



Agenda No: 8.3

Mtg. Date: September 23, 2013

Regional Board Report

TO: Regional Board
FROM: Regional Emergency Services Oversight Committee
DATE: September 17, 2013
SUBJECT: **Regional Emergency Services Functions**
Prepared by: *C. Radford, Director of Community Services*

RECOMMENDATION:

THAT the Regional Board receives this report for information;

AND THAT the Regional Board direct staff to compile an action report on Regional Fire Dispatch Request for Proposal potential by year end of 2013 and have a final report for the 1st quarter of 2014.

AND FURTHER THAT Regional Board direct staff to update the Emergency Bylaw to include a potential cost recovery method applicable to Marine Rescue by March 31, 2014.

AND FURTHER THAT the Regional Board refer the Emergency Program Management Review and Non-Core and Core Services Review to the Chief Administrator Officer (CAO) Committee for feedback by November 30, 2013.

Purpose:

To provide an update to the Regional Board on the progress of the review of Regional Emergency Services Program review.

Implications of Recommendation:

Strategic Plan: Hazard Management, Emergency Planning

Financial: Ensure Services are delivered to maximize efficiency and effectiveness

Policy: Coordinated Regional Emergency Plan/Program

Background:

The RESOC met on September 12, 2013 and passed the following resolutions:

“THAT the RESOC refer the Emergency Program Management to the CAO's for a progress report by November 30, 2013.

THAT the RESOC refer the Non-core and Core Services to the CAO's for a progress report by November 30, 2013.

THAT RDCO staff, CAO and Director of Community Services compile an action report on Regional Fire Dispatch RFP potential by the year end of 2013 and have a final report for the 1st quarter of 2014.

THAT the RDCO staff updates the Emergency Bylaw to include Marine Rescue and bring forward potential sources of revenue by March 31, 2014.”

The Regional Board requested a core service review of the Regional Emergency Services program in the fall 2011. A technical committee, the Regional Emergency Services Committee (RESC), was tasked with this review and recommendations for consideration by the Regional Emergency Services Oversight Committee (RESOC) and ultimately, the Regional Board. Each of the municipal partner Fire Chiefs, as well as a City of Kelowna Deputy Chief and the RDCO's Fire Services Manager made up the RESC membership. The RESOC includes Director Zimmermann as Chair and Directors Ophus, Baker, Fielding and Edgson.

Over the course of 2012, the RESC developed fact sheets (as attached) for nine (9) Regional Emergency Services delivered through the RDCO:

- Road Rescue
- Low Angle Rescue
- Regional Radio System
- Emergency Management
- Fire Dispatch
- Hazmat
- Marine Rescue
- Technical Rescue
- Regional Bush Truck

The fact sheets formed the basis for a number of recommendations to the RESOC and were taken under advisement in the RESOC's subsequent deliberations. The RESOC developed an analytical framework that the committee believes will best provide services within the region. Subsequently the Regional Board approved in principle the following structure identified in the tables below.

Table 1 – Analytical Framework for Regional Rescue Service

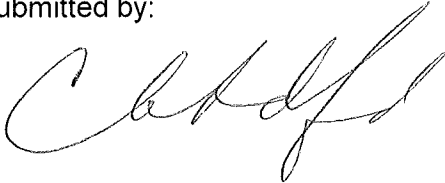
	Core Services	Non-Core Services
Governance	By RDCO Board	Local Partner Council
Service Delivery	Directly delivered or Contract for Service	Local Fire Department, Contract for Service or Not Provided
Management	Manager as per job description or Contract Oversight by CAO or designate	Local Fire Chief or designate for Contract for Service

Table 2 – Non-Core vs. Core Services

<p>Non-Core Services – To Be Governed and Managed by Municipalities</p> <ul style="list-style-type: none"> ▶ Low Angle Rescue ▶ Regional Technical Rescue <ul style="list-style-type: none"> ◦ High Angle Rescue ◦ Confined Space Rescue ◦ Ice Rescue ◦ Swift Water Rescue ▶ Road Rescue Program (Extra-regional costs shared by partners) <p>Core Services – To Be Governed and Managed by the RDCO</p> <ul style="list-style-type: none"> ▶ Emergency Program Management ▶ Hazmat ▶ Marine Rescue ▶ Fire Dispatch ▶ Radio System <p>Note: The Regional Bush Truck will be removed from the program.</p>
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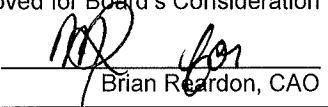
Conclusion: At this stage, the RESOC feels it important to update the Board, discuss committee findings and to set the direction for further analysis for delivery of the Services.

Submitted by:



Chris Radford
Director, Community Services

Attachments: RESOC Reports September 12, 2013

Approved for Board's Consideration


Brian Reardon, CAO



Mtg. Date: September 12, 2013

TO: RESOC
FROM: C. Radford, Director of Community Services
DATE: September 12, 2013
SUBJECT: Regional Rescue Program Review Non-Core and Core Services

RECOMMENDATION:

THAT the Regional Emergency Services Oversight Committee receives this report for information.

Purpose: To provide the RESOC with review of response from local jurisdictions in consideration of removal of services from the Regional Rescue Program under the definition of "Non-Core".

Implications of Recommendation:

Strategic Plan: To provide hazard management to the region in the most efficient, effective service delivery on an on-going basis.

General: Member Municipalities, Electoral Areas and Central Okanagan residents benefit from a consistent Regional Service delivery.

Financial: Efficiencies realized through a Regional Program.

Background:

In 2011, the Regional Board requested a core service review of the Regional Rescue Program. KPMG was awarded the contract to conduct the review and provided a report to the Board. The Regional Board did not fully support the conclusions contained in the KPMG report and subsequently established an Oversight Committee to oversee a more in depth analysis of the services provided within the program.

The Regional Rescue Program consists of the following services:

- ❖ Emergency Management
- ❖ Fire Dispatch

- ❖ Regional Rescue :
 - Road Rescue
 - Confined Space Rescue
 - Ice Rescue
 - Swift Water Rescue
 - Hazmat
 - High Angle Rescue
 - Low Angle Rescue
 - Marine rescue
 - Regional Radio System

The Oversight Committee followed a mandate to advise the Board on a revised Regional Emergency Program to include:

- ❖ Administrative structure and agreements
- ❖ Financial Model
- ❖ Service output and levels
- ❖ Deployment model based on Risk Regional requirements

A Regional Emergency Services Committee was formed to provide technical input to the Oversight Committee and to clarify administration, costs, training and statistics for all elements within the Regional Rescue Program.

The technical group consisted of the Chief from each municipality, the RDCO Fire Services Manager and the Deputy Chief from the City of Kelowna, who serves as the Emergency Coordinator.

Fact sheets were developed for each of the nine separate services with the Regional Rescue Program and were distributed to the RESOC Committee for review. The RESOC forwarded a report to the Regional Board considering the following changes to the program by separating services into core and non-core being delivered under the following governance structure:

	Core Services	Non-Core Services
Governance	By RDCO Board	Local Partner Council
Service Delivery	Directly delivered or Contract for Service	Local Fire Department, Contract for Service or Not Provided
Management	Manager as per job description or Contract Oversight by CAO or designate	Local Fire Chief or designate for Contract for Service

Non-Core Services – To Be Governed and Managed by Municipalities

- ▶ **Low Angle Rescue**
- ▶ **Regional Technical Rescue**
 - High Angle Rescue
 - Confined Space Rescue
 - Ice Rescue
 - Swift Water Rescue
- ▶ **Road Rescue Program (Extra-regional costs shared by partners)**

Core Services – To Be Governed and Managed by the RDCO

- ▶ Emergency Program Management
- ▶ Hazmat
- ▶ Marine Rescue
- ▶ Fire Dispatch
- ▶ Radio System

Note: The Regional Bush Truck will be removed from the program.

The Regional Board has approved in principle this service delivery model. RDCO staff has met with the Electoral Area Directors to provide further information on the potential impacts to their local areas if the proposed service model is fully implemented.

Staff discussions with EA Directors identified the training, equipment and required personnel to field teams to respond to non-core services in their jurisdiction. Currently, the RDCO paid on call departments are struggling to field fire staff to respond to the most basic fire related calls. Therefore the reality to provide these non-core services other than Road Rescue at a local level would be not considered.

The discussion also provided clarity on what defines these non-core services. An example is high angle rescue, which has the potential to exist on many high slope road sides accidents.

The option of service not provided is not supported by staff as it results in a service reduction and could potentially expose the Regional District and member municipalities to risk and liability. If local jurisdictions do not provide the service there may be confusion on response or non-response based on the area of origin of the potential rescue call.

Services may be provided by contracts or agreements with other neighbouring jurisdictions or contractors. There is limited information at this time to evaluate the capacity and costs associated with this type of an arrangement.

As per RDCO staff recommendation each Fire Chief met with their respective CAO and Mayor on potential impacts of Non-Core services being dropped from the Regional Program. The potential of removing the services identified as Non-Core may result in:

- Increase to local department training costs
- Additional resources
- Possible inability to ensure response
- Additional equipment and maintenance costs
- Requirement for service agreements
- Potential gaps in the Rescue Program for the Central Okanagan
- Potential Increased Liability issues

At the previous RESOC meeting it was discussed that the City of Kelowna would likely continue to provide all existing services and that they could be called upon as providing services through a contract agreement.

Discussions of contract agreements and projected costs associated with service delivery with the City of Kelowna have not been determined at this time. Staff feels it is somewhat presumptive to assume that the City of Kelowna Fire and Rescue will continue to provide some or all of the services to other jurisdictions without prior consultation with Council. At the time of writing this report there was not a formal response received from the City of Kelowna, however staff had confirmed that a report was to be before their Council on Monday, September 9th that would then provide a response back to the RDCO on the delivery of Non-Core service within the City.

If it is determined that City of Kelowna Council would support agreement for provision of service, it is recommended that preliminary costs be pursued for provision of service. This information would be available to further assist local jurisdictions in determining local implications of non-core services.

Formal response received from the member municipalities is indicated below:

District of Lake Country- Council will be seeking a contract for Confined Space.

District of West Kelowna- all Non-core services will be provided at the local level or by external contract.

District of Peachland-the District sees the need to be able to provide/receive all non-core services at some level.

Peachland Fire and Rescue does not have the staffing levels required to field a team for High Angle Rescue, not the call volume to support the equipment and training investment for Confined Space, Ice and Swift Water Rescue.

As well the request to determine additional information regarding the dispersal of equipment within the Regional Rescue Program needs to be considered as assets and inventory need to be considered when determining feasibility of delivery of these programs.

Peachland Fire and Rescue requested a copy of the Regional Board's resolution stating they are no longer providing these services under the Regional Program and an anticipated timeline for handoff to local jurisdictions.

City of Kelowna- No formal response at the time of drafting the report.

Based on the various feedback from municipalities, staff feels that the issue be brought forward to the Regional Board for further direction and clarification. Other issues beyond service delivery such as RDCO assets and fair distribution to municipalities may need to be investigated further.

Alternatives: That each jurisdiction be responsible for delivery for the services defined as Non-Core through internal qualified, trained teams and/or agreements with other jurisdictions.

Conclusion:

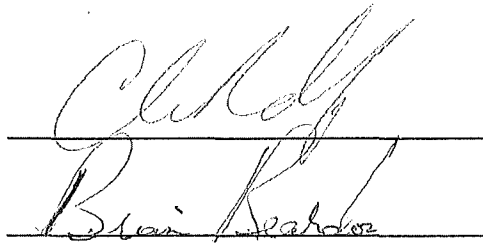
That the RESOC supports all current services in order to establish efficiencies within the Regional Rescue Program and recommends to the Regional Board that all services remain as core in the Regional Rescue Program.

This is for your consideration.

Submitted by:

C. Radford
Director of Community Services

B. Reardon
Chief Administrative Officer



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Mtg. Date: Sept 12, 2013

TO: Regional Emergency Services Oversight Committee
FROM: C. Radford, Director of Community Services
DATE: September 09, 2013
SUBJECT: Regional Rescue Program Review – Marine Rescue

RECOMMENDATION:

THAT the Regional Emergency Services Oversight Committee receives this report and recommend the Regional Board approve combining the purchase of both marine watercraft in 2014.

AND FURTHER THAT staff continue to pursue other potential sources of revenue and Senior Government funding to offset operational costs for the program.

Background Summary:

On June 26th, 2013 the Regional Emergency Services Oversight Committee (RESOC) received a staff report pertaining to the review of the Marine Rescue Service (copy attached). This report stated the Regional Board approved the formation of a Purchasing Committee to identify specifications to replace the marine vessel in Peachland approved in the 2013 financial plan. The five year Financial Plan identified \$200,000 in 2013 and \$100,000 in 2014 for boats in Peachland and Lake Country. The committee has met to review the specifications for the marine rescue boats and have determined that costs could be reduced to the neighbourhood of \$200k for both boats, through a limitation of the specification (rescue boat only) and competitive efficiencies in the purchasing process by doing both at the same time.

On July 18th, 2013 a special RESOC meeting was held to discuss this matter further. The Committee Chair recapped the information presented at the June 26th, 2013 meeting. There was discussion and agreement by the RESOC members to support the action plan and the recommendations made by staff.

Conclusion:

Efficiencies in the Marine Rescue Program may be realized through combining the purchase of both marine watercraft in 2014.

Submitted by:

C. Radford, Director of Community Services

B. Reardon, Chief Administrative Officer



Mtg. Date: Sept. 12, 2013

TO: Regional Emergency Services Oversight Committee
FROM: C. Radford, Director of Community Services
DATE: September 09, 2013
SUBJECT: Regional Rescue Program Review – Fire Dispatch Services

RECOMMENDATION:

THAT the Regional Emergency Services Oversight Committee receives this report and recommend the Regional Board approve staff initiating a series of meetings with other Fire Dispatch service providers immediately, to gather information, analyse the pro's and con's of each service model then report back to the Oversight Committee at the earliest opportunity.

Background Summary:

On June 26th, 2013 the Regional Emergency Services Oversight Committee (RESOC) received a staff report pertaining to the review of the Regional Fire Dispatch Service (copy attached). This presentation focused on the Request for Proposal (RFP) process associated with a review of service delivery options for Fire Dispatch. Concern was expressed about the proposed 3 to 4 year timeline to complete this review.

On July 18th, 2013 a special RESOC meeting was held to discuss this matter further. The Committee Chair recapped the information presented at the June 26th, 2013 meeting. There was discussion and agreement by the RESOC members to commence a review of the service immediately by initiating a series of meetings with other service providers to gather information, analyse the pro's and con's of each service model then report back to the Oversight Committee at the earliest opportunity.

Conclusion:

This approach will result in immediate action being taken to gather critical information that will be needed prior to commencing a Request for Proposals process and allow the RESOC to make an informed decision.

Submitted by:

C. Radford, Director of Community Services

B. Reardon, Chief Administrative Officer



Mtg. Date: Sept. 12, 2013

TO: Regional Emergency Services Oversight Committee
FROM: C. Radford, Director of Community Services
DATE: September 09, 2013
SUBJECT: Regional Rescue Program Review – Emergency Program Management

RECOMMENDATION:

THAT the Regional Emergency Services Oversight Committee receives this report and recommend the Regional Board approve the Emergency Program Management Service continue to be delivered by the City of Kelowna;

OR ALTERNATIVELY THAT the Regional Emergency Services Oversight Committee receives this report and recommend the Regional Board approve the Emergency Program Management Service be provided directly by the Regional District with its own employees.

Background Summary:

On June 26th, 2013 the Regional Emergency Services Oversight Committee (RESOC) received a staff report pertaining to the review of the Regional Emergency Program Management Service (copy attached). This report confirmed the Regional District of Central Okanagan (RDCO) Emergency Program Management Service compared quite well with several others in the province. It was noted that one opportunity to potentially reduce operating costs was to examine the implications of relocating the Emergency Operations Centre to the RDCO office located at 1450 K.L.O. Road.

On July 18th, 2013 a special RESOC meeting was held to discuss this matter further. The Committee Chair recapped the information presented at the June 26th, 2013 meeting. There was discussion and agreement by the RESOC members to consider delivering this service from the RDCO office located at 1450 K.L.O. Road with RDCO staff. Staff were requested to bring back a report outlining the implications of taking this new approach.

Based on the current program we estimate that one Emergency Program Coordinator would need to be hired along with a part time clerical support staff member, summarized as follows:

	Emergency Program Coordinator (1 FTE)	Admin Support (0.5 FTE)	Total
Salary	\$115,000	\$31,000	\$146,000
Vehicle	\$3,000	0	\$3,000
Training	\$2,000	\$1,000	\$3,000
Travel	\$2,000	\$500	\$2,500
Phone	\$750	\$0	\$750
	\$122,750	\$32,500	\$155,250

Given the current organizational model, these positions would fall under the management of the RDCO Fire and Inspections Manager. A portion of the Manager's time would be allocated to this function beyond the current level (0.12 FTE). As well, it is anticipated that the Manager would be called upon to be trained and act as an alternate to the Coordinator to cover for vacation time and other absences.

In addition to the projected salary expenses the on-going operational costs of the program are anticipated to continue. These costs are summarized as follows:

Operating Expenses	Budget Amounts
Telephone	\$ 2,500.00
Amateur Radio	4,650.00
Emergency Social Services	31,000.00
Emergency Plan Training	15,000.00
Data Processing	4,000.00
Insurance	1,095.11
Admin Overhead Recovery	12,087.94
	\$ 70,333.05

The projected costs of an RDCO program (approximately \$225,583.05) are notably higher than the \$150,957.67 currently being paid to the City of Kelowna. From a purely financial perspective, it would appear that continuing to have the City of Kelowna provide the service through a contract would be in the best interest of the Regional District. Notwithstanding the foregoing statement, we anticipate the final costs from the City to be very close to ours and there may be operational benefits to providing the service in-house.

It is important to acknowledge that transitioning to a new service provider will take some time to become fully operational. If this is something the Oversight Committee and the Board support, we should provide notice to the City of Kelowna as early as possible.

Consideration needs to be given to having this service provided directly by the Regional District with its own employees especially if we expect the contract costs to increase in the not too distant future.

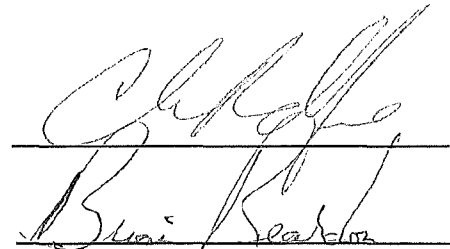
Conclusion:

Although the Regional District has been served well by the existing contract with the City of Kelowna for the provision of this service there may be greater benefit by providing that service directly by Regional District staff.

Submitted by:

C. Radford, Director of Community Services

B. Reardon, Chief Administrative Officer



The image shows two handwritten signatures in black ink. The top signature is for C. Radford, and the bottom signature is for B. Reardon. Both signatures are written over horizontal lines that serve as baselines for the text.