NFPA 1001 trained firefighters.⁶⁸

Certified Training

The majority of career fire departments in the province require new recruits to have successfully completed NFPA 1001 Firefighter 2 prior to making application for a firefighter job. To achieve these prerequisites, potential candidates must attend one of the many institutions located across Canada and the United States and pay several thousand dollars in tuition fees.

⁶⁵ Typically, in resort communities the WEP members are also hired as staff members at the resort.

⁶⁶ The Town of Creston rolled out a WEP in autumn 2014.

⁶⁷ Under the Creston program, WEP members receive accommodation, pay for call responses, standby pay and an annual stipend of \$1800 (\$150/month) for expenses as well as free access to municipal gym and pool facilities. Members are expected to commit to a 12-month program, work a regular day-time shift Monday to Friday and are on-call on a rotating basis on the weekends. Educational and training opportunities are provided during their service period.

⁶⁸ One of the tasks often assigned to WEP members is responsibility for assisting with the training of the POC members.

Completion of the program does not guarantee a job, but merely entitles them to start applying for positions when they come available. In addition to completion of NFPA 1001, many career departments also require that a candidate has served in a volunteer firefighter capacity for a specified period of time. In addition, there is often a lag time of several years between when a potential recruit has completed the courses and is actually accepted as a recruit firefighter.

In the past, some volunteer departments have often decried this system and complained that the career departments are stealing their trained firefighters. We suggest that rather than viewing this as a disadvantage to volunteer departments it should be viewed as an opportunity.

Volunteer fire departments need to consider taking advantage of this situation in that there are many young and healthy men and women looking to become career firefighters, all of whom need NFPA 1001 Firefighter 2 certification and need to spend time serving in a volunteer fire department. For a variety of reasons, many young people simply cannot afford the tuition fees or do not have the time available to leave their current job and attain the necessary firefighter training.

Volunteer departments have the ability to provide the NFPA 1001 Firefighter 2 training and can also provide the “volunteer experience” future career members need to attain. In fact, the Playbook now requires that departments provide NFPA-based training. The only issue required of the Departments would be a commitment to provide “certified” training so that upon completion a member would be certified NFPA 1001 Firefighter Level 2. In exchange the Department could require a specified time commitment to the Department from the individual (say, 3-6 years). The arrangement would provide well trained staff while they were with the Department, allow individuals with the opportunity to become career firefighters and develop a semi-professional training program and environment within the Departments.

Recommendation: The Departments, in cooperation with the RDN, should review the compensation received by volunteers for attendance at practices and when responding to emergency incidents to ensure it is fair; and that a regional policy for reimbursement of members out of pocket expenses, including wage losses, is developed.

Recommendation: The Departments and the RDN should develop a comprehensive approach to recruitment and retention including developing an effective information campaign for volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.

Recommendation: The RDN should develop and implement a more effective recognition program for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.

Recommendation: The Departments and the RDN should review other WEPs in the province, and consider developing and implementing similar

programs. A WEP would enhance day-time responses and improve the availability emergency responders, at a far lower cost than hiring career firefighters.

Recommendation: Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties.

Recommendation: The Departments in consultation with the RDN should consider developing a career pre-employment training program.

Fire Underwriters Survey

This section will examine the role and importance of Fire Underwriters' reviews, and provide a brief background on the methodology employed and importance of such surveys to residents in each Department's fire protection area. In connection with the current review, the Consultants were provided with only one FUS review, related to the Nanoose service area. This review was considered in the individual Department report. It should be noted that the Nanoose Department scored well for a volunteer department. However, given that the rating provided by the Fire Underwriters materially impacts insurance costs for both residential and commercial buildings, it is important to understand how the rating system operates and the potential impact it has on the cost-benefit analysis of investing in the fire service. In particular, it is important to understand how investing in the fire service through civic taxes, to maintain or improve an area's FUS rating, can potentially result in a net return (or the maintenance of major net savings) for residents and area businesses.

The Fire Underwriters are a national organization administered by Opta Municipal Consulting services (formerly, SCM Risk Management Services Inc.). It has a number of earlier incarnations – it was formerly CGI Insurance Business Services, the Insurers' Advisory Organization and Canadian Underwriters Association – but in each instance, the organization was, and we believe remains, owned or controlled by the insurance industry.

The primary purpose of the Fire Underwriters is to establish the Dwelling Protection Grade ("DPG") and Public Fire Protection Classification ("PFPC") for each community in the country.⁶⁹ The DPG rating generally applies to single family detached residences⁷⁰ while the PFPC rating

⁶⁹ There is on-going consideration by the Fire Underwriters of the two types of classifications: it is possible that, in the not-to-distant future that the two ratings will be combined so that only a single rating system exists, covering both residential and commercial/multi-family properties.

⁷⁰ Under the FUS definitions, the DPG ratings generally apply to the following: "One- and Two-Family Detached Dwellings (buildings containing not more than two dwelling units) in which each dwelling unit is occupied by members of a single family with not more than three outsiders, if any, accommodated in rented rooms." Also under this system, a "typical" detached dwelling is a maximum of 3,600 square feet in size. Fire Underwriters Survey website, "Terms of Reference", http://www.fireunderwriters.ca/dpg_e.asp accessed on 26 March 2016.

covers commercial, industrial and institutional buildings and/or districts, or multi-family residential complexes and generally is applied by the “commercial lines” arm of the insurance industry.⁷¹

Most residential homeowners and businesses carry fire and general perils insurance and any person with a mortgage is required to maintain such insurance by the mortgagee bank or financial institution. Where a community has a fire department which meets FUS standards for performance, the cost of insurance can be significantly decreased. Thus, one of the cost-benefit analyses that underpins the investment required to maintain an FUS-rated fire department is the trade-off between the taxes needed to pay for the department, versus the saving on insurance costs.

With a well-rated fire department, the saving in insurance premiums often will offset, in whole or in significant part, the costs of operating the department. For an individual with a house that is assessed at a replacement cost for insurance purposes of \$300,000, a “protected” or “semi-protected” rating will generally result in cost saving on insurance of more than \$2,000. For commercial properties, significant reductions in insurance rates can be expected when the community obtains a PFPC rating of 7 or better. From the savings enjoyed on insurance, the tax cost of maintaining the service would then need to be deducted to determine the net direct financial benefit (or cost) of having a “rated” department.⁷²

By way of example, the following tables are sometimes shown in FUS reviews. It shows the amount by which “average” insurance costs drop for residential and commercial insurance, as the DPG or PFPC rating improves:

⁷¹ Fire Underwriters Survey website, “What is the PFPC” at http://www.fireunderwriters.ca/pfpc_e.asp , accessed on 26 March 2016.

⁷² The rating system is described in greater detail in the next section. ***It must be stressed that the actual cost for insurance for any homeowner or business varies based on a number of individual and site-specific factors.*** While the FUS fire grading for the area has a significant impact, a host of other considerations are also involved in the setting of insurance rates, including matters specific to the individuals or properties involved, or the competitive forces at work in the region. It is also important to note that the insurance value of a dwelling or business is not the same as its assessed value for tax purposes (as the latter incorporates the value of the land as well and the insurance value is based on the cost of building a replacement structure).

DPG Rating – Estimated Insurance Costs

Replacement Value \$	Unprotected Rate \$	60± % reduction	Semi Protected Rate \$	32± % reduction	Fully Protected Rate \$
100,000	1,165		465		315
125,000	1,470		585		400
150,000	1,750		700		475
175,000	2,040		815		555
200,000	2,710		1,215		739
250,000	3,290		1,475		893
300,000	3,880		1,741		1,053
350,000	4,422		1,987		1,201
400,000	4,953		2,226		1,349
450,000	5,489	2,465	1,491		

PFPC Rating – Estimated Insurance Cost Decreases

Public Fire Protection Classification	U-Rate Percentage Decreases
PFPC 10 to PFPC 9	99.2%
PFPC 9 to PFPC 8	96.6%
PFPC 8 to PFPC 7	82.4%
PFPC 7 to PFPC 6	74.4%
PFPC 6 to PFPC 5	63.1%
PFPC 5 to PFPC 4	53.8%
PFPC 4 to PFPC 3	48.0%
PFPC 3 to PFPC 2	47.3%
PFPC 2 to PFPC 1	45.8%

As can be seen, ratings improvements in the commercial classification do not result in straight-line decreases: from a cost-benefit perspective, moving a rating from PFPC 8 down to ~PFPC 4 provides the optimal savings for businesses and multi-family properties, and is worthy of consideration on a hard cost-benefit analysis (i.e., amount required to be invested in improving the service, versus saving for owners of commercial, industrial and multi-family properties).⁷³ Below PFPC 4, the amount required to be invested to obtain the improved rating likely will outweigh any insurance savings.

⁷³ The amount of savings can also vary with the particular type of industry or commercial undertaking. See the more detailed discussion of PFPC ratings below. The table gives the average of all savings, across all industry types.

A complicating factor is that the ratings applied to a community are not necessarily uniform. FUS considers a series of issues (examined further below), which include distance from the fire hall and availability of water supplies. Thus, depending on the size and nature of the service area, the benefits may not be equally enjoyed by all ratepayers.

Methodology Employed

Overall Ratings Weighting: The FUS ratings are weighted against the following four areas of assessment:⁷⁴

- Fire Department: 40%
- Water Supply: 30%
- Fire Safety Control: 20%
- Fire Service Communications: 10%.

The assessment also involves a consideration of the principal fire risks covered by the subject department, including determination of the required fire flows (i.e., water flow requirements for the particular hazards and risks).

The fire department assessment includes a consideration of apparatus, equipment, staffing, training, operations and administration, and the location/distribution of fire halls and fire companies. In this segment of its review, FUS analyzes the effectiveness of the fire department's ability to extinguish fires in all parts of its fire protection area.

Part of that assessment includes a review of the apparatus in use and its suitability for the subject department's fire risks. In general, FUS sets 20 years as the maximum age for front-line use of apparatus by small-medium sized communities. It also has requirements for certain apparatus types (e.g., an aerial device) depending on its assessment of the community's fire risks.⁷⁵

The "Water Supply" section looks at the hydrant system (if present), and considers issues such as water flow, supply reliability and system redundancy, based on criteria set out in its "Water Supply for Public Fire Protection".⁷⁶ Where no hydrant system is present or where the hydrant system only covers a portion of the fire protection area, FUS looks at the ability of the fire department to access, load, transport and unload water against the risks faced in the non-hydrant protected area. In such cases, the assessment is usually considered as part of the "Fire Department" analysis.

⁷⁴ This information is based on various FUS reviews we have examined in work for other clients

⁷⁵ FUS recommends an aerial device once a community has a water flow requirement that is calculated to exceed 3,300 Imperial gallons per minute or where there are five or more buildings in the community which exceed 3 stories (10.7 metres) in height.

⁷⁶ FUS, "Water Supply for Public Fire Protection" (1999), which is available at: <http://www.scm-rms.ca/docs/Fire%20Underwriters%20Survey%20-%201999%20Water%20Supply%20for%20Public%20Fire%20Protection.pdf>, accessed 26 March 2016.

The “Fire Safety Control” category covers fire prevention programs/public education, fire inspections and building/fire code and bylaw enforcement. FUS will look at whether local government is making effective use of these tools in managing the level of fire risk throughout the fire protection area.

The “Fire Service Communications” category involves an assessment of dispatch services, paging systems and radio communications.

Ratings System. As noted above, FUS reviews involve two entirely separate rating systems – one for residential properties (DPG) and one for commercial/multi-family properties (PFPC). The DPG rating is calculated on a five-point numerical scale, while the PFPC rating is based on a 10-point scale. In both cases, a “1” is the highest rating achievable. In simplest terms, the goal of an FUS review is to provide insurance companies with a grading of fire protection services provided across a fire protection area.

Insurance companies use the grading rate provided by the FUS as one of a number of factors in determining local fire protection insurance rates. It should be emphasized that the system is quite fluid, and individual insurers can and will set rates based on considerations other than the FUS ratings (either higher or lower, depending on the insurer’s perception of actual risk, competitive concerns and other factors).⁷⁷ It is up to individual insurance companies to determine what weight they give the FUS grading when determining insurance rates.

DPG Rating. In essence, for residential homeowners the rating system is from 1 – 5 (where “1” is best), with a split at “3”, where “3A” means there is an approved hydrant or water supply system, and “3B” means that the department relies on mobile water supplies. From the insurance industry’s perspective, the ratings for residential homeowners are generally treated as follows:

DPG Rating	Insurance Status	Comment
5	Unprotected	No savings on insurance from having a fire department.
4	Semi-protected	Some savings on insurance likely will be enjoyed; in some regions, this rating and “3B” are treated as essentially equivalent.
3B	Semi-protected	This is usually the rating level at which significant cost savings on insurance are enjoyed. This is usually the highest rating available in areas which are not hydrant-protected.

⁷⁷ See a list of other factors on the Fire Underwriters Survey website, “How the PFPC affects individual insurance policies” at http://www.fireunderwriters.ca/pfpc_e.asp , accessed on 26 March 2016.

DPG Rating	Insurance Status	Comment
3A; 3B(S) ⁷⁸	Protected	Progressively greater savings on insurance. Fully protected status typically means a savings of 50-60% on insurance costs.
2	Protected	
1	Protected	

Dwelling Protection Grade Ratings

In general, FUS estimates that a community which achieves fully protected status can enjoy savings on insurance of up to 60% versus communities which are “unprotected”.⁷⁹ By way of example, in a recent fire master plan we worked on two of the members of council to whom we delivered the report exemplified the difference that the FUS rating makes. In that instance, the fire department’s coverage zone was greater than 8 km., so that residents outside of the 8 km. zone did not receive the benefit of a reduced insurance rate. One councilor was paying over \$3000 for fire insurance, while the other was paying less than \$1000 – in relation to properties that the two agreed were otherwise broadly similar.⁸⁰

There are some fundamental location and distance requirements for an area to receive a protected or semi-protected rating:

- residents must live within 8 kilometres by road of a fire hall (i.e., the measurement is based on distance travelled on the existing road network, not in a straight line from the fire hall); and
- for hydrant protected areas, the residence must be within 300 metres of a fire hydrant (or else the residence is classed based on the community's "non-hydrant protected" rating).⁸¹

Properties which are more than eight kilometres by road from a fire hall are treated as DPG 5 (unprotected).

⁷⁸ A rating of 3B(S) is an FUS accreditation for tanker shuttle capability, where a department is able to demonstrate its ability to maintain a specified water flow for a stipulated period of time, using tanker units. It applies to areas which are not hydrant-protected, and must be periodically renewed. This specialty rating is treated by most insurers as being the equivalent of a “DPG 3A” (fully protected) rating.

⁷⁹ This estimate is based on statements in various reviews conducted by the FUS, including for the Kootenay Boundary Regional Fire Service (2008) and the Sasamat Volunteer Fire Department (2010).

⁸⁰ The example also illustrates a problem where the financial benefits of having a fire department are not equally enjoyed by all taxpayers.

⁸¹ This distance can be extended to 600 metres if a department is certified by FUS as capable of “large diameter hose-lay”. See: FUS, *Accreditation of Alternate Water Supplies for Public Fire Protection* (December 2010), at <http://www.fireunderwriters.ca/doc/FUSBulletin-2010.12.10-AlternativeWaterSupplyAccreditation.pdf>, accessed on 26 March 2016.

PFPC Rating. The PFPC rating, which is determined at the same time as the DPG rating, is based on similar factors. The impact of an improved classification varies with the industry – higher risk industries enjoy greater savings at certain levels – for example, as the PFPC rating improves from 8 to 7.⁸² In the context of other work we have undertaken, we have reviewed information from FUS which suggests that for each level of improvement in the PFPC classification, the average commercial insurance cost for a typical area will drop by approximately 4 – 15%, depending on which level of the scale one is on (see chart above).

The following factors are integrated into the PFPC assessment:⁸³

1. Fire Risk, including analysis of required fire flows for individual buildings, building groups and zones of similar risk (Fire Flow Demand Zones) of the community;
2. Fire Department, including apparatus, equipment, staffing, training, operations and geographic distribution of fire companies;
3. Water Supply system, including source to distribution analysis, redundancy factors, condition and maintenance of various components, and storage volume;
4. Fire Prevention and Fire Safety Control programs including public education, codes/bylaws implementation and use of codes/bylaws in managing the level of fire risk throughout communities; and
5. Emergency Communication systems, including telephone systems, telephone lines, staffing, and dispatching systems.

The PFPC rating is essentially a benchmarking against various standards or requirements in each category and in relation to other communities.

For a commercial property, the application of the rating system depends on the distance from the fire hall and, in hydrant protected areas, distance from a fire hydrant. This can result in “split ratings” for a fire protection area. The FUS describes split ratings as follows:⁸⁴

"In many communities, FUS develops a split classification (for example, 5/9). Generally, the first class, (Class 5 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station and within 150 metres of a fire hydrant. The second class (Class 9 in the example) applies to properties insured under Commercial Lines within five road kilometres of a fire station but beyond 150 metres of a

⁸² Based on other FUS reviews, where for one department's area, industry classified as “Manufacturing (Wood)”, showed a 17% insurance cost saving when moving from a PFPC 8 to PFPC 7, which contrasted with only 3 – 4% savings enjoyed by less risky undertakings.

⁸³ From: Fire Underwriters Survey website, “How the PFPC grading system works”, at http://www.fireunderwriters.ca/pfpc_e.asp, accessed on 26 March 2016.

⁸⁴ From: Fire Underwriters Survey website, “Split Classifications”, at: http://www.fireunderwriters.ca/pfpc_e.asp, accessed on 26 March 2016.

hydrant. FUS assigns Class 10 to properties insured under Commercial Lines that are located beyond five road kilometres from the responding fire station."

It should be noted that newer FUS reviews, in addition to introducing more detailed ratings and some new concepts,⁸⁵ are increasingly focusing on fire prevention, fire education and the importance of bylaws which support good fire protection practices (e.g., sprinklering requirements, a well-considered fire inspection program, etc.).

Summary: The principal benefit of having an effective, well-equipped and well-trained fire department is that it will materially improve the life safety of residents in its fire protection area. From a financial perspective, however, it also is critical to understand that a fire department which is well rated by the Fire Underwriters will result in reduced insurance costs for both residents and commercial undertakings. The savings on insurance will typically more than cover the cost of maintaining the fire department – particularly where the service is provided by a volunteer or composite department. There is therefore a good business case for investing in the fire department to maintain and, potentially, to improve a service area's fire insurance rating. However, before undertaking a Fire Underwriters' review, it is critical that the fire department and RDN staff thoroughly understand the basis on which these types of reviews are conducted.

Review of Other Matters

The Cassidy-Waterloo Fire Protection Area

Currently the Cranberry Volunteer Fire Department (the "CVFD") provides fire protection services to the Cassidy-Waterloo Fire Protection Area under contract with the RDN. Prior to the CVFD, the Oyster River Volunteer Fire Department provided these services under a similar contract.

While not part of the original scope of work, the Consultants were requested to meet with both Ron Gueulette, Fire Chief of the CVFD, and some representatives of the Hallberg Fire Hall. The RDN-owned fire hall is located near the Nanaimo Airport and is operated by the CVFD to provide fire protection to the Cassidy service area. The general context of the meeting (from the RDN's perspective) was to consider how the fire service in that area is operating in general and whether the RDN should continue to contract out the fire protection services to CVFD or look at other approaches to provide that service.

At the outset of this discussion it must be noted that we have not done a full operational review of the CVFD. As such, we are not in a position to report in any detail on the level or quality of fire service being provided to the service area or the level of training competency those

⁸⁵ Some of the concepts introduced over the past several years include a "divergence penalty" – where either the water supply system or the fire department is markedly better than the other, the overall score will be reduced – and a general penalty for "special hazards analysis", which seems to be a largely subjective assessment of risks from natural or environmental factors (e.g., earthquake, wildfire and weather).

members currently meet other than what we have learned through our discussions with Chief Gueulette and the representatives from the Hallberg Fire Hall.

During our discussions with Chief Gueulette, he indicated the CVFD's training level varied, ranging from the BC Basic program to some full NFPA 1001 FF 1 qualifications. The Chief indicated they do very little interior firefighting but in his opinion the Department's service level should be declared at the Interior Operations Level. He acknowledged that there had been some unhappiness with the level of department training from some members from the Hallberg Fire Hall, but that he was trying to address that and he tried to treat the halls as one department. While we did not view training records – the Chief indicated that there had been a problem with the JIBC's training data base recently, and they were having difficulty obtaining previously completed training – from the Fire Chief's brief description of the CVFD's current level of training, it is unlikely they currently are operating at the Interior Operations Level.

Most of the CVFD's training takes place at the Cranberry Fire Hall, which means the Hallberg Hall members must travel each night for training. During our discussions with the Hallberg Hall representatives, some concerns were voiced about the overall level of commitment to training in the CVFD.

One matter that did raise concern was the question of possible alcohol consumption at the Cranberry Fire Hall on practice nights. The consumption of alcohol at fire halls, other than on social occasions such as Christmas parties, while prevalent in the past, is no longer looked upon as an acceptable practice and has been discontinued in most departments throughout the province. The potential for liability is high and increases the risk that a member might respond to an emergency incident while under the influence of alcohol, which is extremely dangerous both for that individual and those who are working with him or her, as well as for the residents who are in need of assistance. We are certainly not suggesting that this has occurred with the CVFD, but the potential is clearly there.

The possibility of the Hallberg Hall members forming a separate volunteer department was discussed both with the Cranberry Fire Chief and the Hallberg representatives. According to the Hallberg representatives, while not certain, they believed there would be general support amongst the group if that option arose. Chief Gueulette indicated that if that was the general wishes of those members, he would certainly support it and be prepared to work with them to set it up. It should be noted that was not something brought up by either group but rather the result of enquiries made by the Consultants.

The option to form a separate department is certainly something the RDN should consider. Under the current system, the RDN has little or no say in how the CVFD operates and what levels of service they provide the residents of the Cassidy-Waterloo service area, other than through the service contract which is reviewed every five years. At the same time, establishing a separate department is major step, and will require detailed consideration by the RDN, in consultation with the Hallberg Hall members and the CVFD.

Recommendation: Prior to renewing the Fire Services Agreement with the CVFD for fire protection services in Cassidy-Waterloo service area, the RDN should

review the feasibility of creating a separate fire service for that area. Alternatively, the renewal agreement should provide for a reasonable termination period in the event that the stakeholders and RDN determine that a separate fire department should be created.

Recommendation: That the RDN follow up with the CVFD regarding possible alcohol consumption at the Cranberry Fire Hall on practice nights to confirm process and discuss insurance implications.

The Potential for Merger of Errington and Coombs-Hilliers Departments

The Scope of Work for this project included an assessment of recommended future service levels in each fire service area based on the nature of each community served in terms of development and infrastructure as well as fire department capacity and budget.

During our review it became apparent that for the Errington and Coombs-Hilliers Departments, which are located within close proximity to each other and share the same Electoral Area Boundaries, there exists an opportunity to merge and become a single department. Properly managed, we believe that a merger of the Departments would enable them to provide the same or a better level of service than they currently do, potentially at a lower cost to the communities they serve.

Currently the two Departments operate four fire halls between them. According to the 10-year capital plan, the Errington #2 Fire Hall is planned to be replaced in 2019-20, while the Coombs-Hilliers #2 Fire Hall is scheduled for rebuilding in 2019-2020. The Coombs-Hilliers #1 Fire Hall (located in the Village of Coombs) is currently owned by the Farmers Institute and leased to the RDN for \$1 per year. While there are no plans to replace the building, it has far exceeded its useful lifespan and is no longer suitable for use as a fire hall. At some point in the near future, consideration and planning should be directed to either replacing or abandoning this building. We have reviewed the coverage requirements for the service area currently protected by Coombs-Hilliers #1 Fire Hall and have determined that the FUS requirements would be met by responding with the Errington Hall #1 Fire Hall in combination with Coombs-Hilliers #2 Fire Hall to this area. The coverage maps that demonstrate this coverage can be found in Appendix 3: Coverage Options for Coombs-Hilliers.

Each of the halls is equipped with, at a minimum, an engine and a water tender. Both Departments operate and equip a rescue truck. Errington has 23 active responding members and Coombs-Hilliers has 26. The FUS requirements for a two fire hall department are 25 active responding members. Errington does not currently meet that requirement (although they do currently have some probationary members whom they hope will graduate to active responding members) and Coombs-Hilliers is one member over the current minimum required strength.

Individually, both Departments require their two fire halls to meet the FUS requirements of being within 5 kilometers for commercial properties and 8 kilometers of residential properties. However, when combined into one Department, and after removing the Coombs-Hilliers #1 Fire

Hall, the remaining three fire halls still meet the FUS requirements for the 5 and 8 kilometre travel distances. In addition, the remaining three engines and water tenders meet the FUS pumping requirements.⁸⁶

While we understand that there have been some issues between these two Departments in the past, according to both Fire Chiefs, they now have a good working relationship. Clearly a merger between these two Departments is not something that should be considered in haste or without considerably more investigation. However, we do suggest that prior to any major apparatus purchases or major capital spending on buildings taking place, a review of the feasibility of a merger be considered.

Recommendation: That the RDN in cooperation with the Errington and Coombs-Hilliers Departments, conduct a review of the feasibility of merging the two fire service areas and departments into a single area and department.

Summary of Recommendations

Legal Structures: Bylaws, Service Agreements & Mutual and Automatic Aid Agreements

1. The RDN, in consultation with the Departments and their respective societies, should review the bylaw structure, service contracts and mutual and automatic aid agreements based on the issues identified in this section on organizational and legal structures. In particular, the RDN should consider:
 - (a) developing a standard operational bylaw authorizing the services provided by the Departments and empowering them to operate at an emergency scene, and providing a process for service level establishment (and revision);
 - (b) reviewing and updating each service agreement with the relevant societies to address Playbook matters and related reporting requirements;
 - (c) review and update, with the partner local governments and societies, the mutual and automatic aid agreements currently in use.

Joint Health and Safety Committee

2. Having a formal written OH&S program, having a formal joint committee (or worker representative), conducting regular meetings and posting minutes of those meetings is a mandatory requirement of WorkSafe BC. We strongly recommend that the RDN ensure that any societies and Departments not in compliance with these requirements undertake the work necessary to meet their obligations under the WCA and related regulations.

⁸⁶ This assumes that there are no particular risks which would result in an elevated pumping capacity, as can occur when there are high hazard risks within a fire service area (e.g., major industrial undertakings, multi-storey high rises, etc.).

Organizational Structures

3. That the Regional District, in conjunction with the Societies and the Fire Departments, undertake a review of the current structure to determine how best to manage the RDN Fire Services into the future and what role the Societies should play.
4. In the event the above noted review determines to continue to use the society system, the RDN, in conjunction with the Societies, develop policy and procedures outlining how the societies will be managed, how they will report to the RDN and finally, how they will manage their respective fire Departments.
5. In the event the above noted review determines to continue to use the society system, that the RDN develops a process whereby any Society that determines it is no long prepared to be responsible for the operational aspects of its Department, can be released of its responsibilities, with the Regional District then assuming such role.
6. That the RDN, in conjunction with Societies and the Departments, adopt a policy setting out the educational and experience requirements for the position of Fire Chief.
7. That the RDN, in conjunction with the Societies, adopt a policy confirming that promotion to the position of Fire Chief will be held through open competition and subject to meeting the educational and experience requirements.
8. That the RDN, in consultation with the Societies and Departments, develop standardized proficiency requirements for each officer position within the Departments. Where elections are still used to appoint officers, a member should only be permitted to stand for election if he or she meets the minimum proficiency requirements for such position

Records

9. The RDN, as AHJ, must ensure that Departments are maintaining adequate records to meet there statutory, regulatory and operational requirements. The RDN should review records keeping processes and requirements with each of its Departments and their Chief Officers. Service contracts with each society should be updated to expressly specify what records must be kept, the manner in which the records are to be stored and how the Departments are to report back to the RDN on the status of their records keeping. Some regional districts have instituted area-wide records keeping systems used by each department for which it is responsible. The RDN may wish to review with its area Departments the prospect for introducing a share records management system.

Operational Guidelines

10. The RDN, in cooperation with the Departments, ensure that each Department has a complete set of OGs as required by WorkSafe BC, the Playbook and best practices. We would recommend that the RDN and the Departments develop a uniform set of region-wide OGs for use by each Department, to reduce the workload involved and ensure consistency.

Apparatus and Equipment

11. That the RDN in cooperation with the Fire Chiefs, investigate and consider having maintenance and repair of fire apparatus conducted by RDN (or member municipality) mechanical staff.
12. That the RDN and the Departments investigate the possibility of creating common fire apparatus specification templates for use in future purchases and that bulk purchasing of apparatus and equipment be considered in the future.
13. That the Departments review their individual equipment testing procedures and record keeping procedures, and compare them to the respective NFPA and WorkSafe BC requirements. Any deficiencies should be addressed immediately.

Training Standards and Requirements: Role of the RDN

14. That the RDN consider the creation of a Fire Services Coordinator position within the Regional District; and that prior to filling the position, the RDN in conjunction with the Fire Chiefs, jointly develop the job functions and primary roles for the position.

Volunteer Recruitment and Retention

15. The Departments, in cooperation with the RDN, should review the compensation received by volunteers for attendance at practices and when responding to emergency incidents to ensure it is fair; and that a regional policy for reimbursement of members out of pocket expenses, including wage losses, is developed.
16. The Departments and the RDN should develop a comprehensive approach to recruitment and retention including developing an effective information campaign for volunteers, reviewing the idea of volunteer benefits and implementing a duty crew system.
17. The RDN should develop and implement a more effective recognition program for its volunteers. It also should develop a recognition program for employers, and in particular for those employers which permit their employees to respond to day-time call-outs.
18. The Departments and the RDN should review other WEPs in the province, and consider developing and implementing similar programs. A WEP would enhance day-time responses and improve the availability emergency responders, at a far lower cost than hiring career firefighters.
19. Those Departments not already doing so, should consider using part-time administrative assistance or volunteer support personnel at the fire hall, to assist with administrative, record keeping and data entry duties.
20. The Departments in consultation with the RDN should consider developing a career pre-employment training program.

Review of Other Matters

21. Prior to renewing the Fire Services Agreement with the CVFD for fire protection services in Cassidy-Waterloo service area, the RDN should review the feasibility of creating a separate fire service for that area. Alternatively, the renewal agreement should provide for a reasonable termination period in the event that the stakeholders and RDN determine that a separate fire department should be created.
22. That the RDN follow up with the CVFD regarding possible alcohol consumption at the Cranberry Fire Hall on practice nights to confirm process and discuss insurance implications.
23. That the RDN in cooperation with the Errington and Coombs-Hilliars Departments, conduct a review of the feasibility of merging the two fire service areas and departments into a single area and department.

Appendix 1: Sample Service Level Policy

Note: this sample form of policy assumes that the “Interior Operations Service Level” will be established for most of the Fire Departments. If that is not the case, then use of two schedules – one for Exterior Operations Service Level departments and one for Interior Operations Service Level departments – will be necessary.

Service Level Policy for RDN Fire Departments

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

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

AND WHEREAS the Regional District is the Authority Having Jurisdiction over the Fire Departments;

AND WHEREAS under the Operational Bylaw, the Regional District has the authority to establish policies binding on the Department, its Members and its operations;

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

1. Definitions. The following capitalized terms shall have the following respective meanings, including in the recitals to this Service Level Policy:
 - (a) “Exterior Operations Service Level” means the Exterior Operations Service Level as defined in the Playbook;
 - (b) “Fire Chief” means the individual who has been appointed as the fire chief of each Fire Department in accordance with the [Operational Bylaw and policies made thereunder];
 - (c) “Fire Departments” means **[list the RDN Departments]**;
 - (d) “Fire Services Coordinator” means the individual appointed by the Regional District as the Fire Services Coordinator from time to time under the Operational Bylaw;
 - (e) “Incident” has the meaning ascribed thereto in the Operational Bylaw;
 - (f) “Interior Operations Service Level” means the Interior Operations Service Level as defined in the Playbook;

- (g) “Member” means a firefighter in any of the Fire Departments and includes the Fire Chief and officers;
 - (h) “NFPA” means the National Fire Protection Association;
 - (i) “Operational Bylaw” means **[identify updated Operational Bylaw]**;
 - (j) “Playbook” means the mandatory minimum training standards set under paragraph 3(3)(b) of the *Fire Services Act* (B.C.) by the Office of the Fire Commissioner and approved by the Minister of Justice, entitled *British Columbia Fire Service Minimum Training Standards: Structure Firefighters – Competency and Training Playbook* (2nd Edition, May 2015), as same may be amended, revised or replaced from time to time;
 - (k) “Principal Responding Members” means those Members expected to undertake interior fire suppression and/or rescue operations;
 - (l) “Regional District” means the Regional District of Nanaimo; and
 - (m) “Service Level Policy” means this policy, as same may be amended from time to time by the Regional District.
2. Authority and Application. This Service Level Policy has been established by the Regional District in accordance with the requirements of the Playbook, pursuant to the Regional District’s authority under the Operational Bylaw. This Service Level Policy applies to and is binding on each of the Fire Departments and its Members. It shall form the basis of each Fire Department’s training of its Members and related operational planning for fire suppression and emergency response activities.
 3. Service Level Policy. Each of the Fire Departments, other than ***, is authorized to provide fire suppression services in accordance with and subject to the limitations set out in the Interior Operations Service Level. **** is [/are] authorized to provide fire suppression services in accordance with and subject to the limitations set out in the Exterior Operations Service Level.
 4. Other Services. In addition to fire suppression, certain of the Fire Departments also provide technical rescue, vehicle extrication/road rescue, first medical responder, hazardous materials responses and other emergency services. Where a Fire Department provides such other services, it shall ensure that its Members (including supervising officers or incident commanders) are trained in accordance with the requirements of (as applicable) the *Workers Compensation Act* (B.C.) and regulations made thereunder, the *Emergency Health Services Act* (B.C) and regulations made thereunder, and any other applicable statutory or regulatory requirements. Where NFPA training standards are applicable to any of the job performance requirements of such services, Members performing such tasks will be trained in accordance with those NFPA standards.

5. Training of Members. Each Fire Department:

- (a) shall train its Principal Responding Members at least to the standard required by the Playbook for the Interior Operations Service Level or Exterior Operations Service Level, as required by section 3 hereof; and
- (b) for Interior Operations Service Level Departments, in relation to Members who are not trained to the Interior Operations Service Level, shall:
 - i. develop and operate an incident scene accountability system which clearly identifies the different levels of each Member's training (including interior or exterior operations and team leader for either level); and
 - ii. develop and institute operational guidelines which specify and limit the incident scene activities of Members depending on their current level of training.
- (c) for Exterior Operations Service Level Departments, in relation to Members who are not trained to the Exterior Operations Service Level, shall:
 - i. develop and operate an incident scene accountability system which clearly identifies the different levels of each Member's training (including interior or exterior operations and team leader for either level); and
 - ii. develop and institute operational guidelines which specify and limit the incident scene activities of Members depending on their current level of training.
- (d) In consultation with the Regional District, the Fire Services Coordinator shall be responsible for ensuring that each Fire Department develops an appropriate training program for all positions, tasks and roles, including those which are not expressly covered by the Playbook. This training program shall meet the requirements of the Playbook and the *Workers Compensation Act* (B.C.) and regulations made thereunder, and shall be consistent with good practices and industry standards. Where NFPA training standards are applicable to any of the job performance requirements of any Member, the Member performing such task will be trained in accordance with the relevant NFPA standards, to a level consistent with expected operational requirements.

6. Operational Guidelines, Records and Compliance. The Fire Services Coordinator, in consultation with the Fire Departments and their Fire Chiefs, shall:

- (a) develop appropriate operational guidelines implementing this Service Level Policy and the requirements of the Playbook, including operational guidelines:
 - i. which set out the conditions to be considered by an incident commander before an interior attack or rescue is undertaken; and

- ii. which identify any hazards within each Fire Department's fire suppression area in respect of which the Department will not undertake interior operations;
 - (b) ensure that accurate and complete records are maintained by each Fire Department of the training of its Members, including any refresher training, any certifications obtained⁸⁷ and otherwise as required by the *Workers Compensation Act* (B.C.) and regulations thereunder, such that the training level of each Member can clearly be established;
 - (c) ensure, for Interior Operations Service Level Departments, that each Fire Department conducts pre-planning of any risks larger than a typical residential structure in the fire service area, in respect of which such Fire Department intends to conduct interior operations; and
 - (d) report annually to the Regional District on each Fire Department's training program, the training levels of its Members and overall compliance with this Service Level Policy and the requirements of the Playbook.
7. Limitations on Services Provided. Notwithstanding anything in this Service Level Policy:
- (a) in relation to any particular Incident, a Fire Department shall undertake only those emergency response activities for which its responding Members at the Incident are properly trained and equipped, and following an appropriate size-up and risk assessment; and
 - (b) the Fire Chief of a Department authorized to operate at the Interior Operations Service Level, in consultation with the Fire Services Coordinator, may determine to limit the fire suppression activities of his or her Fire Department to the Exterior Operations Service Level in circumstances where, because of turn-over in Members or for other reasons, in the Fire Chief's view the Fire Department should suspend undertaking interior fire attack or rescue operations.
 - (c) Where a determination is made under section 7(b) to limit a Fire Department's level of service, the Regional Chief shall immediately inform the Regional District of such decision, including the reasons therefor. Where such service limitation has implemented, the Fire Chief, in consultation with the Fire Services Coordinator, may elect to recommence providing Interior Service Level Operations when he or she considers it warranted, and the Fire Services Coordinator shall inform the Regional District when such decision is made.
8. Policy Amendment. This Service Level Policy shall be reviewed [**annually**] by the Regional District with the Fire Services Coordinator. It will be amended as determined

⁸⁷ Note: third party certifications of training are not required under the Playbook. However, where a firefighter has received training which has been certified, a record of that training and related certification should be maintained.

appropriate by the Regional District, or as required to conform with any changes to the Playbook or other applicable legislation or regulations.

**This Service Level Policy is authorized and adopted as of this day of ,
2016.**

[Add signature blocks as required or appropriate]

Appendix 2: Fire Department Records

This Appendix provides a general outline of the categories of records fire departments should, and in many situations are required, to maintain. This outline should not be treated as exhaustive nor is it intended that the reader solely rely on the information contained below. It is strongly recommended that Departments review the requirements contained in Part 31 (Firefighting) of the Regulation under the WCA and the appropriate NFPA and ULC standards for specific recommendations and requirements on maintenance of records.

Under section 31.9 of the Regulations, a fire department must keep the test and inspection records required by WorkSafe BC at the workplace for inspection by an officer or the joint committee or worker health and safety representative, as applicable.

1. Apparatus Maintenance

Fire department apparatus must be maintained by appropriately certified personnel. Under NFPA 1911, vehicles should be maintained by individuals who are certified as emergency vehicle technicians. Records need to be maintained on all vehicle maintenance and repairs, as well as any failures in any part of the apparatus. The records required include:

- Annual pump testing
- Weekly apparatus checks
- Apparatus maintenance and repairs
- Apparatus equipment failures.

NFPA 1911 – Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus, 2012 Edition.

2. Driver Training Records

Driver training is critical to the safety of both department members and the public. Departments are required to ensure that members operating apparatus have all appropriate licensing (including, where required, air brake certification). Records required to be maintained include the following:

- Initial driver training and certification
- Annual driving training records
- Yearly driver abstract
- Written operational guidelines relating to the operation of firefighting vehicles during emergency and non-emergency travel.

NFPA 1451 – Standard for a Fire Service Vehicle Operations Training Program, 2013 Edition.

Regulations, section 31.5(e).

3. Member Training Records (individual records)

Maintenance of appropriate training records is crucial for fire departments. Records should be stored in a manner that enables the department to readily confirm the specific training levels of each individual member. Back-up copies of the records should also be maintained off-site. In the Clearwater incident, the lack of adequate training records led both WorkSafe BC and the Coroner to conclude that the department members conducting the interior attack lacked the training necessary for the operations that they undertook – even though the Fire Chief maintained that both members of the interior attack team had the training needed for the roles they played.

The records for specific areas of training should be maintained for each individual member and should show:

- Levels of recruit and probationary training achieved and when accomplished
- Training sessions attendance (date and hours involved)
- Additional yearly formal training (including records of weekly and special training sessions and all certifications attained)
- Ongoing yearly maintenance training in the various areas (to retain the levels of knowledge and skills achieved)

NFPA 1001 – Standard for Firefighter Professional Qualifications, 2013 Edition

Equipment Maintenance and Repair (General)

4. Ground Ladder Testing Records

Ground ladder failures during fire-ground activities, while relatively rare, have the potential to cause major injuries and possible deaths to both firefighting personnel and rescue victims during emergency operations. Unlike standard industrial ladders, fire service ground ladders must be capable of holding several people, including rescue personnel (with full PPE) and victims, from elevations of two or more stories.

Individual records and test results must be maintained for all ground ladders in use by a department. These records include:

- Annual inspection and testing
- Regular cleaning and inspection

NFPA 1932 – Standard on the Use, Maintenance, and Service Testing of In-Service Fire Department Ground Ladders, 2015 Edition.

WCB Regulations, section 31.37 (Ground Ladders).

5. Hose Testing Records

Although an onerous task, annual hose testing is highly recommended. In addition, individual lengths of hose should be tracked throughout its in-service life. Fire hose failure during emergency incidents is greatly reduced through annual testing. The ideal place for fire hose to fail is at the fire hall during testing. Records should include:

- Records for individual hoses including in-service date, damage and repairs
- Annual inspection and testing.

NFPA 1962 – Standard for the Inspection, Care, and Use of Fire Hose, Couplings, and Nozzles and the Service Testing of Fire Hose, 2013 Edition.

6. Self-Contained Breathing Apparatus (SCBA) and PASS⁸⁸ Devices

SCBA and PASS alarms are life critical safety devices for firefighters. In the Clearwater incident, both the records keeping and equipment maintenance practices of the department were criticized. The department lacked the necessary maintenance and repair records for its SCBA, the equipment that was used failed in subsequent testing conducted by a third party, and there was evidence of improper maintenance of the units involved.⁸⁹ WorkSafe BC requires that service and repair of SCBA units must be by qualified persons.

The following records need to be maintained:

- Annual SCBA pack testing
- Annual and weekly pass alarm testing
- Bottle hydrostatic testing in accordance with *CSA Standard CAN/CSA-B339-96, Cylinders, Spheres, and Tubes for the Transportation of Dangerous Goods*
- Regular inspections of all SCBA components. The inspection of compressed air cylinders must be conducted in accordance with *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators*
- Fit testing is required: (a) before initial use of a respirator, (b) at least once a year, (c) whenever there is a change in respirator face piece, including the brand, model, and size, and (d) whenever changes to the user's physical condition could affect the respirator fit
- Appropriate medical certification showing fitness to use SCBA, where required (see OSHR, s. 31.20)

⁸⁸ Personal alert safety system – a device which sounds an alarm when a firefighter is down.

⁸⁹ Schapansky Inquiry, at pp. 4, 5-6. The SCBA units worn by Schapansky and his partner were examined by the National Institute of Occupational Health and Safety in the US.

- Complete maintenance and repair records for each self-contained breathing apparatus and all air cylinders must be kept in accordance with the requirements of *CSA Standard CAN/CSA-Z94.4-02, Selection, Use, and Care of Respirators* (section 10.3.3.2.2-b to f, inclusive).

CSA Standard CAN/CSA-Z94.4-02, *Selection, Use, and Care of Respirators*

NFPA 1852 – Standard on Selection, Care and Maintenance of Open-Circuit Self-Contained Breathing Apparatus (SCBA), 2013 Edition.

NFPA 1982 – Standards on Personal Alert Safety Systems, 2013 Edition.

Regulations, sections 31.19 to 31.26 (Respirators).

Regulations, section 31.18 (PASS alarms).

7. Personal Protective Equipment

Personal protective equipment (“PPE”) includes turnout gear, helmets, hoods, boots, gloves and goggles. Aside from effective training, PPE is the most important tool a firefighter needs to do his/her job safely. The proper care, through regular inspection and cleaning should be the first priority of all fire service personnel.

- The employer must have operational guidelines governing the inspection of protective clothing and equipment at regular intervals
- The equipment should be identifiable
- Procedures for cleaning and drying clothing must be in accordance with the manufacturer’s instructions
- Records of date of purchase, assignment and date for replacement must be maintained
- Records of regular cleaning, inspection and repair of all personal protective equipment should be maintained.
- Turnout gear older than 10 years must be replaced.

NFPA 1851 – *Standard on the Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* (2013 Edition)

NFPA 1971 - *Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* (2013 Edition)

8. Rescue Ropes

Rescue ropes are defined as “designated rescue ropes” used to lift, carry, support rescue personnel and rescue victims during emergency incidents such as high angle, swift water rescue, confined space rescue etc. Rescue ropes are not standard general purpose fire service

ropes used during fire ground or emergency incidents to lift tools, secure equipment or tow vehicles. The following records must be maintained for all dedicated rescue ropes

- Records of date of purchase
- Dates of each use, damage, cleaning and repair.

NFPA 1983 – Standard on Life Safety Rope and Equipment for Emergency Services, 2012 Edition.

WCB Regulations, section 31.17.

Appendix 3: Coverage Options for Coombs-Hilliers

In terms of coverage options for Coombs-Hilliers there may be some consideration as to the long-term viability of Hall #1. The structure will likely require to be replaced in the nearer term as its physical integrity as well as the amount of usable space is a concern.

One option would be to replace the hall, but another could be to consider providing coverage within much of the Coombs-Hilliers area utilizing Errington #1 Fire Hall which is located very near the east boundary. For this option to be viable the requirements of the FUS in terms of residential properties to be within 8 kilometres by road network of a fire hall must be considered.

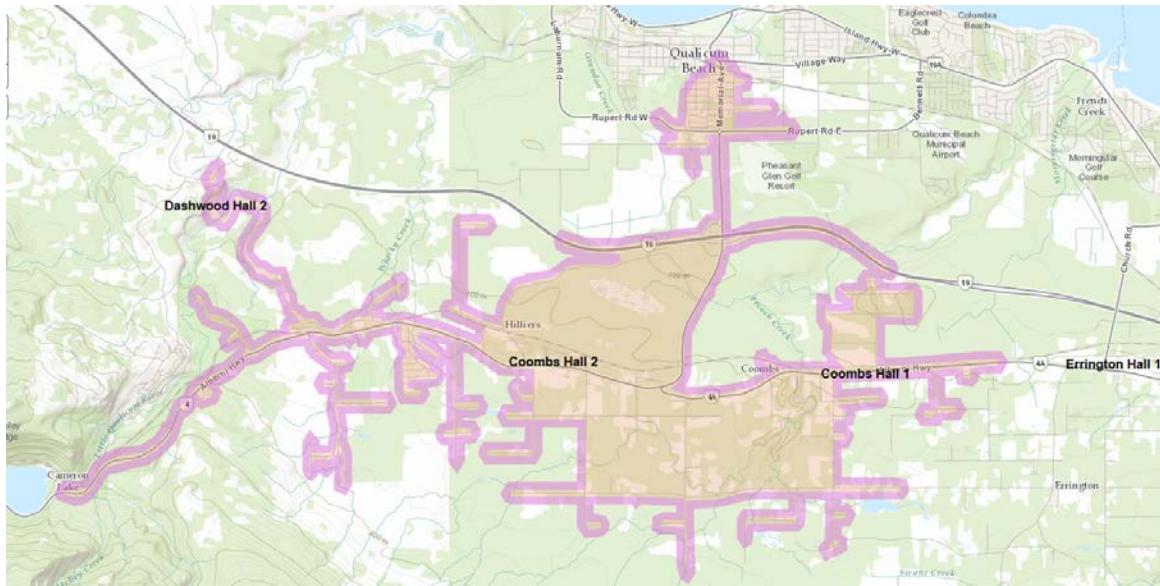


Figure 10: 8 Kilometre Coverage from Coombs-Hilliers #2 Fire Hall

Figure 10 shows the 8 kilometre coverage from Coombs-Hilliers #2 Fire Hall and it is clear that it provides coverage for the largest part of the area that would be protected by their Hall #1. Note that the coverage from Coombs-Hilliers #1 Fire Hall is not shown in this map.

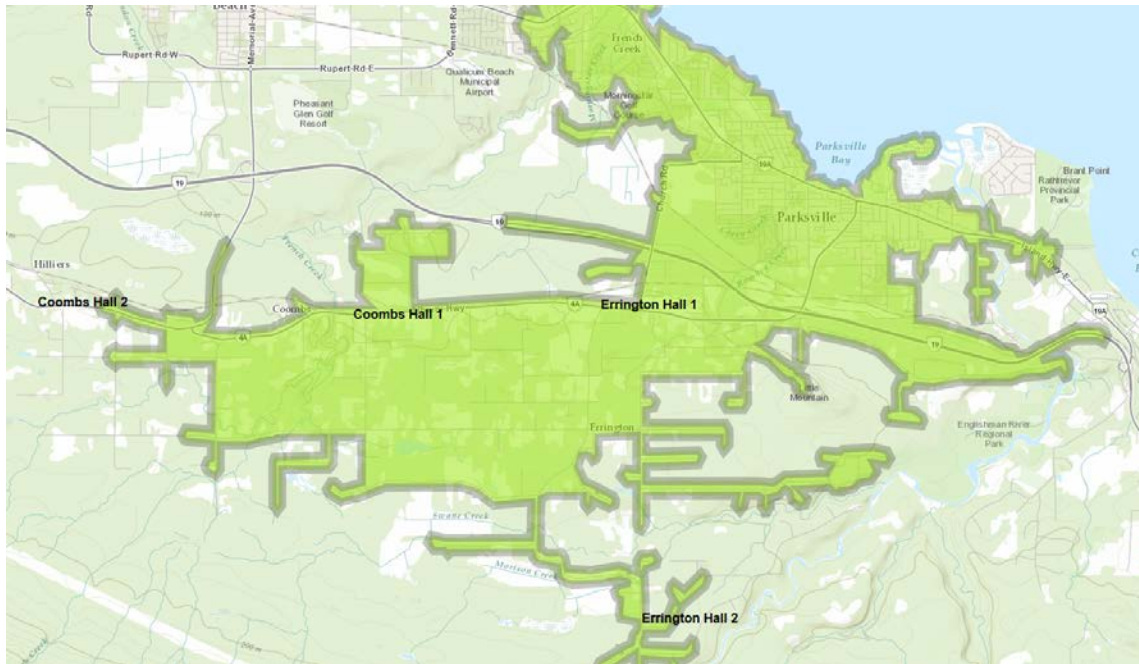


Figure 11: 8 Kilometre Coverage from Errington #1 Fire Hall

Figure 11 shows the coverage of the same area from Errington #1 Fire Hall and from this it is obvious that this hall also provides very good coverage for Coombs-Hilliers, certainly right up to Coombs-Hilliers #2 Fire Hall. A more detailed view of this area and the coverage that could be provided is shown in Figure 12

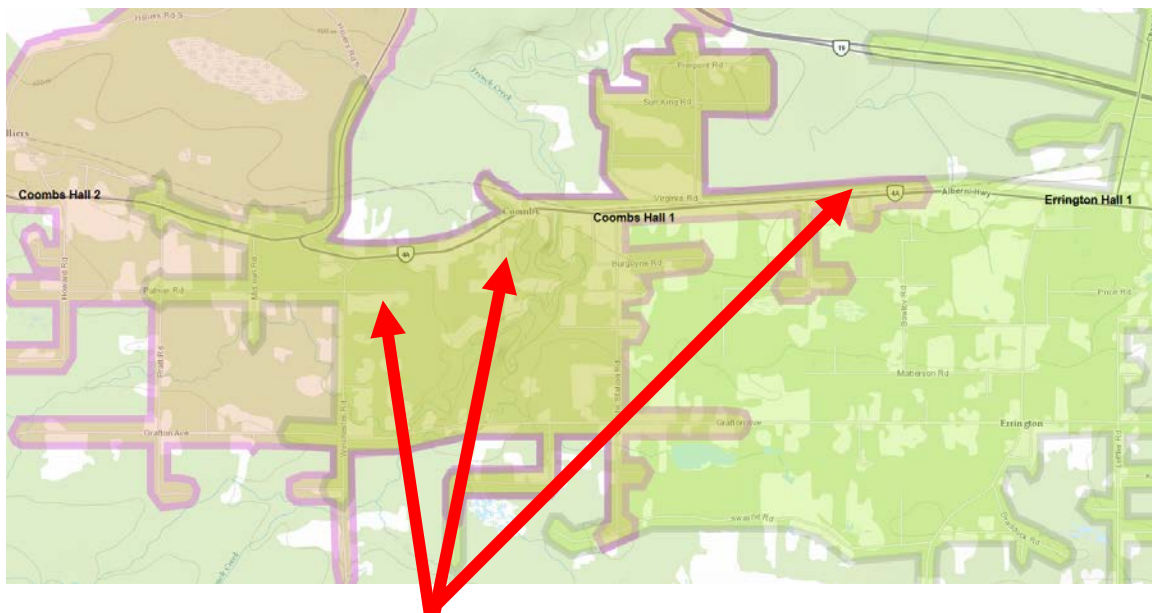
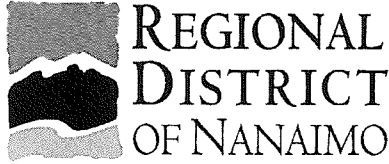


Figure 12: Overlap 8 Kilometre Coverage for Response by Coombs-Hilliers #2 Fire Hall and Errington #1 Fire Hall

From this it is obvious that the area protected by Coombs-Hilliers #2 Fire Hall would receive overlap coverage within the 8 kilometre requirement from Coombs-Hilliers #1 Fire Hall and Errington #1 Fire Hall.



RDN REPORT		
CAO APPROVAL		
EAP		
COW	✓	
APR 28 2016		
RHD		
BOARD		

STAFF REPORT

TO: Geoff Garbutt
General Manager of Strategic
and Community Development

DATE: April 28, 2016

FROM: Tyler Brown
Intergovernmental Liaison

MEETING: COW – May 10, 2016

SUBJECT: Canada 150 Fund Grant Applications

RECOMMENDATIONS

1. That Staff be directed to engage with Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation regarding \$30,000 allocated by the Board in the 2016 Regional District of Nanaimo Budget for a First Nations Art Installation Project at the Regional District of Nanaimo Administration Building and to solicit letters to support an application to the Canada 150 Fund requesting an additional \$30,000 to match the allocated funds.
2. The Staff be directed to prepare a Board report outlining potential Terms of Reference for a First Nation art selection committee that includes representation from Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation.
3. That Staff be directed to apply to the Canada 150 Fund for \$40,000 to contribute towards the development of a gateway information structure at Moorecroft Regional Park, to engage with Snaw-Naw-As First Nation regarding the construction of a gateway information structure at Moorecroft Regional Park and to solicit a letter from Snaw-Naw-As First Nation and other relevant parties to support the application to the Canada 150 Fund.
4. That Staff be directed to apply to the Canada 150 Fund for \$40,000 for the creation of a First Nation cultural piece or a collaborative event with Snuneymuxw First Nation, engage with Snuneymuxw First Nation regarding the cultural piece or event and to solicit a letter from Snuneymuxw First Nation to support the application to the Canada 150 Fund.
5. That Staff be directed to apply to the Canada 150 Fund for \$40,000 for the creation of a cultural piece or sign, engage with Qualicum First Nation regarding the cultural piece or sign and solicit a letter of support from Qualicum First Nation to support the application to the Canada 150 Fund.

PURPOSE

To provide information regarding applications to the Canada 150 Fund, bring forward candidate proposals for submission for Canada 150 grant funding, and initiate a process for collaborating with Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation with regard to the siting and creation

of First Nations cultural pieces and events that represent the relationship between each First Nation and the Regional District of Nanaimo.

BACKGROUND

Canada's 150th anniversary of Confederation, as well as the Regional District of Nanaimo's 50th anniversary of incorporation, is in 2017. To acknowledge and celebrate the 150th anniversary of Canada, the Federal Government of Canada has initiated the Canada 150 Fund to promote Canadian values, culture, history, and national pride and to also bring citizens together. The guiding thematic elements for the Canada 150 Fund are "Strong, Proud and Free" and projects supported by the fund are to incorporate these three elements. The Canada 150 Fund aims to support projects across a broad range of subject areas, including but not limited to: arts and culture; environmental stewardship and connecting with nature; sport, health and active living; history and heritage; science and technology; and civic engagement.

ALTERNATIVES

1. The Board endorse applications to the Canada 150 Fund and direct Staff to communicate with Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation regarding the applications for the selection of art pieces for the Regional District of Nanaimo administration building.
2. Receive this report for information and provide alternate direction to Staff.

DISCUSSION

As a local government, the Regional District of Nanaimo meets the criteria as an eligible candidate to apply for funding. While the Canada 150 Fund can support up to 100% of eligible expenses of a particular project or initiative, the Canada 150 Fund accompanying Applicant's Guide highlights that applicants are encouraged to secure other sources of funding to help support the project and that the level of funding support from other sources is taken into consideration during the assessment process. Furthermore, the Applicant's Guide highlights the importance of the project being consistent with the goals of the Canada 150 Fund.

While there is no established application deadline for submitting an application under the Canada 150 Fund, RDN Staff have communicated with a Senior Program Advisor for the Department of Canadian Heritage who indicated that applications can take up to 26 weeks to process and recommended that an application be submitted by no later than by mid-June of 2016 to ensure it is properly considered.

In consideration of the application criteria listed in the Canada 150 Fund accompanying Applicant's Guide regarding eligible projects, several potential proposals have been identified for submission that are consistent with the goals and objectives of the fund.

First Nations Art – RDN Administration Building

At the February 24, 2015, Regular Board Meeting, the following motion was passed:

That staff be directed to set aside \$30,000 dollars in the 2016 Grants-in-Aid budget to acknowledge the three First Nations in the Regional District of Nanaimo, and that acknowledgement be in the form of significant art work from each of the three First Nations.

Further, at the June 23, 2015, Regular Board meeting, the following motion was passed:

That staff be directed to investigate the opportunity for the development of a collaborative art installation project at the Regional District of Nanaimo involving Vancouver Island University, Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation to commemorate the 150th Birthday of Canada, the 50th Birthday of the Regional District of Nanaimo and the important relationship between the Regional District of Nanaimo, Vancouver Island University and the First Nations of this Region; and

That the Regional District of Nanaimo Board support an application under the Canada 150 Fund for matching Federal funds to the \$30,000 allocated by the Board in the 2016 Regional District of Nanaimo Budget for the First Nations Art Installation Project for this initiative.

In order to help guide the selection of an art piece from each nation, and ensure representation by Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation on the art piece installations, it is proposed that communication be sent to each of the three nations seeking direction on the proposed art pieces and highlighting the proposed application to the Canada 150 Fund to match the \$30,000 previously set aside. Furthermore, regardless of a successful application to the Canada 150 Fund, it is proposed that Staff be directed to prepare a Board report outlining potential Terms of Reference for a First Nation Art Selection Committee that includes representation, if they choose to participate, from Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation.

To support the application to the Canada 150 Fund, a letter of support would be required from each nation. If successful with the Canada 150 Fund grant application, a total of \$60,000 would be available for significant art pieces from each of the three First Nations within the area of the Regional District of Nanaimo to acknowledge the important relationship between the Regional District of Nanaimo, and each of the First Nations of the Region.

In addition to making an application to support an art installation from each of the three nations at the Regional District of Nanaimo administration building, it is proposed that additional grant applications be made to the Canada 150 Fund to support cultural projects separate from the art installation at the administrative building. One project is proposed for each of the three First Nations.

Snaw-Naw-As First Nation

The Moorecroft Regional Park Management Plan acknowledges that Moorecroft park has a rich cultural history dating from pre-contact with Europeans to recent operation as a youth camp. The park is within the core traditional territory of Snaw-Naw-As First Nation and also within the traditional territory of Snuneymuxw First Nation. The plan identifies working with local First Nations as a priority to incorporate relevant indigenous languages and traditional ecological knowledge in the Park's interpretive information.

Further, the plan specifically identifies an entrance information kiosk for future construction within the Park. Regional District of Nanaimo Parks Department Staff have indicated that \$20,000 in donations have been received for the future construction of an information kiosk. To advance the construction of an information kiosk, Staff propose that an application to the Canada 150 Fund be made for \$40,000 to be used for the development of the gateway information structure to Moorecroft Regional Park. If the application is successful, a total of \$60,000 will be available for development of the information kiosk structure which would include Moorecroft Regional Park donor information, Snaw-Naw-As cultural information and information pertaining to the diverse history of the park. Moreover, if the grant application is successful, a working group between Regional District of Nanaimo Elected Officials and Staff, representatives from Snaw-Naw-As and community and donor stakeholders to guide the construction of the information kiosk would be formed. A proposal for the Terms of Reference of the working group can be brought forward in a separate Board report at a later date if the grant application is successful.

Snuneymuxw First Nation

While no specific current project or opportunity between Snuneymuxw First Nation and the Regional District of Nanaimo has been identified to submit for Canada 150 grant funding, opportunities exist for a joint project or event between the two parties. For example, sporting and cultural events and activities are eligible for Canada 150 grant funding. Further, Snuneymuxw First Nation and the Regional District of Nanaimo communicate regularly on diverse projects and an art or cultural piece could be created to symbolize future collaboration between the two parties. Staff propose that an application to the Canada 150 Fund be made for \$40,000 to fund a collaborative project or event and that a letter be sent to Snuneymuxw First Nation soliciting support for the application and also highlight that if the grant application is successful, a working group between the Regional District of Nanaimo and Snuneymuxw First Nation would be formed at a future date to guide the project.

Qualicum First Nation

Similar to Snuneymuxw First Nation, no specific project or opportunity has been specifically identified as a candidate project for application to the Canada 150 Fund. However, the Regional District of Nanaimo and Qualicum First Nation completed two successful community-to-community forums over the last year. Building off the success of the community-to-community forums, a cultural piece, signage or a similar item that acknowledges the relationship between the two parties would be appropriate. Staff propose that an application to the Canada 150 Fund be made for \$40,000 to fund this initiative and that a letter be sent to Qualicum First Nation soliciting support for the application and also highlight that if the grant application is successful, a working group between Regional District of Nanaimo and Qualicum First Nation would be formed at a future date to guide the project.

FINANCIAL IMPLICATIONS

Staff have reviewed the proposed development and note that the proposal has no immediate implications related to the Board 2016 – 2020 Financial Plan. A total of \$30,000 has already been allocated by the Board in the 2016 Regional District of Nanaimo Budget for a First Nations Art Installation Project at the Regional District of Nanaimo administration building. Each proposed application to the Canada 150 Fund is to provide completely for a project or event not currently budgeted for, or in the case of the art installation project, increase the amount of funds.

STRATEGIC PLAN IMPLICATIONS

Staff have reviewed the 2016 – 2020 Board Strategic Plan and note that the First Nations art installation to acknowledge the three First Nations within the Regional District of Nanaimo area is consistent with the RDN strategic priority of focusing on relationships and the governing principle of Working Effectively as a Team. The art installation at the Regional District of Nanaimo administration building and the three potential projects recognizing each individual nation offers opportunity for collaboration between governments on projects to symbolize cooperation and mutual respect.

INTERGOVERNMENTAL IMPLICATIONS

The intent of each project is to symbolize, through the creation of an art piece or an event, the government to government relationship between the Regional District of Nanaimo and each nation. Staff have communicated with each First Nation at a staff level regarding applications to the Canada 150 Fund and the opportunity to collaborate on a cultural piece or event to expand relationships and promote future partnerships.

SUMMARY/CONCLUSIONS

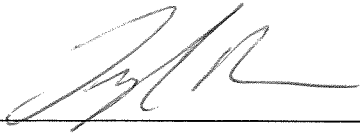
The Canada 150 Fund supports projects across a broad range of subject areas, including but not limited to: arts and culture; environmental stewardship and connecting with nature; sport, health and active living; history and heritage; science and technology; and civic engagement. While there is no stated deadline for application submission, the Department of Canadian Heritage has indicated applications can take up to 26 weeks to process and recommends that an application be submitted by mid-June of 2016 to ensure it is properly considered.

The following are recommendations for submissions to the Canada 150 Fund:

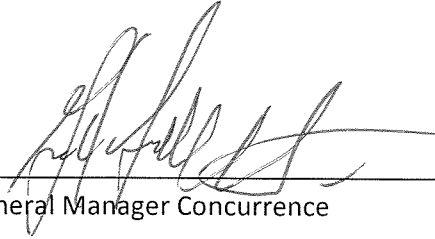
- A \$30,000 funding request to match the \$30,000 allocated for the First Nations Art Installation Project at the Regional District of Nanaimo.
- A \$40,000 funding request to combine with \$20,000 in donations for an information structure/kiosk at Moorecroft Regional Park which would include Moorecroft Regional Park donor information, Snaw-Naw-As cultural information and information pertaining to the diverse history of the park.
- A \$40,000 funding request to fund a collaborative project or event with Snuneymuxw First Nation that acknowledges the relationship between Snuneymuxw First Nation and the Regional District of Nanaimo.
- A \$40,000 funding request to fund a cultural piece, signage or a similar item that acknowledges the relationship between Qualicum First Nation and the Regional District of Nanaimo.

To support the First Nations Art Installation Project and additional separate applications to the Canada 150 Fund, a letter of support would be required from each First Nation for the Art installation Project application and the particular application which they partner. If a particular nation does not wish to partner with the Regional District of Nanaimo on a collaborative project, then an application to the Canada 150 fund will not be pursued.

Regardless of a successful application to the Canada 150 Fund, it is proposed that Staff engage with the three First Nations on the First Nations Art Installation Project and be directed to prepare a Board report outlining potential Terms of Reference for a First Nation Art Selection Committee that includes representation from Snuneymuxw First Nation, Snaw-Naw-As First Nation and Qualicum First Nation.



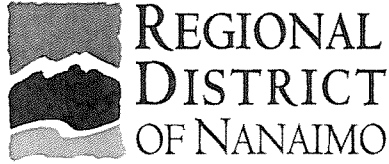
Report Writer



General Manager Concurrence



CAO Concurrence



RDN REPORT		
CAO APPROVAL <i>[Signature]</i>		
EAP		
COW	✓	
MAY 02 2016		
RHD		
BOARD		

STAFF REPORT

TO: Tom Armet
 Manager, Building & Bylaw Services

DATE: April 30, 2016

FROM: Jack Eubank
 Bylaw Enforcement Officer

MEETING: CoW – May 10, 2016

FILE: CE20150000275

SUBJECT: 162 Bayridge Place, Electoral Area ‘H’ – Building Bylaw Contravention

RECOMMENDATION

That staff be directed to register a Notice of Bylaw Contravention on the title of Strata Lot 7 District Lot 85 Newcastle District Strata Plan VIS4417 Together With An Interest In The Common Property In Proportion To The Unit Entitlement Of The Strata Lot As Shown On Form 1 (162 Bayridge Place), pursuant to Section 57 of the *Community Charter* and take further enforcement action as may be necessary to ensure the property is in compliance with Regional District of Nanaimo (RDN) regulations.

PURPOSE

To obtain Board approval to register a Notice of Bylaw Contravention on the title of the above noted property.

BACKGROUND

- Property: 162 Bayridge Place, Electoral Area ‘H’
- Legal: Strata Lot 7 District Lot 85 Newcastle District Strata Plan VIS4417 Together With An Interest In The Common Property In Proportion To The Unit Entitlement Of The Strata Lot As Shown On Form 1
- Owner: Colin & Lynda Hearn, 162 Bayridge Place, Bowser, BC V0R 1G0
- Zoning: Residential 2 (RS2)

In June 2015, in response to complaints related to a home based business, staff inspected this 0.33 acre property and confirmed the presence of an accessory building near the north side of the lot a short distance from a dwelling (see Attachment 1). The approximately 12’ x 16’ accessory building houses a coffee roaster business known as Tienes Grano which supplies coffee on a wholesale basis to various customers in the area. The owner was advised in writing on two occasions (September 23 and October 22, 2015) to cease operating the business in contravention of Home Based Business regulations.

A review of RDN records and online postings indicate the construction of the accessory building began in May 2011. It was determined that no building permits were applied for or issued for this accessory building, as required upon expansion of the Building Inspection service on April 1, 2011. The building also appears to be sited in contravention of setback requirements for the property. Staff contacted the owner who stated that construction of the building commenced in December 2010 however no documentary support was provided by the owner to enable staff to re-assess the requirement for a building permit (see air photos Attachment 2).

On December 9, 2015, the owner was advised in writing of the requirement to apply for a building permit and to date, has failed to do so. The building continues to be used for the operation of the coffee roasting business, resulting in ongoing complaints from area residents regarding the strong odor from the business.

Section 57 of the *Community Charter* authorizes the Board to consider a resolution that directs the Corporate Officer to file a Notice on the title of a property that results from the contravention of a bylaw, a Provincial building regulation, or any other enactment, that relates to the construction or safety of buildings or other structures, or work that was carried out without the necessary permit(s). The accessory building was constructed without approvals and permits in contravention of RDN zoning and building regulations.

ALTERNATIVES

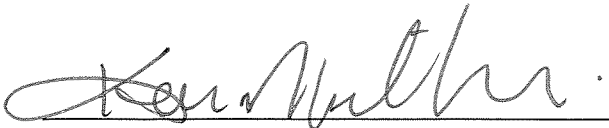
1. Register a Notice of Bylaw Contravention on the title of the property and take enforcement action as may be necessary.
2. Provide alternate direction to staff.

FINANCIAL IMPLICATIONS

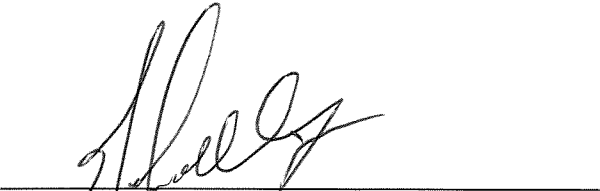
There are no financial implications in the registration of a Notice on title. Once the bylaw contravention has been corrected, the property owner may apply to have the Notice removed upon payment of a \$500 fee in accordance with *Building Regulations Fees and Charges Bylaw No. 1595, 2010*. Should it become necessary to pursue legal action, a Court Order will be required to either remove the structure or compel the owner to comply with building regulations. The cost of obtaining such an Order can reach several thousand dollars and if challenged by the owner, the costs could escalate further. If successful the RDN may recover a portion of legal costs.

SUMMARY/CONCLUSIONS

Following several complaints regarding the operation of a coffee roasting business on the subject property, staff determined that the accessory building housing the business was constructed without a building permit as required in accordance with *Building Regulations Bylaw No. 1250, 2010*. Despite repeated direction from RDN staff, the owner has failed to cease operating the business or apply for a building permit for the building. Accordingly, staff is recommending that a Notice of Bylaw Contravention be registered on the title and that enforcement action be taken as necessary to ensure the use of the property is in compliance with Regional District of Nanaimo regulations.



For Report Writer



General Manager Concurrence



Manager Concurrence



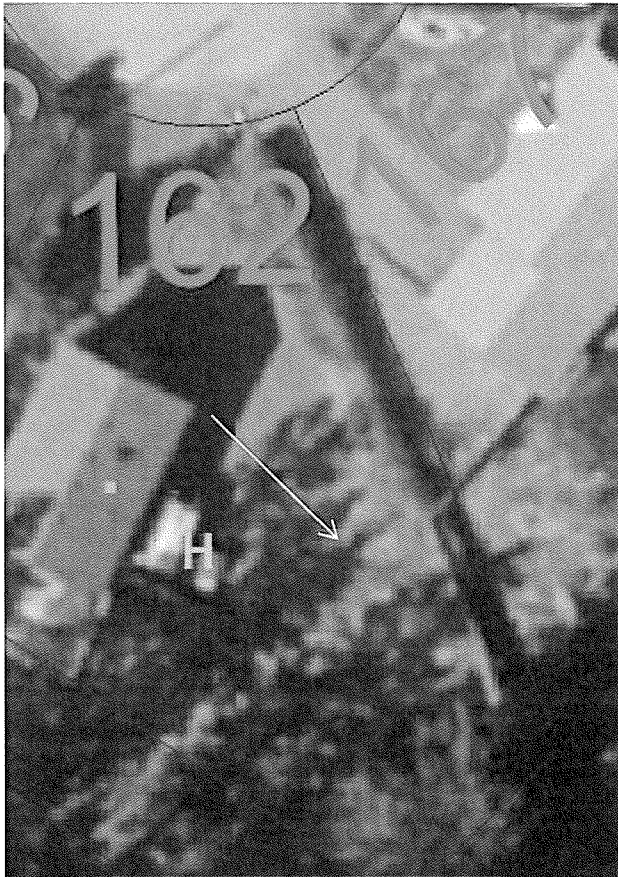
CAO Concurrence

Attachment No. 1



Smoke from coffee roaster

Attachment No. 2



April 8, 2011

No site preparation or construction indicated in bottom right of air photo



August 11, 2012

Accessory building complete as shown in bottom right of air photo



RDN REPORT	
CAO APPROVAL	<i>[Signature]</i>
EAP	
COW	✓
APR 27 2016	
RHD	
BOARD	

STAFF REPORT

TO: Wendy Marshall
 Manager of Parks Services

DATE: April 22, 2016

FROM: Elaine McCulloch
 Parks Planner

MEETING: CoW – May 10, 2016

FILE:

SUBJECT: Proposed Park Land Dedication in Conjunction with Proposed Subdivision of Parcel ‘B’,
 Section 15, Gabriola Island, Nanaimo District, Plan VIP59663 PID 018913717
 1520 McCollum Rd, Gabriola Island, Electoral Area ‘B’

RECOMMENDATION

That the Regional District of Nanaimo support the Gabriola Island Local Trust Committee’s decision to require 5% cash-in-lieu of park land dedication for the proposed subdivision of Lot B, Section 15, Gabriola Island, Nanaimo District, VIP59663, 1520 McCollum Rd and that the funds be held by the Regional District of Nanaimo in a separate reserve fund dedicated to acquiring future community park land in Electoral Area ‘B’.

PURPOSE

To consider a cash-in-lieu of park land dedication in conjunction with a proposed seven lot fee simple subdivision.

BACKGROUND

The Islands Trust received a subdivision application referral from G. McCollum and J. Krul for a seven lot subdivision in 2010. The subject property is 15.2 ha in area and is surrounded by residential parcels to the west and south, Crown land to the east and 707 Community Park to the north (*see Attachment I*). The applicant proposes to create 7 residential parcels (0.5 ha to 7.6 ha in area), which meet the minimum parcel size pursuant to the Gabriola Island Land Use Bylaw No. 177, 1999.

As the proposed subdivision will create more than three new parcels, the applicant is required to provide park land dedication and/or cash-in-lieu of park land pursuant to Section 510 of the *Local Government Act (LGA)*. For this application the Islands Trust may require up to 0.760 hectares (1.88 acres), which is equivalent to 5% of the total parent parcel.

The original subdivision application considered in 2011, proposed the dedication of 0.154 hectares (0.38 acres) as park land, which amounted to 1.0% of the parent parcel (*Attachment II*). The proposed 4m wide park dedication was located along the eastern lot line of the property, adjacent to proposed Lot 6, where it links into 707 Community Park.

Under Section 29 of the *Islands Trust Act*, the Local Trust Committee (LTC) has the authority to determine whether an owner of land being subdivided will provide park land or cash-in-lieu under

Section 510 of the *Local Government Act*, but that the RDN will be the agency who receives the park land or money. The subdivision application was sent to the RDN for comment on the proposed park land dedication. This proposal was referred to the Electoral Area 'B' Parks and Open Space Advisory Committee (POSAC) on September 6, 2011. The POSAC recommended that the offer of a trail corridor dedication be denied and at that the applicant consider a 5% park land dedication adjacent to the 707 Community Park as an alternative. Following this recommendation, no alternative park land dedication options were discussed with the Islands Trust or the applicant and in April 2013, MOTI confirmed with the Islands Trust that the delay on the application was on the applicant's part attempting to meet VIHA (Island Health) standards.

In January 2016, MOTI referred the subdivision application back to the Islands Trust and Islands Trust Planning Staff re-initiated discussions with the RDN regarding the park land dedication. RDN Parks staff and the Area Director met with the applicant and conducted a site visit of the property.

Proposed Park Land

Although the original site plan has not been amended, the application is being treated as a new referral by the Islands Trust (*Attachment III Islands Trust Staff report*) and the applicant has put forward two alternate proposals to satisfy the park land dedication requirements of Section 510 of the *Local Government Act*:

- 1) To contribute cash-in-lieu of park dedication in the amount of 5% of the total land valuation. The subject property has an assessed land value of \$334,125 according to the 2015 assessment roll. The valuation of the property for 5% cash-in-lieu of park land charges would be based on a certified appraisal of the land at the time of preliminary subdivision approval (PLA). Therefore, it is anticipated that the appraised market value would result in an approximately \$16,706 contribution (based on a full 5%) to Electoral Area 'B' Community Parks Acquisition Reserve Fund; or
- 2) To dedicate 5% of the property area (0.76 ha) as park land located along the northern boundary of the subject property, adjacent to the 707 Community Park.

RDN Parks staff have reviewed the relevant policies outlined in Section 4.2 of the *Gabriola Island Official Community Plan* that provide guidance with respect to the acceptance of park land, and conclude that a 0.76 hectare (1.878 acre) addition of community park land along the north end of the subject property is unlikely to be of great significance to the 707 Acre Community Park. Staff believes that accepting cash-in-lieu of park land dedication makes the most sense in this instance.

Electoral Area 'B' Parks and Open Space Advisory Committee (POSAC)

The amended application was referred back to the Electoral Area 'B' POSAC on March 1, 2016. The POSAC recommended that cash-in-lieu of park land be provided in association with this subdivision. From the March 1, 2016 POSAC minutes:

MOVED M. Walker, SECONDED S. Betts, that the proposed 5% cash-in-lieu of park land dedication in conjunction with proposed subdivision of 1520 McCollum Road be accepted.

CARRIED

ALTERNATIVES

1. That the Regional District of Nanaimo support the Gabriola Island Local Trust Committee's decision to require 5% cash-in-lieu of park land dedication for the proposed subdivision of Lot B, Section 15, Gabriola Island, Nanaimo District, VIP59663, 1520 McCollum Rd and that the funds be held by the Regional District of Nanaimo in a separate reserve fund dedicated to acquiring future community park land in Electoral Area 'B'
2. That the Regional District of Nanaimo notify the Gabriola Island Local Trust Committee that the preferred option is to accept a 5% park land dedication (0.76 hectares) along the northern boundary of the subject property, adjacent to the 707 Community Park.

FINANCIAL IMPLICATIONS

Staff have reviewed the proposed development and note that the proposal to accept cash-in-lieu of park land dedication has no implication related to the Board 2016 – 2020 Financial Plan.

The Regional District of Nanaimo has not previously received a cash-in-lieu of park land dedication in Electoral Area 'B', therefore a new bylaw establishing a cash-in-lieu of park land dedication reserve fund for Electoral Area 'B' will be required.

STRATEGIC PLAN IMPLICATIONS

Staff have reviewed the proposed development and note that the proposal falls under Service and Organizational Excellence key focus area from the 2016-2020 Board Strategic Plan. Accepting the parkland would have provided no net benefit to the existing park or residents. Accepting cash-in lieu will provide some cash that can be used in the future to help purchase property that would be of higher benefit to the community.

SUMMARY

This is a request to consider a cash-in-lieu of park land dedication in conjunction with a proposed seven lot fee simple subdivision on Gabriola Island, in Electoral Area 'B'. The Local Trust Committee ultimately determines whether the applicant is required to provide park land dedication and/or cash-in-lieu of park land, pursuant to Section 510 of the *Local Government Act*; however, it is the RDN who is the agency who receives the park land or money. The subdivision application was sent to the RDN for comment on the proposed park land dedication.

The applicant has proposed the following two options: 1) To provide cash-in-lieu of park land dedication; or 2) To provide a 5% park land dedication along the northern boundary of the subject property, adjacent to the 707 Community Park. The applicant's proposal was referred to the Electoral Area 'B' Parks and Open Space Advisory Committee, which supported the cash-in-lieu of park land option. Given that the subject property does not meet the preferred park land criteria set out in the Gabriola Island Official Community Plan, Staff recommends accepting cash-in-lieu of park land dedication where the funds are to be placed in a reserve fund to be used solely for the purpose of acquiring additional community park land in Electoral Area 'B'. A new RDN bylaw establishing a cash-in-lieu of park land dedication reserve fund for Electoral Area 'B' will be required.



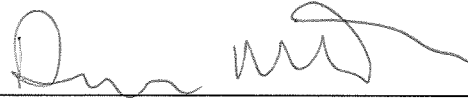
Report Writer



Manager Concurrence



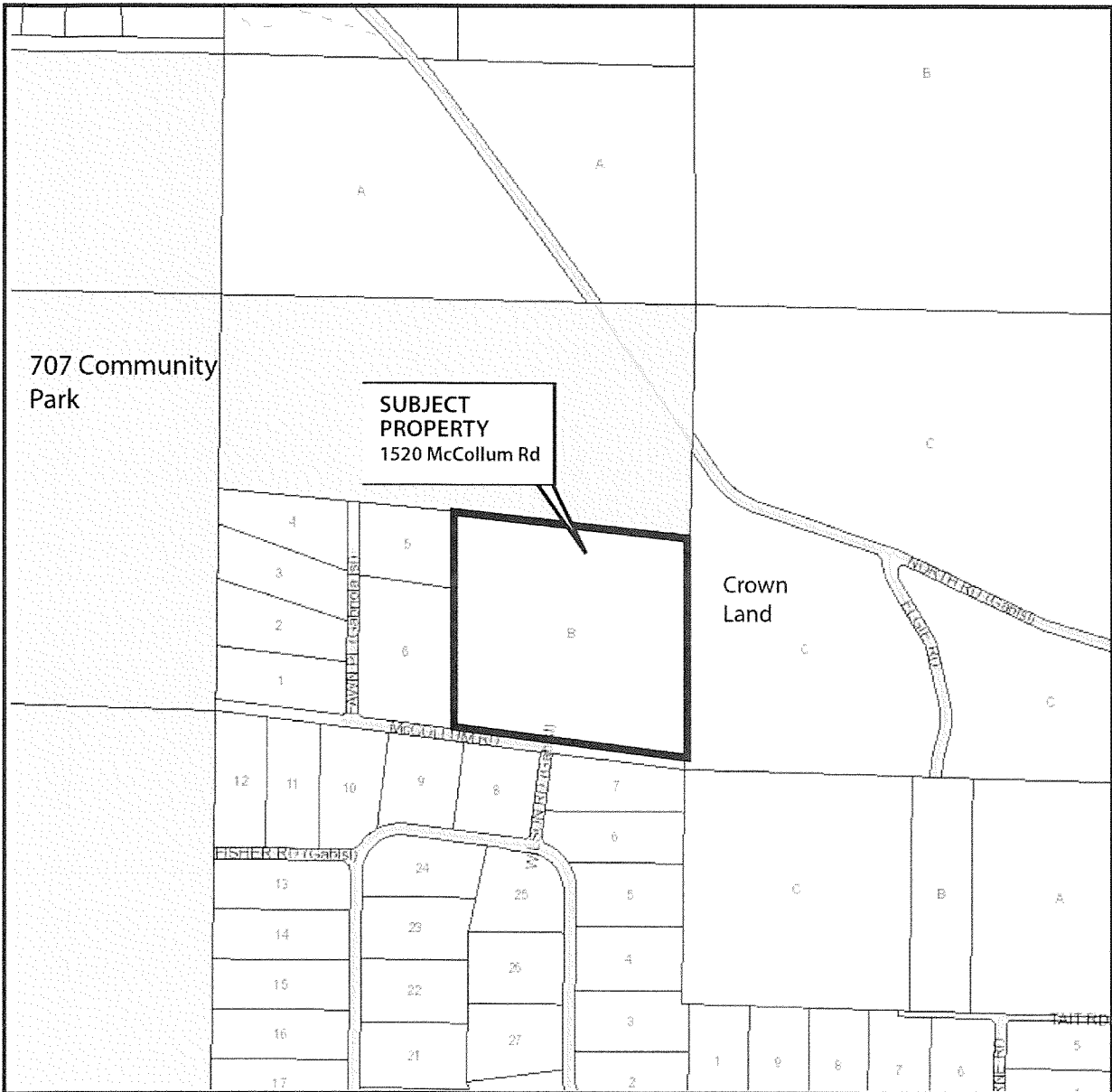
General Manager Concurrence



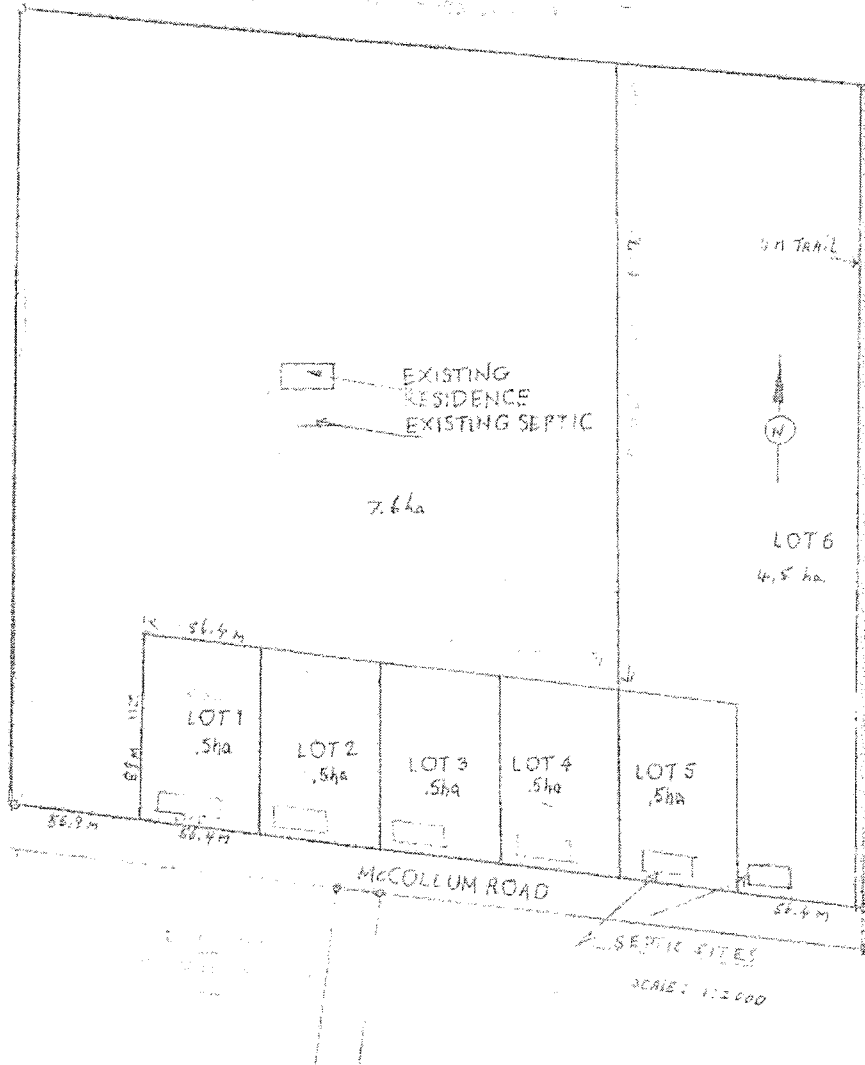
CAO Concurrence

**Attachment I
Location of Subject Property**

**Electoral Area 'B' Parks and Open Spaces Advisory Committee
Consideration of Park Land, 1520 McCollum Rd**



Attachment II Proposed Plan of Subdivision



Attachment 1: Proposed Plan of Subdivision

Attachment III
Excerpt from Islands Trust Staff Report

Date: February 23, 2016

File No.: GB-SUB-2010.2
(McCollum & Krul)

To: Gabriola Island Local Trust Committee
For the meeting of March 10, 2016

From: Teresa Ritemann, Planner 1

CC: Ann Kjerulf, Regional Planning Manager
Aleksandra Brzozowski, Island Planner

Re: Proposed (7 lot) Conventional Subdivision of Lot B, Section 15, Gabriola Island, Nanaimo District, Plan VIP59663 (PID 018-913-717)

Owners: Gary McCollum & Jane Krul
Applicant: Same.
Location: 1520 McCollum Road, Gabriola Island

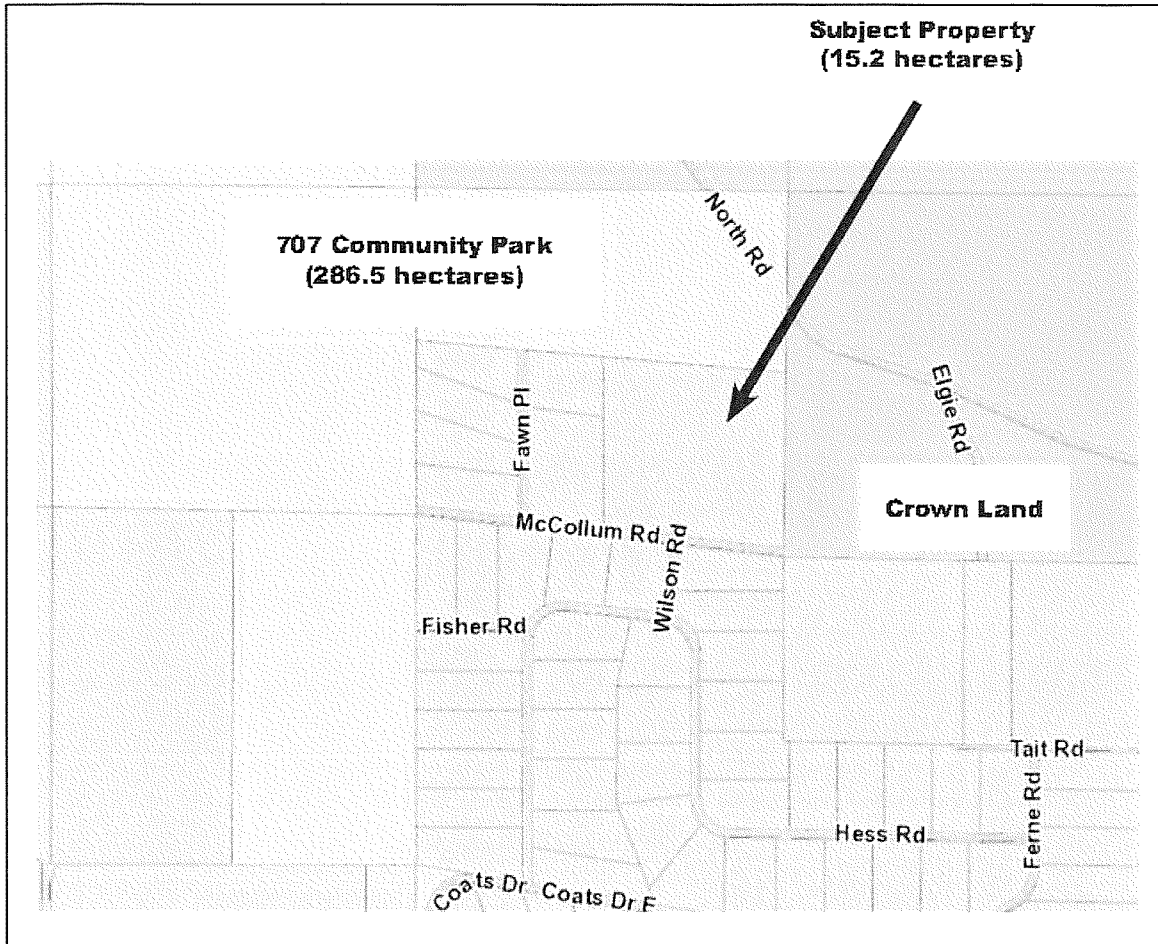
THE PROPOSAL:

The applicants are pursuing a conventional subdivision. A map of the subject property is included as Figure 1 below, and the current site plan proposing 6 new lots, plus the remainder lot is included as Attachment 1. This application is coming before the Gabriola Island Local Trust Committee (LTC) for consideration of parkland dedication as per Section 510 of the *Local Government Act*. This Staff Report provides a background of the history on this file and presents options for the LTC to consider and provide direction to Staff on how to proceed.

SUMMARY OF STAFF RECOMMENDATION:

For the reasons outlined in the remainder of this report, Staff recommend that the LTC direct Staff to advise the Regional District of Nanaimo that the LTC prefers to receive 5% cash-in-lieu of parkland dedication, which would be held by the Regional District of Nanaimo in a separate reserve fund dedicated to acquiring Community Parkland in Electoral Area B at a future date.

Figure 1: Location of Subject Property



BACKGROUND:

Islands Trust originally received this application as a referral from the Ministry of Transportation and Infrastructure (MOTI) in August 2010, and then a revised version was received in November 2010.

In April 2011, Planning Staff submitted a subdivision referral report to MOTI (see Attachment 2) recommending the following conditions of Preliminary Layout Approval:

1. "A covenant complying with the provisions in the Gabriola Island Land Use Bylaw No. 177 that state that when a proposed subdivision yields the maximum number of lots permitted by the average lot areas specified by the Bylaw and one or more of the lots being created has an area equal to or greater than twice the applicable average lot area, the applicant must grant a covenant complying with the Bylaw in respect of every such lot prohibiting further subdivision of the lot (See Appendix 1 for details of regulation);
2. Provisions for parkland dedication as per Section 941 of the *Local Government Act* and outlined in the Gabriola Island Official Community Plan Bylaw No. 166 (see below);

3. That for each lot proposed to be created by subdivision the applicant must demonstrate an area of land having sufficient area and appropriate characteristics to satisfy the *Health Act-Sewage Disposal Regulations*, for conventional septic tank or package treatment plant sewage disposal systems in respect of permitted buildings, structures and uses (See Appendix 1 for details of regulation);
4. That drainage requirements are met as per Section E.1.9 of the Gabriola Island Land Use Bylaw No. 177 (See Appendix 1 for details of regulation);
5. Obtain written confirmation from the Islands Trust that the proposed final plan of subdivision meets the above conditions and conforms to all Gabriola Island Local Trust Committee bylaws, prior to final approval.”

On June 28, 2011, Staff presented a memorandum to the Gabriola Island Local Trust Committee, recommending that they waive the 10% frontage requirement for the proposed Lot 6 and the proposed remainder of the lot. The LTC passed the following motion:

GB-122-2011

It was **MOVED** and **SECONDED** that the Gabriola Island Local Trust Committee waive the 10% frontage requirement for proposed Lot 6 and for the proposed Remainder Lot for the subdivision application file GB-SUB-2010.2

CARRIED

This subdivision application was sent to the Regional District of Nanaimo (RDN) for comment, and they referred it to their Parks and Open Space Advisory Committee (POSAC). From the POSAC meeting minutes from September 6, 2011:

“Ms. McCulloch presented the proposed subdivision application for 1520 McCollum Road, adjacent to the 707 Community Park. The proposed plan indicated a trail allowance along the east side of Lot 6, which amounts to 1% of the total area.

MOVED C. Williams, SECONDED S. O’Neill, that the Islands Trust be informed that the proposed trail location at 1520 McCollum Road in favour of a 5% parkland dedication, adjacent to the 707 Community Park, should be denied.”

In 2012, Planning Staff followed up with the RDN requesting a formal referral response. No response was received, and Planning Staff followed up with MOTI and the applicant requesting updates in the application. The applicant responded that they planned to submit an amended proposal which addressed a community water system.

In April 2013, MOTI confirmed that no PLA was ever issued, and that the current delay on the application was on the applicant’s part attempting to meet VIHA (Island Health) standards.

In June 2014, Planning Staff emailed the applicants requesting an update, as the Gabriola Island Local Trust Committee reviewed dormant applications during their May 14, 2014 meeting. The applicants responded that they were currently in discussion with MOTI and that their application was active, not dormant. Due to the amount of time that had passed, MOTI confirmed that any changes the applicant proposed would be re-referred to the Islands Trust.

After further emails from Planning Staff requesting the applicant to provide information about how they have been working to advance their subdivision over the past two years, and after a

Staff Report regarding dormant applications was presented to the Gabriola Island LTC at their July 17, 2014 meeting, the LTC resolved to give the applicant until November 13, 2014 to advance their application.

As no further information was received, the LTC passed the following motion at their November 13, 2014 meeting:

GB-2014-162

It was **MOVED** and **SECONDED** that the Gabriola Island Local Trust Committee direct staff to close subdivision referral file GB-SUB-2010.2

CARRIED

On November 25, 2014, Planning Staff sent a letter to the applicant to inform them that the Gabriola Island LTC resolved to close the file and that the file had been closed.

In January 2016, the applicant emailed Planning Staff and Trustees, requesting that their subdivision application be reopened. Planning Staff reviewed the file and responded, stating that given the unique circumstances and history of this file, that they were prepared to re-open the file without requesting any additional fees at this time. Islands Trust received a re-referred subdivision application by MOTI on January 14, 2016 and thus began review of this application as a new file, but under the previous file number.

PARKLAND DEDICATION:

As mentioned above, one of the Planning Staff's original conditions of a PLA was the provision of parkland dedication as required by Section 941 (now Section 510) of the *Local Government Act* and as outlined in the Gabriola Island Official Community Plan. Under section 29 of the *Islands Trust Act*, the LTC has the authority to determine whether an owner of land being subdivided will provide parkland under s.941(1)(a) or money under s.941(1)(b), but that the RDN will be the agency who receives the parkland or money.

This 5% parkland dedication (1.878 acres) is an outstanding requirement that must still be addressed. In January, Planning Staff began discussions with the RDN regarding the parkland dedication. The RDN met with the applicant and conducted a site visit of the property. After the site visit, the RDN concluded that parkland dedication does not make sense in this case and is prepared to accept cash-in-lieu of parkland, as outlined in the *Local Government Act*.

Although the proposed site plan layout has not been amended, this application is being treated as a new referral. Thus, the RDN aims to refer the application once again to POSAC for consideration of accepting cash-in-lieu of parkland dedication. At the time of writing this report, upcoming POSAC meeting dates are March 1 and May 17, 2016. Should POSAC and/or the RDN provide comments from the March POSAC meeting in time for the LTC meeting on March 10, 2016, the comments will be included as a late agenda item for LTC consideration.

OFFICIAL COMMUNITY PLAN:

Parks and outdoor recreational uses are addressed in section 4.2 of the Gabriola Island Official Community Plan (OCP), Bylaw No. 166, 1997 (see full excerpt in attachment 3). The relevant objectives and policies for parkland dedication include the following:

Parks and Outdoor Recreation Objectives

2. To acquire parkland that is representative of the bioregion (i.e. wetlands, first growth forest);
5. To work in cooperation with the Regional District of Nanaimo in acquiring and managing community parks.

As stated in section 4.2 of the OCP, the difference between community and regional park is:

"A community park is intended to satisfy principally local requirements and is funded locally (meaning only by property owners from Electoral Area B), whereas a regional park is intended to include sites deemed to be of regional significance and is funded from tax requisition obtained from all property owners in the entire RDN."

Parks and Outdoor Recreation Policies

b) **Where land is proposed to be subdivided, in compliance with or required by Section 941 of the *Local Government Act***, the owner of the land shall dedicate parkland in the following circumstances:

- i. where the subdivision is of such a size and at such a location that the Trust Committee considers that a park for community recreation is or will be required in the area being subdivided, in which case the location of the community park land shall be determined by the Trust Committee in consultation with the Regional District of Nanaimo (RDN), which has responsibility for the Community Parks function on Gabriola; and
- ii. where the land proposed to be subdivided contains a site that the Trust Committee or the RDN (based on a referral), considers is of local scenic or ecological importance, waterfront, land adjacent to Crown land or parkland or land containing heritage or old growth trees; and/or
- iii. where the land proposed to be subdivided contains a site that the Trust Committee considers would contribute to a trail network, whether or not the trail network is identified in the Official Community Plan, then the location of the park land to be dedicated shall be the area required for the trail network.

Where none of the circumstances in the above exist, the owner of the land shall provide cash in lieu of dedicating park land, which shall be in reserve to acquire community park land only on Gabriola.

- c) To the extent practical, at the time of park dedication or the acquisition of new park sites, effort shall be made to secure sites which exhibit good recreational capability and/or can be easily connected to existing parks or park sites on neighbouring properties as they undergo subdivision.
- d) There shall be no minimum or average parcel size for parks.
- f) Where practical, the community's network of trails should endeavour to connect to public parks and to existing trails within parks.
- g) Trails may be acquired at the time of subdivision or as a condition of rezoning or through voluntary measures. Dedicated trails shall be registered by means of a right of way plan, easement or other means and registered on title of the lands affected in the Land Titles Office.
- l) The Trust Committee shall work with the Regional District of Nanaimo ensuring a smooth coordination of efforts between the two agencies respecting the securing, use, development and planning for park and outdoor recreational space on Gabriola.

LETTER OF UNDERSTANDING BETWEEN STAFF FOR GABRIOLA ISLAND LTC AND RON
Staff for the Gabriola Island LTC and RON have entered into a Letter of Understanding (2013) regarding matters of mutual interest. This includes cooperation on parks related issues. The Letter of Understanding describes the process for dealing with the legislated requirement for parkland dedication during subdivision, as follows:

- 1.4. Where a subdivision application in respect of which s. 941(1) of the *Local Government Act* is applicable and is referred to the Local Trust Committee, the Local Trust Committee will, within 7 days of receiving the referral of that application, send a copy of the application to the Regional District for review and comments.
- 1.5. The Regional District will, within 30 days of receiving the application (subject to the scheduling of meetings for the Board to consider the issue(s)) deliver to the local Trust Committee a written notice that either:
 - a) states that the Regional District makes no comments; or
 - b) comments on, respecting the exercise by the Local Trust Committee of the Local Trust Committee's powers under s. 992 of the *Local Government Act*.
- 1.6. In exercising its powers, the local Trust Committee will consider any comments received from the Regional District and will not make a determination that is in direct conflict with comments received from the Regional District unless it has first given the Regional District at least 5 days written notice of its intention to do so.
- 1.7. Where the Regional District receives money under s. 941 of the *Local Government Act* with respect to land being subdivided in the local trust area/electoral area:
 - a) the Parties acknowledge that the *Local Government Act* requires that the money only be used for the acquisition of parkland in the Electoral Area; and
 - b) the Regional District will not obligate itself to use that money for the acquisition of specific parkland, unless it has first consulted with the local Trust Committee regarding the proposed acquisition and has considered any comments respecting the parkland acquisition received from the local Trust Committee within 10 days of their having received notice of the proposed parkland acquisition from the Regional District.

STAFF COMMENTS:

Regardless of which option below is chosen by the LTC, after the LTC has made a decision, the application will be referred to the RDN. The RDN will consider POSAC's comments and then respond to Islands Trust with their preference.

- Option 1: The Gabriola Island Local Trust Committee requires 5% cash-in-lieu of the parkland dedication to be held by the Regional District of Nanaimo in a separate reserve fund dedicated to acquiring Community Parkland at a future date.
- Option 2: The Gabriola Island Local Trust Committee requires 5% parkland dedication (1.878 acres) along the north end of the subject property, adjacent to the 707 Community Park.

Given that a 1.878 acre addition of community parkland along the north end of the subject property is unlikely to be of great significance to the 707-acre community park that is already established and maintained by the RDN, Staff believe that accepting cash-in-lieu of parkland dedication makes more sense in this case. The RDN has noted that they have not previously received cash-in-lieu in the Gabriola Island Local Trust Area (Electoral Area B), and thus will need to establish a reserve fund for the purpose of acquiring Community Parkland in Electoral Area B in the future.

RECOMMENDATION:

1. THAT, pursuant to Section 29 of the *Islands Trust Act*, and respecting the proposed subdivision of Lot B, Section 15, Gabriola Island, Nanaimo District, VIP59663 as described in subdivision application referral GB-SUB-2010.2, the Gabriola Island Local Trust Committee shall require cash-in-lieu of parkland dedication in a sum equal to 5% of the value of land to be subdivided; and
2. That the Gabriola Island Local Trust Committee directs Staff to advise the Regional District of Nanaimo of the cash-in-lieu requirement for GB-SUB-2010.2, to be held in reserve in accordance with Section 510 of the *Local Government Act*.

Prepared and Submitted by:

Teresa Rittmann

February 23, 2016

Date

Concurred in by:

Ann Kjerulf

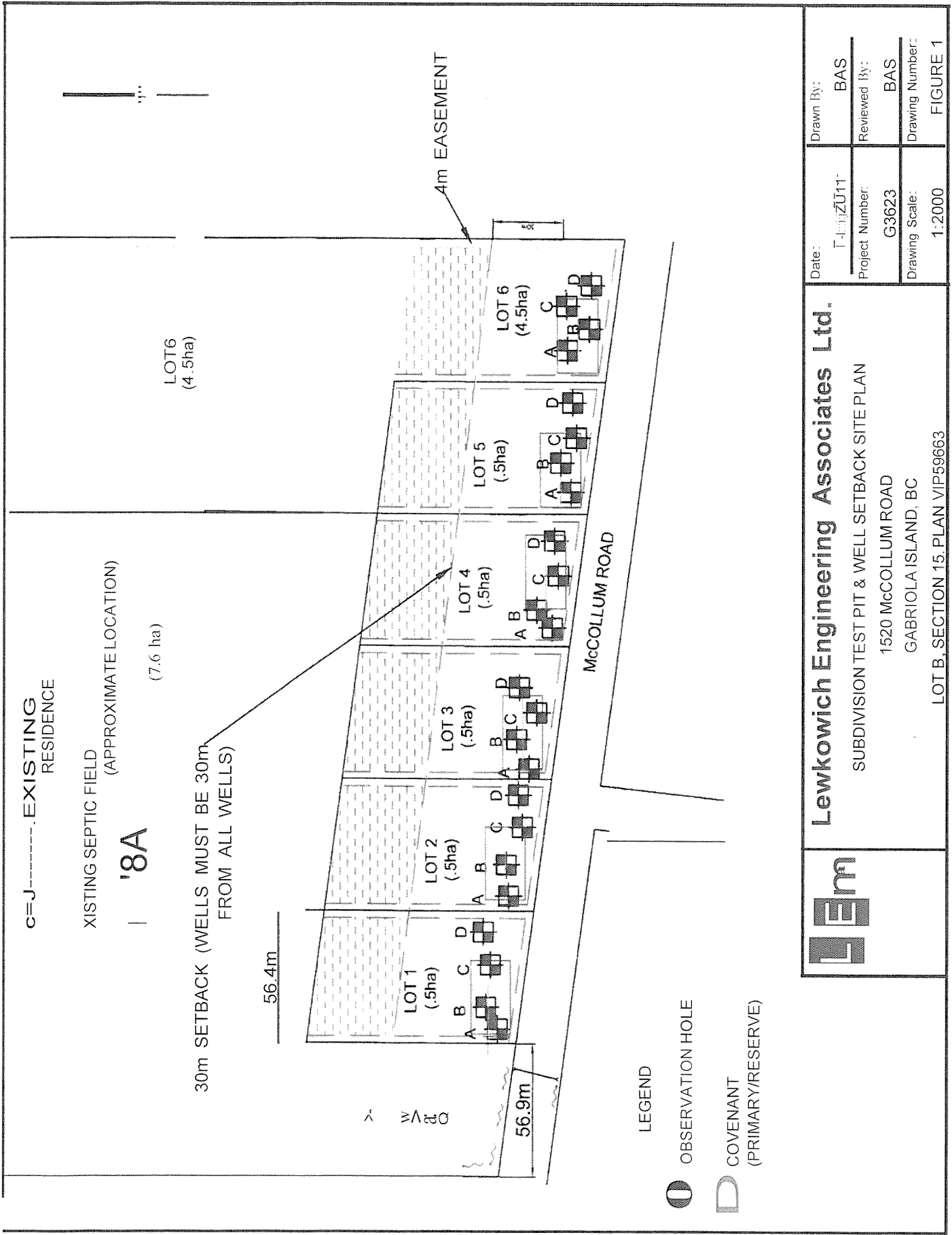
February 26, 2016

Date

Attachments:

1. Copy of the Site Plan from Lewkowich Engineering Associates Ltd, dated Feb. 2011
2. Copy of the Subdivision Referral Report to MOTI dated April 19, 2011
3. Excerpt from Section 4.2 Gabriola Island Official Community Plan No. 166

CC: Aleksandra Brzozowski, Island Planner



REGIONAL DISTRICT OF NANAIMO

MINUTES OF THE ELECTORAL AREA 'B' PARKS AND OPEN SPACE ADVISORY
REGULAR COMMITTEE MEETING HELD
TUESDAY, MARCH 1, 2016
7:00pm

(WOMEN'S INSTITUTE HALL)

Attendance: Howard Houle, Director, RDN Board, Chair
Sam Betts
Randy Young
Megan Walker

Staff: Elaine McCulloch, Park Planner

CALL TO ORDER

Chair Houle called the meeting to order at 7:00 p.m.

AGENDA

Softball Association delegation added to the agenda by Howard Houle.

MOVED R. Young, SECONDED M. Walker to adopt the amended agenda.

CARRIED

ELECTION OF SECRETARY

R. Young volunteered to be secretary on a temporary basis.

DELEGATIONS

Gabriola FIDO (Fenced In Dog Park) Committee

Heather Aneoffie of the Gabriola FIDO (Fenced in Dog Park) Committee presented slides of Phase 1, 2, and 3 of a fenced in dog park in Rollo-McClay Park. The Phase one located in 2.4 acres of the south-east corner would contain one double-gated entrance, two single gates, a vehicle access gate, together with dog agility stations, open spaces, dog walking trails, and an open air shelter. Phase 2 would contain a mini park for small dogs with a double gate leading from the parking lot. Phase 3 would extend the Phase 1 by 0.96 acres, and include a rain catchment pond together with single and double gates.

Gabriola Softball Association

Steve Finney of the Gabriola Softball Association presented a proposal to build a 70 ft. softball batting cage in Rollo-McClay Park parallel to the 1st base line on the lower field. The net cage would contain a pitching machine, ball feeder and batting net, with the pitching machine stationary and covered against rain and vandalism. Power would be supplied by extension cord from the gear locker room. All costs and installation would be handled by the Gabriola Softball Association.

MINUTES

MOVED M. Walker, SECONDED R. Young that the the Minutes of the Regular Electoral Area 'B' Parks and Open Space Advisory Committee meeting held October 6, 2015 be adopted as presented.

CARRIED

CORRESPONDENCE/COMMUNICATIONS

Western Economic Diversification Canada to E. McCulloch, RDN, **RE: Canada 150 CIPA - Huxley**

E. McCulloch noted that the Regional District of Nanaimo's application to the Canada 150 Infrastructure Program for development funds for Huxley Park was not successful.

MOVED M. Walker, SECONDED R. Young that the correspondence be received.

CARRIED

REPORTS

Monthly Update Regional and Community Parks and Trail Projects – Oct 2015 - Jan 2016

Monthly Update Regional and Community Parks and Trails projects were discussed.

- DeCourcey Islands residents meeting to choose names of the Community Parks
- Village Way discussions with MOTI continue.
- Work on the Coats Marsh trail is awaiting dryer conditions.
- The 5-year Park Operator contract for Descanso Bay Regional Park has been awarded to Jim Demler who has held the contract since the RDN purchased the park in 2004.

Huxley Park Community Park

\$12,000 is budgeted in 2016 for the skatepark design.

The Gabriola Lions Club submitted an application to the Co-op Community Spaces Program requesting \$45,000 towards the development of the children's playground in Huxley Park. If the application is successful, the Lions Club will contribute \$5,000 towards the project, with the RDN funding the remainder. If the grant is successful, the skatepark design will be postponed to a future year and the playground construction will occur in 2016.

707 Signage Plan

R. Young and R. Brockley (GaLTT delegate) presented a plan for posts and signs based on existing trails in the 707, with directions to exits a priority. Four maps would be mounted at the most used 707 entrances. Posts and installation would be provided by GaLTT. R. Brockley also noted the proposal to provide a 707 map on the back of the next year's GaLTT map to allow people to locate their position based on the post numbers. Posts and installation would be provided by GaLTT.

MOVED M. Walker, SECONDED S. Betts that staff be directed to work with GaLTT to review and update the 707 Community Park directional signage.

CARRIED

RDN Electoral Area 'B' Community Parks Project Planning 2015 -2016

- Bells landing grading by Emcon can follow gravel supply delivery.
- Whalebone trails and parks improvements are continuing.
- Joyce Lockwood toilet and garbage can are planned near the entrance.

Parkland Dedication as Part of Subdivision Development Application - 1520 McCollum Rd

H. Houle noted east edge trail is unlikely due to marsh conditions, north edge duplicates existing trails.

MOVED M. Walker, SECONDED S. Betts, that the proposed 5% cash-in-lieu of parkland dedication in conjunction with proposed subdivision of 1520 McCollum Road be accepted.

CARRIED

BUSINESS ARISING FROM CORRESPONDENCE/COMMUNICATIONS

MOVED M. Walker, SECONDED S. Betts, to direct the RDN Parks staff to review and discuss the Gabriola Fenced In Dog Park (FIDO) committee's proposal for Rollo-McClay Park, with the view to providing a public meeting to discuss the proposal.

CARRIED

MOVED M. Walker, SECONDED S. Betts, that staff be directed to provide support to the Gabriola Softball Association with their installation of a batting cage at Rollo-McClay Park.

CARRIED

NEW BUSINESS

ADJOURNMENT

MOVED H. Houle that the meeting be adjourned at 8:50pm.

CARRIED

Chairperson

TO: Electoral Area 'B' Parks and Open Space
Advisory Committee **DATE:** February 24, 2016

FROM: Elaine McCulloch
Parks Planner **FILE:**

SUBJECT: Proposed Park Land Dedication in Conjunction with Proposed Subdivision of Parcel
'B', Section 15, Gabriola Island, Nanaimo District, Plan VIP59663 PID 018913717
1520 McCollum Rd, Gabriola Island, Electoral Area 'B'

PURPOSE

To provide information with respect to the consideration of a 5% park land dedication or cash-in-lieu contribution as part of a subdivision application proposing to create 7 fee simple parcels.

BACKGROUND

The Regional District will be receiving an updated subdivision referral report from the Islands Trust for a subdivision of the above-noted property in Electoral Area 'B' following their scheduled May 10th, 2016 meeting. The subject property is 15.2 ha in area and is surrounded by residential parcels to the west and south, Crown land to the east and 707 Community Park to the north (see *Attachment No.1*). The applicant proposes to create 7 residential parcels (0.5 ha to 7.6 ha in area), which meet the minimum parcel size pursuant to the Gabriola Island Land Use Bylaw No. 177, 1999.

As the proposed subdivision will create more than three new parcels, the applicant is required to provide park land dedication and/or cash-in-lieu of park land pursuant to Section 510 of the *Local Government Act*. For this application the Island Trust may require up to approximately 7,600 m², which is equivalent to 5% of the total parent parcel.

PROPOSED PARKLAND

In the original subdivision application considered in 2011, the applicant proposed to dedicate 0.154 ha (1,544 m²) as park land, which amounted to 1.0% of the parent parcel as shown on *Attachment No. 2*. The proposed 4m wide park dedication was located along the eastern lot line of the property, adjacent to proposed Lot 6, where it links into 707 Community Park as shown on *Attachment No. 3*. In 2011, the Electoral Area 'B' Parks and Open Space Advisory Committee (POSAC) recommended that the proposal be denied, in favour of a 5% parkland dedication adjacent to the 707 Community Park.

The application has been amended to include two new parkland dedication proposals. The applicant proposes to either:

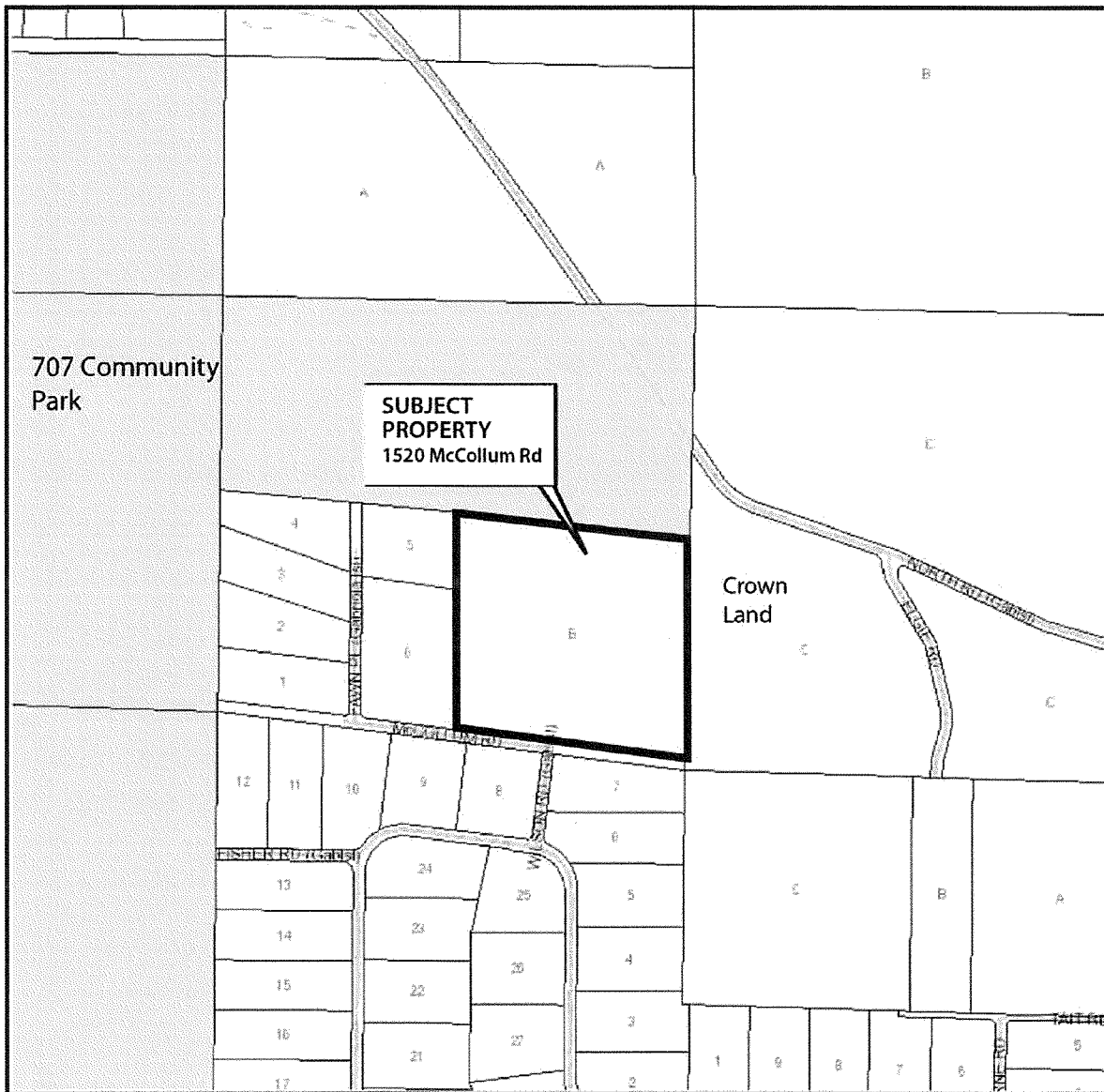
- 1) Contribute cash-in-lieu of park dedication in the amount of 5% of the total land valuation. The subject property has an assessed land value of \$334,125 according to the 2015 assessment roll. The valuation of the property for 5% cash-in-lieu of park land charges would be based on a certified appraisal of the land at the time of preliminary subdivision approval (PLA). Therefore, it is anticipated that the appraised market value would result in an approximately \$16,706 contribution (based on a full 5%) to Electoral Area 'B' community parks acquisition fund; or
- 2) Dedicate 5% of the property area (7,600 m²) as park land located along the northern boundary of the subject property, adjacent to the 707 Community Park.

It is noted that Section 4.2 (b) of the *Gabriola Island Official Community Plan No. 166* provides guidance with respect to the acceptance of park land, cash-in-lieu of dedicating park land or a combination of both. An excerpt of the Parks and Outdoor Recreation Policies as set out in the OCP is attached for your information (see *Attachment 3*).

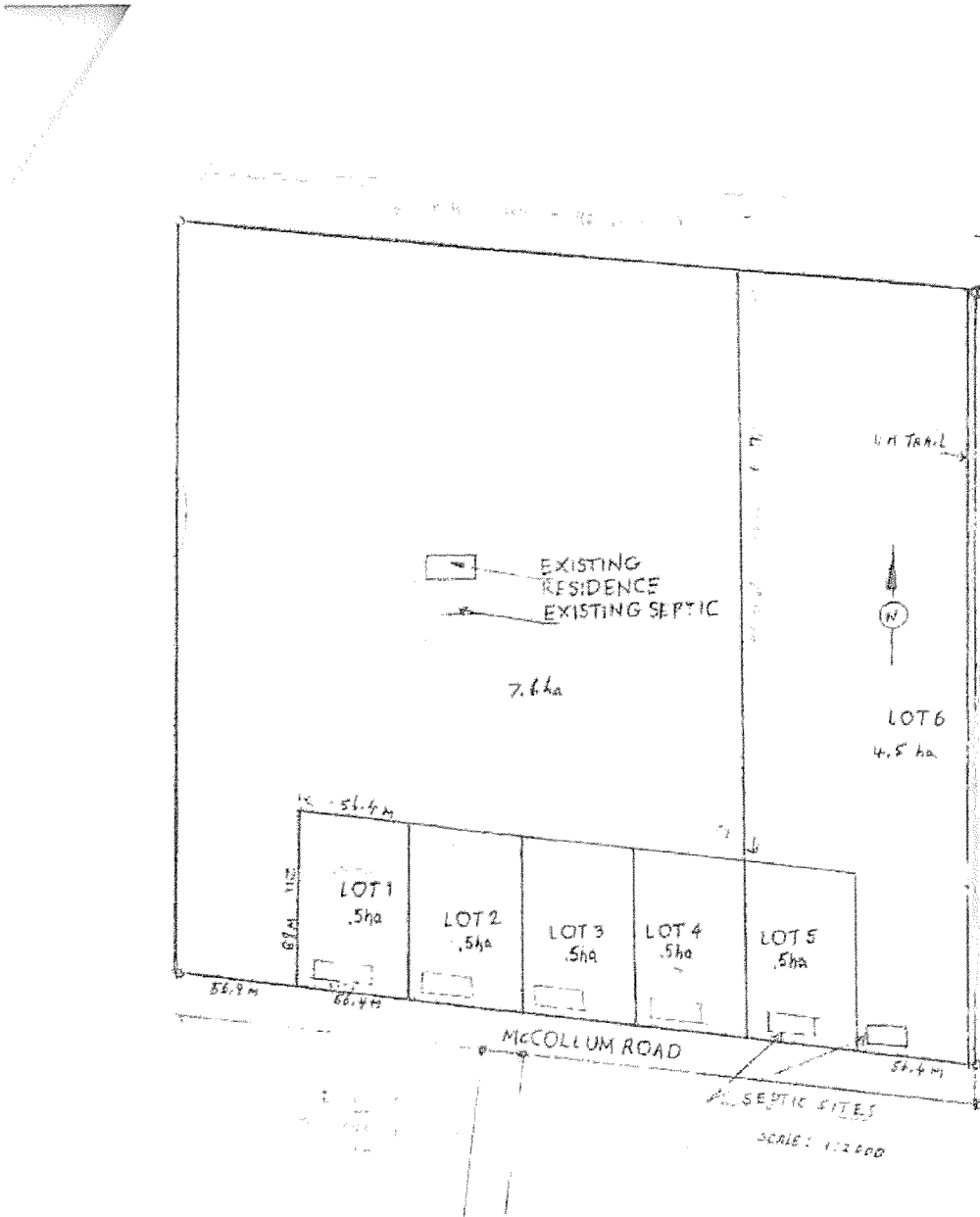
The Electoral Area 'B' Parks and Open Space Advisory Committee is requested to provide comments concerning this application for consideration of cash-in-lieu of park land dedication to the Regional Board.

Staff will prepare a report for consideration by the Regional Board. This report will include comments provided by the Parks and Open Space Advisory Committee along with staff recommendations. The Board motion will be provided to the Islands Trust in response to the Island Trust subdivision referral.

Attachment No. 1
Electoral Area 'B' Parks and Open Spaces Advisory Committee
Consideration of Park Land, 1520 McCollum Rd
Location of Subject Property



Attachment No. 2
Proposed Plan of Subdivision



Attachment 1: Proposed Plan of Subdivision

**Attachment No. 3
Excerpt from Gabriola Island Official Community Plan
Bylaw No. 166, 1997, Consolidated Version: July 2015**

Parks and Outdoor Recreation Objectives

The objectives of this section are:

1. To work co-operatively with provincial ministries and agencies in acquiring and managing provincial parkland on Gabriola;
2. To acquire parkland that is representative of the bioregion (i.e. wetlands, first growth forest);
3. To involve the community in parks planning;
4. To limit development within Provincial parks; and
5. To work in cooperation with the Regional District of Nanaimo in acquiring and managing community parks.

Parks and Outdoor Recreation Policies

- a) The creation of RDN community park sites in existing residential neighbourhoods should be utilized as local tot-lots, children's playgrounds, greenbelts and pocket parks.
- b) Where land is proposed to be subdivided, in compliance with or required by Section 941 of the *Local Government Act*, the owner of the land shall dedicate parkland in the following circumstances:
 - i. where the subdivision is of such a size and at such a location that the Trust Committee considers that a park for community recreation is or will be required in the area being subdivided, in which case the location of the community park land shall be determined by the Trust Committee in consultation with the Regional District of Nanaimo (RDN), which has responsibility for the Community Parks function on Gabriola; and
 - ii. where the land proposed to be subdivided contains a site that the Trust Committee or the RDN (based on a referral), considers is of local scenic or ecological importance, waterfront, land adjacent to Crown land or parkland or land containing heritage or old growth trees; and/or
 - iii. where the land proposed to be subdivided contains a site that the Trust Committee considers would contribute to a trail network, whether or not the trail network is identified in the Official Community Plan, then the location of the park land to be dedicated shall be the area required for the trail network.

Where none of the circumstances in the above exist, the owner of the land shall provide cash in lieu of dedicating park land, which shall be in reserve to acquire community park land only on Gabriola.

- c) To the extent practical, at the time of park dedication or the acquisition of new park sites, effort shall be made to secure sites which exhibit good recreational capability and/or can be easily connected to existing parks or park sites on neighbouring properties as they undergo subdivision.
- d) There shall be no minimum or average parcel size for parks.
- e) A community trails network shall be encouraged to be established incorporating existing public trails. Effort should be made to maintain the contiguous nature of existing, established traditional trails. Such initiative is subject to the consent of the private property owners affected and the provision of appropriate signage being provided to indicate where a trail crosses private property.
- f) Where practical, the community's network of trails should endeavour to connect to public parks and to existing trails within parks.
- g) Trails may be acquired at the time of subdivision or as a condition of rezoning or through voluntary measures. Dedicated trails shall be registered by means of a right of way plan, easement or other means and registered on title of the lands affected in the Land Titles Office.
- h) Public boat launch facilities may be permitted within community parks and at public road endings providing waterfront access subject to adequate parking being provided.
- i) Existing road endings providing access to the waterfront shall be retained open for public and emergency vehicle access to the foreshore. Subject to securing a permit from the Ministry of Transportation and Infrastructure (MOTI) the development of stairs or trails to improve the means of access, the provision of limited parking and identification signage shall be encouraged.
- j) At the time of subdivision of waterfront properties, public road access to the foreshore shall be required in compliance with Section 75(1)(c) of the *Land Titles Act*. Priority shall be placed on

sites which provide good waterfront access and consolidation of road dedications may be considered where it would create a more useable means of public access or is contiguous to an existing or proposed public park dedication.

- k) The development of additional community field space in close proximity to the Village Centre or existing playing fields shall be encouraged.
- l) The Trust Committee shall work with the Regional District of Nanaimo ensuring a smooth co-ordination of efforts between the two agencies respecting the securing, use, development and planning for park and outdoor recreational space on Gabriola.

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Parks and Outdoor Recreation Advocacy Policies

- m) *It is recommended that the Provincial Government place top priority on the acquisition of waterfront sites for Provincial Park purposes, including enlarging the size of existing Provincial Park sites, where feasible.*
- n) *The Regional District of Nanaimo shall be strongly encouraged to establish additional regional park sites on Gabriola. Such sites should be:*
 - i. *either a regionally significant waterfront site or an upland woodland site of substantial size;*
 - ii. *retained predominantly in a natural state, except for a small parking area, a public trail network, and interpretative signs.*
- o) *BC Parks shall be requested to preserve natural features and provide maximum protection of the environment in Provincial Parks on Gabriola.*
- p) *the Ministry of Transportation and Infrastructure shall be requested to mark public road ending providing waterfront access; ensure that they are maintained for public access to the waterfront and not obstructed by adjacent land owners and prevent them from being used for camping or overnight parking.*
- q) *The Ministry of Community, Sport and Cultural Development shall be requested to give consideration to permitting the Islands Trust to implement a development cost charge bylaw for park purposes as an alternative means of generating funds for parkland acquisition purposes on Gabriola.*
- r) *For each new regional park created, the Regional District of Nanaimo shall be requested to prepare a park plan.*
- s) *Prior to considering the sale of Crown lands in residential areas, which have reverted to the Crown through property tax default. B.C. Lands shall be requested to consider the parcel's suitability for park purpose.*
- t) *The Regional District of Nanaimo shall be requested to apply to have the status of the 40 acre Crown parcel located in the NE 1/4 of the SE 1/4 of Section 18, changed from gravel pit (Under the Ministry of Transportation and Infrastructure) to community park.*

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE AREA F PARKS AND OPEN SPACE ADVISORY COMMITTEE (POSAC)
REGULAR COMMITTEE MEETING HELD
WEDNESDAY, MARCH 9, 2016
AT THE ARROWSMITH HALL, COOMBS
7:00pm**

ATTENDANCE: Julian Fell, Director RDN Board, Chair
Alfred Jablonski
Barbara Smith
Reg Nosworthy

STAFF: Wendy Marshall
Elaine McCulloch

REGRETS: David Edgeley
Colin Anderson

CALL TO ORDER

Chair Fell called the meeting to order 7:05 p.m.

ELECTION OF SECRETARY

R. Nosworthy nominated B. Smith for Secretary. There being no further nominations, Chair Fell declared B. Smith Secretary of the Electoral Area 'F' Parks and Open Space Committee for 2016.

DELEGATIONS

None

MINUTES

MOVED by A Jablonski, SECONDED by R. Nosworthy, that the Minutes of the Electoral Area F Parks and Open Space Advisory Committee (POSAC) dated October 14th, 2015 be adopted, as amended as follows: The first sentence of the First Nations Land Acquisition paragraph on page 3 was deleted and replaced with: *Chair Fell reported that at this time some large Crown Land lots in the Errington Area, have recently been identified for potential acquisition by the Nanoose First Nation. This is subject to further negotiation.*

CARRIED

BUSINESS ARISING FROM THE MINUTES

Chair Fell advised that he had recently met with the new Nanoose First Nation Chief, Brent Edwards. There is no decision yet as to possible acquisition or use of identified or other lands in Errington. The treaty negotiations have been ongoing since 1992 and another 5 years in the process is expected.

COMMUNICATION/CORRESPONDENCE

None

UNFINISHED BUSINESS

None

REPORTS

Monthly Update of Community Parks & Regional Parks & Trail Projects – Oct 2015 to Jan 2016

Ms. McCulloch advised that there is an error on p. 7 in the October Area F Report and should refer to the newly constructed Cranswick Road trail rather than Price. This new trail was started in December and will need to be completed by fencing and signage later in the spring due to its still being too wet.

R. Nosworthy requested that there be fewer references to acronyms in the Parks Reports.

Meadowood Community Park Community Centre Update (verbal)

Ms. McCulloch advised that the decision has been made not to use portable classrooms if a cost effective alternative can be found. The RDN is looking into an alternate building type, size and location. Several design options are now out to tender.

E&N Regional Trail update - (verbal)

Ms. Marshall advised that the E & N Rail Trail is proceeding; the RFQ process has concluded and design details are out for tender. R. Nosworthy referred to a recent article written by the Island Corridor foundation regarding the potential use of a "speeder car" to travel on the rail between Coombs and Port Alberni. The feasibility of this project is not yet determined.

Draft 2016 Work Plan

Ms. McCulloch reviewed the Planning Worksheet. The RDN Board has not yet approved the Budget for this. ACT Trails - Caruthers Road trail is on the work plan for 2016 and to finish, the landowner agreements need to be finalized and tree falling needs to be completed. There is \$8,500 budgeted for a new project. Price Road trail is finished. The Errington Community Park operator agreement has not been finalized. Malcolm Park signage has been completed.

R. Nosworthy referred to the written report of the Sub Group Meeting for the Arrowsmith Community Trails, which was held on November 26, 2015. Suggestions for priority of trail development were from highest to lowest: Cranswick Road Trail, Carrothers Rd Trail, Palmer Road Trail, David Lundine Memorial Trail, and finally the Bellevue Corridor for 2018/2019.

MOVED R. Nosworthy, SECONDED B. Smith to receive the Reports.

CARRIED

NEW BUSINESS

Springhill Road Rezoning

Ms. McCulloch referred to the potential trail dedication linking the end of Springhill Road to the E&N Regional Trail. B. Smith advised that the Silver Spur Riding Club is very keen to have a dedicated horse trailer parking area to access the rail trail and Crown woodlot and will provide whatever information necessary to assist in designing a suitable staging area.

There was discussion on the problems of ATV traffic on the trails at the end of Middlegate Road. Ms. Marshall advised that the Park Strategy will be rewritten in 2017 and public input will be sought.

ADJOURNMENT

MOVED B. Smith to adjourn the meeting at 8:25 p.m.

CARRIED

Chairperson

**REGIONAL DISTRICT OF NANAIMO
LIQUID WASTE MANAGEMENT PLAN MONITORING COMMITTEE MEETING
HELD ON MONDAY, MARCH 29, 2016
COMMITTEE ROOM**

MINUTES

Present:

Ian Thorpe	Chair, Director (Nanaimo)	Fred Spears	District of Lantzville
Bob Rogers	Director Electoral Area E	Glenn Gibson	Island Health
Alec McPherson	Director Electoral Area A	Blake Medlar	Business Community (District 68)
Bob Weir	Town of Qualicum Beach	Ted Malyk	Business Community (District 69)
Vaughn Figueira	City of Parksville	Daniel Hooper	Public (District 68)
John Elliot	City of Nanaimo		

Also in Attendance:

Jason Clarke	Director, GreatPacific Engineering and Environment		
Brenda Burd	Salish Sea Ambient Monitoring Exchange (SSAMEX) Program , Vancouver Aquarium		
Randy Alexander	GM, Regional and Community Utilities, RDN		
Sean De Pol	Manager Wastewater Services, RDN		
Shelley Norum	Wastewater Program Coordinator, RDN		
Ryan Powell	Laboratory Technician, RDN		

Regrets:

Doug Muir	Snuneymuxw First Nation	Juanita Rogers	Fisheries and Oceans Canada
Marc Lefebvre	City of Parksville		

CALL TO ORDER

Chairperson I. Thorpe called the meeting to order at 12:30 PM.

ADOPT AGENDA

MOVED G. Gibson, SECONDED A. McPherson, that the agenda be adopted.

CARRIED

PRESENTATIONS

J. Clarke gave a presentation on the draft Greater Nanaimo Pollution Control Centre Receiving Environment Monitoring Program Scoping Report. An outline of the presentation is attached.

A discussion of the presentation followed and the main topics are discussed below:

- The REM program is designed to understand and to track the effects of the disposal of effluent into the marine environment and to give confidence in the treatment levels provided at the plant.
- The operators collect regular effluent quality data. REM is paired with effluent quality monitoring to detect the potential effect on human health and the environment at the IDZ. It also shows long-term trends through sediment sampling and bioaccumulation sampling (e.g. bivalve tissue).
- The proposed program is a 3-year cycle. After one to three cycles, the program can be modified or reduced.
- Year 3 of the water quality sampling is higher (\$80,000) than Year 1 and 2 (\$65,000 per year) because Year 3 includes metals analysis whereas the other years do not.

- The RDN is considering participating in the SSAMEx program. Participation in the program would involve adopting standard methodology and sharing background results (from stations outside the IDZ) with the participating members in program. Participation would gain us access to background data and could potentially minimize the number sample sites in our program.
- Pharmacological parameters are not recommended for analysis because the tests are very expensive and don't tend to provide meaningful results. Metro Vancouver and CRD are doing some testing and almost all samples come back with non-detect results. It may be possible to include in the future if analysis techniques become more advanced.
- Careful sample site selection can help differentiate between the effects on bivalves from the sanitary outfall versus storm sewer outfalls. For example, rocky islets can be sampled to measure the effect of the sanitary outfall in intertidal areas since they are not affected by stormwater pollutants.
- It may be possible to install a monitoring station so you don't have to go out to collect regular samples. This works for some parameters. Other parameters (e.g. fecals) can't be measured *in situ*. Moorings don't work in all situations and don't last long in high traffic areas.
- D. Hooper commented that expenditures in water quality monitoring of the receiving environment should be minimized relative to those on analyses of sediments and tissue samples. This suggestion was made recognizing that the effluent quality monitoring is more extensive than receiving water sampling and thus provides a more accurate reflection of plant discharge. Obtaining accurate samples on the IDZ boundary is very challenging because receiving environment variables and discharge characteristics dictate movement and location of the effluent plume. At the time of sampling, precise information of this nature will not typically be available to those taking the samples. Costs of receiving water sampling are high and provide little value. Sediment and tissue samples and analyses are more cost effective and meaningful than water samples. Water samples may be used to determine IDZ boundary compliance but they a very course means of doing so. Accurate mass discharges are readily determined from the effluent quality and flow data. Receiving water samples cannot provide comparable accuracy.

DELEGATIONS

MINUTES

MOVED B. Rogers, SECONDED G. Gibson, that the minutes from the Liquid Waste Management Plan Monitoring Committee meeting held on February 3, 2016, be adopted.

CARRIED

BUSINESS ARISING FROM THE MINUTES

COMMUNICATIONS/CORRESPONDENCE

UNFINISHED BUSINESS

REPORTS

GNPCC Outfall Update (S. De Pol)

S. De Pol gave an update on the GNPCC outfall project. Work in the winter fisheries window is complete. The contractor performed an eelgrass transplant and some dredging and blasting. Some of the removed eelgrass will be transplanted back to the outfall site after construction. The outfall

pipe is being assembled locally in Nanoose Bay in cooperation with the Nanoose First Nations. The pipe will be installed in the summer fisheries window (June 1 to September 1).

A Notice to Residents was distributed and reviewed (attached). The Notice gives residents advance notice of the marine pipeline assembly.

GNPCC Secondary Treatment Update (S. De Pol)

S. De Pol provided an update on the secondary treatment upgrade project. Geotechnical investigations, some site preparation works, and 60% engineering design are complete for the GNPCC Secondary Treatment Project. Sean reviewed the revised schedule and cost estimate.

The revised schedule anticipates project completion in 2019. The schedule change is largely a result of the geotechnical investigations that identified liquefiable soils in the secondary treatment project area. As a result, up to six months of ground improvements (pile driving) are necessary.

Our engineers' revised cost estimate is greater than the \$62 million estimated in the 2014 LWMP Amendment. The increase is due to several factors including inflation, a decrease in value of the Canadian dollar, costs of the additional ground improvements, and scope refinements.

In February, the RDN wrote a letter (distributed) to the MOE asking if an LWMP amendment would be necessary to address the revised schedule and cost estimate. To date we have not received a formal response to our letter.

Future Meetings of the LWMPMC (S. Norum)

Future LWMPMC meetings are tentatively scheduled for:

- May 10, 2016 [this is now changed to June 21, 2016]
- September 9, 2016 (tentative)
- November/December, 2016.

ADDENDUM

NEW BUSINESS

ADJOURNMENT

MOVED B. Rogers, SECONDED B. Medlar that this meeting be adjourned.

TIME: 2:13 PM

CHAIRPERSON

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE AGRICULTURAL ADVISORY COMMITTEE MEETING
HELD ON FRIDAY, APRIL 22, 2016, at 2.00PM
IN THE RDN BOARD ROOM**

Present:

H. Houle	Chairperson
J. Fell	Electoral Area F
C. Haime	District of Lantzville
J. Thony	Regional Agricultural Organization
K. Reid	Shellfish Aquaculture Organization
K. Wilson	Representative District 68
G. Laird	Representative District 68
R. Thompson	Representative District 69
C. Watson	Representative District 69

Regrets:

M. Ryan	Regional Agricultural Organization
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Also in Attendance:

A. McPherson	Electoral Area A
M. Young	Electoral Area C
H. Sims	Representative for PL2016-035
J. Holm	Mgr. Current Planning
P. Thompson	Mgr. Long Range Planning
B. Ritter	Recording Secretary

CALL TO ORDER

The Chairperson called the meeting to order.

MINUTES

MOVED R. Thompson, SECONDED K. Wilson that the minutes of the Agricultural Advisory Committee meeting held on February 19, 2016, be adopted.

CARRIED

REPORTS

PL2016-035 – ALR Nonfarm Use application – Lot 1, Plan EPP16024 & Lot C, Plan VIP80909 – EA ‘G’

MOVED J. Fell, SECONDED J. Thony, that Application No. PL2016-035 – ALR Nonfarm Use application – Earthbank - Lot 1, Plan EPP16024 & Lot C, Plan VIP80909 – EA ‘G’ be approved by the Agricultural Land Commission as submitted.

CARRIED

PL2016-034 – ALR Subdivision application - 2070 Akenhead Rd – EA ‘A’

MOVED K. Wilson, SECONDED C. Watson, that Application No. PL2016-034 – ALR Subdivision application – Hodgson - 2070 Akenhead Rd – EA ‘A’ be approved by the Agricultural Land Commission as submitted.

CARRIED

PL2016-042 – ALR Nonfarm Use application – 2602 Holden Corso Rd. – EA ‘A’

MOVED G. Laird, SECONDED J. Fell, that Application No. PL2016-042 – ALR Nonfarm Use application – Kral/Lassam/Raynor - 2602 Holden Corso Rd. – EA ‘A’ be approved by the Agricultural Land Commission as submitted.

CARRIED

Agriculture Area Plan Implementation 2014 – 2016 Action Plan Progress Update

MOVED J. Fell, SECONDED K. Reid, that Agriculture Area Plan Implementation 2014 – 2016 Action Plan Progress Update be received as submitted.

CARRIED

MOVED J. Thony, SECONDED K. Reid, that a recommendation be submitted to the Board that Project 6 - Composting Facility, in the Agriculture Area Plan Implementation 2014-2016 Action Plan, be moved from low priority to high priority, and from medium timeframe to short timeframe.

CARRIED

NEW BUSINESS

MOVED J. Thony, SECONDED J. Fell, that AAC members receive mileage reimbursement for site visits they are asked to attend.

DEFEATED

Regular updates from RDN staff on ALC final decisions (K. Reid)

RDN involvement in Coastal Invasive Species Committee (J. Thony)

Request for a copy of the letter sent to BCAA regarding what qualifies as a farm product (J. Thony)

Involvement in Farmers Institute in agricultural promotion and economic development including a Food Growers Guide (J. Thony)

ADJOURNMENT

MOVED H. Houle, SECONDED K. Reid, that this meeting be adjourned.

CARRIED

Time: 3.40 pm

CHAIRPERSON

TO: Paul Thompson
Manager, Long Range Planning

DATE: April 13, 2016

FROM: Kristy Marks
Senior Planner

MEETING: AAC - April 22, 2016

FILE:

SUBJECT: Agriculture Area Plan Implementation 2014 – 2016 Action Plan Progress Update

PURPOSE

To provide a status update on the progress of the Agricultural Area Plan Implementation 2014-2016 Action Plan to the Agricultural Advisory Committee.

BACKGROUND

Following the adoption of the Agricultural Area Plan (AAP) in September 2012 the Agricultural Advisory Committee (AAC) reviewed the 128 recommended Action Items outlined in the AAP to identify which were of highest priority to consider within the first work plan. The result was a list of 68 priority Action Items representing a broad range of topics related to aquaculture and agriculture in the region. Staff then organized the priority Action Items into six main projects and tasks to be considered during the first work plan period from 2014-2016. The Regional District of Nanaimo (RND) Agricultural Area Plan implementation 2014-2016 Action Plan (IAP) identifies the following six projects for consideration during the current work plan period:

1. Agriculture Bylaw and Policy Updates
2. AAC Terms of Reference
3. Promotion and Economic Development
4. On Farm Water-related Infrastructure
5. Invasive Species Management
6. Composting Facility

In addition to the above identified projects there are a number of priority Action Items that were also included in the 2014-2016 IAP that do not fit within one of the main projects and will remain outstanding at the end of the first work plan. These items may be reconsidered in subsequent AAP Implementation Work Plans.

AAP IMPLEMENTATION ACTION PLAN PROJECT STATUS

The following provides a summary of the current status of the six projects and priority Action Items that are either complete, in progress or are remaining for consideration. Please refer to Attachment 1 for a detailed update on each of the projects and individual priority Action Items.

Bylaw and Policy Updates Project

The Bylaw and Policy Updates project is the only project identified in the IAP that falls entirely within the RDN's jurisdiction. This project involved a comprehensive review of RDN policies and bylaws and identified 13 specific obstacles to agriculture. Following extensive consultation with and feedback from the RDN Board, AAC members and the community, staff prepared proposed changes to agriculture related zoning regulations and a community engagement plan which was completed during the summer and fall of 2015. Draft bylaws received 1st and 2nd reading from the RDN Board on March 23, 2016 and public hearings on the proposed bylaws are scheduled for April 25 and April 28, 2016.

Of the 40 priority Action Items identified under the six major projects, 14 were included in the Bylaw and Policy Updates project. Given the number of items to be addressed, the complexity of the project, and the extensive consultation that was completed, this project required significant staff time and resources.

This project and the associated Action Items are complete.

Agricultural Advisory Committee Terms of Reference

This project was one of the highest priority Action Items identified in the AAP and involved amending the AAC Terms of Reference to allow the AAC to make comments on applications to the Agricultural Land Commission (ALC). Following a staff report that was considered by the Board in February 2014 the AAC Terms of Reference was amended to allow the AAC and Electoral Area Directors to provide comments to the ALC on applications for subdivision, exclusion or non-farm use in the Agricultural Land Reserve (ALR). An additional Action Item to adopt the ALC recommendation of rejecting ALR applications that are not consistent with OCPs and zoning was considered. However, further changes to the RDN Board Policy on ALR applications was not supported.

This project is considered complete.

Agricultural Promotion and Economic Development

The purpose of this project is to raise awareness and general knowledge of agriculture and aquaculture in the region, and promote development and investment opportunities in agriculture and aquaculture. The project is divided up into seven sub-projects, a number of which are currently in progress or could be considered further within the current and/or future work plans.

Sub-project 1: Creation of a Local Food Guide and Annual Food Tour

Staff have completed some preliminary research to determine what local food guides or farm directories already exist and what organizations are currently involved. Staff have met with Nanaimo FoodShare representatives to discuss local food guides and existing information and resources and how these could

be more widely advertised and shared. Next steps could involve organizing a meeting with stakeholders to raise awareness about AAP Action Items and to discuss what role the RDN might play in supporting a local food guide and/or annual tour. If there is interest in pursuing this project further staff could potentially organize a meeting or workshop with stakeholders to discuss opportunities and determine next steps.

Sub-project 2: Advocate for Changes in Farm Tax Assessment

The purpose of this project was to advocate for changes in farm tax assessment to include the sale of value-added and agri-tourism products in determining primary production gross income. To address this Action Item staff prepared and sent a letter to the British Columbia Assessment Authority (BCAA) requesting this change. This item has also been considered by the Union of British Columbia Municipalities (UBCM) with no action taken on the part of BCAA to date.

This project is complete.

Sub-project 3: Creation of an Agricultural Website

Of the 40 priority Action Items identified within the six major projects, 11 were included in this project to create and maintain an agricultural website. The Growing Our Future website has been created and currently provides information on the AAP, AAP Implementation, Land Use Inventory, current projects and initiatives, as well as links to other agriculture related websites and information. The website has been designed to accommodate additional information in the future and staff are currently working to include additional information on agriculture or aquaculture, as well as links to community groups, initiatives and events.

Many of the related Action Items are currently in progress and maintenance of the website will be ongoing.

Sub-project 4: Creation of an Agricultural Support Officer

This project involves consideration of the creation of a position dedicated to supporting new and existing farmers. The role of this position could involve support to businesses, responsive and focused assistance to the agriculture sector and development of promotional and marketing opportunities. Staff discussed this action item with a few other agencies including Vancouver Island University, Nanaimo Economic Development Commission, Ministry of Agriculture and the Cowichan Valley Regional District. While there was support expressed for the creation of such a position, a source of funding was not identified. If the AAC is interested in pursuing this project staff could proceed within initiating discussions with other stakeholders to discuss options and if necessary prepare a report to the Board to receive direction on how to proceed.

Sub-project 5: Consider Establishing an Agricultural Development Committee

The purpose of this project is to establish an Agricultural Development Committee (ADC) potentially as an extension of the City of Nanaimo's Economic Development Corporation (EDC) to improve communication, promote agriculture business development and initiatives, and identify and access funding opportunities. The NEDC was approached and while there was general support expressed no

further action was taken. If the AAC is interested in pursuing this project, staff could reinstate discussions with the City of Nanaimo EDC or other stakeholders to determine the level of support to establish a committee.

Sub-project 6: Year Round Farmer's Market

This project involves supporting the idea of having a year-round indoor farmer's market, possibly at the VEx grounds. Staff have met with a representative of the Island Roots Market Cooperative (IRMC) to discuss their plans to move forward with the proposal for a year round market at Beban Park and how the RDN might help support this initiative. The IRMC has expressed interest in presenting proposed farmers' market plans to the RDN Board to request a letter of support for the project. In addition, RDN staff may also be available to assist with making grant applications to help fund the project and will consider providing a link to the IRMC website on the Growing Our Future website.

Sub-project 7: Right to Farm Education

One aspect of this project is the production of educational material aimed at rural residents, realtors and future residents who are considering purchasing property in the ALR. Research has been conducted to identify the materials that have been produced in other regions. Production of materials for the RDN has not yet been initiated. Other actions may include meeting with the Ministry of Agriculture and ALC to determine what is already being done with respect to raising awareness about the *Right to Farm Act* and what role the RDN could play and meeting with the Real Estate Board to encourage realtors to market farmland for farming.

Invasive Species Management

The Invasive Species Management project involves researching what senior governments and other organizations are already doing and providing assistance where appropriate. This item has been included on the 2014-106 IAP to be addressed in 2016 and has been identified as an Action Item that would most appropriately be addressed by another agency or organization.

No work has been done on the related Action Items to date.


Composting Facility

The AAC identified three Action Items related to composting initiatives. This project is also identified in the 2014-1016 IAP to be addressed in 2016 and involves coordination and discussion with RDN Solid Waste Services. The initial phase of the project could involve holding meetings with relevant stakeholders across the region to gauge the need and support for composting facilities. Should there be a need and general support the project could be considered in more detail in future work plans.


There has been no work completed on this project to date.

SUMMARY/CONCLUSIONS

While many of the priority Action Items identified in the AAP Implementation 2014-2016 Action Plan have been completed or are currently in progress, there are a number of projects and Action Items that remain for consideration. Given limited staff resources and the number of items still to be considered, staff recognize that not all of the outstanding projects can be completed this year. Staff request/recommend that the AAC review the outstanding Action Items and provide a recommendation on which projects and Action Items should be given priority.



Fos Report Writer



General Manager Concurrence



Manager Concurrence

Attachment 1

**Agricultural Area Plan Implementation 2014-2016 Action Plan
Project Status Update**

Legend

Complete (Addressed or Considered)

In-Progress (Being Considered)

Remaining (For Consideration)

Project	Action #	Brief Description	What's Required	Status	Comments
Project 1 Bylaw and Policy Updates Project	1.1.b	Adopt no net loss of agricultural land policy.	Research the topic and develop options in a report to the Board.	Complete	This project is quite complex and was considered as part of the Bylaw and Policy Updates project. There was no support to consider this further at this time.
	1.1.e	Residential Siting Guidelines	Research the topic, develop options. Develop draft zoning bylaw amendments.	Complete	Residential siting guidelines were considered as part of the Bylaw and Policy Updates project. There was no support to consider this further at this time.
	2.2.c	Agri-tourism Review	Research the topic, develop options. Develop draft zoning bylaw amendments.	Complete	Draft bylaws allow agri-tourism on ALR land that has farm class subject to ALR Regulations.
	4.2.a	Support on-farm water-related infrastructure	Review bylaws for barriers to water infrastructure	Complete	Bylaws have been reviewed and no obstacles were identified.
	7.1.d	Strengthen development review process to better consider water-related impacts on agriculture (water supply, runoff, etc.)	Review bylaws related to water/aquifer protection When development applications are reviewed ensure that the impacts of runoff are addressed through rezoning, DP's ,etc.	In Progress/Ongoing	With the introduction of the new water sustainability act the RDN will have the ability to reserve water or at least plan for water for agriculture. It is recommended that we wait until the regulations come into force (2016) and then work with water services to determine what options exist to address the development review process. New Regulations in effect as of February 29, 2016
	7.1.g	Monitor ALR policy changes and update bylaws as needed	Periodic check and tracking changes to ALC policy.	Complete (could be ongoing as policies are updated)	Proposed bylaws are consistent with current ALC Policy and the Minister's Guide for Bylaw Development in Farming Areas ALC Policies were most recently updated in January and February 2016

Project	Action #	Brief Description	What's Required	Status	Comments	
	7.2.a	Continue to support agriculture and aquaculture at the policy level	Internal review of policy documents that affect agriculture.	Complete	OCP Policies were reviewed to identify potential barriers to agriculture or aquaculture. OCP amendments that were considered were to allow TUPs for farmers' markets – this has been addressed by including language in the zoning bylaws to support this. OCP language related to agriculture would also be considered at the time of an OCP review.	
	7.2.d	Amend existing farm land protection DPAs to be more consistent with current Ministry guidance and each other Consider introducing farmland protection DPAs in EA's F, H, and C (EWPV).	Review DPAs and consider amendments to focus more at the time of subdivision and be more consistent with Guide to Bylaw Development.	Complete	Considered as part of the Bylaw and Policy Updates project. There was no support to consider this further at this time. Development Permit Guidelines related to the protection of farmland would be considered at the time of an OCP review	
	7.2.c	Implement an agriculture zone.	Review all aspects of an agricultural zone including minimum parcels sizes that are consistent with OCP and RGS.	Complete	An Agriculture zone that would apply to ALR land has been drafted. Minimum parcel sizes are not proposed to change. Draft Bylaws received 1 st and 2 nd reading on March 22, 2016.	
	7.3.f	Update sign bylaws to support signage for agriculture.	Research and review sign bylaw for obstacles to agricultural signage.	Complete	It is not recommended that the sign bylaws be amended to allow third party signage. No further actions are recommended at this time since it is unlikely that MOTI would allow a modification to the provincial sign policy.	
	7.3.c	Ensure that food processing, warehousing, distribution, and sales are permitted.	Review zoning to identify if any obstacles to establishing these uses exist.	Complete	These are generally ALR designated farm uses and would be permitted on ALR land in the proposed agriculture zones.	
	7.3.d	Ensure local policies and bylaws encourage agriculture and aquaculture.	Review existing policies and regulations.	Complete	Potential obstacles were identified, community feedback was obtained, and draft bylaws were prepared and received 1 st and 2 nd reading.	
	7.4.a	Ensure that policy documents specify that Approving Officer does not have to approve a subdivision that meets minimum parcel size in the ALR.	Review OCPs to identify if this language exists.	Complete	This could be reviewed when OCPs come up for review.	
	7.4.d	Reduce restrictions on water holding tanks, detention ponds, and other water infrastructure.	Review zoning bylaws to identify restrictions.	Complete	No restrictions were identified that would prevent the development of these uses.	
	Project 2 AAC Terms of Reference	1.1.a	Update AAC Terms of Reference to allow for AAC comment on ALC applications.	Present report and recommendations to Board.	Complete	A report was presented to the RDN Board and the Terms of Reference was amended.
		7.2.b	Adopt ALC policy of not forwarding applications that are inconsistent with OCP and zoning	Amend Board Policy on ALC Applications.	Complete	Further changes to the Board policy on ALC Applications are not supported at this time.

Project	Action #	Brief Description	What's Required	Status	Comments
Project 3 Agricultural Promotion and Economic Development	2.2.a – Food Guide	Create a local food map	Research what is already being done. Meet with farmers, market organizers, and agricultural groups to find out what is being done and what the RDN's role should be.	In Progress	Conducted initial research and prepared a list of existing local food maps and examples from other local governments. Could prepare a report that summarizes all existing food maps and their pros and cons and what it takes for farmers to participate. Explore the possibility of the RDN recommending and promoting a single map for the region.
	2.2.d- Food Guide	Develop a food tour and other events that highlight farming in the region.	Contact Recreation and Parks about the possibility of assisting to organize/take the lead on this.	Remaining	Contact recreation programmer to discuss possibilities.
	1.1.f – Letter BCAA	Advocate for changes to farm tax assessment.	Send a letter to BCAA requesting that they consider including value-added and agri-tourism products in achieving farm class.	Complete	A letter was sent to BCAA. This issue has come up several times at UBCM with not much success. Therefore, no further actions are recommended at this time. BCAA presented to the AAC in January 2014.
	1.2.a - Website	Create an agricultural webpage	Investigate what information is currently available from other sources. Develop a website.	Complete (Ongoing maintenance and updates)	A website has been created which is designed to accommodate more information in the future. Consider adding more information to the website such as local farm directory or link to food map, farmer of the month, community groups and events
	1.2.c - Website	Upload soil information to the agricultural website.	Source and link or house the data.	In Progress	Consider adding this information to the website. Staff have had preliminary discussions with GIS to determine if soil, climate, precipitation and other data could be made available in a web based map dedicated to agriculture.
	1.2.f – Website	Assist farmers with information and funding that result in environmental farm management practices.	Find out what information farmers are looking for by meeting with them. Determine what portion of that information is already provided online by other agencies. Consider options for linking or providing requested information.	Remaining	Meet with farmers and AAC to discuss this project.
	1.3.a - Website	Create database which links people looking for land with land that is available for farming.	Find out if this system already exists. If it does link to it on the project website.	In Progress	Some initial research has been done to investigate whether a local resource already exists and what other local governments are doing. Could include a link to existing resources on the website or possibly include this information in a local food map, similar to Campbell River.
	1.3.c - Website	Provide information about the different types of land tenure (long term lease, fee simple, etc.)	Research the topic and draft a brief write up for the website. Look at the pros and cons and process for each.	In Progress	Some initial research has been done on this. Link to LLAF website, UBC, others?

Project	Action #	Brief Description	What's Required	Status	Comments
	1.3.e - Website	Provide information on alternative farm business arrangements such as strata, cooperatives, and corporations.	Research and find out what information is already being provided. Either develop content or link to existing content.	In Progress	Need to research this further and consider where to add this information on the website.
	3.2.a – Website	Provide an online agriculture and aquaculture job bank.	Research what is already being done and consider linking from the agriculture website.	Remaining	This may not be within the RDNs scope and would be difficult to maintain. Considering providing a link to other relevant resources
	4.1.a – Website	Advertise and share online map data available on RDN watersheds (WaterMap)	Unclear	In Progress	DWWP is working on updates to the RDN WaterMap and are not currently actively advertising it. Could also include a link on the Agriculture website directly to the RDN WaterMap once it's updated. There is a link on the Ag website under ALUI to the Ag Water Demand Model
	5.1.b – Website	Encourage farmers to enroll in the Environmental Farm Plan program.	Provide links to information on the project website.	Complete	A link to the EFP program has been included on the website.
	6.2.a - Website	Assist with the promotion of agricultural events and festivals in the RDN.	Consider using the agricultural website to help promote agricultural events.	In Progress	Staff are currently considering what information could be included. It could be difficult to maintain in the long term and may require significant staff time to ensure information is current.
	6.1.b – Website	Use social media to promote local agriculture and aquaculture business.	Find out what agricultural/aquaculture businesses are on social media - Consider liking their pages.	In Progress	Staff are considering what businesses to include and best methods for promoting.
	2.1.b – Ag Development Committee	Consider Establishing An Agriculture Development Committee possibly as an extension of the City of Nanaimo 's EDC	Meet with Member municipalities, EDC and other stakeholders to gauge level of interest	In Progress	Met with NEDC
	2.2.b – Farmers' Market	Support a year round indoor Farmers' Market possibly at VIEx grounds	Investigate what is currently being considered region wide	In Progress	Staff have met with IRMC representatives to discuss how the RDN could support the market and receive updates on project progress.
	6.1.a – Right to Farm Act Education	Partner with Realtors and Real Estate Foundation to encourage the real estate industry to provide education realtors to farmland for farming	Determine what information is currently available and what is currently being done.	In Progress	Have conducted research on materials used in other areas
	2.1.a –Agricultural Support Officer	Secure funding for and create a position of Agricultural Support Officer	Work with other agencies to consider need and benefit of the position	In Progress	Have met with other agencies. Source of funding to be identified.

Project	Action #	Brief Description	What's Required	Status	Comments
Project 4 On-farm water-related infrastructure	4.2.a and 4.2.c	Support farmers to develop on-farm water-related infrastructure.	Determine what the issues and concerns are and what information is currently available.	In Progress	Staff attended a workshop in Dec 2015 which discussed climate change and water related challenges for agriculture and attended a workshop and farm tour of on-farm water storage in the Cowichan Valley as part of the Islands Agriculture Show in Feb 2016 to learn more about the issue. Develop a demonstration project for water efficient irrigation, provide an incentive program or rebates for more efficient irrigation systems or use rainwater harvesting for agriculture or develop education materials on efficient irrigation methods for agriculture.
Project 5 Invasive Species Management	5.2.a	Develop a management strategy for over-abundant, alien and invasive species on agricultural lands	Research what senior governments and other organizations are doing already. Provide support where appropriate.	Remaining	
Project 6 Composting Facility	1.2.d	Distribute information regarding farm composting and the availability of local compost to farms	Compile information on nutrient needs and the rationale for shared compost facilities	Remaining	Meet with Solid Waste Services staff to discuss these projects.
	5.3.a	Work with member municipalities to identify a location for a composting facility	Meet with farmers and aquaculture operators to determine needs and next steps.	Remaining	
	5.3.b	Investigate opportunities to connect regional composting and zero waste initiatives with current nutrient cycling of farmers and aquaculture operators	Write an RFP and hire a consultant to conduct a study – coordinate the project and present the results to the Board.	Remaining	Funding needed for consultant

REGIONAL DISTRICT OF NANAIMO

**MINUTES OF THE FIRE SERVICES ADVISORY COMMITTEE MEETING
OF THE REGIONAL DISTRICT OF NANAIMO HELD ON
WEDNESDAY, APRIL 27, 2016 AT 7:00 PM IN THE
RDN BOARD CHAMBERS**

In Attendance:

Director W. Veenhof	Chairperson
Director M. Young	Electoral Area C
Director B. Rogers	Electoral Area E
Director J. Fell	Electoral Area F
Director J. Stanhope	Electoral Area G
Lesley Brown	Bow Horn Bay VFD Director
Gerry Caille	Bow Horn Bay VFD Director
Bill Lovegrove	Bow Horn Bay VFD Director
Rodney Luck	Bow Horn Bay VFD Director
Geoff MacIntosh	Bow Horn Bay VFD Deputy Chief
Simone Mynen	Bow Horn Bay VFD Director
Bill Strandt	Cassidy/Waterloo FD
Aaron Poirier	Coombs-Hilliers VFD Chief
Stephen Stahley	Coombs-Hilliers VFD Director
Dave Neden	Coombs-Hilliers VFD Director
Nick Acciavatti	Dashwood VFD Chief
Gerry Anderson	Dashwood VFD Director
Troy Bater	Errington VFD Chief
Gerrard Bing	Errington VFD Director
Joanne Hamel	Errington VFD Director
George Klemm	Errington VFD
Pearl McBride	Errington VFD Director
Gordon McCracken	Errington VFD Director
David Badior	Extension VFD Director
Brandon Britt	Extension VFD Deputy Chief
Steve Schmidt	Extension VFD
Cheryl Tellier	Extension VFD Director
Will Geselbracht	Nanoose Bay Fire Protection Society Director
Ron Lampard	Nanoose Bay Fire Protection Society Director
Gerry Thompson	Nanoose Bay Fire Protection Society Director
Bud McFarland	Nanoose Bay Fire Protection Society Director
John Newall	Nanoose Bay VFD Deputy Chief
Doug Penny	Nanoose Bay VFD Chief

Also in Attendance:

D. Trudeau	Chief Administrative Officer
W. Idema	Director of Finance
C. Golding	Recording Secretary

CALL TO ORDER

The Chairperson called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

MINUTES

Minutes of the Fire Services Advisory Committee meeting held Thursday, May 14, 2015.

MOVED Director Rogers, SECONDED Director Fell, that the minutes of the Fire Services Advisory Committee meeting held Thursday, May 14, 2015, be adopted.

CARRIED

DELEGATIONS

Dave Mitchell & Associates presentation/discussion, re: Regional District of Nanaimo Fire Service Review Report.

Geoff Lake and Ian MacDonald of Dave Mitchell & Associates delivered a slide presentation explaining the work undertaken and recommendations of the Fire Services Review. The report provides 23 recommendations covering the legal/organizational structure of the RDN Fire Services, bylaws, agreements, and fire services operations.

The recommendations include the Regional District of Nanaimo (RDN) moving to a single Operations Bylaw which would cover all powers, services, jurisdictional issues, and the setting service levels. As well there are recommendations regarding development of more region-wide support for the fire services in the areas of operational guidelines, occupational health & safety programs, volunteer recruitment/compensation, administrative/record keeping support, apparatus and equipment purchasing/servicing/testing, template documents for operational guidelines and training requirements for established service levels.

As the RDN currently does not have dedicated resources to supporting fire services, it is recommended that the RDN hire a Fire Service Coordinator to address Playbook requirements and department needs. The role of this position would be established through consultation with the fire departments, but would include support to the departments for training plans, operational guidelines, equipment purchasing, mutual aid agreements and bylaw requirements.

The report identifies recommended service levels for the six contracted Society run fire services in the RDN including Interior Service Level for Bow Horn Bay, Coombs-Hilliers, Dashwood, Errington, Nanoose and Exterior Service Level for Extension. Levels of training have been established for each level of service and are mandated by the Playbook. The consultant review indicates these levels of service are achievable for these departments; however, the RDN needs to ensure ongoing compliance with the relevant training standards.

BUSINESS ARISING FROM DELEGATIONS/COMMUNICATIONS

MOVED Director Rogers, SECONDED Director Fell, that the Board direct staff to prepare a report to come forward to the May 10, 2016 Committee of the Whole Meeting with respect to engaging a Fire Services Coordinator.

CARRIED

ADJOURNMENT

MOVED Director Fell, SECONDED Director Rogers, that this meeting be adjourned.

CARRIED

TIME: 9:23 PM

CHAIRPERSON

CORPORATE OFFICER